

SUBMISSION

to

FOREIGN AFFAIRS COMMITTEE INQUIRY: OVERSEAS TERRITORIES

(Anguilla)

1. Submission

- 1.1 This submission is made by Harry Wiggin, PO Box 58, The Valley, Anguilla, British West Indies; Tel: +1 264 497 2060; Email: HarryWiggin@compuserve.com
- 1.2 I qualified as an English solicitor in 1965. I was admitted as a solicitor in Anguilla in 1995.
- 1.3 I am a Belonger of Anguilla, having married an Anguillian.
- 1.4 In terms of the time it will take to read this submission, please note that the body of this submission is six pages only. The rest of the pages are Annexes.

2. Reason for Making Submission

I and very many others (native Anguillians - not just expatriates) are deeply concerned:

- (a) that Anguilla's birthright is in the process of being destroyed on the altar of short-term gain;
- (b) that there are no adequate controls in place designed to ensure good government;
- (c) and that the recommendations of the Anguilla Constitutional and Electoral Reform Commission, which were painstakingly and expertly assembled following a wide-ranging consultation process, are being sidelined for political purposes.

3. Environmental Sustainability

- 3.1 The Anguilla National Environmental Management Strategy ("NEMS") of 2001 amounted to a commendable roadmap for sustainable development. It was published in October 2001, some eighteen months after the elections of 2000, when the present government first came to power. See Annex A, page 7 to this submission.
- 3.2 While much of the detail of the NEMS was lost or forgotten, and to this day has not been implemented - in many respects quite the reverse - it quickly became a welcome "given" that the Government would not, as a matter of principle, give approval to any single developer for more than one project, and would certainly not permit any developer to become dominant.

- 3.3 In April 2006 this summary of Anguilla's position was reported on Caribbean NetNews:

Tuesday, April 25, 2006

HAMILTON, Bermuda: The Eastern Caribbean island of Anguilla will continue its commitment to "low volume, high value" tourism, says Dr. Aidan Harrigan, Anguilla's Permanent Secretary in the Ministry of Economic Development, Investment, Commerce and Tourism.

Speaking at this month's Caribbean Hotel and Tourism Investment Conference in Bermuda, Dr. Harrigan said that neither rapid development nor over-development present a winning formula for a small 35 square mile island with a population of only 12,500.

"Anything we do, we have to be able to absorb the level of development, so that's why we have opted for a more gradualist approach (and) it has worked dividends for us," said Dr. Harrigan, who notes that Anguilla continues to maintain the image of an up-and-coming, upscale, luxury destination.

"You can earn just as much money from that approach as from mass tourism," said the Permanent Secretary, who notes that capturing the high yields also mitigates negative environmental and social impacts. "It's not to say that it's the approach for everybody ... (but) it makes sense for us," he said.

- 3.4 But all of that (apparently quite suddenly) has changed, and the reason for that change gives rise to grave concerns.
- 3.5 The most convenient and authoritative account of the headlong sellout is contained in a report of a talk given in June 2007 by the same Dr Aidan Harrigan, Permanent Secretary at the Ministry of Economic Development (but, significantly, speaking in his private capacity): See Annex B, page 76, to this submission.
- 3.6 It will be noted from the table accompanying that press report that a single developer has been granted approval for no less than three developments, with a total room capacity amounting to 1,525 rooms or some 35% of the total new room approvals at that time.
- 3.7 It will also be apparent that the number of workers required (a) to construct these developments; and (b) to service them once constructed, is enormous. Very serious social consequences for Anguilla have already resulted from the large numbers of immigrant construction workers now on the island, and it cannot be doubted that much worse consequences are to come when it becomes necessary to bring in even more foreign workers than are already in Anguilla, to provide service in the finished resorts. Problems of percentage immigration which may affect the UK pale into insignificance beside the percentage that will be needed in Anguilla.

4. What is the Motive for this Reversal of Policy?

- 4.1 There are mixed views as to the motives of Government for following this course.
- 4.2 The view of the Chief Minister is expressed in his address of 11th July 2007. Annex C, page 81.
- 4.3 A particular concern was articulated but, as was apparent from the item as originally published, not necessarily personally shared by Don Mitchell Q.C, C.B.E on his blog <http://corruptionfreeanguilla.blogspot.com/> .
- 4.4 Since this item is currently the subject of a libel suit brought against Mr Mitchell by the four Government Ministers named, it has now been removed from the blog website and is not reproduced in the Annex to this submission. In the libel suit, the Ministers have claimed substantial sums of money from Mr Mitchell, notwithstanding his publication of an apology, his withdrawal of the piece from his blog website, his acknowledgment that he had no evidence of any wrongdoing and his offer to make donations to charity. In view of these circumstances, the writer expresses no opinion as to the merits of the item that appeared on Mr Mitchell's blog, except to record that it is symptomatic of a lack of confidence in the present system of government in Anguilla.
- 4.5 It should be noted, however, that Mr Mitchell is a highly respected individual and is currently the Chairman of the Anguilla Public Service Integrity Board. See Annex E, page 108. He is a former Judge of the Eastern Caribbean Supreme Court, a believer of Anguilla, and lives amongst the people of Anguilla. He is also dedicated to the well-being of Anguilla and Anguillians and spends a large proportion of his time in devoted public service, including the provision of free legal aid clinics.
- 4.6 The Government has had, but has not taken, the opportunity to answer straightforwardly the very simple question: why have they placed the country at the mercy of a few dominant investors? The fact that they have refused to answer perfectly reasonable questions, and have said only (to use the exact words of the Chief Minister) that they have "made mistakes" but they will "make amends", serves only to raise more questions. This is not good for them and it is not good for Anguilla.
- 4.7 The same lack of transparency manifested in connection with this issue pervades throughout almost everything the government does. The Government website (<http://www.gov.ai/>) is a monument to this lack of transparency. Implying that its purpose is to inform, the Chief Minister's introduction rings hollow when one considers the almost complete lack of information concerning government deliberations (as distinct from public relations announcements) the website carries and the fact that such information is not provided by other means either. See Annex F, page 110.
- 4.8 Nor, when the Government is under an obligation to hold public consultations (e.g. on major planning matters), do they do so properly. If they do so at all, the relevant meeting is usually called at extremely short notice, with the minimum, if

any, publicity, so that it amounts only to a pretence at consultation. When ministers are determined, for whatever reason, to approve a project, it seems that formalities go by the board and favoured developers appear to be allowed to do more or less what they like (including non-compliance with any permissions actually given without any formality or adherence to regulations).

- 4.9 In my view the Ministers should be strongly encouraged by the UK Government to institute an official and authoritative independent enquiry into the events that have led to these troublesome questions, in the best interests of Anguilla and its people. My view that this is needed does not stem from any conviction that culpability is involved. But it does stem from a conviction that it is thoroughly unhealthy and corrosive that suspicions have been widely aroused and that those who are suspected apparently see no way to allay those suspicions. If, as I sincerely hope, they are innocent, then it should be seen as in their own best interests no less than the interests of Anguilla as a whole that an official independent enquiry should resolve the concerns which the explosive economic upsurge in development activity, and its adverse consequences, have engendered. The suspicions will certainly not be allayed by a libel claim against Don Mitchell QC, C.B.E., which risks doing little or nothing more than to enable the claimants to enrich themselves personally. . A measured, reasoned and explained upsurge in development activity would have been acceptable. As it is, it has all been accomplished behind closed doors and with no adequate or rational explanation.

5. The Future - What Steps should the FCO take in the best interests of government in Anguilla and other Overseas Territories?

- 5.1 In the United Kingdom, good governance is achieved not only by legislation. There are conventions, understandings, best practices, concepts of honour, dignity and propriety, that are cultural. In some ways, they do not need to be reflected in legislation because it is felt that they are stronger left unwritten but deeply and culturally understood. So the UK has managed its affairs, for the most part, by operating under an unwritten constitution.
- 5.2 Not so in Anguilla. This is a frontier state. Emigration takes away the best educated and trained. Lessons learned are soon forgotten. The press is weak and wholly ineffective - it is too timid to risk offending the government of the day.
- 5.3 Opposition politicians are unfamiliar with parliamentary tools for keeping government straight. Some will openly say that they do not even want to do so, because they can secure the best political advantage by letting a government get up to mischief and then haul it over the coals. Opposition politics are based on bringing down the government, not on opposing it in order to put it on the right path.
- 5.4 There is an urgent and crying need to insist that government be held to high standards in public life. The entire gamut of anti-corruption and good government mechanisms known to law can no longer be left either to good sense or to the local parliament to enact into law. This has not worked.
- 5.5 After 40 years of constitutional government, Anguilla has yet to enact the legislation anticipated in the Constitution and designed to ensure good

government.

- (a) There is no Public Accounts Committee.
 - (b) There is no law requiring legislators to declare their assets and those of their immediate families to the Speaker. This despite the fact that it is mandatory under section 60A of the Constitution and despite the fact that section 61 mandatorily requires that "A law enacted under this Constitution may determine and regulate the privileges, immunities and powers of the Assembly and its members, but no such privileges, immunities or powers shall exceed those of the Commons' House of Parliament of the United Kingdom or of the members thereof". See Annex G, page 115.
 - (c) There is a legally established Public Service Integrity Board. See Annex E, page 108. But it is limited to matters concerning civil servants and can function only when requested to do so by the Governor. There is need for a mechanism to be put in place to investigate allegations of corruption and improper behaviour among Ministers of Government, parliamentarians and Boards of statutory corporations, all of which are presently exempted.
 - (d) There is no Boundaries Commission to redraw the electoral boundaries from time to time.
 - (e) There is no Ombudsman law or "whistle blower" law.
 - (f) There is no Freedom of Information Act.
 - (g) Crown Lands can be disposed of without any discussion in the House of Assembly.
 - (h) In contrast to the good intentions expressed in the NEMS, Environmental Impact Studies are not required for major developments, and when requested are not effectively published or discussed at meetings that are well advertised. Furthermore, government experts are, it is widely understood, often presented with requests to report accompanied by notifications that their report will be just for the record as the project in question has already been pre-approved (i.e. without regard to the environmental impact, or whatever else the report may contain).
- 5.6 Such provisions and a score of other measures could, with advantage to good government, be placed in the Constitution.
- 5.7 But it would not only be an advantage to good government. It would, it is to be hoped, restore trust in government and thereby eliminate, or at least drastically reduce, the present cancerous cynicism much of the Anguilla public currently has towards its public institutions.
- 5.8 Drafts of any necessary supporting law and regulations should be prepared and published at the same time as any new draft Constitution, with an undertaking

that they will be enacted according to an agreed timetable.

- 5.9 In addition to writing into law provisions for ensuring good government, no governor in Anguilla in recent years has been known to use moral persuasion to insist on good government. On the contrary, Governors have been known to permit and endorse actions that are publicly known or recognised to be improper. An example of this is the extraordinary circumstance that members of government occupy commercial positions involving mind-boggling conflicts of interest. The most conspicuous of these - and there are many other examples - is the fact that the Chief Minister retains his chairmanship of one of the leading commercial banks in Anguilla (Annex H, page 117). A former Governor implied that this was not as inappropriate as common sense would suggest (Annex I, page 119). This has not, I believe, brought credit to the Foreign Office in the minds of many Anguillians.

6. Summary

- 6.1 The Government of Anguilla appears to be bent on disregarding the views of the Anguillian people as reflected in the Report of the Anguilla Constitutional and Electoral Reform Commission, of which it is assumed the FAC already has a copy.
- 6.2 If the FCO fails in its duty to ensure that any constitutional change does, indeed, reflect the properly informed views of the Anguillian people, Britain may well, in due course, have blood on its hands if, as could ensue as a consequence at some time in the future, the rule of law ceases to run in Anguilla.
- 6.3 The key to securing a successful future for Anguilla will be to ensure that proper checks and balances (of the kind described in paragraph 5.5 above) are written into any new Constitution that emerges from the current reform process. It will be wholly inadequate, and indeed counterproductive, for Anguilla to have a new Constitution that not only merely tinkers with these issues, but which further erodes such safeguards as currently exist (inadequate though they are), as the present government apparently wants, by placing yet more power in the hands of the elected representatives without accountability.
- 6.4 It is vital that, as in any civilised democracy, accountability should be underpinned by oversight and compliance measures. Whether these should merely be local (in the sense that they are enshrined in the Constitution and are therefore enforceable at law by those whom they affect) or whether they should also be international (in the sense that the FCO would have additional oversight powers), is a wider issue. The important point, however, is that if unfettered powers are transferred to the elected representatives, without the normal and proper checks and balances being improved and strengthened, the change will be worse than a missed opportunity - it will be a catastrophe.

Annex A

GOVERNMENT OF ANGUILLA

NATIONAL ENVIRONMENTAL MANAGEMENT

STRATEGY AND ACTION PLAN

October 2001

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GOVERNMENT OF ANGUILLA

NATIONAL ENVIRONMENTAL MANAGEMENT STRATEGY AND ACTION PLAN

VISION STATEMENT

We envision:

An Anguilla

where there is a common understanding and appreciation of sustainable development;

where key decision makers and politicians are committed to sustainable practices and use sound data, public input, and critical environmental factors to make informed decisions on all development, especially in coastal areas;

where public and private sectors work in harmony;

where a highly motivated, well resourced and respected environmental agency employs clear strategies and policies, and has the authority to implement them;

where sustainable use of natural and cultural resources is the norm, thus preserving and conserving them for future generations;

where appropriate and adequate environmental legislation is enforced;

where waste is effectively managed and reduced;

and where our people take pride in their

GOVERNMENT OF ANGUILLA

NATIONAL ENVIRONMENTAL MANAGEMENT STRATEGY AND ACTION PLAN: SUMMARY

GOAL AND OBJECTIVES

Goal: An holistic and participatory system of sustainable environmental management is established to improve the quality of life in Anguilla

Objectives

Objective 1: Innovative public environmental education programmes conducted

Indicators for Objective 1:

- Innovative public education strategy designed and ready for implementation by July 2002
- Schools in the formal educational system begin teaching on-going environmental management courses by September 2003
- Personnel in the Ministry of Planning and Economic Development Unit incorporate environmental considerations into their planning by December 2002
- The media, the private sector and NGOs initiate their own awareness-raising programmes in environmental management by December 2002

Assumptions for Objective 1:

- Resources for the conduct of the Knowledge Attitudes, Beliefs and Perceptions (KABP) are mobilized, as necessary and appropriate
- Personnel in the Ministry of Education, the Ministry of Planning and Economic Development Unit, the media, the private sector and NGOs “buy in” to the NEMS

Activities for Objective 1:

- 1.1 Develop and conduct public education programmes to affect attitudinal change towards environmental management
- 1.2 Infuse environmental responsibility into educational programmes in the formal educational system
- 1.3 Develop an enabling environment for effective environmental management among planners and decision-makers
- 1.4 Enlist the co-operation and collaboration of the media and NGOs in the public education programme for awareness-raising on the importance of environmental management

Objective 2: Environmental considerations integrated into national planning and development

Indicators for Objective 2:

- Integrated development plans and programmes formulated and adopted by at least three departments by September 2003
- EIAs used by Planning on a routine basis by December 2002

Assumptions for Objective 2:

- Personnel the public sector “buy in” to the concept of integrated development plans and programmes and to the NEMS
- The political directorate accepts decisions made by Planning re the use of EIAs for all major projects affecting the environment

Activities for Objective 2:

- 2.1 Formulate integrated development plans and programmes to ensure that environmental management is treated as an integral component of the planning processes in pursuit of sustainable development
- 2.2 Take steps to ensure the sustainable use of natural resources that recognizes the intricate linkages between ecological systems, and between these systems and human activity
- 2.3 Undertake capacity development in environmental management
- 2.4 Identify opportunities for economic benefits to be derived from sustainable environment for various targeted groups (on-going)
- 2.5 Build on/strengthen cost benefit analyses and quantification of trade-offs in environmental assessments (on-going)

Objective 3: Public participation in decision making increased

Indicators for Objective 3:

- A clearing house and coordinating mechanism to facilitate information sharing and increase access to civil society functioning by December 2002
- National consensus on the need for public participation in environmental management attained by December 2002

Assumptions for Objective 3:

- Resources for the establishment of a clearing house and coordinating mechanism, and for training and sensitisation workshops mobilized
- Trainees accept training and sensitisation on the value of public participation

Activities for Objective 3:

- 3.1 Ensure that the public are provided with the information required for meaningful public participation
- 3.2 Institutionalize instruments for public participation

Objective 4: Environmental laws updated and enforced

Indicators for Objective 4:

- **A comprehensive environmental law is drafted, and approved by the Executive Council by December 2003**

Assumption for Objective 4:

- The political directorate accepts the need for a comprehensive environmental law

Activities for Objective 4:

- 4.1 Draft and seek passage of laws that are inclusive of adequate enforcement measures
- 4.2 Enforce environmental laws and regulations

Objective 5: A policy for, and system of, aquatic and terrestrial protected areas for biodiversity conservation developed

Indicators for Objective 5:

- Selected aquatic and terrestrial sites managed by a Protected Areas Entity through a protected areas programme by December 2002

- A Coastal Zone Management (CZM) Plan for Anguilla implemented by December 2003

Assumption for Objective 5:

- Resources are mobilized for the establishment of a Protected Areas Entity, for the acquisition of lands for a protected areas programme, and for the preparation and implementation of a CZM Plan

Activities for Objective 5:

- 5.1 Develop a policy for, and system of, protected areas
- 5.2 Develop and implement a strategy for sustainable management of Anguilla's coastal and marine resources
- 5.3 Ensure the implementation of sound environmental health policies and practices

Objective 6: Collaborative planning and management incorporated into disaster mitigation and recovery

Indicators for Objective 6:

- An integrated collaborative and participatory framework for managing and mitigating the impacts of natural and man-made disasters in place by December 2002

Assumptions for Objective 6:

- Personnel in Disaster Preparedness accept the need for an integrated, collaborative and participatory framework
- Resources are mobilized for the various activities required to fulfil this Objective

Activities for Objective 6:

- 6.1 Establish collaborative and participatory integrated frameworks to prepare for, manage and mitigate the impacts of natural and man-made disasters
- 6.2 Develop and strengthen public awareness, education and sensitization programmes on hazard vulnerability and impact management (on-going)
- 6.3 Establish guidelines on environmental, hurricane and earthquake resistance standards and issues for use by the community at large with particular focus on low and modest income households.

Activities to Establish and Sustain Institutional Arrangements for Managing the NEMS

- 7.1 Establish and/or strengthen an entity for coordinating environmental management
- 7.2 Develop and implement a communications strategy to achieve national consensus on the NEMS by creating awareness of its objectives and generating support for its acceptance and approval.
- 7.3 Develop and implement a communications strategy to ensure that stakeholders are informed about the implementation of the NEMS and about their roles and responsibilities in that implementation
- 7.4 Design and initiate establishment of a National Environmental Information System
- 7.5 Develop and implement an implementation monitoring plan/programme
 - o Establish a programme of environmental research

Implementation of these arrangements should be the first action taken to implement the NEMS.

1. INTRODUCTION AND BACKGROUND

Cognizant of the fact that Anguilla's economic development is dependent on the protection and preservation of its natural resources, and in pursuance of the "United Front Agreement" Objective (No. 7): "*Progress towards long term economic and environmental sustainability*", the Government of Anguilla has recognized the need to develop a National Environmental Management Strategy (NEMS). The Strategy is intended to provide the framework for environmental management in Anguilla by identifying a process by which the country can better manage its natural resources. The NEMS reviews key environmental problems and their causes, formulates national environmental objectives and identifies actions to meet those objectives, indicating clearly what needs to be done, and by whom. It also spells out indicators by which the progress of environmental management following the NEMS will be monitored and measured.

The Government's conviction and decision to prepare a NEMS is in accord with the Small Island Developing States Programme of Action (SIDS POA), and the Principles of the *St. George's Declaration Of Principles For Environmental Sustainability In The OECS* that was signed by the Government of Anguilla, and other OECS Associate and Member States in April 2001. This *Declaration* recognizes that there is a close inter-relationship between ecological systems and the impact of human intervention, and that effective management of environmental resources is an essential component of sustainable social and economic development. Further, the *Declaration* emphasizes that this close inter-relationship necessitates the adoption of an integrated approach to managing the use of natural resources. Moreover, the Anguilla NEMS is in keeping with the *OECS Environmental Management Strategy*, which maintains focus on the most critically actions needed at the international, regional and national levels, to give effect to each of the Principles identified in the *Declaration*.

The Anguilla NEMS is also in harmony with the *Overseas Territories Environmental Charter* (OT Charter). A comparative analysis of the *Declaration* and the *OT Charter* and the relationship of the NEMS to these documents indicated that the documents all complemented each other and that the NEMS provided a framework for the implementation of the *Declaration* and the *OT Charter* in Anguilla (See Annex E).

The National Environmental Management Strategy is a long term, strategic approach to achieving sustainable development in Anguilla – development that meets the needs of the community in ways that maintain and enhance the environment on which that development is based. As identified elsewhere in the NEMS documentation, this implies both the enhanced integration of environmental considerations into existing activities and the undertaking of new activities over time. The NEMS is a planning document and therefore not static. Smooth implementation of these activities, however, needs to be sensitive to the capacities of the various stakeholders and to budgetary considerations, as well as the fact that a number of activities spoken to in the NEMS are already underway. Thus, implementation of the NEMS should be evolutionary, not revolutionary: if they are to last, the changes that are clearly required to ensure sound environmental management in Anguilla should be achieved over a period of time as a result of efforts broadly undertaken throughout Anguillian society.

1.1 How the NEMS was Developed

In order to facilitate the development of the NEMS, the Government of Anguilla convened a National Strategic Planning Meeting for the development of the Strategy. The focal point for the environment is in the Chief Minister's Office. However, a number of departments under the Chief Minister's Office – Agriculture, Fisheries and Marine Resources, Lands and Surveys, and Physical Planning – are also involved in the management of the environment. In addition, other Government departments like the Environmental Health Unit and the Ministry of Tourism, The Attorney General's Office, together with critical Non-Governmental Organizations (NGOs) like the Antigua National Trust (ANT) play crucial roles in the preservation and protection of the environment. Participants at the National Strategic Planning Meeting were drawn from these departments and organizations that play significant roles in the management of the environment. In order to facilitate and promote national consensus on the NEMS, these participants have developed this framework of the Strategy for presentation to the nation for comment and further elaboration overtime.

The methodology used during the Planning Meeting was Participatory Strategic Planning developed by the Institute of Cultural Affairs of the U. S. A. (Phoenix, Arizona). It consists of four main steps: developing a vision, identifying the barriers and obstacles to achieving that vision, determining the strategic directions needed to overcome the barriers and realize the vision, and identifying the substantial actions required to carry out the strategic directions. These four steps were preceded by a detailed situational analysis of the state of the environment and of environmental management in Anguilla, an analysis that formed the basis of the formulation of the Vision Statement, and that informed the identification of the obstacles and barriers to effective environmental management in Anguilla.

2. ASSESSMENT OF THE CURRENT SITUATION

In assessing the current situation, it is important to recognize that many of the obstacles to integrated environmental management are deep-seated and rooted in the cultural practices and beliefs of Anguillians. These go beyond insufficient knowledge and understanding of the environment, into the realm of beliefs. For instance, it seems that the belief that natural resources are inexhaustible and can be exploited indefinitely is a common one, leading to non-caring materialistic attitudes and unsustainable short-term approaches to development, not only at the individual level, but also at the institutional level. Closely related, is the pervasive conviction that development means economic development entailing the clearing of flora and fauna and erection of mortar and bricks. As a result, not only is there no national consensus on what sustainable development means, but there is also a common misconception that environmental management inhibits development. These deep-rooted beliefs will be difficult to change and need to be factored into any effective environmental management strategy.

Many of the deficiencies in the management of the environment in Anguilla are closely related and intertwined. For clarity and easy reference, however, this situational analysis separates these into discrete problems. It should also be borne in mind that all of these problems are aggravated by the very

real fact of general shortages of staff, not only in the public sector, but also among the NGOs that are involved in environmental management.

The current situation may be characterised as follows:

2.1 No Holistic Institutional System for Environmental Management

At present, there is no holistic institutional system, with adequate structures and mechanisms, in place for environmental management in Anguilla. Instead, there is fragmentation and duplication, without any clear delineation of roles and responsibilities. While a discrete Environmental Unit has been established, staffed by a Director and a Secretary, an Environmental Unit has also been established in the Physical Planning Department. Moreover, the expertise of the Environmental Officer in the Physical Planning Department is not being used in the position intended but, instead, is being used in development control. In addition, responsibility for certain aspects of environmental management is retained by various other Government departments: the Chief Minister's Office, Agriculture, Fisheries and Marine Resources, Lands and Surveys, the Water Department, and Environmental Health. Furthermore, the Pesticides Control Board, which is crucial for the monitoring and control of pesticides harmful to the environment, is either dormant or defunct. The Government of Anguilla is committed to "*careful planning combining economic, social and environmental planning in an integrated approach*" [The Agreement, p, 12]. To this end, this fragmentation and duplication have to be rationalized, and roles and responsibilities have to be clearly delineated.

2.2 Failure to Enforce Environmental Legislation

Effective environmental management is inhibited by the failure to enforce environmental legislation. A number of laws are in need of updating, while legal and regulatory personnel do not appreciate the importance of enforcing regulations – when they exist. This failure to enforce, in turn, is aggravated by the fragmented nature of environmental legislation, whereby laws pertaining to environmental management are scattered among different pieces of legislation, leading to a situation not only of fragmentation and duplication of laws, but also one of fragmented and ill-defined roles and responsibilities. For example, one agency may have the responsibility to monitor an environmental situation, but the authority to enforce regulations and remedy the situation may lie with another agency.

2.3 Delays in Approval/Declaration by Government

This situation of fragmentation and duplication is further exacerbated by the long delays experienced in obtaining approval by Government for important decisions and regulations, and the protracted time taken for the revision and drafting of legislation. The Coastal development setback standards developed in 1996, although being adhered to by Planning, have not yet been approved by Government. Similarly, the twelve mile Territorial Sea as required by the United Nations (UN) Convention on the Law of the Sea, and the Exclusive Economic Zone, are yet to be declared and the Valley Development Plan, prepared in 1997, is still with the Executive Council.

2.4 Non-Integration of Environment into Tourism

Tourism is the mainstay of the Anguillian economy, providing the main source of economic growth, employment, incomes and improvement in living standards. Moreover, continued expansion of the Antuillian economy is dependent on the expansion of tourism, especially given the decline of external capital aid grants in recent years. At the same time, tourism is one of the main users of natural resources, and its activities have a great impact on the environment. Despite this importance, and clearly related to this issue of an integrated institutional system, is the fact that environmental policies and standards have yet to be integrated into tourism policy and practices. Concerns include carrying capacity issues, waste disposal including the question of holding tanks for yachts, the certification of hotels and beaches and the control of beach activity, as well as a more dynamic promotion and development of heritage and cultural tourism.

2.5 Little Real and Meaningful Consultation between Agencies

Currently, there is little real and meaningful consultation between the various bodies involved in environmental management. Meaningful consultation means that each entity not only knows what the others are doing, but also that the impact of actions in each area is assessed and evaluated before any actions are taken. Moreover, the way in which information is collected and processed does not facilitate use for planning and management. Central to this issue is the management of information: standardizing categories so that information can be shared between agencies, processing and re-packaging information for the different audiences targeted, and storing and disaster-proofing the information so that it can be easily accessed and is safe from natural or man-made disasters. Similarly, technical information needs to be re-packaged for public consumption so that an informed public is able to participate in environmental management.

2.6 Limited Public Consultation and Participation

At present, however, public consultation about environmental matters is limited, and there is little public participation in environmental management. If development plans and policies are to be realistic and successfully implemented, they must command the support of Anguillians. While it is recognized that public consultation is difficult and time-consuming, it is an integral part of the process if there is to be public participation in planning and decision-making. Raising the public's awareness of environmental issues is crucial if public consultation is to be meaningful, and if the public are to participate in making decisions about their environment. The Public Awareness Videos used by the Fisheries Department and the Anguilla National Trust have shown how instrumental public education can be in putting measures into place for environmental protection. Nevertheless, few public awareness and education campaigns and programmes are monitored and evaluated so that the organizers can assess what works.

2.7 Ineffective and Inequitable Development Planning

Even more problematic, however, is the perception by the public that there is no consistent and equal application of policies. Large investors seem to short-circuit, or even by-pass entirely, the application

processes for development projects, while a large number of decisions made by the Development Control Authority are reversed via appeals to the Executive Council. Often these reversals go against the principles of sound environmental management. The absence of a comprehensive land use plan for Anguilla contributes to this problem, and complicates the decision of how to deal with development applications while Local Area Plans are being developed.

Development planning is also constrained by some traditional cultural practices. For instance, over a number of generations, the practice of sub-division of land by families to ensure that all children get a piece of land. The resulting fragmentation into small non-viable plots and ownership patterns seriously impact on what can be done. It is estimated that more than 95% of the land in Anguilla is in small parcels and private ownership. The need for relocation and resettlement for certain developments, e.g. the expansion of the airport, is also constrained by this practice, exacerbating the problems of compulsory land acquisition and compensation.

2.8 An Environment at Risk

This assessment of the current situation of environmental management in Anguilla leads to the inescapable conclusion that the natural environment of the country is at risk. Deep-seated beliefs that are inimical to the preservation of the environment, the absence of an holistic institutional system for environmental management, the failure to enforce environmental legislation, delays in approvals and declarations by Government, the non-integration of the environment into tourism, limited consultation both between agencies and with the public, limited public participation, together with ineffective and inequitable development all result in ad hoc management and development that threatens the very environment on which the present and the future of the country are based. In particular, present patterns of development threaten Anguilla's ecosystems, especially the beaches, while indiscriminate anchoring by charter boats threatens the coral reefs. Over-grazing on land and over-fishing at sea threaten Anguilla's flora and fauna.

2.9 Need for a NEMS

In Anguilla, further development along traditional lines can only proceed at the expense of the natural environment. It is critical that Anguillians recognize that their limited natural resource base imposes very real constraints on sustainable economic progress. Because sustainable development involves complex, inter-sectoral interactions over a prolonged period of time, an integrated, inter/cross-sectoral approach will foster a better understanding of how environmental, social and economic factors relate to each other. A management strategy will provide direction and guidance for planning decisions so that environmental management will not be undertaken on an ad hoc basis.

To ensure continued economic growth together with protection of the limited natural resource base, all sectors have to work together – and incorporate short and long term environmental concerns into their activities. By providing an overview of key environmental issues, the NEMS can stimulate and focus inter/cross-sectoral debate. A National Environmental Management Strategy will ensure an integrated approach by addressing problems of organizational and policy fragmentation and compartmentalization,

by developing inter/cross-sectoral networks among a variety of stakeholders, and by developing organizational capacity to cope with integrated decisions.

3. MANAGEMENT STRATEGY:

The overall aim of the NEMS is the improvement in the quality of life of the people of Anguilla by ensuring the sustainable use of available natural resources. Central to the NEMS, therefore, is the actual protection and conservation of Anguilla's aquatic and terrestrial resources, through sustainable use, the establishment of a system of protected areas, and disaster mitigation and recovery. Integrated into this sustainable use must be an understanding and sensitivity to environmental concerns and to the importance of environmental management to the sustainable development of Anguilla. This will be done through participatory planning and management. Thus, the main strategic thrust of the environmental management strategy is the incorporation of environmental considerations into national planning and management. Integral to the achievement of this integration is the need to change beliefs and attitudes, both of the general public, and of those responsible for planning and making decisions about the use and development of Anguilla's environment.

Two of the main beliefs that will be targeted are those that natural resources are inexhaustible, and that environmental management inhibits development. Innovative public education plans will be developed and conducted, and the economic viability of environmental management will be demonstrated. In addition, efforts will be made not only to increase public participation in decision making, but to increase the public's desire to participate in decisions that affect them and their futures. Law enforcement is an important plank of the Agreement in which the Government has pledged to upgrade the regulatory forces and provide the human resources development required by them. Included in this upgrading will be an understanding of the importance of the enforcement of laws and regulations affecting the protection of the environment.

The Management Strategy will also take advantage of existing factors that facilitate an integrated approach towards environmental management, in particular the increasing political support for environmental management. Other facilitating factors include an increasing public awareness of environmental issues among the people of Anguilla, as well as the increasing number of agencies that are committed to environmental management. As a result, a number of initiatives have already been taken in areas like education and waste management, and opportunities exist for public participation in environmental management. Moreover, given the global climate that promotes effective environmental management, it is an opportune time to draw upon the regional and international funds and expertise that are currently available.

An important aspect of the Management Strategy is the establishment of priorities. Not all activities can be undertaken at the same time. Therefore, there is a need to prioritize issues of concern and identify which activities need to be undertaken first in order to establish a firm foundation to which other activities can be anchored. The following priorities were established at the National Strategic Planning Meeting:

- Institutional framework for environmental management
- Meaningful public participation in national decision-making
- Conservation of aquatic and terrestrial biodiversity
- Programme of Environmental Research
- Enforcement of Regulations governing use of natural and cultural resources
- Establishment and enforcement of a policy for sustainable coastal and marine development
- Information Systems Development
- Public Education Programme
- Sound Environmental Health Policies
- Disaster Preparedness and Recovery Management
- System for Protected Areas Management
- Control free grazing of livestock
- Demonstration of political will for environmental management by Government and People

OBJECTIVE 1

Innovative public environmental education programmes conducted

This Objective responds to the priority need for public education and awareness raising on environmental management. This objective is in accord with seventh Principle of the *St George's Declaration*, which is viewed as a cross-cutting principle. As indicated earlier, many of the obstacles to integrated environmental management are deep-seated and rooted in the cultural practices and beliefs of Anguillians. Some of the major obstacles are the common belief that natural resources are inexhaustible and the misconception that environmental management inhibits development. To some extent, these are related to a very limited understanding of the importance of the environment. The result has been unsustainable short term approaches to development.

While the activities listed under this Objective focus specifically on environmental education, it must be remembered that other Objectives will also include awareness raising activities related to those specific objectives e.g. the enforcement of environmental legislation (Objective # 4) and the sensitization of planners and decision makers (Objective #2). Activities to achieve Objective # 1 will focus on the effective communication of environmental information using innovative methods. They will target conflicting cultural practices and non-caring materialistic attitudes among the general public and the short-term approaches to development taken by planners and decision makers. In particular, they will promote the infusion of environmental education as an integral part of general education, with the aim of producing future generation of environmentally aware Anguillians.

The activities to achieve Objectives #2 and #3 are very closely related to those of Objective #1 and will be planned and implemented in conjunction with Objective #1.

Indicators for Objective 1:

Innovative public education programme designed and ready for implementation by July, 2002

Benchmarks: Knowledge, Attitudes, Beliefs and Perceptions (KABP) survey conducted as required

Schools in the formal educational system begin teaching on-going environmental management courses by September 2003

Benchmarks: Strategy for infusing environmental issues, including the need for public participation, into the formal educational system agreed upon by April 2003
Teacher-training for infusing environmental management issues into at least three subjects begins in September 2003
Materials for infusing environmental management issues into at least three subjects developed by September 2003

Personnel in the Ministry of Planning and Economic Development Unit incorporate environmental considerations into their planning by December 2002

Benchmarks: Materials (e.g. case-studies for demonstrating cost-benefit analyses and quantification of economic benefits of environmental management) available for sensitization exercises by December 2004
Sensitization workshops, including hands-on experience of incorporating environmental considerations into planning, are conducted for personnel in the Ministry of Planning and Economic Development Unit from June 2002

The media, the private sector and NGOs initiate their own awareness-raising programmes in environmental management by December 2002

Benchmarks: Lessons learned from the ANT cultural education festival incorporated into design sensitization workshops for NGOs by February 2002
Sensitization workshops for media, private sector and NGOs conducted on an on-going basis from March 2002

Assumptions for Objective 1:

- Resources for the conduct of the KABP are mobilized
- Personnel in the Ministry of Education, the Ministry of Planning and Economic Development Unit, the media, the private sector and NGOs “buy in” to the NEMS

Activities for Objective 1:

- 1.1 Develop and conduct public education programmes to affect attitudinal change towards environmental management
- Conducting KABP Survey, as necessary, to determine the best strategies for public education to affect attitudinal change towards environmental management
 - Review KABP results to determine best strategies for attitudinal change

It is common for agencies to undertake public education campaigns and programmes without first finding out the extent what attitudes and behaviours actually exist. Evaluations of public education programmes are also very seldom undertaken. Through a KABP Survey, this activity can enhance the basis on which public education programmes are developed and provide a baseline against which the public education activities can be assessed. Emphasis can be placed on focused and targeted programmes based on the findings of a KABP Survey.

- 1.2 Infuse environmental responsibility into educational programmes in the formal educational system

- Sensitize and seek consensus/involvement of education authorities for introducing programme
- Implement teacher training in environmental issues
- Establish on-going educational programmes in schools on environmental management issues including the importance of land use, biodiversity conservation and recycling

Changing attitudes is not a short-term activity. Rather it needs to be undertaken on an on-going basis for a protracted period of time. Furthermore, it is more difficult to change the well-formed attitudes of adults than to shape the potential attitudes of the young. This activity therefore strives to institutionalize public education within the formal educational system so that the results will be permanent and on-going.

1.3 Develop an enabling environment for effective environmental management among planners and decision-makers

- Sensitize personnel in Ministry of Planning and Economic Development Unit to enable application of environmental economics
- Conduct innovative multi-media programmes to stimulate public debate and discussion on environment and development

One of the reasons why planners and decision-makers jeopardize the environment by making short-term development decisions is that they are either ignorant of, or not convinced of, the costs of these decisions. This activity will draw on the on-going programmes of the OECS-NRMU that seek to carry out long-term cost/benefit analysis of selected development decisions, that highlight regional examples of successful environmentally sensitive development, and that identify opportunities for economic benefit to be derived from sustainable management of the environment.

1.4 Enlist the co-operation and collaboration of the media and NGOs in the public education programme for awareness-raising on the importance of environmental management

- Sensitize, and seek collaboration of, media sector and NGOs to secure their services and encourage their initiatives for public education on environmental management
- Re-vitalize annual cultural education festival to expose and promote sustainable cultural and traditional practices (ANT)

Emphasis throughout the NEMS will be on collaborative and participatory activities drawing on the resources, expertise, talents and good will of the private sector and non-governmental agencies. The Antigua National Trust (ANT) will be undertaking the annual cultural education festival as a part of its programme, and will seek to fashion it so that it can be used as a model for NGO activity in this area, and so that it will assist in fulfilling the overall intent of this Objective.

OBJECTIVE 2

Environmental considerations integrated into national planning and development

One of the main aims of the Government's policy is strengthening its capacity to undertake integrated economic, social, physical and environmental planning. This Objective fulfils that aim, responds to all of the priorities, and addresses all of the obstacles identified for Anguilla. Moreover, the achievement of Objective #2 is also in accord with the second Principle of the *St. George's Declaration*. In particular, fulfilment of this Objective will minimize the duplication and fragmentation of roles and responsibilities of the various departments that have some responsibility for environmental management. One of the important corollaries of this achievement will be the maximization of financial and human resources and capabilities. Activities to fulfil this Objective will work towards the incorporation of environmental considerations into the work programmes of all departments, so that these considerations become an integral part of all national planning and development.

Indicators for Objective 2:

National Integrated Development Plan formulated and adopted by September 2003

Benchmarks: Materials (e.g. case-studies for demonstrating cost-benefit analyses and quantification of economic benefits of environmental management) available for sensitization exercises by March 2002 (materials currently available from OECS-NRMU)
Integrated plans and programmes formulated and adopted by at least three departments by September 2003

EIAs used by Planning on a routine basis by December 2002

Benchmarks: Sensitization and Training workshops in integrated environmental planning and EIAs conducted on an on-going basis from June 2002, beginning with the staff of the Environmental Unit

Assumptions for Objective 2:

- Personnel the public sector "buy in" to the concept of integrated development plans and programmes and to the NEMS
- The political directorate accepts decisions made by Planning re the use of EIAs for all major projects affecting the environment

Activities for Objective 2:

- 2.1 Formulate integrated development plans and programmes to ensure that environmental management is treated as an integral component of the planning processes in pursuit of sustainable development
- 2.2 Take steps to ensure the sustainable use of natural resources that recognizes the intricate linkages between ecological systems, and between these systems and human activity
 - Institutionalize targeted education, awareness and sensitization programmes to foster knowledge and understanding of the value of integrated process
 - Ensure that any action likely to impact significantly on the environment will only be taken on the basis of a prior assessment of the effects of such action on the environment

As indicated above, the success of these activities (2.1 and 2.2) will depend on the effectiveness of the sensitization activities undertaken under Objective #1, as personnel engaged in planning become convinced that it is worthwhile to invest the energy and time required for integrated planning. These activities will be undertaken on an on-going basis.

- 2.3 Identify Options for co-opting and generating resources nationally, regionally and internationally to supplement current capacities (on-going)
- 2.4 Identify opportunities for economic benefits to be derived from sustainable environment for various targeted groups (on-going)
- 2.5 Build on/strengthen cost benefit analyses and quantification of trade-offs in environmental assessments (on-going)

Essentially, Activities 2.4 and 2.5 are aspects of Activity 1.3 and will be carried out in conjunction with Activity 1.3.

OBJECTIVE 3

Public participation in decision making increased

Objective # 3 not only responds to the need for meaningful public participation in national decision-making, but it is also in accordance with the fourth and fifth Principles of the *St. George's Declaration*. The obstacles that need to be addressed in order to fulfil this Objective are the current low morale and cynical attitudes towards participation, and the conflicting cultural fact that Anguillian society and communities tend to be highly hierarchical and generally follow the decisions of the leaders. Activities to fulfil Objective # 3 will focus on providing the information needed for active participation in a user-friendly and timely manner, and promoting the concept of active and meaningful participation.

Indicators for Objective 3:

A clearing house and coordinating mechanism to facilitate information sharing and increase access to civil society functioning by December 2002

Benchmarks: Selected areas on which user-friendly information is to be developed are identified from all Objectives by June 2002
User-friendly and timely information for dissemination through the clearing house is produced on selected areas by September 2002
Plans for increasing access to information implemented by December 2002

National consensus on the need for public participation in environmental management attained by December 2002

Benchmarks: Best practices re public consultation methods and approaches identified by March 2003
Collaborative mechanisms for developing a culture of informed exchange and transparency developed by December 2002
Workshops and training for strengthening the capacity of NGOs and Community based Organisations (CBOs) for environmental management conducted from June 2002
The value of public participation in national decision-making infused into the formal education system by September 2003

Assumptions for Objective 3:

- Resources for the establishment of a clearing house and coordinating mechanism, and for training and sensitisation workshops mobilized
- Trainees accept training and sensitisation on the value of public participation

Activities for Objective 3:

- 3.1 Ensure that the public are provided with the information required for meaningful public participation
- Produce user-friendly and timely information on selected areas (on-going)
 - Develop and implement plans for increasing access to information
 - Identify and establish a clearing house and co-ordinating mechanism to facilitate information sharing and increase access to civil society

Often environmental education appears overly scientific to the layman. This activity will re-package information relevant to environmental management for dissemination to the general public and use by planners and decision-makers.

- 3.2 Institutionalize instruments for public participation
- Identify and utilize best practices re public consultation methods and approaches to build consensus around issues critical to environmental management
 - Infuse in the formal education curriculum the value of public participation in national decision-making (cf Activity 1.2)
 - Develop collaborative mechanisms to have the 'culture of secrecy and compartmentalization' superseded by a 'culture of informed exchange and transparency'
 - Strengthen and enhance the capacity of NGOs and CBOs for environmental management

Given the cynical attitudes towards the efficacy of public participation, this activity will not only demonstrate the importance and impact of non-governmental and community based organizations' input into the decision-making process, but also introduce a system of rewards and incentives for public participation. This Activity is closely related to the activities under Objective #1 and will be undertaken in close conjunction with them.

OBJECTIVE 4

Environmental laws updated and enforced

The Government of Anguilla is committed to a modern and up-to-date legal and judicial system to ensure the stable, sustainable and effective economic and social development of the country. Attaining such a system that is responsive to the new challenges for, and demands on, law enforcement will include the strengthening of both the Attorney-General's Chambers and the Royal Anguilla Police Force. This strengthening must include an effective response to the challenges of environmental management. One of the most important priorities in environmental management is the enforcement of regulations governing the use of natural and cultural resources. Enforcement requires training personnel and upgrading law enforcement structures. Fulfilment of Objective #4 depends on the revision and updating of antiquated environmental laws, the enforcement of environmental legislation, and the sensitization not only of judicial and law enforcement personnel, but also of the public, to the importance of enforcing these environmental laws and regulations. This Objective is linked to the third principle of the *St George's Declaration* and is also a cross cutting principle.

Indicators for Objective 4:

A comprehensive environmental law is drafted, and approved by the Executive Council by December 2003

Benchmarks: Legislative needs identified by June 2003
Workshops and training sessions for sensitizing the public, government officials, judiciary and police to the importance of enforcing environmental laws are conducted from September 2003

Assumption for Objective 4:

- The political directorate accepts the need for a comprehensive environmental law

Activities for Objective 4:

- 4.1 Draft and seek passage of laws that are inclusive of adequate enforcement measures
- Review existing laws and amendments (on-going)
 - Determine legislative needs
 - Draft and seek passage of revised laws

This activity will build on the work now being carried out by the Antigua National Trust: the comprehensive review of laws to determine gaps, overlaps and duplication, and the need for upgrading. The intention is to rationalize the environmental content of these laws and upgrade them so that legislation regarding environmental issues and management is not scattered and fragmented, so that penalties act as deterrents. An umbrella act should provide for an agency to

be responsible for environmental protection and management with powers to issue penalties for any abuse of the environment. Such an Act may establish the institutional set up, the actual procedures, the specific responsibilities of the agency, together with its relationships with the different ministries, departments and private organizations. In fulfilment of this intent, efforts will also be made to review existing models of umbrella laws for environmental protection and management. For instance, a draft act was prepared by UNEP for the country of Malawi sometime around 1994 because of the long time that was needed for a major review of existing laws. Such models will be reviewed to ascertain their applicability to the Anguillian situation.

4.2 Enforce environmental laws and regulations

- Establish programmes to educate public about environmental laws and crimes (on-going)
- Increase penalties of existing laws
- Sensitize government officials, judiciary and police on importance of enforcing environmental laws (on-going)
- Institute a 'whistle blower' programme to reward reporters for environmental crimes
- Monitor law enforcement (on-going)

OBJECTIVE 5

A policy for, and system of, aquatic and terrestrial protected areas for biodiversity conservation developed

The Government of Anguilla's goal for general economic development is an annual average growth rate of at least 7%. Although efforts will be made to diversify the economy, much of this development will be based on the expansion of tourism - an industry that is highly dependent on the country's natural resources. In addition, the fishing industry has been suffering from over-exploitation of the inshore fisheries, thus placing the long-term livelihoods of fishermen in jeopardy. The Government of Anguilla is also committed to giving priority to Environmental Health Services, emphasizing vigilance in all aspects including those that affect the state of the environment. The fulfilment of Objective #5 will ensure that this economic expansion does not destroy the very resource upon which it is based. Priority needs in this area are the conservation of aquatic and terrestrial biodiversity through the establishment of a system for protected areas management, the establishment and enforcement of a policy for sustainable coastal and marine development, and sound environmental health policies which will ensure that these crucial natural resources are not destroyed by pollution. This objective is in accord with the tenth, eleventh, twelfth and thirteenth principles of the *St George's Declaration*.

Indicators for Objective 5:

Selected aquatic and terrestrial sites managed by a Protected Areas Entity through a protected areas programme by December 2002

Benchmarks: Protected Areas Entity identified and operationalised by June 2002
 A policy for protected areas formulated by March 2002
 Appropriate aquatic and terrestrial sites selected for inclusion in a protected areas programme by December 2002
 Management plans for selected aquatic and terrestrial sites developed and approved beginning before January 2002.

A Coastal Zone Management (CZM) Plan for Anguilla implemented by December 2003

Benchmarks: The Fisheries and Marine Resources Development Plan finalized by June 2002
 A comprehensive marine parks system formulated within an overall national parks system by June 2002

Assumption for Objective 5:

- Resources are mobilized for the establishment of a Protected Areas Entity, for the acquisition of lands for a protected areas programme, and for the preparation and implementation of a CZM Plan

Activities for Objective 5:

- 5.1 Develop a policy for, and system of, protected areas
- Host public forum on protected areas and conservation (ANT)
 - Formulate and adopt a policy statement on protected areas
 - Establish a protected area entity
 - Select appropriate aquatic and terrestrial sites for inclusion (on-going)
 - Establish community co-management protective areas to pass benefits on to the public where appropriate [cf. Objectives 3 and 6]
 - Develop and institute a management plan for all sites
 - Develop a land bank to secure reserves of land for protected areas
 - Determine funding mechanisms for land acquisitions such as “developer pays”
 - Initiate acquisition of lands (on-going)
- 5.2 Develop and implement a strategy for sustainable management of Anguilla’s coastal and marine resources
- Finalize and implement the Fisheries and Marine Resources Development Plan
 - Clarify the concept of Marine Parks and implement a comprehensive marine parks programme
 - Implement a coastal zone management (CZM) plan

The coastal zone is the focus of intense human activities, many of which cause environmental problems. Moreover, problems in the marine environment generally relate to upland activities that regard the marine environment as an area of infinite resources and as a convenient dumping ground for wastes. The result is poor water quality, loss of marine habitat, conflicts in use, diminishing biodiversity, and reduced ability to sustain resource benefits. Activities affecting the coastal zone are generally managed through piecemeal sectoral interventions that are implemented by various individual national agencies. A CZM Plan will focus attention on these areas so they can be addressed in a coordinated way.

- 5.3 Ensure the implementation of sound environmental health policies and practices

It is recognized that sound environmental health practices are essential to the general health of the environment. However, because of time constraints, no sub-activities were developed for this activity at the National Strategic Meeting. This is one of the areas that will need to be further elaborated when the NEMS is reviewed and revised.

OBJECTIVE 6

Collaborative planning and management incorporated into disaster mitigation and recovery

Anguilla, like all small island developing states, is particularly vulnerable to natural disasters, as well as to manmade disasters. The objective is linked to the eighth and ninth principles in the *St George's Declaration*. Fulfilment of this Objective will ensure that the country is not only prepared nationally for disasters, but is able to recover quickly should any occur.

Indicators for Objective 6:

An integrated collaborative and participatory framework for managing and mitigating the impacts of natural and man-made disasters in place by December 2002

Benchmarks: National disaster management plans reviewed by September 2002
 Selected public sector departments incorporate disaster mitigation into their work plans by March 2002
 Public awareness, education and sensitization programmes on hazard vulnerability and impact management being conducted from January 2002
 Guidelines on environmental hurricane and earthquake resistance standards approved by December 2003

Assumptions for Objective 6:

- Personnel in Disaster Preparedness accept the need for an integrated, collaborative and participatory framework
- Resources are mobilized for the various activities required to fulfil this Objective

Activities for Objective 6:

- 6.1 Establish collaborative and participatory integrated frameworks to prepare for, manage and mitigate the impacts of natural and man-made disasters
 - Review and strengthen national disaster management plans focusing on inter-sectoral dialogue and collaborative planning
 - Apply hazard vulnerability and mitigation to integrated national development and planning (on-going)
 - Institute disaster mitigation into work plans of public sector, private sector and NGOs
- 6.2 Develop and strengthen public awareness, education and sensitization programmes on hazard vulnerability and impact management (on-going)
- 6.3 Establish guidelines on environmental, hurricane and earthquake resistance standards and issues for use by the community at large with particular focus on low and modest income households.

4. INSTITUTIONAL ARRANGEMENTS

The multi-sectoral nature of most environmental problems requires a highly coordinated management system. One of the main aims of the NEMS, therefore, is the achievement of an integrated, coordinated and inter-sectoral approach to environmental policy planning and management, in pursuit of the general objective of sustainable development. Unfortunately, the current institutional arrangements do not facilitate this integrated approach.

4.1 The Current Situation

The current situation was summarized earlier in Section 2.1: no holistic institutional system for environmental management. One of the problems may be the absence of an overall or macro view of sustainable development by planners and policy makers. As a result, individual ministries, departments and/or institutions that might be addressing the same problems, tend to develop their own perceptions and concepts. These individual concepts, as well as sectoral policies that are based on them, may not only conflict with one another, but also with macro-economic policies. Conflicts also result from a lack of clearly delineated and defined responsibilities and roles between different government departments and/or agencies. Therefore, Government policies for the different sectors tend to be mutually exclusive, giving rise to situations where, for example, agricultural policies may be formulated almost in isolation from policies regarding tourism and environment. Even in overall development plans where sectoral policies are outlined, the implications of policies formulated for one sector are not always considered in relation to the other sectors.

It is imperative that a unified view of environmental management be achieved, a difficult task since relationships between institutions in Anguilla are mainly vertical, without horizontal interdependence. Each institution within the public sector tends to view problems in isolation and attempts to find legal, administrative and financial solutions on its own. Moreover, the project approach to planning that is currently in vogue, does not facilitate inter-sectoral coordination. Each institution, therefore, generally tends to proceed independently, collecting information and creating its own programmes following the general plans and policies established by Government. No specific single entity has the mandate to look at impacts on the environment across administrative and legal boundaries. The result is fragmentation of decision-making because of the individual institution's partial involvement in environmental management. This situation is exacerbated when, as in the case of the Environment Unit, new institutions are created in an attempt to solve the problem, leading to duplication of responsibility and effort.

In such a situation, the only possible level of coordinated decision-making is at Executive Council level, a level that cannot cope with the specific technical aspects involved in the management of the environment. Technical coordination is left in the hands of interagency coordination committees that at best have advisory powers. Moreover, there is often little opportunity for public participation in planning or policy formulation processes so there is little input into environmental management from interests outside of government, particularly from the private sector and at the local level. This situation, along with inadequate mechanisms for communication and data transmission, results in highly

uncoordinated actions, duplication of efforts, programme gaps and inadequately informed decision-making.

In addition, because areas of competence are fairly specialized and implementation depends heavily on political commitment, there is a tendency towards competition for resources rather than joint action. Institutions more strategically located within the ministerial hierarchy tend to receive more of the limited resources, to the detriment of other institutions. Unfortunately, institutions with responsibility for the environment tend to fall to the bottom of this hierarchy. This situation can be particularly constraining if the political priorities do not reflect the technical priorities of the problems being addressed.

4.2 What is Required

Because different institutions in different sectors are responsible for specific activities related to the management of the environment, decisions and activities of each institution must be highly coordinated with those of others. Greater interdependence has to be created between sectors, including the NGO community and the private sector, to reduce conflicts, inconsistencies and duplication. Decision-making based on coordination, stakeholder consultation and participation improves greatly the likelihood that personnel will remain committed and that activities will be sustained.

This interdependence requires the creation of inter-sectoral linkages with more coordination and consultation between planners/policy makers and relevant persons from related sectors, both public and private. Institutional mechanisms have to be established to coordinate the disparate environmental functions located in separate departments and organizations, and there has to be an institutionalisation of these consultative and coordinating mechanisms. These would include structured meetings with representatives from all relevant departments under the aegis of the institution responsible for an issue, to develop policies and activities to address the issue. Meaningful consultation between middle and lower level staff within departments and ministries, and between departments and various ministries is also essential.

If interdepartmental coordination is to take place through formalized mechanisms, experience elsewhere has shown that these should be created through appropriate legislative channels. The solutions of ministerial multi-sectoral advisory bodies often prove ineffective because they lack a proper legislative basis, well-defined terms of reference, and resources. However, the presence of a legislative basis, in and of itself, does not guarantee success. The sectoral system of policymaking and management is so embedded that it tends to resist change unless there is strong political will and pressure behind such change – sensitization and involvement of top civil servants and politicians is therefore required

In order to achieve this integrated, coordinated and inter-sectoral approach to environmental management, an entity capable of taking the lead in planning, soliciting inputs from stakeholders and implementing preventative actions will be established. This entity will be designated to serve as the focal point for the coordination of the different activities that impact on the environment. Such a coordination mechanism also provides a forum for debate and consensus-based policy decisions. It is important that this entity should not be overloaded with routine decisions, nor should it be seen as an

implementation unit. Rather, a distinction will be made between long-term policy decisions and surveillance of implementation of the NEMS, and the regulation of resource use. The first will be the responsibility of the designated entity, and the second that of the relevant ministries, departments and organizations within whose purview the resource falls. In other words, implementation will remain the responsibility of the various departments and agencies that translate the policies formulated in consultation into actions. The coordinating entity, through its monitoring system, will evaluate this implementation, providing feedback on which to base future policy making and planning.

This, in turn, requires an adequate data base; adequate, competent and well-trained staff, not only in the coordinating entity, but also in the planning units and at the level of sectoral ministries and departments; and the provision of adequate resources, both financial and human. The development of an information system that will provide an adequate database is addressed in Section 6.2. However, the provision of adequate and competent staff that has the capability to transcend sectoral interests is more problematic. The chronic and pervasive shortages of staff have already been noted above. Although no single existing government organization includes the variety of technical personnel required to perform the planning and policy tasks to the extent necessary, there are qualified and complementary staff capable of dealing with natural resource and environmental management issues in many of the government departments, as well as in NGOs like the ANT and the private sector. Rationalization of the use of these manpower resources is essential, especially if meaningful action is to take place in the short term. This rationalization necessarily involves a reshaping of the relationships that currently exist between the institutions that employ these manpower resources. To supplement deficiencies in technical personnel that may still persist, technical assistance will be obtained from international agencies and by contracting short-term consultants, if the resources are available.

In summary, to establish the changes required in the existing institutional structure for effective environmental management, the following are recommended:

- Establishment of a coordinating mechanism or entity for attaining consensus and unified decisions within what is essentially a multi-sectoral problem area. The functions of such a mechanism will include coordinating the formulation and implementation of national environmental policies and monitoring the implementation of these policies. It could also serve as a focal point for compliance with international treaties that deal with the environment.
- Introduction of long-term planning capabilities within the decision making structure by means of proper utilization of the scarce technical manpower available and organization of decision making procedures which enable thorough review of planning proposals and technical advice.
- Rationalization in the use of available manpower at the technical level to parallel the changes made in the legal and institutional structures.
- Separation of policy and implementation: this will be coupled with clear differentiation between policy decisions (entrusted to a unified decision making structure) and routine

implementation (entrusted to the various ministries and institutions within the framework of the legislation.)

- Gradual introduction of the required changes to avoid disruption of ongoing activities i.e building on what already exists. In general, restructuring of existing institutions is preferred to creating new ones – but these must be given the political and material support to function effectively.
- Timely implementation: the longer the time needed for implementation, the more it is likely that conflicts and resistance will emerge, while the original political support may fade away.

4.3 Options

Clearly, the *status quo* cannot be maintained because it would perpetuate existing conditions including overlapping jurisdictions and inadequate resources. A coordinating mechanism is suggested because it leaves intact the specific mandates of the various government departments within their existing Ministries, building on what exists, and avoiding the problem of alienating stakeholders who would not want to surrender their power and responsibilities to a new department. This means that no single entity is given comprehensive regulatory powers. Such a mechanism is intended to promote coordination vertically within Ministries and departments, as well as horizontally between different agencies, departments and non-government stakeholders. Political support is crucial to the success of such a coordinating mechanism, and it is recommended that coordination also take place at Executive Council level, perhaps by the formation of subcommittees that include technical representation from the related sectoral ministries, as well as from the technical arm of the coordinating mechanism.

The options for coordinating mechanisms for environmental management range from a Ministry of Environment to a statutory body like a Planning Authority for the Environment, to the setting up of an inter-ministerial Committee or Commission for coordinating environmental management responsibilities. While a Ministry would be expected to have implementing and technical capabilities, inter-ministerial mechanisms generally have only coordinating and/or monitoring functions. A statutory body, on the other hand, tends to have more autonomy and flexibility to carry out its responsibilities of coordinating planning and policy formulation.

Whatever option is chosen as a coordinating mechanism, certain critical aspects must be included:

- All major stakeholders must be included in the planning and policy formulation, for example through a coordinating council, and a continuing budget allocation must be made available to sustain NEMS activities. This coordinating body sits as a forum for deciding on policies with an environmental impact and for ensuring that activities by the relevant agencies and sectors are always closely coordinated. Clearly, this will be a large entity which will probably not meet more than twice a year after the implementation of the NEMS gets underway, and subcommittees will need be appointed by the body to meet more often to deal with specific tasks.

- Intersectoral sub-committees appointed by the Chief Minister should be formed to perform the coordinating function in planning and policymaking at Executive Council level, and to interact with the coordinating body to ensure that decisions made are not routinely reversed by the Executive Council.
- Decisions on the planning and policy formulation are to be reached by consensus. The emphasis should be on meaningful consultation based on reliable and complete information, and wide participation before decisions are implemented.
- Effective management tools, such as building up law enforcement, functional zoning plans, impact assessments, application of GIS for information management, environmental monitoring programs, must be provided by Government.
- Mechanisms for cooperation should include the pooling of human, technical and financial resources, including the NGO community and the private sector.
- The coordinating entity must be supported with a technically competent secretariat that can ensure that the proper staff work is done before policies are presented to the coordinating entity for discussion and adoption. The secretariat will also implement the mechanisms for cooperation established by the coordinating body. Essentially, this secretariat will need to function as a NEMS management team, with a clear vision of environmental management in Anguilla, and an awareness of the local needs necessary to develop the appropriate approaches. It should be a cross-disciplinary team of management and professionals, sharing the same vision of environmental management and its role in sustainable development. Since an Environment Unit already exists, it could be strengthened and given the resources to carry out the functions of a technical secretariat effectively. It should also have the authority to draw on the technical capabilities of different agencies for specific endeavours with defined time frames, as envisaged in the mechanisms of cooperation indicated above.

4.4 Activities to Establish and Sustain Institutional Arrangements for Managing the NEMS

These activities respond to several priorities identified by the National Strategic Meeting: the establishment of an holistic institutional framework for environmental management; the development of an information system that provides information on the status of the environment; the development of a programme of environmental research; and most important, the demonstration of political will for environmental management by both the Government and the People. In addition, achievement of these activities will assist in eradicating the problems of duplication and fragmentation of roles and responsibilities and unsustainable short-term approaches to development.

The intent of the NEMS is that a number of organizations will be involved in its implementation. Some organizations may carry out activities as part of their own separate programme of activities, while others will be involved in collaborative activities. Essentially, therefore, the activities included in this section

are those required not only to establish the coordinating mechanism but also to enable it to carry out the numerous tasks involved in coordinating the myriad of activities that affect environmental management and that impact on the environment. The success of the NEMS depends on the effectiveness of these institutional arrangements. Without them, together with political will and commitment, and the provision of the resources required to sustain them, the objectives of the NEMS cannot be achieved.

The following activities are therefore recommended, following from the “Series 6 activities identified in Section 3 – Management Strategy, above.

- 7.1 Maintain and strengthen the Department of the Environment for coordinating environmental management
- Plan and budget for institutional arrangements for integrated environmental management including the recruitment of (additional) staff
 - Complete the Action Plan
 - Determine the complement and expertise of (additional) staff required to implement the NEMS, if necessary on a phased basis
 - Promote and facilitate development of overall or macro view of sustainable development
 - Strengthen and/or develop and institutionalize mechanisms that enable inter-sectoral linkages, on the basis of research including best practices
 - Ensure that a proper legislative basis is provided for these linkages as well as well-defined terms of reference and resources
 - Clarify roles and responsibilities of various institutions involved in environmental management
 - Promote and facilitate the sharing of technical and other resources among departments, NGOs and private sector.
 - Facilitate the development and implementation of departmental action (work) plans to implement the NEMS
 - Review the activities of each year to determine further activities for the following year

The recommended institutional structure is elaborated in Annex A.

- Develop and implement a communications strategy to achieve national consensus on the NEMS by creating awareness of its objectives and generating support for its acceptance and approval.

The recommended Communications Strategy is elaborated in Annex B.

- 7.3 Develop and implement a communications strategy to ensure that stakeholders are informed about the implementation of the NEMS and about their roles and responsibilities in that implementation; this strategy is incorporated within the strategy identified in Annex B.
- Repackage information collected by monitoring (Activity 7.5) for dissemination to decision-makers, planners and general public

- 7.4 Design and initiate establishment of a National Environmental Information System

-
- Develop and implement environmental and socio-economic monitoring programmes
 - Develop the key indicators for monitoring purposes with the implementing agencies and ensure that the monitoring capabilities are provided
- 7.5 Develop and implement an implementation monitoring plan/programme
- Undertake review of public sector initiatives (current and past) impacting on NEMS objectives
 - Assess possible implications and impacts of existing and planned policies on all sectors before implementation
 - Collate annual implementation reports of all departments involved in environmental management into an annual report
- 7.6 Establish a programme of environmental research
- Facilitate the formulation of environmental research projects
 - Agree on the main objectives of those projects and the time frame for their implementation.

5. COMMUNICATIONS STRATEGY

If the NEMS is to be accepted nationally, there needs to be consensus on its goals and components. This national consensus won't 'just happen'. In order for it to develop, the NEMS has to be “sold” to the people of Anguilla, and they have to “buy in” to the Strategy. The “selling” of the NEMS will be done through a comprehensive communications strategy. However, once the NEMS is accepted and approved, information will still have to be communicated to the stakeholders, both about their roles and responsibilities in implementing the NEMS, and about the progress being made in achieving the objectives of the NEMS.

The objectives of the communications strategy, therefore, will be twofold:

- 1) To achieve national consensus on the NEMS by creating awareness of its objectives and generating support for its acceptance and approval; and
- 2) To ensure that stakeholders are informed about the implementation of the NEMS and about their roles and responsibilities in that implementation.

Developing a programme to achieve the first objective will be one of the first, and most important, tasks of the Department of the Environment. As indicated earlier, the process of developing the NEMS began with the representatives of the public sector and selected NGOs, with the intention that the draft NEMS be presented to a broader group for further elaboration. Through the communications strategy, efforts have been made to make others aware of the NEMS. Efforts have also been made to stimulate comment from them so that input into the NEMS has been national.

Recognizing that different audiences have different information needs, the communications strategy takes a comprehensive approach, using a variety of strategies, targeting a number of audiences to create awareness of the NEMS and stimulate comment. Emphasis will be placed on what are called “people-facing communication vehicles”, such as interactive workshops, focus groups, presentations, 'talk-in' sessions, seminars and town meetings. This type of vehicle will be particularly important for the planners and decision makers who will form one of the most important target groups. Input from this group will be crucial, and every effort will be made to ensure this input.

The Communications Strategy in support of the NEMS is provided in Annex B.

6. MONITORING AND EVALUATION

6.1 What has to be Monitored

The implementation of the NEMS will be monitored and evaluated not only to ensure that the activities are on track, but also to find out whether activities are being successful or not. This will entail not only the monitoring of the actual implementation of the NEMS, but also evaluating and assessing the cause of any changes, both external and internal to the NEMS, to determine what corrective actions, if any, are needed. The results of this monitoring can then be incorporated into future planning and improvement of the NEMS. Therefore, an implementation monitoring plan will be developed to monitor the progress of the activities. This will include an annual implementation report that will review the year's activities and make recommendations for planning the activities of the coming year. It will also include reports from all agencies involved in the implementation of the NEMS. The benchmarks and indicators for the Objectives will be used to assess the progress being made.

In addition, however, it is also important to monitor any changes in the state of the environment, and to measure how the activities are contributing to the protection of the environment. The establishment of the environmental monitoring programme will be one of the major efforts towards improved natural resources conservation. However, the current capacity of the country to conserve, study and use its environment in a sustainable way must also be borne in mind. Some of the key indicators that are needed to determine changes in the state of the environment are:

- Status and trends of the country's use of terrestrial, aquatic, coastal and marine resources, habitats, species, populations, genes, biodiversity
- Changes in the use of biological resources and their sustainability, including natural resource-based industries, and exploitation of resources for subsistence

There is also another aspect of the environment that needs to be monitored – this is the political and socio-economic environment, which has direct effects, often dire effects, on the natural environment. Some of the key indicators that are needed to determine these changes are:

- Changes in the policy and legal framework for natural resources, including protected areas, access to genetic resources, land tenure, property rights, benefit and cost sharing, trade and environmental impact assessment
- Trends in the monetary and non-monetary values of biodiversity and current expenditures and investments
- Shifts in selected social, political and economic factors
- Shifts in human, institutional, and funding capacity, including cultural practices and norms, technology, training and education, information availability, management and monitoring capacity

The process could be conceptualized to have the following phases:

- Making a detailed evaluation plan
- Collecting materials and conducting investigations
- Analyzing results
- Preparing evaluation reports, including recommendations
- Providing feedback of results and putting them into practices

6.2 Development of an Information System

Monitoring of these trends requires the systematic collection of information. The multi-sectoral nature of most environmental and natural resource problems requires the coordinated development of data to provide timely information to support the inventory, investigation and monitoring of the environment. A mechanism or system will be established for the development, dissemination and the use of this environmental data, and to support the continued research and monitoring of environmental phenomenon. Ultimately, this data will develop into a National Environmental Informational Database. However, the first round of data gathering will focus on the data that can be readily compiled from existing in-country and external sources. This will provide baseline data on the state of the environment, the country's biodiversity and its natural resources, as well as the status quo of the institutions involved in environmental management and the state of legislation and regulations.

It must be remembered, however, that data gathering is not an end in itself; rather it is a tool for decision-making. Therefore, it must focus on data that will provide a practical baseline for monitoring the impact of policies made, and actions taken, by the country's decision-makers. An important aspect of this data must be the **interaction** of social factors, economic sectors and environmental systems. Data on processes or activities that are likely to have an adverse impact on the environment will be compiled, and priorities aimed at filling gaps in data coverage will be based on the needs of senior decision-makers to improve their management of the environment.

7. ACTION PLAN

7.1 Activity Matrix

The many activities required to fulfil the NEMS have been set out in a matrix that details the activities, the time frames, the agencies responsible for the implementation of the activity and the resources required to complete the activities. The matrix has been completed with broad consultation and the collaboration government and other stakeholders that will be involved in the implementation of the NEMS.

The activity matrix is presented in Annex C. Because activities and the way in which they are implemented should continue to respond to priorities over time, the matrix should be viewed as a point of departure in developing annual workplans each year. The matrix is therefore a flexible tool with which to evaluate the appropriateness of activities over time, and to which new activities can be added and existing activities deleted according to needs as they evolve and keeping as the focus the achievement of the vision statement that provided in this document. The Year 1 workplan, covering the year 2002, is provided in Annex D.

7.2 Estimated Costs and Inputs

Financial resources will be required for the Action Plan to be implemented. Therefore it is important to calculate a budget and consider what financial mechanisms could be used when designing each activity. As far as possible existing resources will be used for the implementation of the NEMS. OECS-NRMU can also continue to assist with the provision of technical resources and regional activities in which Anguilla can participate. Nonetheless, it is anticipated that additional resources will need to be obtained for implementation. Budgeting and planning for attaining these resources will be one of the first activities of the Environment Unit.

Possible funding sources are:

- Existing Government budgets through the work carried out by Government Ministries
- Bilateral donors
- The Global Environmental Facility
- Multilateral donors
- International NGOs such as WWF, IUCN, and FFI
- Corporate and private sector sponsorship or investment
- International foundations or trusts that may have funds available for specific activities
- UK Government (Governor's Office)

ANNEX A

**INSTITUTIONAL STRUCTURE FOR IMPLEMENTING
THE NATIONAL ENVIRONMENTAL MANAGEMENT STRATEGY**

ANNEX A
PROPOSED INSTITUTIONAL STRUCTURE FOR IMPLEMENTING
THE NATIONAL ENVIRONMENTAL MANAGEMENT STRATEGY

Current Situation

The Government of Anguilla is in the process of drafting a National Environmental Management Strategy and establishing an institutional structure to support it. The following has currently been achieved with respect to this initiative:

1. The position of Director of the Environment has been created within the Chief Minister's Office.
1. The development of a National Environmental Strategy (NEMS) has been undertaken and will serve as the blueprint for environmental management in the country.
2. Consultations have been undertaken in the country with regard to the desired institutional structure for implementation of the NEMS.
4. Initial recommendations have been discussed with the Government of Anguilla regarding the institutionalisation of the environmental management function within the country, having regard for the functions, duties and responsibilities, key relationships, key reports and performance parameters associated with the position of the Director of Environment.

Key Elements Of Institutional Structure

The following perspectives guide the definition of the institutional structure of environmental management in Anguilla:

1. *Function Of Environmental Management* The over-riding result of an effective environmental management function should be the achievement of national development consistent with the principles of sustainable development; development is not in the national interest if it presents unacceptable threats to the natural resource base on which future development relies.

The effective implementation National Environmental Management Strategy should become the "mission" of the environmental management entity.

2. *Relationship To Other Government Functions* The environmental management function should dovetail with existing government structures and entities, and should be delivered within the context of existing government operations.

The environmental management entity should reflect the cross-sectoral nature of the NEMS, whose implementation it will oversee. Accordingly, the environmental management entity should play a coordination and advisory role with respect to the activities of other ministries. The input of the environmental management entity should be to Executive Council from the perspective of consistency with the NEMS of activities requiring Executive Council decisions.

3. *Accountability* Accountability for environmental management should be vested at a political level, consistent with broad accountabilities in democratic societies.

A minister should be accountable for the effective functioning of the environmental management entity. The minister will represent the perspectives of the environmental management entity within Executive Council. The entity should report to the minister through a Permanent Secretary.

4. *Implementation* Implementation of the environmental function should be clearly defined in terms of its objectives, structure and mechanisms for implementation.

The objectives of the environmental management entity should be defined in three ways: (i) need to respond to, and advise on, activities undertaken by others, either in government or in the private sector; (ii) need to define its own agenda of actions consistent with effective implementation of the NEMS; and (iii) need to manage an environmental regulatory/policy function. In executing its responsibilities consistent with these roles, the environmental management entity should Chair an Environmental Advisory Committee (EAC) comprised of key stakeholders from within and - explicitly - outside government, but excluding decision-makers at the political level except that the Chairperson may be the minister responsible for the environmental management entity. EAC membership should be limited to a manageable number of people and a quorum should be established; decisions should be by consensus, resorting if necessary to a vote in favour of a simple majority with the Chair voting only in cases of a tie vote.

Where appropriate, decisions requiring Executive Council approval would be referred to the EAC prior to Executive Council consideration. The EAC would report to the Executive Council on concerns and/or actions it recommends with respect to matters before the Executive Council; the environmental management entity would serve as the Secretariat for and technical advisor to the EAC. In addition, the EAC would recommend actions that the environmental management entity should undertake to secure effective implementation of the NEMS, having regard for the resources available to the environmental management entity. Finally, the environmental management entity in collaboration with relevant agencies, would administer the environmental component of projects including requirements for - and results of - environmental impact assessments, and monitoring and follow-up of actions required to ensure sound management of the environment and natural resources.

In order to be effective and to have the requisite stature within the country and within government, the environmental management institutional structure identified above should be placed in a legal context and should be implemented through a new legal instrument. The instrument should define: (i) the roles, composition, reporting structure, decision-making mechanisms and relationship to other ministries and government agencies of the EAC; (ii) the duty of the EAC to review matters placed before the Executive Council; (iii) the relationship of the EAC to the environmental management entity; (iv) the goals and implementation structure of the environmental management entity, including its relationship to the EAC.

Figure 1 illustrates the relationship of the environmental entity to the EAC and other government agencies. The diagram illustrates that:

1. Line ministries communicate with the Executive Council through existing mechanisms.
2. Where necessary, line ministry initiatives requiring Executive Council decision are referred to the EAC.

3. The environmental management entity communicates with the Executive Council through the EAC, both: (i) as secretariat and technical advisor regarding matters referred by Executive Council; and (ii) with respect to matters it wishes EAC to refer to Executive Council concerning initiatives and regulatory functions under its control. Under defined circumstances (e.g. failure of the EAC to achieve a quorum and therefore to effectively block the legitimate business of the environmental management entity) the environmental management entity would communicate directly with Executive Council.
4. The environmental management entity and line ministries communicate as part of the daily work to adjust the practices of government to consistency with the NEMS. The workplans and other planning documents of government agencies and ministries should be adjusted to reflect the NEMS, as appropriate to their activities, once the NEMS has been completed and accepted by government.

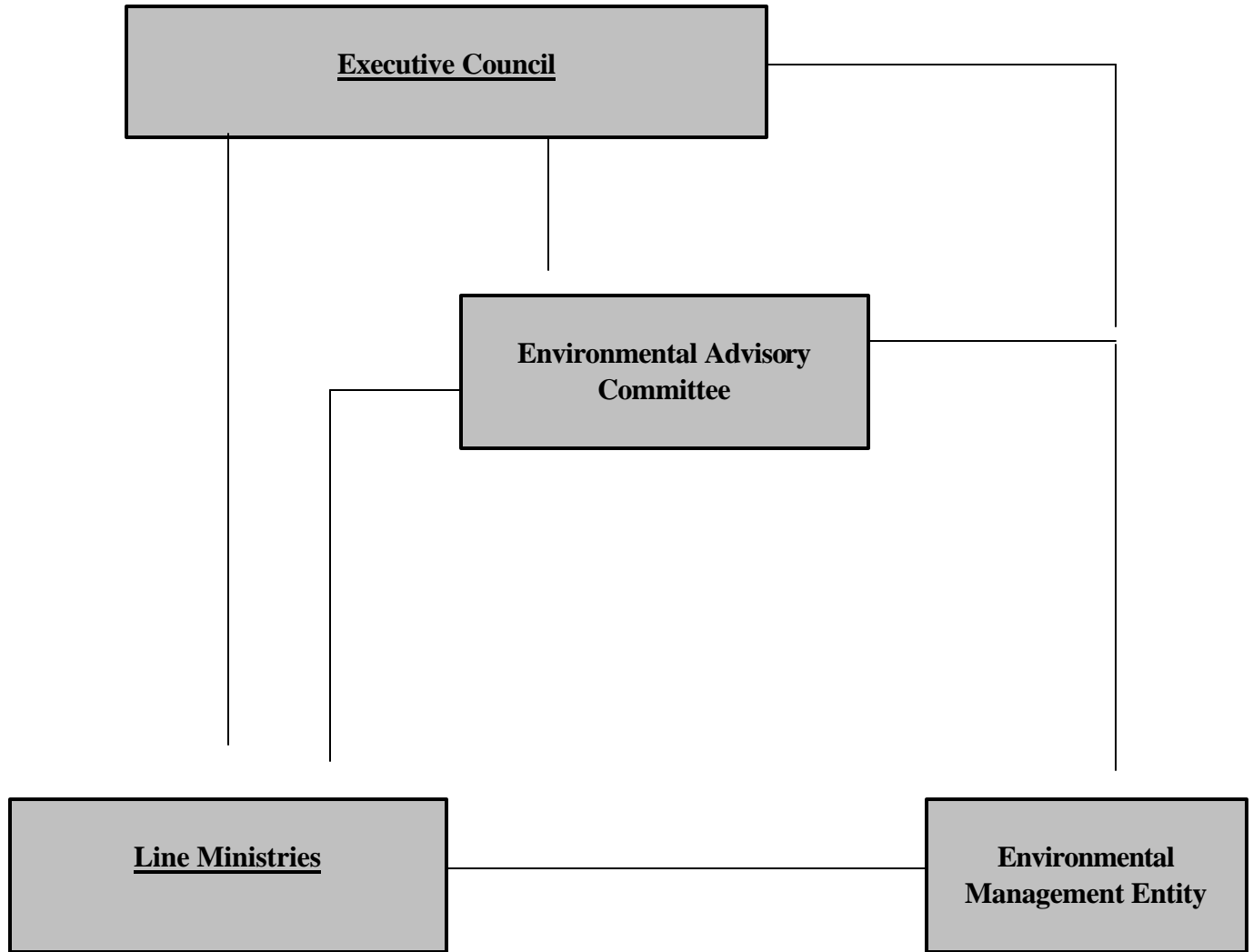
As indicated above, these relationships should be given effect through new legislation founded on the need to ensure effective implementation of the NEMS currently under development.

Staffing

The “environmental management entity” identified in Figure 1 should be headed by a Director of the Environment, whose general responsibilities should relate to coordinating and managing the implementation of the National Environmental Management Strategy. The entity should also be staffed by a Communications Officer, whose general responsibilities should be to coordinate communications, public awareness and public education activities to ensure understanding and acceptance of the NEMS among all sectors of Anguillian society.

Job descriptions should be developed for both positions immediately following a decision to act on these recommendations.

Figure 1
Proposed Structure Of Anguilla Environmental Management Entity



ANNEX B

**COMMUNICATIONS STRATEGY IN SUPPORT OF
THE NATIONAL ENVIRONMENTAL MANAGEMENT STRATEGY**

ANNEX B

COMMUNICATIONS STRATEGY IN SUPPORT OF NATIONAL ENVIRONMENTAL MANAGEMENT STRATEGY

1. Background

In April 2001, the Government of Anguilla joined the governments of OECS Member States in signing the *St. George's Declaration of Principles For Environmental Sustainability In The OECS*. This document establishes policy for environmental management in the OECS region and, within this policy, a framework for the development of national environmental management strategies through which environmental management priorities at the national level can be addressed.

Accordingly, a NEMS for Anguilla has been drafted. Prior to moving to implementation, however, the Government of Anguilla has recognised that effective communications will play a central role in NEMS implementation. A communications strategy is therefore required to guide the way in which communications activities will be undertaken in support of the NEMS. This document responds to that need.

2. Strategic Objective

The strategic objective of this document is to provide the framework through which broad acceptance of the NEMS is achieved throughout the range of stakeholder interests in Anguilla.

3. Communications Objectives and Activities

The "Strategic Objective" identified above will be achieved through effective communications designed to accomplish the following:

1. Broad awareness of the NEMS throughout Anguillian society.
2. Understanding among all stakeholders that implementation of the NEMS is integral to the long-term sustainability of Anguilla's development objectives.
3. Opportunities for stakeholders - either as individuals or as organisations - to comment on the NEMS and to participate in its implementation.
4. Feedback to stakeholders and to Anguillians generally regarding the implementation of the NEMS.
5. Updates for political and administrative decision-makers within the Government of Anguilla regarding the implementation of the NEMS.
6. Support for the NEMS by all Government of Anguilla Departments and, in particular, the political directorate.

Core Actions

The following actions are recommended to accomplish the "Communications Objectives" identified above and, through achieving these objectives, to achieve the strategic objective.

Launch the NEMS

An official launching of the NEMS should take place as soon as feasible following its formal adoption by Executive Committee. The official launching should achieve the following:

- (i) Demonstrated support for the NEMS from the highest levels of Government.
- (ii) Placement of the NEMS within government policy as a critical element of Anguilla's development framework.
- (iii) Commitment to openness in the implementation of the NEMS.
- (iv) High public profile for the NEMS.

Specific activities should include preparation of a Press Release and the holding of a Press Briefing at which the Minister responsible for environment presents the NEMS and commits to a NEMS implementation process consistent with the above points. Additional activities can be planned for the Press Briefing, as considered appropriate.

Establish A Multi-Stakeholder Consultative Group

In order to ensure on-going communications regarding the NEMS with those most affected by it, the major stakeholders should be invited to participate in a "Multi-Stakeholder Consultative Group" to be chaired by the Director of the Environment. Those invited to participate in the Group should include representatives from, among others considered relevant:

- (i) Government, responsible for environment and planning.
- (ii) The hotel and tourism sector.
- (iii) The Anguilla National Trust.
- (iv) The fishing sector.
- (v) The construction sector.
- (vi) The National Youth Movement.
- (vii) The business sector C.O.B.

The Group should be invited to meet on a regular basis (Quarterly is recommended, initially) around an agenda developed by the chairperson and including inputs from other members of the group. The purpose of the Group is to provide for the sharing of information and for issues to be discussed before they become contentious.

Anguilla has a thriving hotel industry, and a considerable percentage of the population is employed in the tourism sector. The crucial bond between the environment and tourism should therefore be a launching pad for discussions with hotel staff on the importance of the NEMS to national development. Discussions might most appropriately be undertaken under the auspices of the hotel association and other relevant industry groupings as well as with individual hotels.

Establish A NEMS "Comments And Response" Mechanism

An individual should be identified and publicised, together with their contact coordinates, who will be responsible for receiving public comment over time regarding the NEMS and who will be responsible for responding to comments on behalf of government. All comments received should be noted and filed for future reference. This mechanism does not imply that the NEMS must be adjusted in response to all comments made; rather, the objective is to provide a forum for people and organisations to lodge their

perspectives, and from which to receive a response. When it is time to review the NEMS the comments received can form a component of the inputs into the review process.

It is likely that the implementation of the communications strategy identified in this document will result in individuals and organisations requesting information on how they can initiate their own activities in support of the NEMS and improved environmental management generally. While such requests should be regarded as a positive, they may also create a demand that cannot be met from the resources available to the individual or the organisation. In order to address this, the Communications officer should facilitate linkages between the individual or organisation making the request for information/assistance and entities that may be in a position to assist. Such entities might include, among others: (i) business sectors whose interests may provide a match with the interests of the individual/organisation; (ii) the Governor's Office, through which grant monies or other resources may be available; and (iii) the OECS-NRMU, through which technical assistance and grant monies (accessible through the Small Projects Facility, for example) may be available.

Presentations To Stakeholder Groups

Presentations can be made through public discussions coordinated by the National Youth Council, a church group or other entity. Opinion leaders from all walks of life can play an active role in this regard. This type of forum will entertain concerns on the NEMS. An organised group or agency comprising diligent persons should manage the presentations.

All political parties should hold meetings where members speak on the NEMS. This will encourage support from the general public, particularly those who can only be reached by politicians. These meetings will also attract media attention.

Opportunities should be sought to make presentations to stakeholder groups regarding the aims and objectives of the NEMS and the benefits that the NEMS will bring. Key elements to be communicated include:

- (i) Good environmental management is good economic management. Examples should be given of problems in the past that would have been avoided if the NEMS had been in place and implemented; for example, hotels would not be built on dunes, with the result that a Lenny-type event would not be as damaging as was in fact the case.
- (ii) Good environmental management means a better quality of life. Resources will be managed sustainably for the benefit of present and future Anguillians.
- (iii) The government will work with stakeholders to achieve the objectives of the NEMS.
- (iv) The government is committed to NEMS implementation.

Link Development Projects To The NEMS

As a matter of policy, the NEMS should be part of the information package provided to all public and private sector development agents and entities; as part of the development approval process, public and private developers should be required to articulate the specific ways in which their project is supportive of the NEMS, together with any elements of the project that may be contrary to the NEMS and an explanation of why those components are not compatible and why it is not feasible to adjust project design to ensure compatibility with the NEMS. This will involve communications to all government Ministries and

other agencies, as well as private sector and other NGO organisations. In announcing new development projects or plans, the consistency of the project with the NEMS should always be identified in order to ensure that developments are congruent with environmental sustainability. A possible guiding theme in this regard could be: "Our environment is our priority".

This is a critical element of the NEMS communications strategy since it will ensure that the NEMS is understood to be a document to guide appropriate development, not to stand in the way of development. Examples of developments that address environmental issues and which may be considered "environment friendly" should be publicised for the support they lend to the NEMS.

Conversely, the credibility of the NEMS will be quickly compromised if initiatives are taken that are perceived as contrary to the NEMS.

Regular Press Releases Regarding The NEMS

Critically, the fact that this is a communications strategy means that it is crucial for the media to play a central role in disseminating NEMS-related information. The media can assist in developing information packages for the general public and their participation should be actively encouraged. Positive media participation will facilitate all aspects of the implementation of this communications strategy.

Ensure that Press Releases are issued regularly (e.g. quarterly) identifying activities, actions and issues relevant to the NEMS. The objective of these Press Releases is to identify ways in which the NEMS is being implemented together with upcoming initiatives.

Keep Executive Council Informed

It is critical that Executive Council is kept informed regarding the implementation of the NEMS. If the NEMS is to achieve its objective of guiding environmentally appropriate development in Anguilla, decision makers at the highest level must be kept informed regarding all aspects of its implementation. A brief regular quarterly report is recommended, with additional reports sent to Executive Council as necessary.

Other Actions

The actions identified above should be considered as "core" actions to ensure that Anguillians become familiar with the NEMS and its intent to provide for development that is sustainable for the benefit of present as well as future generations. A wide range of additional actions can - and should - be implemented to communicate the NEMS according to the circumstances and opportunities that arise. The scope of these additional activities is limited only by the imagination, and time/resource availability of those charged with implementing the communications strategy. The following are among other activities that might be considered:

1. Statements in support of the NEMS by national figures in the sporting, cultural, business, political or other fields.
2. Jingles in support of the NEMS. OECS-NRMU is producing a jingle for use by Member States that will be made available to the Government of Anguilla for use on local radio stations.
3. Live broadcast of a parliamentary debate on the NEMS.

4. A NEMS Teachers Day can be developed during which teachers could discuss the NEMS with their classes, and on which class field trips could be taken to appropriate locations in the country.
5. Youth debates can be undertaken on the best ways to implement the NEMS, progress on implementation, future environmental management priorities and related topics.
6. Service clubs can be encouraged to promote the NEMS among their members and to undertake specific activities in support of enhanced environmental management; youth groups and community based organisations in particular are likely to be enthusiastic about initiatives that improve their local environment.

4. Institutional Roles And Responsibilities

An individual should be identified within the Department of the Environment with responsibility for implementing the NEMS Communications Strategy. The individual should undertake the following:

Prepare a Workplan

A workplan should be prepared that identifies over an initial period of at least a year: (i) the timing associated with implementing the various activities; (ii) the target audiences of the communications initiatives to be undertaken; (iii) the specific activities that will be undertaken to implement the identified activities; (iv) the results that are intended to be achieved from the various activities; (v) the way in which the activities will be monitored in order to determine whether results have been achieved; and (vi) the resources (budget and other) associated with implementing the strategy. The strategy has been designed to require only modest financial resources to implement. A full time staff position is not considered necessary.

Implement The Workplan

The workplan should be implemented according to the schedules and activities identified in the workplan. Flexibility in implementation should be maintained to ensure that actions continue to be relevant to the needs of NEMS implementation.

In implementation of the workplan, alliances should be created with all stakeholders such that relationships between stakeholders are created in support of the implementation of the NEMS itself, as well as with respect to the communications strategy.

ANNEX C

**INDICATIVE ACTION PLAN FOR IMPLEMENTING THE NATIONAL
ENVIRONMENTAL MANAGEMENT STRATEGY**

ANNEX C
INDICATIVE ACTION PLAN FOR IMPLEMENTING THE NATIONAL
ENVIRONMENTAL MANAGEMENT STRATEGY

Table C-1 identifies the indicative Action Plan for implementing the NEMS. In the Table, each activity identified in the NEMS is identified by the number used in the "Goals And Objectives" section of the NEMS as well as by its text description. The priority of each activity is defined in terms of the year in which the activity should be implemented; for the purpose of this document it is assumed that the NEMS will begin implementation in 2002 and this is the calendar year that corresponds to Year 1 in Table C-1.

The entities identified under "responsibility" identify the entities with lead responsibility to implement the activities identified. However, in many cases the identified entity will work with other stakeholders to implement the activity and the identification of a single entity with "responsibility" for implementation does not imply that other entities do not also have roles to play.

The "resources required" identifies the projected cost of implementing each of the activities identified. The costs identified in the indicative NEMS action plan do not include government costs (i.e. salaries and associated costs) except in the case of the establishment of the institutional entity through which the NEMS is proposed to be implemented. Land acquisition costs are also not included in these estimates.

Particular considerations associated with the implementation of the NEMS are identified in the "remarks" column, as appropriate.

All activities associated with implementation of the NEMS should be managed from the perspective of achieving the objectives identified in the NEMS (see "Goals and Objectives"). Activities should be monitored so as to ensure that objectives are met; achievement of the indicators identified in the "Goals and Objectives" section of the NEMS may be taken to indicate the achievement of the overall objective.

The NEMS identifies a wide range of activities to be undertaken. Effective management of the process of implementing the NEMS will require prioritising which activities should be implemented over what period of time. This also implies consideration of the budgets required to implement activities identified in the NEMS and the capacity of Anguilla to both implement activities and to absorb the outputs of activities. In consideration of these factors, the implementation of the NEMS should be defined on the basis of annual cycles. This approach will provide for the selection of activities identified in Table C-1 to be undertaken on an annual basis having regard for priorities as they evolve and for the capacities necessary to implement and absorb activities. Beginning in the third quarter of each year, therefore, stakeholders should be consulted in order to develop an action plan for the upcoming year.

Over time, it is likely that priorities will be identified that do not appear in Table C-1, and some of those identified in Table C-1 will no longer be considered necessary; likewise, the timing and resource requirements identified in Table C-1 may require adjustment. This is to be expected in initiatives that require implementation over extended periods of time and should be accommodated in order to ensure that the NEMS remains responsive to Anguilla's environmental priorities. Table C-1 should therefore be seen as a starting point for the implementation of the NEMS and adjustments should be made over time as necessary and appropriate, while retaining the central objective of the NEMS: to integrate environmental management into the development of Anguillian society and its economy.

The First Year Action Plan for implementing the NEMS is provided in Annex D.

TABLE C-1: INDICATIVE ACTION PLAN FOR IMPLEMENTING THE NEMS

ANGUILLA: NATIONAL ENVIRONMENTAL MANAGEMENT STRATEGY – INDICATIVE ACTION PLAN					
No.	Activity	Time Frame	Responsibility	Resources Required (\$EC)	Remarks
1.1	Develop and conduct public education programmes to affect attitudinal change towards environmental management <ul style="list-style-type: none"> Conducting KABP Survey to determine the best strategies for public education to affect attitudinal change towards environmental management Review KABP results to determine best strategies for attitudinal change 	To be determined	DOE with ANT	\$20,000	Need for activity to be determined based on Year 1 activities
		To be determined	DOE with ANT	Included in above budget	Need for activity to be determined based on Year 1 activities
1.2	Infuse environmental responsibility into educational programmes in the formal educational system <ul style="list-style-type: none"> Sensitize and seek consensus/involvement of education authorities for introducing programme Implement teacher training in environmental issues Establish on-going educational programmes in schools on environmental management issues including the importance of land use, biodiversity conservation and recycling 	Year 2	DOE with MOE and ANT	\$25,000	Development of enhanced environmental awareness will help sustain the NEMS and will benefit from other activities to be implemented under the NEMS
		Year 2	MOE and ANT and DOE	Included in above budget	
		Year 2	MOE and ANT and DOE	Included in above budget	
1.3	Develop an enabling environment for effective environmental management among planners and decision-makers <ul style="list-style-type: none"> Sensitize personnel in Ministry of Planning and Economic Development Unit to enable application of environmental economics Conduct innovative multi-media programmes to stimulate public debate and discussion on environment and development 	Year 3	DOE	\$25,000	Initial sensitisation completed
		Year 1	DOE	\$15,000	Key messages to be delivered include linkages between environment and development
1.4	Enlist the co-operation and collaboration of the media and NGOs in the public education programme for awareness-raising on the importance of environmental management <ul style="list-style-type: none"> Sensitize, and seek collaboration of, media sector and NGOs to secure their services and encourage their initiatives for public education on environmental management Re-vitalize annual cultural education festival to expose and promote sustainable cultural and traditional practices 	Year 1	DOE	Costs included in other PA budgets	Key messages should include identification of practices to be encouraged/discouraged from an environmental perspective Activity should demonstrate that protecting the environment has been undertaken by past generations
		Year 2 and following	ANT	\$30,000/year	

ANGUILLA: NATIONAL ENVIRONMENTAL MANAGEMENT STRATEGY – INDICATIVE ACTION PLAN

No.	Activity	Time Frame	Responsibility	Resources Required (\$EC)	Remarks
2.1	Formulate integrated development plans (IDP) and programmes to ensure that environmental management is treated as an integral component of the planning processes in pursuit of sustainable development	Year 2 and following	DOE with DPP	\$35,000 in Year 2	Year 2 initiative to sensitise and educate stakeholders concerning IDP
2.2	Take steps to ensure the sustainable use of natural resources that recognizes the intricate linkages between ecological systems, and between these systems and human activity <ul style="list-style-type: none"> • Institutionalize targeted education, awareness and sensitization programmes to foster knowledge and understanding of the value of integrated process • Ensure that any action likely to impact significantly on the environment will only be taken on the basis of a prior assessment of the effects of such action on the environment 	Year 1 Year 1	DOE DPP	Costs included in other PA budget Costs to be incorporated by proponent in project development budgets	Key messages should include tangible evidence of the ways in which environmental factors impact development, and vice versa Environmental impact assessment (EIA) should be used; proposals drafted, to be approved/acted on
2.3	Undertake capacity development in environmental management	Year 1	DOE	\$20,000	Budget provides for capacity development initiatives in the first year, in addition to opportunities available through OECS-NRMU
2.4	Identify opportunities for economic benefits to be derived from sustainable environment for various targeted groups	Year 3	DOE with DPP	No cost	Economic opportunities to be identified as part of development initiatives
2.5	Build on/strengthen cost benefit analyses and quantification of trade-offs in environmental assessments	Year 1	DOE/DPP	Included in Activity 1.3	Activity to be included in Activity 1.3
3.1	Ensure that the public are provided with the information required for meaningful public participation <ul style="list-style-type: none"> • Produce user-friendly and timely information on selected topics • Develop and implement plans for increasing access to information • Identify and establish a clearing house and co-ordinating mechanism to facilitate information sharing and increase access to civil society • 	Year 1 and following Year 2 Year 1	DOE DOE DOE	\$20,000 in first year Included in No. 1.1 No cost	Video and printed materials to be produced Needs to be assessed based on Year 1 results; link to No. 1.1 DOE Communications Officer to establish mechanisms; OECS-NRMU to assist

ANGUILLA: NATIONAL ENVIRONMENTAL MANAGEMENT STRATEGY – INDICATIVE ACTION PLAN

No.	Activity	Time Frame	Responsibility	Resources Required (\$EC)	Remarks
3.2	Institutionalize instruments for public participation <ul style="list-style-type: none"> • Identify and utilize best practices re public consultation methods and approaches to build consensus around issues critical to environmental management • Infuse in the formal education curriculum the value of public participation in national decision-making • Develop collaborative mechanisms to have the ‘culture of secrecy and compartmentalization’ superceded by a ‘culture of informed exchange and transparency’ • Strengthen and enhance the capacity of NGOs and CBOs for environmental management 	Year 2 and following Year 2 and following Year 1 and following Year 1 and following	DOE DOE with MOE DOE DOE	\$15,000 in Year 2 Included in activity 1.2 No cost Included in Activity 2.3	Best practices to be identified with TA assistance and incorporated into planning approvals processes Activity included in Activity No. 1.1 Desired result to be achieved through mechanisms for information sharing and collaboration included in other activities Activity to be addressed as a component of Activity 2.3
4.1	Draft and seek passage of laws that are inclusive of adequate enforcement measures <ul style="list-style-type: none"> • Review existing laws and amendments • Determine legislative/institutional needs • Draft and seek passage of revised laws 	Year 2 Year 2 Year 2	DOE DOE DOE	\$100,000 \$50,000	Initial work being undertaken by the AG's office; expert independent advice also required to create effective legal and, subsequently, institutional structure for the NEMS
4.2	Enforce environmental laws and regulations <ul style="list-style-type: none"> • Establish programmes to educate public about environmental laws and crimes • Increase penalties of existing laws • Sensitize government officials, judiciary and police on importance of enforcing environmental laws • Institute a ‘whistle blower’ programme to reward reporters for environmental crimes • Monitor law enforcement 	Year 2 Year 2 Year 2 Year 2 Year 2	DOE DOE with AG DOE with AG DOE with AG DOE with AG	Included in Activity 3.1 Included in Activity 4.1 Included in Activity 3.1 Included in Activity 4.1 No cost	Activity delivery through Activity 3.1 Activity delivery through Activity 4.1 On going activity; to be enhanced through linkage with Activity 3.1 Activity delivery through Activity 4.1 On-going activity to be enhanced as identified through Activity 4.1

ANGUILLA: NATIONAL ENVIRONMENTAL MANAGEMENT STRATEGY – INDICATIVE ACTION PLAN

No.	Activity	Time Frame	Responsibility	Resources Required (\$EC)	Remarks
5.1	Develop a policy for, and system of, protected areas <ul style="list-style-type: none"> • Host public forum on protected areas/conservation • Formulate/adopt a policy statement on protected areas • Establish a protected area entity • Select appropriate aquatic/terrestrial sites for inclusion • Establish community co-management of protected areas to pass benefits on to the public where appropriate • Develop and institute a management plan for all sites • Develop a land bank to secure reserves of land for protected areas • Define/implement funding mechanisms for land acquisitions; e.g. “developer pays”, in-trust donations • Initiate acquisition of lands 	Year 1 Year 1 Year 1 Year 1 and following Year 1 and following Year 1 and following Year 2 and following Year 2 Year 3 and following	ANT DOE with ANT DOE National parks entity with DPP ² National parks entity with DPP ² National parks entity with DPP ² National parks entity with DPP ² National parks entity with DPP ² National parks entity with DPP ²	\$5,000 No cost No cost \$100,000 \$275,000 To be defined on site-specific basis Ability to establish land bank to be included in national parks legislation \$35,000 To be defined on site-specific basis	Forum to be linked to activities below Policy statement being considered Entity being considered by GOA 5 marine and 5 terrestrial sites already identified Community co-management mechanisms built into Big Spring and East End Pond proposals TA required to develop implementation plan for national parks entity Ownership of core lands critical to effective protected areas management
5.2	Develop and implement a strategy for sustainable management of Anguilla’s coastal and marine resources <ul style="list-style-type: none"> • Finalize and implement the Fisheries and Marine Resources Development Plan • Clarify the concept of Marine Parks and implement a comprehensive marine parks programme • Implement a coastal zone management (CZM) plan 	Year 2 and following Year 2 Year 2	DFMR National parks entity with DFMR DPP with DFMR	No cost No cost Costs/need for TA to be determined in Year 1	Plan prepared; to be implemented not later than Year 2 Single, strong entity required to manage protected areas Plan should incorporate island systems management approaches
5.3	Ensure the implementation of sound environmental health policies and practices	Year 1 and following	EHU	No cost	Activities underway; budgets established within existing allocations

ANGUILLA: NATIONAL ENVIRONMENTAL MANAGEMENT STRATEGY – INDICATIVE ACTION PLAN

No.	Activity	Time Frame	Responsibility	Resources Required (\$EC)	Remarks
6.1	<p>Establish collaborative and participatory integrated frameworks to prepare for, manage and mitigate the impacts of natural and man-made disasters</p> <ul style="list-style-type: none"> • Review and strengthen national disaster management plans focusing on inter-sectoral dialogue and collaborative planning • Apply hazard vulnerability and mitigation to integrated national development and planning • Institute disaster mitigation into work plans of public sector, private sector and NGOs 	<p>Year 1</p> <p>Year 1</p> <p>Year 2</p>	<p>ODP with DPP</p> <p>ODP with DPP</p> <p>ODP with DPP</p>	<p>\$15,000</p> <p>Included in above budget</p> <p>No cost</p>	<p>Mechanisms required to establish inter-sectoral dialogue and collaboration</p> <p>Hazard mitigation plans under development</p> <p>Disaster prevention/mitigation to be "mainstreamed" throughout the economy</p>
6.2	Develop and strengthen public awareness, education and sensitization programmes on hazard vulnerability and impact management	Year 1 and following	ODP with ANT	No cost	Activities underway
6.3	Establish guidelines on environmental, hurricane and earthquake resistance standards and issues for use by the community at large with particular focus on low and modest income households.	Year 2 and following	ODP	\$10,000	Guidelines to consider CUBIC and standards developed elsewhere in the region
7.1	<p>Establish and/or strengthen an entity for coordinating environmental management</p> <ul style="list-style-type: none"> • Plan and budget for institutional arrangements for integrated environmental management including the recruitment of staff • Complete the Action Plan • Determine the complement/expertise of staff required to implement the NEMS on a phased basis • Promote and facilitate development of overall or macro view of sustainable development • Strengthen and/or develop and institutionalize mechanisms that enable inter-sectoral linkages, on the basis of research including best practices • Ensure that a proper legislative basis is provided for these linkages as well as well-defined terms of reference and resources • Clarify roles and responsibilities of various institutions involved in environmental management • Promote and facilitate the sharing of technical and 	<p>Completed</p> <p>Completed for Year 1</p> <p>Completed for Year 1</p> <p>Year 1 and on-going</p> <p>Year 1 and on-going</p> <p>Year 2</p> <p>Year 2</p> <p>Year 1 and following</p>	<p>DOE</p> <p>DOE</p> <p>DOE</p> <p>DOE</p> <p>DOE</p> <p>DOE</p> <p>DOE</p>	<p>\$140,000 per year for all components of Activity 7.1</p>	<p>The Department of the Environment within the Ministry of Home Affairs, Natural Resources and Tourism should be maintained. Implementation of the NEMS will require a Director of the Environment to lead and coordinate activities and a Communications officer to develop and maintain support and understanding of the NEMS among public, private, NGO, CBO, regional and international stakeholders</p>

ANGUILLA: NATIONAL ENVIRONMENTAL MANAGEMENT STRATEGY – INDICATIVE ACTION PLAN

No.	Activity	Time Frame	Responsibility	Resources Required (\$EC)	Remarks
	other resources among departments, NGOs and private sector. <ul style="list-style-type: none"> • Facilitate the development and implementation of departmental action plans to implement the NEMS • Review the activities of each year to determine further activities for the following year 	Year 2 Year 1 and following	DOE DOE		
7.2	Develop and implement a communications strategy to achieve national consensus on the NEMS by creating awareness of its objectives and generating support for its acceptance and approval.	Year 1 and following	DOE	Year 1 budget included in Activity 7.1 and in Activities 1.3, 1.4, 2.2, 3.1 and 6.2	Communications Strategy prepared as part of NEMS documentation
7.3	Develop and implement a communications strategy to ensure that stakeholders are informed about the implementation of the NEMS and about their roles and responsibilities in that implementation <ul style="list-style-type: none"> • Repackage information collected by monitoring for dissemination to decision-makers, planners and general public 	Year 2 and following	DOE	Budget to be included in budget for Year 2 Activity 7.2	Activity to be undertaken by Communications Officer identified above
7.4	Design and initiate establishment of a National Environmental Information System <ul style="list-style-type: none"> • Develop and implement environmental and socio-economic monitoring programmes • Develop the key indicators for monitoring purposes with the implementing agencies and ensure that the monitoring capabilities are provided 	Year 3 and following Year 3 and following	DOE DOE	\$75,000 - Year 3 \$25,000/yr - recurrent Included above	TA required to assist in establishing monitoring programme in Year 3. Monitoring to be based on readily available data; recurrent annual budget will supplement readily available monitoring needs
7.5	Develop and implement monitoring plan/programme <ul style="list-style-type: none"> • Undertake review of public sector initiatives impacting on NEMS objectives • Assess possible implications and impacts of existing and planned policies on all sectors before implementation • Collate annual implementation reports of all departments involved in environmental management into an annual report 	Year 2 Year 2 Year 3	DOE DOE with DPP DOE	Budget included in Activity 4.1 No cost No cost	Review to be undertaken as part of determining desired legal framework Environmental review of policies to be key element of "mainstreaming" environmental management Together with monitoring data (Activity 7.4), report will present up to date environmental status

ANGUILLA: NATIONAL ENVIRONMENTAL MANAGEMENT STRATEGY – INDICATIVE ACTION PLAN					
No.	Activity	Time Frame	Responsibility	Resources Required (\$EC)	Remarks
7.6	Establish a programme of environmental research <ul style="list-style-type: none"> • Facilitate the formulation of environmental research projects • Agree on the main objectives of those projects and the time frame for their implementation. 	Year 4 and following	DOE	To be determined based on proposals	Research initiatives should be closely tied to sustainable development needs of Anguilla
		Year 4 and following	DOE	To be determined based on proposals	

Notes: 1. The costs identified in the indicative NEMS action plan do not include government costs i.e. salaries and associated costs or costs involved in land acquisitions. 2. As of 31 October 2001, a national parks entity is proposed to be established under authority of draft national parks legislation being considered by GOA. 3. Budgets represent resources required to implement the NEMS in the first year. Salary and related costs are shown for the DOE staff required; no other salary costs are identified. “No cost” means that the activity should be undertaken from within the normal budgetary allocations of government agencies

Acronyms: ANT – Anguilla National Trust; CBO – Community based organization; DFMR – Department of Fisheries and Marine Resources; DOE – Department of the Environment; DPP – Department of Physical Planning; EHU - Environmental health Unit; MOE – Ministry of Education; OPD – Office of Disaster Preparedness; NGO – Non-governmental organization

ANNEX D

**FIRST YEAR ACTION PLAN FOR IMPLEMENTING
THE NATIONAL ENVIRONMENTAL MANAGEMENT STRATEGY**

ANNEX D
YEAR 1 (2002) IMPLEMENTATION OF THE
NATIONAL ENVIRONMENTAL MANAGEMENT STRATEGY (NEMS)

The National Environmental Management Strategy is a long term, strategic approach to achieving sustainable development in Anguilla – development that meets the needs of the community in ways that maintain and enhance the environment on which that development is based. As identified elsewhere in the NEMS documentation, this implies both the enhanced integration of environmental considerations into existing activities and the undertaking of new activities over time. Smooth implementation of these activities, however, needs to be sensitive to the capacities of the various stakeholders and to budgetary considerations, as well as the fact that a number of activities spoken to in the NEMS are already underway. Thus, implementation of the NEMS should be evolutionary, not revolutionary: if they are to last, the changes that are clearly required to ensure sound environmental management in Anguilla should be achieved over a period of time as a result of efforts broadly undertaken throughout Anguillian society.

Table D-1 identifies the first year implementation of the NEMS. Developed with broad participation of Anguillian stakeholders, implementation in the first year focuses on the following priorities:

1. Establishment of an institutional structure through which to implement the NEMS, as recommended in Section 4 of the NEMS documentation and in Annex A.
2. The enhanced integration of environmental considerations into development initiatives, particularly with respect to development planning and disaster preparedness/management.
3. Creation of a framework for, and establishment of, protected areas, which will become major elements of the Anguillian economy, a source of pride for the Anguillian people and which will contribute significantly to national and international efforts to ensure that cultural and natural heritage is maintained and enriched.
4. Communication of the NEMS to stakeholders throughout Anguilla to ensure that the objectives of the NEMS and actions to implement the NEMS are clearly understood in terms of the sustainable development of Anguilla.

Table D-1 is designed to provide ready cross-reference to the activities recommended to be undertaken to implement the NEMS, as presented in Annex C. NEMS Activity Numbers are noted in the left hand column of the table and a text description is identified next to each. Generally, the text descriptions match exactly the text descriptions in the NEMS activity matrix presented in Annex C; in some instances, however, activities as presented in Annex C have been grouped together for the purposes of implementation in Year 1 and the wording of activity descriptions in Table D-1 has been adjusted to reflect the activities to be undertaken.

The budgetary implications to the Government of Anguilla of the first year action plan are generally modest, and reflect in significant measure the need to establish and operationalise mechanisms to integrate environmental considerations into development initiatives. Although the costs to achieve such integration are modest, the results of effectively achieving such integration can be dramatic in terms of better conceived projects that are less susceptible to damage from environmental forces, and which themselves result in reduced impact on the environment on which others also depend.

**Table D-1:
Anguilla National Environmental Management Strategy
Year 1 Implementation Action Plan (2002)**

NEMS ACTIVITY NUMBER	ACTIVITY	TIMING (2002)				RESPONSIBILITY	RESOURCES REQUIRED (\$EC)	REMARKS
		JAN - MAR	APR - JUN	JUL - SEPT	OCT - DEC			
7.1	Implement institutional structure to direct/coordinate implementation of the NEMS					MHANRT	\$140,000	A Director of the Environment and a Communications Officer are required to direct and coordinate the NEMS
2.3	Undertake capacity development in environmental management					DOE, DPP, other ministries, NGO's	\$20,000	Budget provides for 2 workshops with TA support,; no cost participation in OECS events to be accommodated as opportunity arises
5.3	Implement sound environmental health policies and practices					EHU	No cost	Activities underway; solid waste management a priority
2.2	Define environmental impact assessment requirements in legislation, including private and public sectors					DPP, DOE, other ministries	No Cost	EIA is an essential tool for sustainable development and requires a legal basis
5.1	Implement Big Spring and East End Pond protected area projects					ANT, DOE, DPP, DLS, ATB, CBOs	\$275,000	Proposals for approx. \$210,000 of support from OECS-NRMU being prepared; high levels of community support apparent
1.3, 1.4, 2.2, 3.1, 7.2	Implement communications activities in support of the NEMS					DOE, other ministries, ATB, NGOs, CBOs, private sector	\$35,000	NEMS Communications Strategy developed; first priority: high profile public launch of the NEMS

**Table D-1:
Anguilla National Environmental Management Strategy
Year 1 Implementation Action Plan (2002)**

NEMS ACTIVITY NUMBER	ACTIVITY	TIMING (2002)				RESPONSIBILITY	RESOURCES REQUIRED (\$EC)	REMARKS
		JAN - MAR	APR - JUN	JUL - SEPT	OCT - DEC			
5.1	Formulate and adopt protected areas policy statement					DOE, other ministries, ATB	No Cost	Work on protected areas already underway
5.1	Establish protected area entity					DOE, DPP, DFMR, DOA	No Cost	Proposals for separate entities for terrestrial/marine protected areas requires amending to provide for one such entity
6.2	Develop/strengthen public awareness, education and sensitization programmes on hazard vulnerability and impact management					ODP with ANT, MICUH, media, communities, Library	No cost	Activities underway
5.1	Develop list of aquatic and terrestrial sites for inclusion on a "protected areas" list					DOE, DFMR, DOA, DLS, ATB, ANT	\$100,000	5 terrestrial and 5 marine sites already identified; TA required to identify additional potential areas
6.1	Strengthen national disaster plans; focus on inter-sectoral dialogue and collaborative planning					ODP, other ministries, NGOs, CBOs, civil society	\$15,000	Anguilla Christian Council currently undertaking related activities
3.1	Identify/establish clearing house and coordinating mechanism to facilitate information sharing and increased environmental information access to civil society					DOE, DPP, DFMR, DLS, DOA, ANT, ATB	No cost	

**Table D-1:
Anguilla National Environmental Management Strategy
Year 1 Implementation Action Plan (2002)**

NEMS ACTIVITY NUMBER	ACTIVITY	TIMING (2002)				RESPONSIBILITY	RESOURCES REQUIRED (\$EC)	REMARKS
		JAN - MAR	APR - JUN	JUL - SEPT	OCT - DEC			
6.1	Apply hazard vulnerability/mitigation to integrated national development and planning; integrate into workplans of public sector, private sector and NGO's					OPD , other ministries, NGOs, CBOs, civil society, private sector	No cost	Hazard mitigation plans are under development
7.1	Define Year 2 NEMS Implementation Action Plan					DOE , other ministries, ANT, ATB, NGOs, CBOs, private sector	No cost	Year 2 Action Plan to be defined based on results in Year 1 and guidance in the NEMS documentation

Notes

1. Timing in bold indicates timing for an activity; timing in bold followed by lighter shading indicates that key action will be taken during the timing indicated in bold, followed by continuing activity as a consequence of the key action undertaken.
2. Responsibilities identified in bold indicate the entity with lead responsibility for undertaking an activity; this entity will coordinate with the other entities identified to implement the activity.
3. Budgets represent resources required to implement the NEMS in the first year. Salary and related costs are shown for the DOE staff required; no other salary costs are identified. "No cost" means that the activity should be undertaken from within the normal budgetary allocations of government agencies.

Acronyms

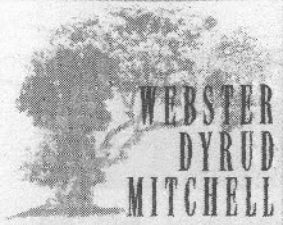
ANT – Anguilla national Trust; ATB – Anguilla Tourist Board; CBO – Community based organization; DFMR – Department of Fisheries and Marine Resources; DIT – Department of Information Technology; DLS – Department of Lands and Surveys; DOA – Department of Agriculture; DOE – Department of the Environment; DPP – Department of Physical Planning; MICUH – Ministry of Infrastructure, Communications, Utilities and Housing; MOE – Ministry of Education; OPD – Office of Disaster Preparedness; NGO – Non Governmental organization

**Table D-1:
Anguilla National Environmental Management Strategy
Year 1 Implementation Action Plan (2002)**

**Table D-1:
Anguilla National Environmental Management Strategy
Year 1 Implementation Action Plan (2002)**

**Table D-1:
Anguilla National Environmental Management Strategy
Year 1 Implementation Action Plan (2002)**

Annex B



LEADING ANGUILLA LAW FIRM

The ANGUILLIAN

Whatever Dyrud Mitchell
recognises the Leaders
of the Revolution whose
vision for a new Anguilla
inspires us.

The price of freedom is eternal vigilance. - Thomas Jefferson

Friday 8th June, 2007

Volume 9 No. 23

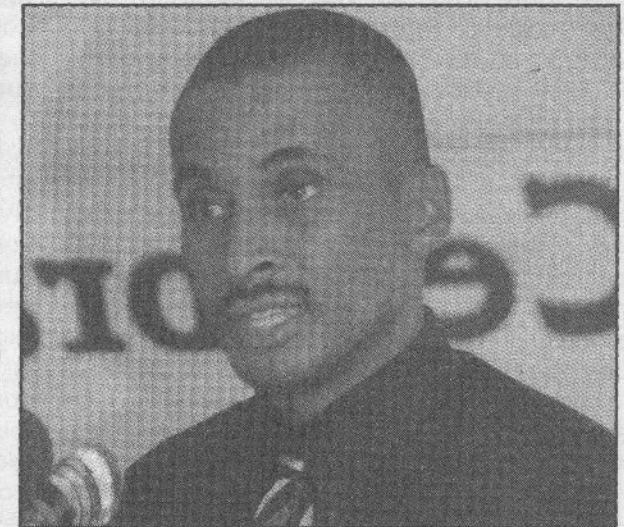
The Weekly Independent Newspaper of Anguilla

U.S. \$1.00 / EC \$2.00

Dr. Harrigan Says: **REVOLUTION HAS GIVEN GOOD FRUIT** **Warns About Over-development**



Some of the listeners including Mrs. Olive Hodge, wife of the late Walter Hodge



Dr. Aidan Harrigan

Anguillian economic development now being experienced on the island. Much is therefore owed to revolution leader Ronald Webster, Atlin private capacity, says the 1967 Anguilla Revolution has produced good fruit resulting in the present

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Harrigan and others.

He arrived at this conclusion after tracing the growth of Anguilla over the years from a backwater in the Caribbean during its political association with St. Kitts to a steadily developing island following the intervention by Britain in 1969 and the eventual formal separation of the island in 1980.

Dr. Harrigan was at the time delivering the 7th Annual Walter G. Hodge Memorial Anguilla Day Lecture on Tuesday, June 5th, at the House of Chandeliers. The topic of his address was "Fruits of the Anguilla Revolution: Economic Growth and Transformation 1967 to the Present." He is the Permanent Secretary with responsibility for Economic Development,

Investment, Commerce and Tourism, a position he has held in the Ministry of Finance since February 2006.

He gave a comprehensive analysis of the island's growth rate in terms of its leap from a budget of just over \$300,000 in 1966 under the St. Kitts Government to the staggering multi-million-

dollar budgets in these days; a tourism-based economy growing so rapidly that Government has had to impose a moratorium on large foreign projects while allowing locally-owned projects to develop; and a soaring GDP resulting in a relatively high standard of living on the island.

At the outset of his

lecture, Dr. Harrigan circulated a paper listing ten major resort and residential tourism projects approved or awaiting approval by Government. They range from the Frangipani Re-development and Expansion Project which is to provide 75 rooms to the 825-room KOR Group Savannah Bay/

Continued on page 20

Anguilla
Properties

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Revolution Has Given Good Fruit

Continued from page 3

Sile Bay Project. The list shows that a total of 4,380 rooms have either been approved or under consideration and could come on stream between now and the year 2020. He observed that added to the present number of rooms the new developments would put the figure in the region of 5,000 rooms by 2020.

Harrigan said it was his personal opinion that stock should be taken about the likely implications of those projects which are expected to be of a four or five-star rating. He estimated that the projects could generate up to 8,760 new jobs in direct employment once they become operational and another 4,000 jobs could be created as an indirect and induced effect of the expanding economic activity. He said it meant that labour would have to be imported to help operate the resorts and that the island's population could double to 26,000 by the year 2020.

He called attention to the stresses that this would place on Anguilla's physical, social and environmental infrastructure and the need for adjustment or for the people of the island to face the consequences.

He cautioned that if Anguilla "over-develops to the point that the physical and social capacity of the island to handle the level of development is inadequate, it would create a host of problems and cause the island to lose the very essence that made it attractive in the first place."

In answering the question which he posed at the beginning of his lecture: 'Has the Anguilla Revolution given good fruit', he affirmed: "It certainly has." He went on, "The period 1984 to 2003, for example, has shown that real per capita income increased by some 16.7 percent. However, real per capita income of US\$5,000 is relatively modest when compared with that of our fellow UK Overseas Territories such as BVI, Cayman Islands or Bermuda, all of whom have capital income in excess of US\$15,000.

Consequently, we have quite a way to travel."

"Sometimes despite the best efforts the harvest of fruit is not what is anticipated or required. For example, during the period 1994 - 2003 because of the impact of hurricane and economic shocks, the harvest was not as bountiful. We have also seen, existing side by side, both sweet and bitter fruit particularly in recent years. The sweet is a rejuvenated economy since 2004. The bitter is the continuing escalation in the level and nature of crime. There are also worrying signs that our environment and what we have traditionally held dear in terms of the ownership of the resources, are also under threat."

He said that his point of tracing the various stages of the island's development was "to show that transformation is more than economic growth. For economic growth to translate into economic development and social transformation, we must also concern ourselves with to whom the benefits of economic growth go. Locals [persons] like the Gumbs and Lake and Kentish families continue the tradition of Anguillians participating as owners of the tourism industry."

Dr. Harrigan further said: "As their projects get off the ground, other local families with significant property will seek to copy their example. However, a word of caution: property markets are notoriously fickle and Anguilla now competes with destinations all around the world for those seeking vacation homes. There is also the pressing point that whether foreign or local, large projects have extensive impacts - the accumulated effect of which, as I have indicated earlier, could lead to over-development and its attendant problems..."

"But to answer the fundamental question of whether the seeds that sprung from the Anguilla Revolution as the ultimate source of sustenance and rejuvenation are intact,

the jury is still out. We are aware of what is at stake, and ultimately if we make the wrong choices, we would have more than ourselves to blame."

"To my mind, all the social challenges... and other ills that we face are an opportunity for us to engage each other as Anguillians, to engage Government and to engage developers

...because we are all stakeholders in what happens to Anguilla. Think of the seeds that sprung from the fruit of the Anguilla Revolution as social capital which Mr. James Ronald Webster, our other founding fathers and all those who participated in the Revolution have bequeathed to us. We owe it to them, ourselves and the generations yet to come to grow this into an even bigger legacy and bountiful fruit."

"We, Anguillians, have always been full of creativeness and ingenuity. However, we have no choice but to be that way because this was a matter of survival. The question is: 'How motivated are we now to protect our heritage?' Time will tell. The future lies squarely in our hands. We have to accept responsibility for it and hold each other accountable to make the right decisions to show that the dream of the Anguilla Revolution goes on."

Editor's Note

Dr. Harrigan has a Master's Degree in Development Economics and International Finance from Dalhousie University and Glasgow Universities respectively and a PhD in Economics from Exeter University. His research interests include, inter alia, measuring the economic impact of tourism development, financial risk management products for use in the tourism industry and modelling the external accounts in small, open developing economies.

Dr. Harrigan, who has acted as Deputy Governor periodically from November last year, is the son of Mr George and Mrs Ursula Harrigan of East End.

Ten Major Projects Approved Of Waiting Approval

The people of Anguilla may wish to know about a list of ten major resort/residential tourism projects approved or awaiting approval by Government. The list was distributed by Dr. Aidan Harrigan at the start of his presentation of the 7th Annual Walter GH. Hodge Memorial Anguilla Day Lecture on Tuesday, June 5th, at the House of Chandeliers. He spoke on the topic: "Fruits of the Anguilla Revolution: Economic Growth and Transformation 1967 to the Present."

It is important to note that the first eight projects have already been approved. The list made available by Dr. Harrigan showing the projects, rooms, acreage and development period is as follows:

Table 1: LIST OF MAJOR RESORT RESIDENTIAL TOURISM PROJECTS APPROVED/AWAITING APPROVAL

Project	Rooms	Rooms Required to be let in Hotel Rental Pool	Project Acreage	Development Period
1. Flag Luxury Properties Golf Tourism Project at Merrywing (approved July 2002)	750	525 (70%)	278 acres	12 years commencing July 2002
2. KOR Group – Barnes Bay Project (approved in September 2004)	350	262 (75%)	40 acres	7 years commencing September 2004
3. KOR Group – Savannah Bay/Sile Bay Project (approved in January 2006)	825	620 (75%)	240 acres	15 years commencing September 2011
4. Altamer Expansion Project (approved January 2006)	370	275 (75%)	100 acres	10 years commencing July 2006
5. Paradise Holdings – Frangipani Redevelopment and Expansion Project (approved October 2006)	75	75 (100%)	4 acres	3 years commencing October 2006
6. KOR Group – Meads Bay Project (approved December 2006)	350	295 (85%)	18 acres	10 years commencing January 2009
7. Gumbs Family – Rendezvous Bay Redevelopment and Expansion Project (approved May 2007)	450	315 (70%)	40 acres	10 years commencing July 2006
8. Lake-Kentish Family – Conch Bay Project (approved May 2007)	730	438 (60%)	361 acres	12 years commencing September 2007
9. Gencom-Whitehall - Cap Juluca Redevelopment Project (project comprising additional 275 rooms currently under consideration)	375 (combined)	225 (60%)	82 acres???	7 years commencing???
10. Harrigan Family - Madeariman Redevelopment and Expansion Project (currently under consideration)	105	80 (75%)	7 acres	3 years commencing?
Total	4,380	3,110	1170 acres	

Annex C



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Press Release

WEDNESDAY, JULY 11TH, 2007

CHIEF MINISTER'S ADDRESS TO THE NATION IN THE WAKE OF CALL FOR HIS RESIGNATION

Fellow Anguillians, you would recall that after 9/11 in 2001, Anguilla was facing a serious recession. At the beginning of 2002, we were at least twenty million dollars in deficit and had no reserves. At the time we feared that salaries for the public service could not be met, and Anguilla was slipping deeper and deeper into debt with no hope of recovery if we did not see a significant turnaround in our economy. After much hard work and planning we were able to devise a plan for economic recovery. As of today we have a recurrent surplus of forty million dollars and in this fortieth anniversary of our revolution we have forty million dollars in reserve and effective July 2007 a 20% salary





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increase will be rewarded to our hard working civil servants, pensioners and non-established workers.

By the end of 2002 our plan was beginning to work and in that year we promised you that there was light at the end of the tunnel. As Anguillians we can all agree that we have experienced the positive benefits of this light. Not only Anguillians but non-Anguillians as well. Anguillians have seen their standard of living improved.

You have invested in new vehicles, new homes, home improvements as well as other personal assets because of the increased economic activity on the island. Not only have we invested on a personal level but we have also invested in various forms of business activities – retail stores, villas, apartments and other real estate, heavy equipment, construction companies, taxis, law firms and other professional services. You have done this because you felt confident of Anguilla's future.





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Our tourism industry has been growing steadily and bountifully. Visitor arrivals have been increasing on an annual basis. Both local and foreign investment in the tourism industry have increased over the past five years – car rentals, restaurants, water-sports, villas, hotels, etc. Anguilla as a tourism destination has a very positive image in the market place. When a Caribbean vacation is being planned, Anguilla is top of the mind for travelers.

Our image in the marketplace both from a tourism and investment standpoint has been outstanding. We have appeared on all the major networks in the United States including NBC, CBS, BET and ABC. There is full employment on Anguilla and those who are not working are those who have decided not to look for or accept a job. From an economic standpoint Anguilla is experiencing unprecedented economic growth.





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Amidst this economic progress however, Anguilla, like our Caribbean neighbours and the world at large, has been experiencing serious social challenges. There are no quick fixes to these social issues. We all know that global influences have impacted us. Deviant behaviour, lack of spirituality, absence of discipline and the like, stem from a variety of factors. As a government we recognize that we must continue to work overtime and with all our partners in the church, community and civil society to address these problems and fix them.

The increased economic activity on the island has resulted in us having to import labour to meet the construction boom in the economy. We once were considered good for nothing as a country, and many of our people traveled abroad in search of work to help their families back on Anguilla. Those were very dark days. They were days of dependency and sometimes despair but our love for this country Anguilla remained





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strong. We are eternally grateful to places like Santo Domingo, St. Maarten, Curacao, Aruba, England, the USVI and the mainland USA for the opportunities granted to our people. We helped to build those countries as they helped us to sustain the lives of our families here on Anguilla.

Today, the tables are turned. We have our country to build and we need the assistance of others to build it. We welcome migrant workers from various parts of the Caribbean and the rest of the world and we are committed to ensuring that they live comfortably and harmoniously while they are in our midst. Just as we did for the first large group of outside labour other than the Caribbean that came from Mexico to work on one of our locally owned projects.

Under this government much good has come to Anguilla. We all recognize that there have been some challenges as well. Is this not the





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reality of life? A little bitter with the sweet? Do we not expect the
rough with the smooth or the rain with the sunshine?

Fellow Anguillians, over the past two weeks if you were listening to any
of the talk shows on the major local stations you would have heard the
same select group of individuals sounding a clarion call for the
resignation of the duly elected Government of Anguilla. They are well
aware that their objective will not be achieved. Therefore they are
seeking to destabilize the country and stir up social unrest. Our real
concern is and it should be yours as well, is the damage this
destabilization and social unrest will have on our nation.

The attempts and efforts to unseat elected governments by this means
are undemocratic and patently dangerous. As a democracy we believe in
free and fair elections. What we should all be opposed to are actions
that seek to circumvent and interrupt our democratic process. You the
people of Anguilla in February 2005 gave us a clear mandate to lead you





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for another five years to 2010 and we intend to fulfill the mandate you have given us with God's help barring illness. We encourage all incumbents and aspiring politicians to prepare even now for 2010.

Since the last elections, this select group has not accepted the fact that the United Front Government was returned to office. And they have sought to use every possible opportunity --- not just to call for the resignation of a Minister or the entire government, but also to destabilize the country and to destroy the gains Anguilla has made over the last few years.

What then is the basis for this select group to be seeking to destabilize the country and create social unrest? Is a Labour Bill to regulate labour on Anguilla a reason for this? Is a physical planning bill to help in bringing about the orderly development of Anguilla a reason for this? Does the fact that the Government of Anguilla having worked tirelessly





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and successfully with the legal representatives of Indian workers to ensure that the improvements in living conditions and the wages they specifically requested were achieved constitute a reason to destabilize this small community and create social unrest?

I have confidence in you my fellow Anguillians that you will see the issues for what they are. I have the confidence that you will ask the proponents of this move to identify for you those they believe could better lead the country. They must give you options; alternatives; their vision for the leadership of Anguilla other than their own personal grievances and agendas.

I have the confidence that you will recognize that the efforts of this group is not in the interest of the people of Anguilla but in their self-interest. This cannot be sufficient and justifiable grounds for destabilizing the country and creating social unrest.





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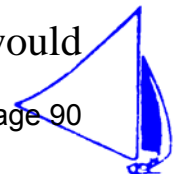
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Government is not a circus. It is not a place of entertainment, drama and theatrics. It is an institution whose purpose is to create a climate and environment in which people can live peaceable, orderly and prosperous lives.

How can anyone say they care for you and have your interest at heart when their very actions would lead to your destruction? Is this select group so blinded by their rage and self-interest that they do not realize that their preaching of violence and their efforts at destabilization will set our country back for years? Which investor, local or foreign, will want to have their money tied up in an unstable economy? Projects would close. Investments would freeze. Funds would dry up and all of us, who have invested in Anguilla whether on a personal or business level, would feel the squeeze. We would have mortgages and loans we could not repay. Our children would have to leave college as we would





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not be able to pay their fees. Businesses would have to close. Who then would purchase if and when the banks were to foreclose?

Which tourist will want to come to Anguilla if there is instability and insecurity in the country? Hotels would have to layoff workers; banks repossess vehicles and other consumer goods. At the end of all the chaos would this select group then wave a magic wand to restore economic prosperity and social stability to the island? You be the judge. Weigh the facts. Roll back the curtains of memory. See where you were and where you are today. Which do you honestly prefer? Look into the future. Compare your today with a future plagued by instability and social unrest.

Have we as a government gotten it all right? Of course not! As a Christian and as Chief Minister, I believe that I am humble enough to accept responsibility for whatever happens in this government. The





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people of Anguilla should recognize that we have done so many good things for this island. I do not believe that we as the government should be crucified. This reminds me of the old saying that people would forget the ninety-nine good deeds but will destroy you for one variance.

Our nation faces many challenges. Our young people especially are facing numerous challenges and they need our help. Instability may create further opportunities for delinquent behaviour and the growth of gang rivalry which we as a responsible government cannot condone. We have a responsibility to help them and not hurt them anymore. By our own example we have to encourage them to respect the rule of law and to be law abiding citizens. There must be mutual respect between our law enforcement agencies and our people.

You my people must demand from all of us who present ideas and opinions to you, the highest levels of responsibility and decency. We all





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have our parts to play. You have your part and we your duly elected representatives have our part to play.

Hindsight now reveals that there are some things that we could have done better and we will make the necessary amends. I am now encouraging this select group to continue to be watchdogs and where necessary agitate with moral and professional decency.

We are currently enjoying a good life, even with its challenges. Let us not fly in the face of our God with a spirit of ingratitude, lies and deception. Let us cleanse ourselves of all malice and allow Anguilla to continue to enjoy the peace and prosperity with which we have all been blessed.

I would like to clarify a statement giving over radio regarding funds from the OECS earmarked for the development of schools.





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After the rise of fuel prices throughout the region and the world the government of Trinidad and Tobago established a Petroleum Stabilization Fund. This Fund was earmarked for the members of Caricom. The Funds are all directed to Caricom in Guyana. In the last meeting that I attended in Antigua it was agreed that the member states of the OECS would be given some of these funds for the OECS countries.

In my presentation at that meeting I put forth Anguilla's position regarding the need for the OECS Ministers to agree for some of these funds coming to Anguilla. I made the point that we have a shortage of classrooms in Anguilla and children of OECS countries have contributed to this shortage. I further made the point that Anguilla should be considered to receive some of the funds for building schools in Anguilla





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which would not only facilitate the children of Anguilla but those as well from the OECS countries.

The request is in and today as far as I am aware, no country in the OECS has received any money from the Fund as yet.

Fellow Anguillians the Government of Anguilla with the participation of citizens in this country along with all elected members will be meeting next week to start the process of putting in place a minimum wage.

We are hoping that this exercise will be completed for implementation of the minimum wage for the next tourism season.

Finally, I like to advise that I will address the nation every month.



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God Bless you all and God Bless Anguilla.



Annex D

Page Omitted

This page, which formed one of 9 pages reproducing a blog piece dated 4th July 2007 entitled "Confusion", together with 6 readers' comments, published by Don Mitchell QC, CBE - <http://corruptionfreeanguilla.blogspot.com/> - has been omitted from publication owing to the fact that it is currently the subject of a libel suit brought against Mr Mitchell by the four Government Ministers named in it.

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Annex E



The ANGUILLIAN



The Price of Freedom is Eternal Vigilance - John F. Kennedy

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Mitchell Says Ethics Board Is Weak, Pointless

Publishing date: 09.02.2007 10:09

Chairman of the Ethics Committee in Anguilla, retired OECS Judge, Don Mitchell, says the three-member body appointed during the time of Governor Alan Huckle does not have the power to do an effective job and is therefore weak and pointless.

“The Public Service Integrity Board was established under the Public Service Integrity Act.



Mr. Don Mitchell,
QC, CBE

It has very limited power – in fact it has no power at all,” he told The Anguillian. “It is only an Advisory Board which advises the Governor only on those matters that he chooses to send to it. If the Governor doesn’t send anything to the Public Service Integrity Board, then it has no work to do. It is a very weak, ineffectual and pointless Board.

“Pastor Cecil Richardson, Allister Richardson (retired Permanent Secretary) and myself are the three members and we have recently been re-appointed and have agreed to serve for another two years. This is the last two years that I will be willing to serve on it because I consider it is not a proper Ethics Committee. It is not a fruitful organisation. We cannot use it to improve the Public Service of Anguilla. We need fundamental legal reform in the area of ethics before Anguilla can begin to show significant improvement in that area.”

Mr. Mitchell is known for his candid and independent views not just now as a private citizen, website operator/writer and social commentator, but as a former Bench Judge of the Supreme Court of the Organisation of Eastern Caribbean States.

He was asked how proactive he and his colleagues could be in making the Public Service Integrity Board more effective.

“We can be proactive only as private citizens, not as a body,” he replied. “The law is very strict on what the Board can do; and so, as a Board, we only have the power to wait until the Governor sends us something. The Board cannot have members of the public bring anything to our attention if we, as individuals, discover some unethical issue. We cannot deal with it. We have to wait until the Governor sends it to us. As private citizens, we can ask the Governor to send something to the Board but he does not have to follow that recommendation.”

Mr. Mitchell was asked why he had established his private website. “It is the result of the frustration that I felt as a citizen at the lack of interest and activity being shown by the leaders of Anguilla in matters related to ethics in public life,” he responded. “I get about 50 visits a day so I think that is really quite good. I publish a new article dealing with ethical issues in Anguilla every other day.”

World News

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He explained that many people in Anguilla send him emails, telephone him or meet him on the street and ask him to investigate certain matters that they know about. "There are hundreds of ethical issues in Anguilla that people are not addressing. We are just sweeping the dirt under the carpet and ignoring the real issues that we need to be addressing in all areas of our society," he lamented.

On another matter, Mr. Mitchell said that with all the available electronic and print media in Anguilla the Government could be doing quite a lot more to keep the people properly informed.

"Do you realise that in St. Helena, for instance, Executive Council meetings are held in public?" he continued. "Not all the public, but the press is invited to the meetings and every time there is an Executive Council, a summary is published in the newspapers about what were all the topics discussed and how they were decided. Of course, there are also private sessions of Executive Council. If they are discussing something like a national security issue, that is dealt with in private but all the development issues and projects that are starting up in Anguilla – everything to do with the economic future of the island - could be dealt with in public.

"The matter, for example of changing the Constitution in order to put in a little provision for a Police Service Commission, had nothing confidential about it. If the Government of Anguilla decided to hold the biggest part of its Executive Council meetings in public (meaning that the press were invited), then this [proposed amendment] would have come out into the public long ago and there would have been no crisis. Government didn't need to have a crisis. It happened because there is no public information about what Executive Council does."

In the past Government had undertaken to provide weekly press reports on decisions taken by Executive Council, but this only now happens occasionally and far in between.

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Annex F

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Corruption-free Anguilla

A Discussion Site for Good Governance and Corruption in Public Life Issues in the British Overseas Territory of Anguilla in the West Indies, moderated by Don Mitchell CBE QC, of PO Box 83, Anguilla, British West Indies. Email me with your comments and contributions at: idmitch@anguillanet.com.

14 August, 2007

Transparency



Publicising Cabinet Discussions. A correspondent has sent me the following 2005 news story from Cayman Islands. It provides the basis for understanding their weekly post-cabinet meeting press conferences. It indicates how far they are ahead of us in government transparency. It demonstrates the extent to which we in Anguilla by comparison still live in the dark ages of communication. Our government ministers have repeatedly promised us more transparency and openness. Their secrecy and lack of transparency cause crisis after crisis. Every time there is a crisis they promise things will be different. Nothing changes. Read this and weep for Anguilla:

The weekly Cabinet press briefings, a fixture since the People's Progressive Movement took office in May 2005, will air live on Radio Cayman and CITN starting in September.

The briefings, which will be limited to one-hour in length in the future, will also move to Thursday at 10am instead of Friday at 10am.

Leader of Government Business Kurt Tibbetts said the changes would improve the press briefings.

"Members of the public will have the opportunity for the first time to hear questions being asked of the ministers by the media, and the ministers' unedited responses," he said.

The press briefings will also be rebroadcast on both Radio Cayman and CITN later in the day.



Don Mitchell CBE QC

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Labels

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In the past, all five Cabinet ministers would attend the press briefings if they could, even if they had nothing new to report. Under the new arrangement, however, ministers will rotate their attendance at the briefings so that only two or three will make statements at each briefing.

Mr. Tibbetts said the PPM fulfilled a campaign promise and became the first government in the Cayman Islands to meet regularly with the media when it initiated the weekly press briefings.

"This move further demonstrates the PPM Government's commitment to openness and transparency, to good relations with the media and to communicating its messages accurately and quickly to all segments of the community," he said.

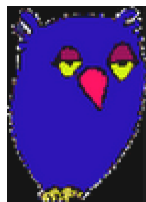
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Only Hubert Hughes showed us how a leader of government can use the media to communicate his vision and programme to his people. No other administration has ever attempted to follow his lead. He did, in the views of some, abuse his privileged position, when he was head of the government and Minister responsible for the island's sole radio station. At the time, he seemed to enjoy using the radio to threaten and browbeat those whom he perceived as his enemies.

I can well remember how relieved we all were when Osborne took power, and he promised not to repeat that mistake.

But, has it not gone too far in the opposite direction now?

What would we not give to be told regularly what it is that government is discussing about our affairs and our future!



Posted by idmitch at Tuesday, August 14, 2007 

Labels: [Good governance](#), [Information](#), [Ministers](#)

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2 comments:**Anonymous said...**

CM Fleming announced proudly in the House of Assembly several years ago, "We don't have time to talk to the people."

The Ministers have time to attend countless mind-numbing ceremonies and other stupidity, but can't be bothered to tell us how they are attending to our affairs.

August 14, 2007 7:25 AM

Anonymous said...

Everything about Anguilla is a show, every aspect, so why are people so surprised. Ceremonies and voter's gratification is the order of the day. Let us not be surprise.

August 15, 2007 11:02 AM

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ANNEX G

ANGUILLA CONSTITUTION ORDER 1982

Sections 60A and 61



**ANGUILLA
APPENDIX**

ANGUILLA CONSTITUTION ORDER 1982

Showing the Law as at 15 December 2000

This edition consolidates the following —

Anguilla Constitution Order 1982 Statutory
Instrument 1982 No. 334

Anguilla, Montserrat and Virgin Islands (Supreme Court) Order 1983
Statutory Instrument 1983 No. 1108 – Section 4

Anguilla Constitution (Amendment) Order 1990
Statutory Instrument 1990 No. 587

This edition also contains the following unconsolidated provision—
Statutory Instrument 1990 No. 587 – Section 26

*Note: Readers are advised that this consolidation is prepared for the
convenience of users only and has no official sanction.*

Published by Authority

Printed in
The Attorney General's Chambers
ANGUILLA

Registration of interests

60A. (1) The Speaker shall maintain a Register of Interests in accordance with this section.

(2) It shall be the duty of each member of the Assembly to declare to the Speaker, for entry in the Register of Interests, such interests, assets, income and liabilities of that member, or of any other person connected with him, as may be prescribed by law.

(3) A member of the Assembly shall make a declaration under subsection (2) of this section—

(a) upon becoming a member of the Assembly;

(b) at such intervals thereafter (being no longer than twelve months) as may be prescribed by law;

(c) upon the acquisition of any interest, asset or liability which is not entered in the Register of Interests; and

(d) upon the disposal of any interest, asset or liability which has been entered in the Register of Interests.

(4) A law made under section 47 of this Constitution shall make provision for giving effect to this section.⁴⁶

Privileges of Assembly and members

61. A law enacted under this Constitution may determine and regulate the privileges, immunities and powers of the Assembly and its members, but no such privileges, immunities or powers shall exceed those of the Commons' House of Parliament of the United Kingdom or of the members thereof.

Annex H



The ANGUILLIAN



The Price of Freedom is Eternal Vigilance - John F. Kennedy

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Chief Minister Explains Role In CCB

Publishing date: 10.11.2006 10:45

Anguilla's Chief Minister, the Hon. Osbourne Fleming, has explained his role as Chairman of the Board of Directors of the Caribbean Commercial Bank, a matter that has raised questions in the past.



Mr. Fleming was at the time speaking at a ceremony on Monday, November 6, during the Official Launch of the Bank's 30th Anniversary activities.

He said: "I know it is very unusual to have a Chief Minister as the Chairman of a bank. As you know this has caused some controversy in Anguilla. But it never moved me once because the shareholders whom I work with, and the Government that I work with, know the kind of man I am.

Chief Minister Fleming "In [Executive] Council, if any matter arises that deals with the banks, I absent myself. At the Bank, the same thing happens.

"The reason I am here is because Anguilla is a small place and we do not have many people here so we have to double up.

"I recall at one meeting of the Bank one Director saying: 'I don't understand what you are doing here. You are not doing anything for the Bank and that you are not doing anything for the Government. All the Government's business is going somewhere else – not here.'

"I don't do that. I never did. That's why I am free to talk and free to be the Chairman of this Bank."

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Annex I



The ANGUILLIAN



The Price of Freedom is Eternal Vigilance - John F. Kennedy

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Governor Responds To Baird's Letter

Publishing date: 23.01.2003 11:38

The Anguillian has obtained the following letter written to the Hon. Edison Baird, Elected Member for Road North, by H. E. Governor Peter Johnstone.

10 January 2003

Honourable Mr Edison Baird, MA
 Elected Representative
 Road North Constituency
 House of Assembly
 The Valley
 Anguilla

Dear Mr. Baird,

Thank you for your letter dated 27 December 2002 about the Chief Minister's position as Chairman of the Caribbean Commercial Bank. You invite me to "resolve this issue in favour of good government and the general public".

In the White Paper entitled Partnership for Progress and Prosperity, March 1999, the then Foreign Secretary drew attention to the four principles attached to the relationship between the UK Government and the Overseas Territories. For ease of reference I summarise them:

- the partnership to be founded on self-determination
- the partnership creates responsibilities on both sides
- the people of the Overseas Territories must exercise the greatest possible control over their own lives
- Britain will continue to provide help to the Overseas Territories that need it.

As the Presiding Officer of the Executive Council I have responsibility for the integrity and proper conduct of the Council. Although you have not mentioned ExCo in your letter I think it only right, in the interest of transparency, to tell you how potential conflicts of interest are handled there. All members of ExCo are invited to let me have a declaration of interests, to include interests of members of their family. All members of ExCo have done this. Thus, whenever an issue to be discussed at ExCo gives rise to a potential conflict of interests the Member concerned is invited to refrain from participation in the discussion or, in some instances, asked to leave the chamber while the issue is discussed. This has happened on a number of occasions and it has included the Chief Minister/Chairman of CCB.

The wider aspects of potential conflict of interests fall well within the responsibility of the elected Members of the House of Assembly. I note, for example, that Section 60A of the Constitution of Anguilla provides for the

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House of Assembly to legislate under Section 47 with regard to a Register of Interests and the requiring of declarations by Members. In the same way that the House of Commons in London has established Rules guiding the behaviour of Members and Ministers in cases of potential conflict of interest so too similar provisions could be established by the House of Assembly in Anguilla.

I suggest that the way forward would be for this matter to be aired and discussed by the elected representatives of the people, in accordance with the second and third principles listed above.

I note that you have given a wide distribution to your letter to me but that it did not include Members of the House of Assembly. As my reply suggests that they should become involved, if they wish, I am copying it to them.

Yours sincerely,
Peter Johnstone
GOVERNOR

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