



ANGUILLA

COUNTRY POVERTY ASSESSMENT 2007/2009

Volume 3: Institutional Assessment



FINAL REPORT
COUNTRY POVERTY ASSESSMENT
ANGUILLA 2007/2009

Reducing Poverty in the midst of Economic Volatility

VOLUME 3:
THE INSTITUTIONAL ASSESSMENT

Prepared by Kairi Consultants Limited
in collaboration with the
National Assessment Team of Anguilla

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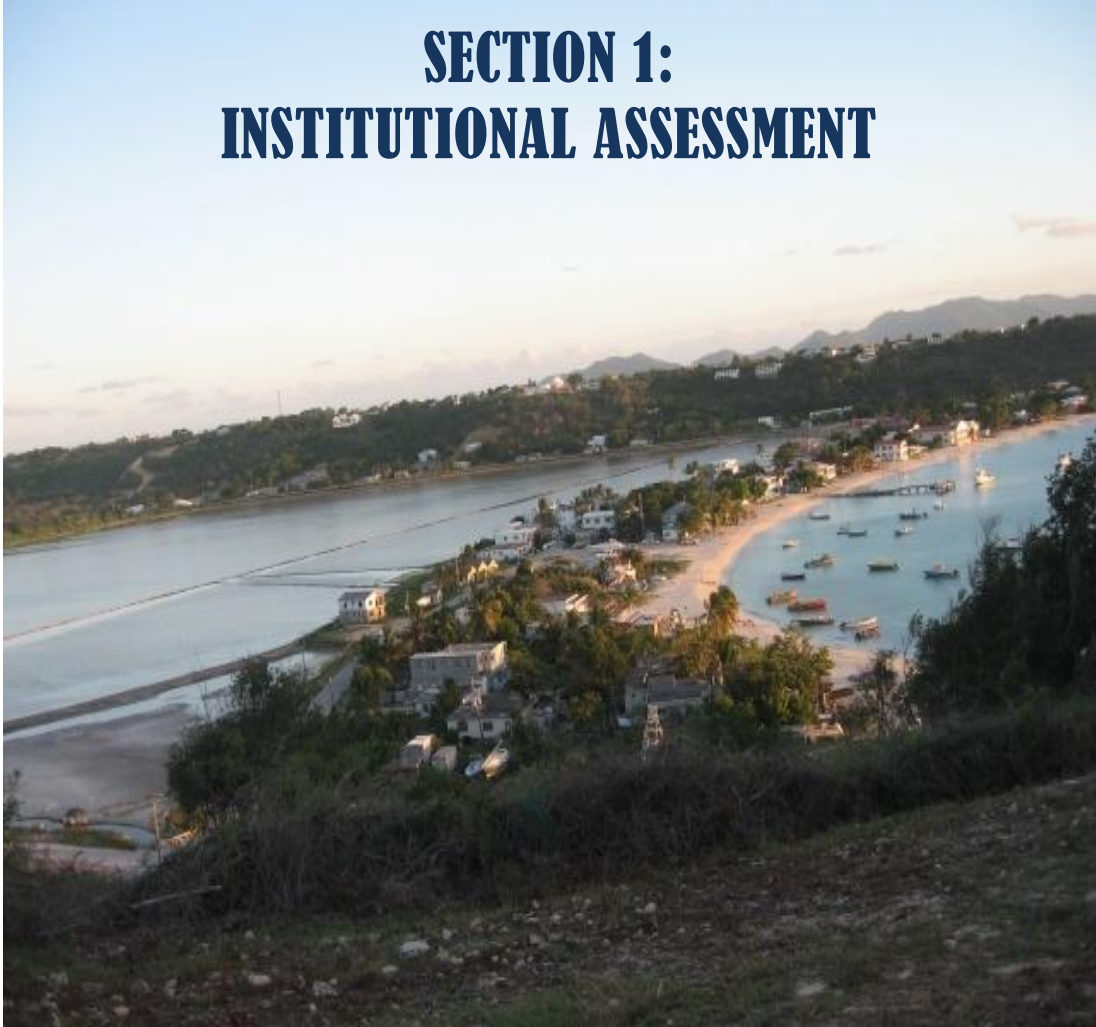
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SECTION 1: INSTITUTIONAL ASSESSMENT



1.1 INTRODUCTION

While other areas of the Social Sciences have long established the critical role of institutions in shaping society and, in the reverse, of society's shaping of institutions, Economics has only recently brought institutional analysis to centre stage of analysis. Development Economists like Lewis (1955) could not be accused of ignoring institutions, but it is to North (2005) that more recent work attributes the focus of Economics on institutional development.¹

Institutions can be regarded both as organisational forms and as regularised patterns of behaviour. On the one hand, the culture and mores of a society shape the institutional structures of the society. As formal structures and organisations, they may be divided into two main categories: there are those that relate to the formal governance and administration in the society, and might be supported with legislation defining the role of the state and the responsibilities of these organisations.

There are other structures that derive from the right of association and of the commitment of members in society to organise themselves for specific purposes. These structures may be established and registered within general parameters set for the operations of non-governmental organisations, or they may exist as informal structures that are no less important for their being informal since they influence and regulate people's behaviours.

Anguilla has had unique history as a colony of Britain. It was initially incorporated as a possession through the wishes of its population to have their island of settlement seen as a British possession. Subsequently, they were to find themselves appended to St. Kitts and Nevis for the purposes of administration, a condition that was never relished, and against which they finally rose up in the 1960s.

The early reality of eking out an existence on an island less favoured by nature to contribute to plantation agriculture, rebellion against the wishes of the British authorities and the insistence of the population in not seeking formal political independence from Britain, have all contributed to the self-perception of Anguillians and to the institutional structures that they have built for their society.

Anguilla was never seen as a prized possession of Britain. Indeed, it was somewhat of a bother to the British authorities when incorporated as a British possession and official policy did brush with the idea of relocating residents to another more viable colony. The economy was barely above subsistence over a number of generations, and Anguilla displayed the characteristics of other smaller states in the Commonwealth Caribbean, where the domestic economy yielded little of interest to the metropolitan economy and the residents fashioned

¹ North, Douglass, *Understanding the Process of Economic Change*, Princeton University Press, 2005.
Lewis, W.A., *Theory of Economic Growth*, Irwin, 1955.

an existence that included providing migrant labour to neighbouring countries or in even more distant locations. Otherwise, fishing, salt-mining and a limited agriculture provided a meagre sustenance to the islanders.

Like the Cayman Islands, British Virgin Islands and Turks and Caicos, Anguilla was to embark on tourism and financial services and to experience a take-off in income and employment growth in the last quarter of the 20th century as these sectors allowed for participation in the international economy in higher end of these sectors. Thus, for most of the 20th century, Anguilla remained a poorer island, until very late. The nature of its early settlement and of its development over the years, resulted in a relatively homogenous population at the take-off stage, with most of the land under the private control of long standing residents and inhabitants.

Its earlier marginalisation in the context even of the incipient Federation of St. Kitts, Nevis and Anguilla, has meant that the installation of physical infrastructure and of state related formal institutional structures to support development and transformation are relatively recent compared to the counterpart entities in the rest of the region. Electrification came in the latter half of the 20th century, as well as most of the paved roads, and even health and educational facilities.

However, once local autonomy was accorded in 1980, some thirteen years after the 'Revolution' in 1967, succeeding administrations promoted a quick catch-up with social and other infrastructure that are the norm in other Caribbean states. Moreover, as tourism and financial services took off, Anguillians could find modern sector employment in an economy growing at rates that were unprecedented by traditional standards. Migration was no longer a requirement for economic and social advancement, and the island was suddenly transformed to a destination for migrants coming from elsewhere in the region and for nationals returning from other islands including places like St. Kitts and the Dominican Republic where large numbers had gone in earlier periods.

The population has become more mixed as a result of immigration, and although there have been relatively strict controls, there is now a growing group of persons who qualify for naturalisation. Immigration would have been an important feature of demographic change in the more recent past. Over the last three decades, the growth performance could not be maintained by labour force comprised of the belonger population. A number of technical and professional occupations are dominated by immigrants on work-permit contracts.

Meanwhile, the belonger population seems to have experienced in short order, a demographic transition, of falling death rates and falling birth rates, with evidence of ageing already appearing. The island has not escaped the downturn in the international economy. However, any return to the growth momentum that existed in the middle of the last decade will immediately trigger rising demand for labour.

Rapid economic growth up until recently, increasing cultural diversity, and a growing resident population are some of the broad parameters within which the Anguillian economy and society have been evolving. All this has an immediate import for institutional development, but has to be contextualised in the unique history of the country, including in the more recent period of political decolonisation in the Caribbean. The institutional structures of Anguilla are likely to display this very distinctive historical feature.

1.2 APPROACH TO THE INSTITUTIONAL ASSESSMENT

This volume examines the contribution of a number of agencies and organisations to the nature of living conditions of the people and residents of Anguilla.

The selected agencies were assessed to establish their capacity to assist the population in coping with their economic and social realities. It was not possible to engage in discussions with large numbers of groups and people who interact with these agencies. However, during the course of the Participatory Poverty Assessment (PPA), the work of some agencies was identified by participants, who commented on their effectiveness or otherwise in respect of their own realities.

This volume will examine the contribution of formal organisations, in the provision of services in the four main areas into which services could be divided for present purposes – developmental, preventive, remedial, and supportive. Developmental institutions assist in capacity building among the groups that they target. Empowerment of individuals and groups allows them to take themselves out of poverty. They are the antidote against alienation, and marginalisation. Training institutions are good examples of developmental agencies.

Institutions performing the preventive function protect individuals or groups from risks or vulnerabilities, and from succumbing to particular problems. Youth organisations may engage in preventive work by encouraging young people to become involved in constructive activity. These are critical in the face of informal groups involved in anti-social behaviour, like gang violence, drug abuse and peddling of narcotics. Programmes targeting teenage girls may reduce or prevent teenage pregnancy, especially among poorer girls. Remedial organisations help those who might have become victim to social ills to recover and to get back to some level of stability. Thus, programmes that help girls to manage teenage pregnancy and to continue their education, and more particularly, to avoid a repeat of pregnancy in their teenage years are centrally in the remedial mode. Supportive agencies assist those in need to achieve some level of social provision deemed acceptable by the society without necessarily focusing on their capacity to respond to social and economic challenges on their own. These institutions are engaged in the biblical injunction of ‘giving a fish’ to those in need.

There is also among the governmental structures, organisations that are of a regulatory nature, in that they manage relations among other organisations and sectors in the society. In the case of its offshore financial services sector, it is the robustness of its regulatory system that allows the country an effective riposte against those who have attacked such operations in Caribbean countries, with the allegation that they are a haven for tax evasion.

On the other hand, Anguilla lacks the structure that applies in the Cayman Islands for the treatment of work-permit and of naturalisation applications, thus exposing it to the charge that this is an area that has not been entirely transparent.

1.2.1 RESEARCH PROCESS

The National Assessment Team (NAT) selected the organisations and institutions for the conduct of the research for the institutional analysis. The TOC conducted these interviews, and was, on a few occasions, accompanied by a member of the NAT. Usually, the head of the respective organisation or agency spoke on behalf of the organisation or institution. Interviews were semi-structured, in that there was a topic guide which was adjusted in keeping with the nature of the organisation and its remit. The objective of the interview was to establish:

- The primary objective in its establishment and the date of its establishment;
- The perspectives of the leadership of the organisation in respect of the task at hand and the external environment that it faces;
- The modalities of its current operations, and the resources at its disposal;
- The extent to which its leadership felt that it was contributing to the improvement of living conditions of the people of Anguilla and, in particular, of the poorer members of the society; and
- The ways in which it might be possible for the organisation to improve its contribution to the society of Anguilla, if more resources were available to it.

A total of 62 governmental institutions and non-governmental organisations were interviewed.

1.2.2 SCORING OF INSTITUTIONS AND ORGANISATIONS

The information from the interviews has been used in assessing the contributions of those organisations. A rating scale has been utilised, from '1' to '5', with '5' representing the highest level of effectiveness in reducing poverty or in improving the quality of life. The scale is indicative and the difference between a score of '3' and a score of '5', suggests considerable difference from the intermediate score of '4'.

The use of any rating scale runs the risk of subjectivity. However, the information gathered does contribute to our understanding of the role of the respective organisations in the management of the social and economic milieu of the country. It was the hope that the TOC,

not being products of the society, could bring an unbiased perspective to the institutional analysis.

While these scores can be challenged as normative, in the final analysis, the inter-organisational comparison to which they implicitly lead, allows for some assessment of the relative performance among what was a substantial number of organisations.

The IA, complementing the information generated from the Survey of Living Conditions and Household Budgetary Survey (SLC/HBS) and the qualitative information of the PPA, altogether provides an assessment of the dynamics of poverty and of the nature of living conditions in the country.

1.2.3 METHODOLOGICAL CHALLENGES AND GAPS IN THE INSTITUTIONAL ASSESSMENT

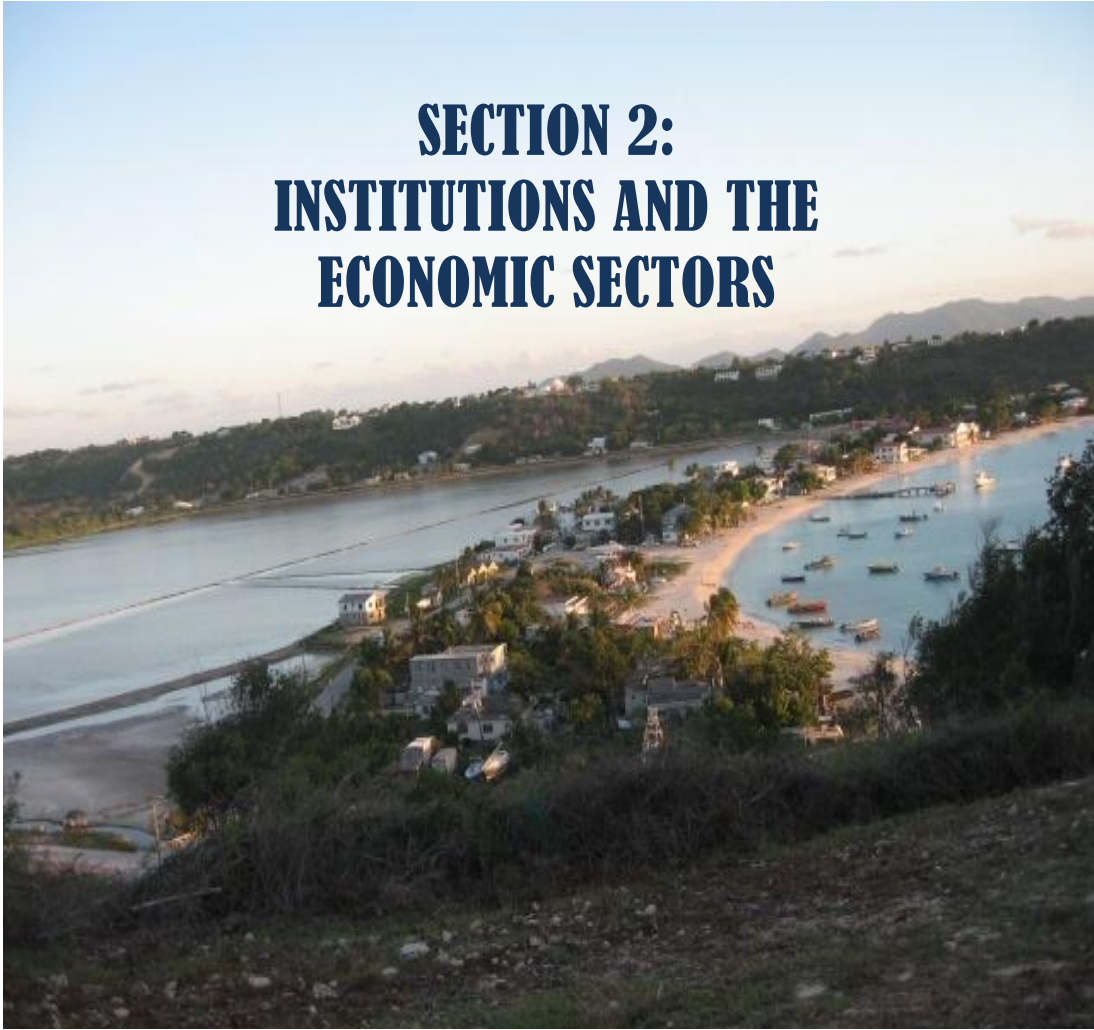
The reconciliation of information drawn from different sources and with the use of different instruments creates its own problems. Poverty has been estimated to be relatively lower in Anguilla than in most countries of the Caribbean. Indeed, in some communities, there is a negative response to the idea that poverty does exist in the country.

However, the institutional analysis points to problems in the society that affect living conditions directly and indirectly and can lead to, or have created pockets of poverty. Moreover, it has been possible to identify institutional gaps and deficiencies, where citizens can fall between the cracks in the absence of structures that can assist them. There are as well structures that seem to have been established to protect society from certain vulnerabilities and risks but might be under-resourced or operate at variance with the objectives for which they were established to fulfil.

1.3 STRUCTURE OF THE REPORT

The report presents information on the institutions in the mainstream economic and social sectors, as well as in such areas as housing, infrastructure, public utilities and environmental and disaster management, and in the fields of culture, human rights and national security. The rating scale has been utilised as an indicator of the effectiveness of the particular organisation, relative to its remit.

SECTION 2: INSTITUTIONS AND THE ECONOMIC SECTORS



2.1 INTRODUCTION

Late in the 20th century, the semi-subsistence economy that was Anguilla was quickly transformed into a quickly modernising structure, founded on tourism and financial services. As the country achieved autonomy, and as its governance structure was upgraded, its political leadership eagerly embraced the model emerging in their immediate environment of smaller islands setting in place an infrastructure to manage higher end tourism attracted by the amenity resource of sun, sea and sand. Most of the Leeward Islands became involved in this model of development. Anguilla was a late starter, and could learn quickly from the countries around, and readily embraced the model of tourism and financial services led development.

The 1970s was also the time when the rich in the developed world sought means of utilising the mechanisms of off-shore financial centres to grow their incomes and wealth, including by taking advantage of time differences among financial centres in the global financial centres. Anguilla was able to become involved in this newly emerging subsector in the international financial system.

Of particular significance in the case of Anguilla is the nature of land ownership among ex-slaves that had been left by the departing colonists when the various agricultural enterprises failed to yield fruit in the creation of a successful colony. Very little land was not in private control and the nature of economic activity allowed little possibility for differential rewards.

Land remained relatively equitably distributed, and until the entrée of the country into international tourism and financial services, there was little basis for social differentiation, except possibly educational attainment, and the access this offered to the few official positions locally and to opportunities in neighbouring economies and societies. Much of the early tourism growth was with plant in relatively smaller establishments, with family businesses being the dominant model.

While there has emerged an important real estate market, Anguillians remain deeply sensitive to land issues and there is multi-party support for controls on the alienation of land to non-nationals. In more recent times, in an effort to raise the bar on the tourism sector, the Government has allowed the establishment of a few major resorts. This has triggered a wider interest on the part of international hotel chains. The subsequent response of the Government was to place a moratorium on the expansion of the number of rooms.

In respect of the Financial Services Sector, the pattern of development has allowed for a number of local Accountants and Lawyers to become involved in the provision of services to the international community with a technologically driven registration system permitting

relevant controls on the sector. Thus, instead of the country having to rely on a large number of foreign service-providers in the running of its off-shore financial services sector, it has been able to establish itself in a niche where much of the activity in the country is managed by the Belonger population. The implicit and sometimes explicitly stated philosophy is the maximum involvement of Anguillians in the management and running of the affairs of the nation.

2.2 MINISTRY OF FINANCE, ECONOMIC DEVELOPMENT, INVESTMENT, AND TOURISM

The Ministry of Finance, Economic Development, Investment, and Tourism is at the centre of economic and social policy-making in the country. The perspectives of policy-makers in the Ministry of Finance, Economic Development, Investment, and Tourism determine, in large measure, a host of economic and social arrangements in the society, beyond such issues as the raising of revenues and the allocation of expenditure, and extends to matters of social policy, and the provision for welfare, social protection and the nature of the interventions to treat with the poor and vulnerable.

In the operations of the fiscal arrangements for Anguilla, the Government is required to abide by ratios set by agreement with the British Government, in respect of some key targets. It was expected that by the end of 2008, the country would have been well in line in respect of the reserves that were to be accumulated, and these were expected to rise cumulatively, such that expenditures could be easily met from accumulated balances.

The build-up of reserves adequate to cover ninety days of expenditure is challenging and was being addressed in a measured approach. In the first year, the target had been set at 45 days, increasing to 60 days, 75 days, 80 days and finally 90 days by the end of the first, second, third, fourth and fifth years respectively. The crisis that would have struck in latter years of the decade would have forced a postponement of the achievement of these targets.

The Government, as the agent responsible for physical infrastructure expansion, needs to ensure that there is orderly development of critical infrastructure required to support the growth of the private sector. The Public Sector Investment Programme (PSIP) in the existing context of Anguilla needs to address the large investments with long time horizons: these include port and road development. The Government was in the process of upgrading the airport, with land acquisition being undertaken for this. Sea-port development was also being addressed at Blowing Point and at the Cargo Port.

The Government was not averse to taking equity in major private sector projects on the island, as a way of signaling, and encouragement to the private sector in the growth of the economy. On the largest hotel being constructed on the island, the Government was

amenable to forgoing lease payments on the land, and was prepared to hold equity in the project. This has to be seen in the context of the Government not being a large landholder in Anguilla.

In the promotion of private sector development, the Government provided fiscal incentives. The duty foregone was substantial in some cases. Following the entrée of a number of foreign firms in hotel construction, the Government was driven to place a moratorium on further foreign investment in the country. It had been the rule, that only local belongers could build and own hotels.

The Government of Anguilla was very cautious in respect of the owning of lands by aliens, but in recognition of the need to promote certain types of foreign investment, it was prepared to relax the rules, where the foreign investor was partnering with a belonger. There was always the risk of the non-nationals taking control of the national patrimony, which for a small country like Anguilla, consists of the prime real estate.

In respect of revenue sources, the Tourism Sector has been an important contributor to revenue of the Government. The hotel occupancy tax of 10 percent of the room rate is the source of much of the revenue from the sector. There is also a property tax in place, but it needed to be revised since its yield was inconsequential.

Import duties have been another source of revenues. Most are set at 25 percent but there are surcharges on some items. There is no consumption tax. However, the Government could shift to other sources if this became necessary. Some review was being undertaken in respect of the implementation of a VAT. During the course of 2008, it was felt that revenues were adequate to expenditure requirements and capital costs could be managed through loans, once this was kept within manageable limits. The OECS Tax Commission Report made important recommendations, which the Government was due to consider for their relevance to Anguilla.

The Government has adopted the principle of user charges where this is possible in the provision of a number of services. Residents are charged for the supply of water. Government has a forty percent share in the company supplying electricity, and this utility is run as a private sector enterprise. The provision of telecommunications services resides fully in the private sector, with providers engaged in healthy competition among themselves.

Health services were partially privatised with a statutory corporation involved in the provision of both primary and secondary care. There is no comprehensive health insurance

across the board, but the Government is responsible for health insurance for its permanent employees.

There is a Health Act that specifies rates that can be charged for various services and procedures, and for a range of user fees. There are exemptions for children up to the age of 16 years, and for some of the elderly, assessed by the Social Services Department to be in need. It had not been possible to put in place subsidies for school books, school meals and school uniforms, but there was provision for a school bus service free of charge to students.

In respect of Tertiary Education, in 2008, there was already in place the UWIDITE Programme, with the possibility of students securing credits towards a degree and there was also the Community College offering short courses in a number of areas. Employees of the Government do not pay fees: indeed, initially the programmes were accessible to all for free. There is still an element of subsidy even to those paying fees, since the Government contributes to the salaries of teachers and lecturers.

A substantial investment was being made in higher level training with a number of scholarships being awarded to public servants allowing them to attend universities abroad, and with their salaries being paid while they are on study leave. There was also the facility available to students to secure loans from the Anguilla Development Bank, which is a state owned institution. The bank itself had been a success worthy of emulation. Its loans are fully collateralised and it records profits with regularity.

The tourism sector is at the centre stage in the growth and development of the country. The existing institutional structure that had been in put in place by the Government ensured maximum participation on the part of the belonger population in the owning and running of hotels and guest houses. Illustrative of the impact of the procedures in place, is the fact that in a recent golf course project, the belonger had to secure funding from outside but it was not possible for the foreign lender to take control of the land. There had been no pressure from the British Government to have the Aliens' Landholding Act removed.

British nationals do not have any automatic right to settle in Anguilla and have to be processed as any other applicant seeking to become a resident of Anguilla. This also extends to Europeans generally: whatever reciprocal arrangements that exist between the United Kingdom and its partners in Europe, do not extend to Anguilla.

In respect of persons of other nationalities entering the country, the Government has been sensitive to the problem of having one or two groups dominating the inflows of foreign labour.

The Government had pushed the development of the Financial Services Sector, but this had come under attack from the OECD, as offering a safe haven for money laundering and tax evasion. Indeed, with the help of technical assistance from the British Government, the Government of Anguilla established a system that cannot be faulted for its observance of the appropriate rules in oversight of the sector.

The financial services sector has made a significant contribution to the development of the country given that a number of local lawyers have become involved in the provision of services to the sector. The Government has done everything possible to ensure that the country maintains a robust regulatory infrastructure for the industry.

In respect of its regular remit, the Ministry was performing well in the three main areas of public finance – allocation of resources, distribution and stabilisation. However, it could be argued that the emphasis was on allocation and stabilisation and to a lesser extent on distribution. There might have been a lingering official view that there was little poverty in Anguilla, especially in an environment of apparent full employment.

2.3 NATIONAL BANK OF ANGUILLA

The National Bank of Anguilla has been in operation since 1985, and has been an important part of the financial services landscape of the country. Besides serving the domestic population, it is involved, through a subsidiary in the offshore financial services sector. In its domestic operations, it provides services across a wide spectrum of areas, including consumer loans – financing of vacations, and the purchase of cars, computers and household durables. It provides mortgages also. It finances property development and well as SME loans in the services and in the distributive trades.

At the time of the interview of its key personnel in 2008, the economy was very buoyant and the bank had witnessed a number of opportunities in the offing, in part driven by the two large projects on the island – FLAGS and VICEROY. The entree of workers and personnel from abroad triggered a demand for housing accommodation and a number of property owners were investing in apartments.

Although there had been some alienation of land to non-nationals, Anguillians remained the dominant landowners on the island. An Alien Land Holding Licence was required of any non-national seeking to purchase land on the island. As an intermediary in transactions relating to real estate, the Bank remained sensitive to Government policy on land ownership. The challenge that was faced was not yet a conflict between Anguillians and non-nationals in the ownership of land, but rather the fact that a substantial number of nationals did not have land and could not afford the price.

In supporting the growth of SMEs, the Bank went beyond the provision of credit and has been engaged in training, and complements the Chamber of Commerce in that regard. Anguillians seemed to have succumbed to a lower propensity to save than was the case in the past. This did not augur well for the development of entrepreneurship among them.

2.4 ANGUILLA CHAMBER OF COMMERCE

The Chamber which was established in the 1970s, experienced a revival in 2001, after a period of dormancy. Through the efforts of a number of volunteers, enough business people came to recognise that their self-interest can be well served in the context of a Chamber of Commerce. The Chamber now has a membership that spans from the very large to small businesses. There were about 1200 standing members in 2008, and about 70 supporting members.

The Chamber was successful in getting the agreement of the Government to allocate an annual subvention to the Chamber on the basis of the revenue received from business licences. All businesses operating in Anguilla require a business licence. On this basis, all businesses on paying their business licence would become automatic members of the Chamber. In this regard, the Government recognised that the promotion of the culture of business would allow Anguillians to complement the larger businesses that were being encouraged to establish on the island.

The Chamber supports its membership through advocacy, the provision of information to new business entering or setting up in Anguilla, and through training programmes that it mounts from time to time. The Chamber is a major source for information on doing business in Anguilla.

In respect of small businesses and start-ups, the Chamber assists in business planning and strategic planning. It hosts business seminars, runs workshops on a variety of issues, and provides a forum for direct marketing. It has been involved with fishers in the promotion of an export market. Access to investment expertise can be secured through the Chamber as well. It produces a monthly newsletter that includes information on the economy and the business environment of Anguilla.

The Chamber seeks also to partner with other organisations in creating benefits for its members: in that regard, it has cooperated with tertiary level institutions in bringing training and up-grading to members and their staff. It is constantly involved in seeking means for capacity building among its membership. The Chamber was one of the institutions that championed the idea of the establishment of the Community College of Anguilla.

In 2006, the Chamber was successful in securing the agreement of the Government to create a private/public sector partnership for the promotion of business in the country. It maintains a close link with officials in Government and especially in the Ministry of Finance, Economic Development, Investment, and Tourism. It exploits also the network of Chambers across the region and in the world generally. More recently, it has stimulated interest in the likes of the Guadeloupe Chamber of Commerce which visited and is committed to working with the ACOCI and the Government of Anguilla in the development of a number of major projects – air and sea ports, water, and renewable energy.

2.5 ANGUILLA FINANCIAL SERVICES COMMISSION

The functions currently performed by the Anguilla Financial Services Commission were previously discharged by a department of the Government, the Financial Services Department. The Commission is the regulatory body for financial services sector. As part of the upgrading of the operations of its regulatory order, the Commission was established as a statutory agency in 2003, by the Financial Services Commission Act. The Commission is expected to operate in such a way that the Financial Services Sector of the country meets the international standards set for the industry.

The predecessor Department was instrumental in the late 1990s, in establishing ACORN (Anguilla Commercial Online Registration Network), a registry system which allowed for the registration of companies electronically with the use of the internet: in other words, companies could be registered in real time, irrespective of their location in the world. It is said to be the first online and instant company registration system ever to be established, but has since been followed by other jurisdictions.

The country has established an increasing presence as an offshore financial services centre. Growth had been particularly significant in respect of the captive insurance market. There has been some tapering in the growth of the sector. The severe economic recession had hit the entire sector, and while Anguilla was fully compliant with all the strictures insisted on by the OECD countries through the Financial Action Task Force (FATF), offshore financial centres were the subject of vilification, including by President Obama.

The position of the Government of Anguilla is that the country is a service provider and there is nothing reprehensible in tax competition, over which countries like Anguilla have been criticized. There are a number of legitimate reasons why a firm will seek to register offshore.

By and large, Anguilla has continued to experience growth in its offshore financial services sector, in spite of the negative views that have been trumpeted by the OECD in respect of offshore financial services centres. The Captive Insurance component of the industry has taken off in Anguilla, which has managed to stay off the black list of countries of the FATF over the years, and has never been black-listed. There are between 11,000 and 12,000 companies registered in Anguilla.

The sector has continued to contribute revenue to the Government of Anguilla and remains an important source of its revenue. The industry contributes about 5 percent of the GDP of Anguilla. It employs a number of lawyers and accountants in Anguilla.

There is need for regular adjusting of legislation from time to time to ensure that its Commission is equipped with the legal machinery to maintain regulatory coverage across the broad spectrum of firms resident in the offshore centre.

2.6 STATISTICS DEPARTMENT

The Department of Statistics is under the Ministry of Finance, Economic Development, Investment, and Tourism but has had some level of autonomy since 2000. Its primary objective and mission are to provide statistics for sustainable development.

It is one of the smaller statistical agencies in the Caribbean, with only four members of staff. There are two Statisticians in training. It operates under the Statistics Act. It has the sole authority for the conduct of surveys. It may conduct surveys on behalf of other agencies, but any charges are likely to be by way of cost recovery. The costs of its operations are provided for entirely by the Government.

From its surveys, it generates data of an economic and social nature, some of which are used routinely by the Social and Economic Council. There are also data collected by Departments of Government that are collated by the Statistics Department. The growing interest in Social Statistics has raised the profile of the Department. The monitoring of Anguilla's performance on the MDG is one such case.

Given the importance of the Tourism and Financial Services Sector to Anguilla, it is critical for the Department to be able to monitor data on these sectors. Moreover, the mere absence of data relative to productive sector, and oriented to the earning of foreign exchange while creating an apparent data gap, points to the challenge of diversification, and to missed opportunities in the small island state.

For example, the absence of good data on fishing might well mean that the possibilities for the establishment of viable fish processing plants might go unnoticed. As the Department closes data gaps, its contribution to national development will be enhanced, but that depends on the willingness among the national community to assist in the provision of data in response to surveys and other instruments utilised by the Department.

2.7 AGRICULTURE, FORESTRY AND FISHERIES

2.7.1 DEPARTMENT OF AGRICULTURE

The development of agriculture in Anguilla is constrained by acute weather and soil conditions on the island. Historically, the island has had little by way of productive agriculture. Aridity predominates for a substantial part of the year, with the average rainfall seldom exceeding 35" annually. Soil conditions are also poor.

Thus, what little agriculture that has existed has been mainly of a subsistence type. Most farmers are part-time farmers. The pattern of economic activity that has evolved over the last three decades has encouraged movement of people out of Agriculture into Construction and Tourism.

However, in recent times, there has been some renewed interest especially in vegetable production. The Department of Agriculture has aided the process by setting up a model farm, and providing demonstration plots on which the farmers could be involved in actual production. The Department has exposed them to the drip irrigation system and the use of greenhouses, and has introduced techniques in organic farming.

There has been some targeting of younger people and the farmers engaged in these new technology approaches are much younger than the traditional farmer most of whom are over the 50 years of age and are reluctant to adopt new techniques. These latter stick to traditional crops such as corn, peas, and sweet potatoes, and are not commercially oriented.

A number of farmers who participated in the programme of the Department, have moved on, following this experience, to own account activity. A National Farmers Association has been formed, and, by and large, the Department has been able to encourage, through it, greater appreciation for systems that rely on organic fertilisers, or commit to reduction of the uses of inorganic chemical and to chemical pesticides.

The Department used to provide a spraying service. However, with the expansion of output in recent times, farmers have resorted to bringing in their own chemicals. There was no Pesticide Control Board in place in 2008, but it is the view of the Department that this needs to be instituted.

The Department provides a range of services to the small farming community. There is support by way of import of seedlings, extension services, and pest control. Horticulturalists and herb culturists are also assisted. In addition to crop production, the Department has promoted animal husbandry. There is a small livestock industry, with some meat being sold in supermarkets. The Department provides breeding stock, castration and veterinary services. There have been public education programmes through radio programmes, but this has not been sustained.

The Department had put in place support in marketing, with one objective being to help farmers to establish links with the supermarkets and hotels in Anguilla. By and large, the Department has been able to reduce the importation of food in a few areas. Less vegetables are being imported with the emergence of domestic supplies.

However, in the area of livestock production in particular, there is the challenge of space. The livestock farmers are basically landless and employ free range methods with the result that animals stray. This is not consistent with the promotion of tourism on a small island. There is legislation on the control of animals – dogs and stray animals mainly. There is a difficulty in growing the livestock sector, with landless farmers.

There is also the problem of zoning. There is major threat from chicken and pig production, which is done in more controlled locations. The nuisance posed by odour constitutes a challenge.

The Department is also responsible for environmental maintenance. Much of the work is performed by contractors, with one larger contractor and about 20 smaller contractors. Littering is a problem on the island with indiscriminate disposal of waste. Nor are there litter wardens to monitor infractions by the public. Moreover, given the presence of non-bio-degradable waste, the country is faced with a serious problem in waste management.

The Department faces a challenge in securing workers for many of the lower level functions in its operations. Very few English speaking persons are available for some of these functions.

Overall, the Department has been able to encourage income generation among sections of the population and while Agriculture faces special difficulties in Anguilla, there are a number of citizens that have been able to earn additional income, especially with a growing tourism sector, and the demand that this has created for supplies deriving from the sector.

Although Anguilla cannot satisfy its food requirements, the island has made some headway in respect of import displacement, and, in so doing, has provided for income generation, increasingly among younger farmers.

2.7.2 FISHERIES DEPARTMENT

A major challenge in Anguilla has been the paucity of data on the fisheries of the island. The Department is seeking to correct this deficiency. There are ten landing sites and there is developing cooperation in the collection of data.

Fishing has to compete with employment in hotels and in construction in Anguilla, and in more recent times, has run second to them. There are about 300 registered boats, but only about 200 are in active use. There are incentives in place by way of duty free allowances on equipment, etc but not on fuel.

Many fishers are part-time operators, involved in supplementing their income from some other source. Most own their boats. About 25 percent of fishing vessels are used by one person going out on his own. Many are engaged in the use of fish pots and traps. They stay close to the shore, and would seldom travel more than 35 miles. In the season, a trip would catch about 200 lbs, while in the low season, the catch may seldom exceed 50 lbs. Fishers would go out twice per week on average.

There are fishers who focus on lobsters only, and it is estimated that 70 percent of fishing is lobster. Other fishers target pelagics. It is suggested that Anguillians no longer eat as much fish as they did in the past.

The fisheries have been affected by coral bleaching, and this is attributed to the hurricanes that hit the island in the 1990s. It is the view of the department that fish stocks are declining.

The Department has been involved in a sea turtle monitoring programme as part of the effort to encourage nesting on the beaches of Anguilla. There is limited sports fishing in the waters of the island: visitors are required to secure a sports fishing licence.

The Fisheries Department has two main functions, the first with respect to the development of a viable fisheries industry and the second involves the management of the country's fisheries resources. The management of its fisheries resources requires that the Department

establishes an effective system for monitoring and reporting the fish stock and habitats, liaising and working with fisherfolk to ensure that the fish stock levels remain healthy. Up until the early 1990s the marine resources were deemed to be fairly healthy.

BOX 2.1: EXPERIENCED FISHERMAN

One of the more experienced fishers on the island provided an overview of the sector at the end of the first decade of the present century. In his view, Anguilla suffered from the lack of formal organisation among those involved in the fisheries sector. At the same time, the Fisheries Sector was not being well managed, from a regulatory perspective.

There was a time in the 1980s when there was fish processing, oriented to exporting to St. Marten, St. Thomas and other neighbouring countries. The establishment of hotels in Anguilla has meant that a domestic market started to emerge. The increase in incomes too among the resident population has also been a factor in the expansion in demand. Thus, much of the fish caught now remains in Anguilla, and is distributed to domestic residential market through supermarket outlets and the hotels and guest houses constituting the majority of the demand.

There is concern about the lack of oversight over stocks. There is damage taking place to the reef, and coral is being destroyed, with the result that some stocks are falling and some types of fish have disappeared altogether.

While there is a Fisheries Department, its effectiveness is questionable. Boats have to be registered with the Department, and that might be the full extent of the relationship between the Department and the fishers. There are no known studies of the industry in Anguilla nor are there regular reports on the operations of the Department.

Ignorance abounds among fisher folk, which does not augur well for the industry. Fishers may actually be an at-risk group.

However, between 1995 and 1999, the country was impacted by five hurricanes which took a toll on its marine environment. There have also been incidences of coral disease and coral bleaching which have led to a reduction of coral reef and seagrass habitat. The establishment of a programme for the monitoring of fish catch was set to be established in 2009. This would allow for the collection of data at the main fish landing sites on the island.

At the time of the interviews the Department did not have a programme for monitoring of fish stocks though anecdotal evidence suggests that stocks are declining. There are

programmes in place, however, to monitor important habitats, such as seagrass and coral reefs, and to monitor selected beaches. Sea turtles are also monitoring through their capture and release programme.

Data collection was identified as a major challenge and includes both the establishment of appropriate data collection system and availability of the trained staff to collect data and development and management of the database. In addition inadequate enforcement has been identified as another critical issue which could have an indirect impact on the marine resources levels. Adequate staffing is critical for the establishments of effective monitor

2.8 TOURISM

2.8.1 ANGUILLA TOURIST BOARD

The Board was established in 1995, and is a statutory organisation. The Chairman is expected to be someone from the private sector, presumably a member of the Anguilla Tourism Association. The Board has offices in the North Atlantic. The USA represents a major market, but the country has sought to attract visitors from Europe as well.

Before its coming into being, oversight of the industry was discharged by the Ministry of Tourism. Since the establishment of the Board, the role of the Ministry is limited to policy formulation for the industry.

The Tourism Industry of Anguilla is one of the more recent in the Caribbean. There were about 800 rooms on the island in 2008. There is also a market comprised of high end villas, which is being promoted largely by foreign realtors: a villa might sell for \$3m. A licence is required for foreigners to own villas on the island. Anguilla has succeeded in branding itself as a top-end destination, with low volume and high yield.

The Government has been concerned about the growth of the industry and, in 2007, a moratorium was placed on further foreign investment. However, where locals were partnering with foreign investors, there has been no restriction.

The fact that most of the land in Anguilla is owned privately by Anguillians does have implications for the nature of tourism development on the island. By and large, the Government has pursued a policy in which no project could be in excess of 100 rooms. There are locals getting into the medium and high end villa market. The Board has sought to encourage the adoption of standards set by the Caribbean Tourism Organisation, but with only limited success. There is no compulsory registration as yet, and this is not in the best interest in the industry or of the country.

Towards the end of the last decade, the Government hired consultants to develop a Tourism Master Plan. This would guide the development of the sector.

2.8.2 ANGUILLA HOTEL AND TOURISM ASSOCIATION

The Anguilla Hotel and Tourism Association has been in existence for over 26 years, and has over 160 active members. These include all the major hotels, villa management companies, restaurants and tourism related services on the island. The primary purpose of the Association is to assist in the professional development of its members through marketing support, training, information provision and advocacy.

At the time of the interview, membership stood at 168 with a high retention rate of its membership. When membership is lost, it is usually as a result of the shut down of operations of the establishments. Membership comprises of both locals and foreigners with many instances of local and foreign partnerships.

The Association has been noticing that within the tourism industry the number of locally owned businesses has been growing. Some areas of new membership include charter boat operations, providers of floral arrangement, catering, events planning, wedding planning, destination management and restaurants. There has also been a plumbing services operator and a solar panelling operator joining the Association.

Membership is obtained through referrals from the Anguilla Tourist Board, personal contact and walk-ins. Furthermore, if the Association is aware of a new business within the industry, contact is initiated by the Association with this business.

The Association has representation on various Committees on the island. Such Committees include:

- The Disaster Management Committee;
- The Project Steering Committee for Community College;
- Market Alliance of Anguilla;
- The National Assessment Team for the Country Poverty Assessment;
- The Tourism Investment Committee;
- The Cruising Committee;
- The Parenting Education Committee;
- The Anguilla Tourist Board; and
- The Minimum Wage Committee.

The Association which is funded mainly through membership subscriptions and supplemented by donations and fund raising events is challenged by the lack of adequate funding. In the year previous to the conduct of the interview, income generated through

membership dues was \$US 52,000, while all other income was raised through fund raising events.

The largest cost incurred by the organisation is by way of representation at international meetings and events. The membership rates representation of the Anguilla and Hotel Tourism Association as very important so the Association endeavours to have representation on most occasions. Though the organisation has always explored the options of grants, there is value in staying independent which the acceptance of grants may not at all times afford.

The Association is managed by a Board of Directors all of whom are unpaid. Some areas needing focus by the Association include recruitment on behalf of members, an environmental programme, professional development opportunities for hoteliers, the improvement of government relations and lobbying for the industry on a larger scale. Green Hotel certification is also needed due to the international importance associated with such an initiative.

The Anguilla Hotel and Tourism Association collaborates with the Chamber of Commerce in the conduct of its work. Other organisations with which the Association collaborates includes the Anguilla Tourist Board.

In sum, up until the crises triggered by the international economic slowdown, the economy of Anguilla performed well, yielding income and employment for the Belonger population as well as a large number of workers from abroad.

Its economic institutional infrastructure supported advances in a number of areas, ~~that~~ which would have redounded to the Anguillian population with important benefits. Its Statistics Department improved its capacity to generate data critical to economic and social analysis.

Its Financial Services oversight agencies ensured that it could not be attacked for laxity of its regulatory system, thus ensuring continued good incomes to Anguillian Lawyers and Accountants, and other locals engaged in the sector. The Financial Services and Tourism sectors have been able to attract Anguillians as areas of activity offering attractive and sustainable employment and income, and the institutions related to these sectors have provided useful infrastructure support.

Given its small size however, there is a limit to which Anguilla could diversify its traded goods and services. In such circumstances, high incomes and favourable economic conditions can quickly be reversed in the face of volatility in the international economy.

The critical tourism sector was undergoing a change. In the face of it, there seemed to be some official ambivalence as to the degree to which the country could accommodate larger scale operations while still maintaining control over the growth of large hotels, a larger influx of workers from abroad and greater social and cultural diversity, let alone the challenges of providing them decent accommodation. These questions were being addressed when the global economy faltered, forcing closure of or the putting on hold, some of these tourism projects.

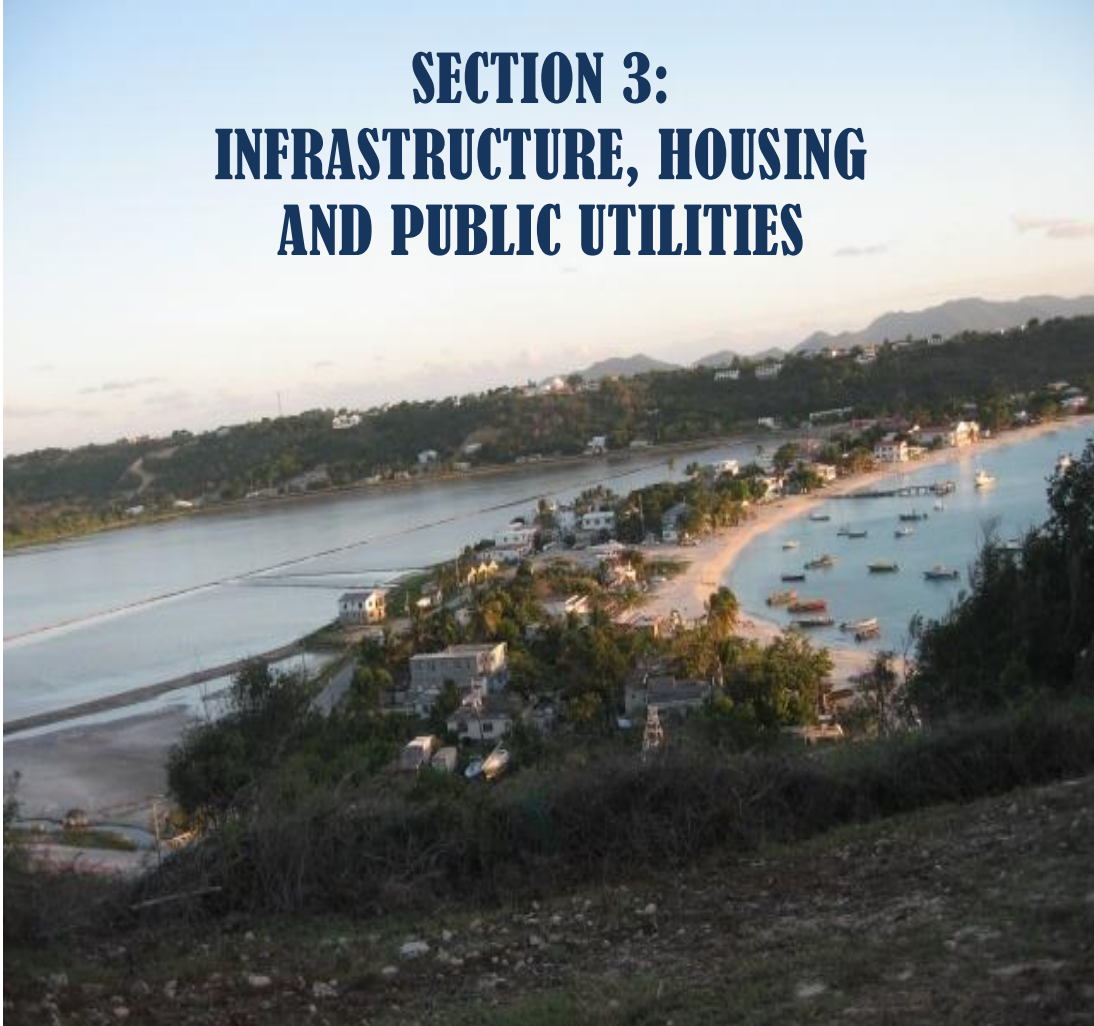
The primary sectors of agriculture and fisheries have remained in the shadows of the dynamic provided by the externally driven but internally managed tourism and financial services sectors. There is some forward linkage of agriculture and fishing to tourism, and in response to a growing domestic demand. However, agriculture is beset with structural problems, and likewise the fisheries sector, and these are much beyond the capacity of the existing institutions to manage. On the other hand, maintaining an orientation to smaller scale although more conducive to retaining local control, might not yield high revenue growth and might not create the picture of Anguilla as a major destination.

TABLE 2.1: ECONOMIC SECTORS - ASSESSMENT OF INSTITUTIONAL EFFICACY

NO.	NAME OF ORGANISATION	PRIMARY FOCUS	KEY ACTIONS FOR IMPROVING QUALITY OF LIVES FOR ANGUILLIANS	SCORE
1.	Ministry of Finance, Economic Development, Investment, and Tourism	Developmental	Responsible for economic and social policy-making which includes the provision for welfare, social protection and the nature of the interventions to treat with the poor and vulnerable.	3.5
2.	National Bank of Anguilla	Developmental	Provides consumer loans in addition to mortgages and financing for property development. The Bank also provides loans to SMEs in the services and distributive sectors.	3
3.	Anguilla Chamber of Commerce	Developmental and Supportive	Provides support for its membership through advocacy, the provision of information to new businesses entering or setting up in Anguilla, and through training programmes; mounts workshops; assists in marketing and has been involved with fishers in the promotion of an export market.	3.5
4.	Anguilla Financial Services Commission	Developmental and Regulatory	Acts as the regulatory body for the financial services sector, ensuring standards are observed consistent with demands of OECD.	4
5.	Statistics Department	Developmental	Sole authority for the conduct of surveys whose outcomes inform social and economic policy.	4
6.	Department of	Supportive and	Mounted programmes with the purpose of educating the	3

NO.	NAME OF ORGANISATION	PRIMARY FOCUS	KEY ACTIONS FOR IMPROVING QUALITY OF LIVES FOR ANGUILLIANS	SCORE
	Agriculture	Developmental	population on new technology, approaches, and techniques to farming; has a thrust of targeting younger people into the sector and has provided marketing support which has resulted in the reduction in the importation of vegetables. The Department is also responsible for environmental maintenance.	
7.	Fisheries Department	Developmental and Regulatory	Seeks to ensure the development of a viable fishing industry and the management of fisheries resources.	2.5
8.	Anguilla Tourist Board	Developmental	Provides marketing for the island as a tourist destination.	3
9.	Anguilla Hotel and Tourism Association	Developmental and Supportive	Provides information, marketing support, training, and advocacy for its membership.	3

SECTION 3: INFRASTRUCTURE, HOUSING AND PUBLIC UTILITIES



3.1 INTRODUCTION

The built and physical infrastructure tends to reflect the stance of the Government on the nature of economic and social development and the strategy to be pursued. On achieving self-rule, the focus in the early years was on the provision of the basics: potable water supply, electricity, paved roads and the social infrastructure for the delivery of primary health care and education. In creating an economy driven by financial services and tourism, a high premium has to be set on communications and airport and port services. These received critical attention as the modernisation of the economy became the primary economic objective.

The country has had special challenges to overcome in embarking on transformation. Its economic growth path has triggered a demand for labour much above its standing population. This has meant that there is an influx of workers in need of housing accommodation, which drives up rental costs for locals who do not own their own homes and for low income foreign workers who depend on locals to supply their housing rental needs. This has been one of the most protracted problems.

In respect of the physical environment, the country faces all the attendant risks to which Small Island Developing States (SIDS) are exposed in the context of global warming: these include sea level rise, coral bleaching as a result of sea temperature rise, increased frequency of storm and hurricane episodes, coastal erosion etc., all of which would influence the infrastructure developed in the future and the need for retrofitting existing components.

The need for setbacks from the high water mark along the sea front and the matter of probable sea rise and relocation are issues to be dealt with, let alone evacuation of parts of the island. The achievement of deriving institutional requirements can be assessed in the review of the work of the organisations identified in this section. There is evidence of a greater sensitivity to risk of hurricanes. Most households elect to use concrete roofs instead of galvanised iron sheets. Concrete now accounts for a significant share of roofing in Anguilla.

3.2 MINISTRY OF INFRASTRUCTURE, COMMUNICATIONS, UTILITIES, HOUSING, AGRICULTURE AND FISHERIES

The Department is responsible for policy making and the regulation of infrastructural development and public utilities, and for implementation of all public infrastructure in Anguilla, including transport (roads, vehicles, seaport, airport), housing, water, electricity and telecommunications. The Department, established in 1980s, witnessed the evolution of infrastructure over the years.

The 1990s resulted in the upgrading and expansion of the road network carried out mainly through the use of local capital on the one hand, and loan assistance from the EU and CDB, and EU/EDP grants. The country has seen the development of two public seaports and the airport. The Blowing Point Port, the main port of entry for most visitors, recently upgraded its seaside facilities with the construction of three longer jetties. At the time of the interview, a master plan had been developed for the port (through Grant Funds from the Government of Canada, through the CDB) and a state of art facility was being proposed for the landside of the port.

The development of the port was targeted as a top priority project for Government. The establishment of port authority was proposed. The other public port is situated at the Sandy Ground. The airport was upgraded in 2003/2004 with the extension of the runway from 3,600 feet to 5,400 feet. There were plans afoot to further extend the runway to 6,000 feet.

One of the major areas of concern is the provision of quality low income housing. The influx of immigrant workers to service the construction and tourism industries resulted in increase demand for housing, particularly low income housing. There have been twofold and threefold increases in rent in recent times. There was need for Government to effectively regulate the housing industry. Post Hurricane Luis, the Government constructed some housing, but no longer implements such developments. Nor were there any facilities to facilitate the building of housing.

One weakness which must be addressed was the need for establishment of building inspectorate that would support the construction of housing within the building code. Implementing mitigating and adaptation measures which must be undertaken in response to climate change is critical for a low lying small island state like Anguilla. The Department should be mindful of the need to have proper building codes in place for buildings and in the development of infrastructure.

There is a project in place with a view to transforming the Water Department to a corporation with one the objectives being the universalisation of access to water.

3.3 ANGUILLA WATER DEPARTMENT

The production, distribution and supply of potable water are critical enablers in the development process. The Anguilla Water Department (AWD) performs a dual function, developing and delivering reliable source for potable water to the people of Anguilla, and developing policy direction for the water sector. The main focus of the Department is to meet the national water demand but a steep increase in demand has meant that the

Department has not been able to meet national water demand. In addition there have also been some interruptions in service.

Desalination is the main source of potable water. National water demand at the time of the interview was estimated at over one million gallons per day, while production ranged between 750,000 and 800,000 gallons per day with an additional 500,000 gallons per day registered from private producers and suppliers.

The Department was in the process of increasing production to meet water needs. However, high water demand was being met through truck-borne supplies of which there were three main suppliers. Bottled water had also become an important source of drinking water, with most of it being imported. This poses an additional challenge, given the need to dispose of the plastic bottles. Traditionally, householders build water cisterns on their property. However, the development of on-lot cisterns is a requirement of the building code.

One of the key challenges faced by the Department was the very high level of unaccounted water (UAW) (60-70%) which was due to leaks (45%), stolen water (45%), and unregistered meters (10%). This would require the Department to take a proactive approach in adopting the corrective measures to reduce UAW to a more acceptable level.

Because of the difficulties in meeting demand, the national population was said to have a negative perception of the Department. However, there is no public education programme in place to inform the population about water related issues and about the operations of the Department.

In the course of its work, the agency cooperates with a number of institutions and organisations, including the Departments of Infrastructure; Environment, Environmental Health, Lands and Surveys and with the Private Sector – Cable and Wireless. However, the responsibility for Water Resources Management and Wastewater Management seemed to fall between stools. There is need to develop a water data management system to provide information on water use.

At the time of the interview the Department was undergoing restructuring. There were plans afoot to convert the department into a corporation, which would provide the agency with more autonomy and make it more self sustaining. In the streamlining of the operations of the Corporation, there would be greater focus on customer care services. There were about 2,000 active customers, of whom 20 percent were described as chronic customers (in their having problems paying their bills). There are another 2,000 disconnected customers. A

lot of these disconnected customers make illegal connections, thus accounting for the high level of stolen water recorded.

One major gap identified is the need to have more accurate information on their customers. The Department intended to work with the Statistical Department during the time of the upcoming census to capture information on all users that allow them to make informed decisions including implementations of initiatives to reduce UAW.

The organisation is funded mainly through Government subvention and customer fees. With a monthly billing cycle, the water supply of delinquent customers might be disconnected, on the basis of their history of payment.

The agency employed 30 persons, with two at managerial level and three at the technical level. Given its plans to restructure the institution, there will be need for upgrading and training of staff.

There is need for legislation for the provision of social water to households and individuals in difficult circumstances. At present, the Social Services Department evaluates and pays the minimum charge for households that qualify. The DOE evaluates farmers for consideration for special rates for irrigation water.

3.4 THE ANGUILLA ELECTRICITY COMPANY (ANGLEC)

The Anguilla Electricity Corporation which is the sole supplier of electrical energy in Anguilla has a penetration level of 98.5 percent: there remain only a few areas on the island without electricity. As much as 88 percent of households, according to the most recent Survey of Living Conditions, reported that their main source of lighting was from electricity from ANGLEC.

The basic rate for electricity is 0.66 cents per kilowatt hour and a surcharge of 0.55 cents per kilowatt hour. Customers have up to 30 days after the bill due date before they can be disconnected. However, there is a facility in place where customers with a good payment record are called and given a grace period before they are actually disconnected. On average, there are about 15 to 20 disconnections per day. Once disconnected a 2 percent late fee is added to the outstanding bill amount.

At the time of the interview, ANGLEC was going ahead with arrangements to generate wind energy within a 2 year period. The Company also has plans for embarking upon a public education campaign on energy conservation and the use of alternative sources of heating, more specifically, solar water heaters.

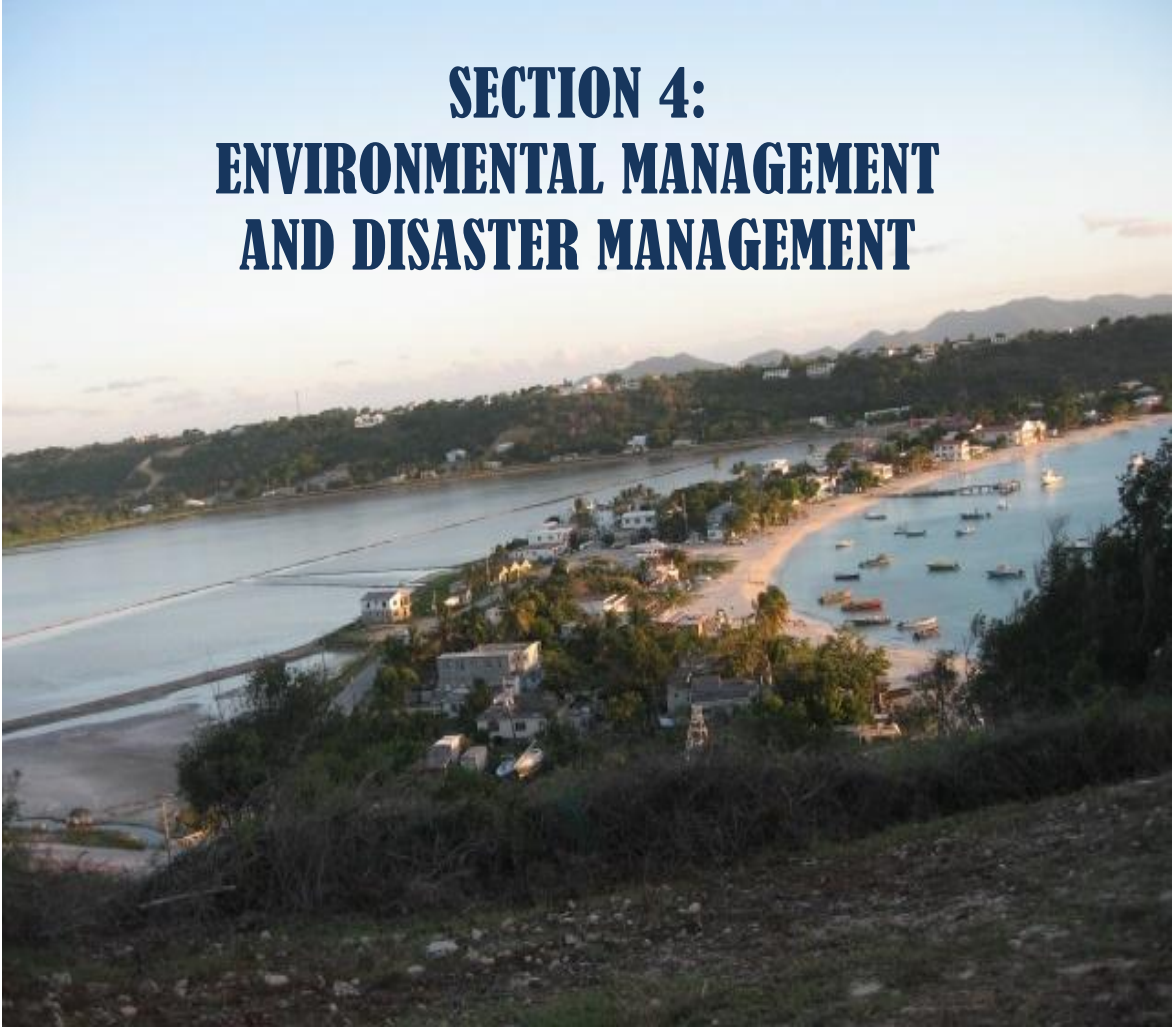
In sum, there has been considerable advance in laying the infrastructure on which to build economic and social capacity. Within one generation electricity has been brought to all corners of the island even though when autonomy was achieved much of the population lacked electricity. Potable water is available although there are systematic deficiencies in delivery because of leakages and pilfering.

In one key area, housing, there is a major challenge looming in that the country does not have appropriate accommodation for the hoards of imported labour required when it is on its growth trajectory. There is also the challenge of socialising the population to deal with the onset of climate change and the implications for land use.

**TABLE 3.1: INFRASTRUCTURE, HOUSING AND UTILITIES -
ASSESSMENT OF INSTITUTIONAL EFFICACY**

NO.	NAME OF ORGANISATION	PRIMARY FOCUS	KEY ACTIONS FOR IMPROVING QUALITY OF LIVES FOR ANGUILLIANS	SCORE
1.	Ministry of Infrastructure, Communications, Utilities, Housing, Agriculture and Fisheries	Developmental and Regulatory	Responsible for regulation and policy making related to infrastructural developmental and public utilities; also responsible for standards in all public infrastructure.	3
2.	Lands and Surveys Department	Developmental	Responsible for land management on the island.	3
3.	Anguilla Water Department	Developmental	Ensures a reliable source of potable water to the population and develops policy direction for the water sector.	2.5
4.	Anguilla Electricity Company (ANGLEC)	Developmental	Provides a supply of electricity to the population.	4

SECTION 4: ENVIRONMENTAL MANAGEMENT AND DISASTER MANAGEMENT



4.1 INTRODUCTION

Anguilla is blessed with beautiful coastlines, beaches, and an idyllic natural environment and remains one of the few places in the world with good examples of dry forest ecosystem. Its main industries - fishing and tourism - are based on its natural resources which for many guarantee their livelihood and employment. In fact, these industries absorb a significant proportion of the country's working population. Its territorial waters are utilised by both local and foreign fishers. Thousands of tourists visit the shores of Anguilla annually. In recent times, the development of tourism has led to a housing and building construction boom which has caused environmental problems.

The country is also highly vulnerable to natural disasters – such as storms, hurricanes, flooding, storm surges, and earthquakes- and is at risk in the face of global warming and many of the negative impacts of global climate change and sea level rise. Much depends on the capacity developed within the nation in regulating and managing its distinctive natural assets and ensuring sustainability in any utilisation of its amenity and other resources. A number of agencies are involved in managing its environment and controlling activities that can negatively affect it. The following are description of the agencies and the work they perform.

4.2 DEPARTMENT OF ENVIRONMENT

The Department of the Environment (DOE), established in 2006, has the main responsibility for providing policy development and the coordination of environment management activities in Anguilla. In the past the National Advisory Environmental Committee played a more active role in coordinating environmental management issues in the country. However, the Committee is no longer functioning. Once under the jurisdiction of the Chief Minister's Office, the DOE, along with a number of environmental related departments, now forms part of the Ministry of Home Affairs, Natural Resources, Lands and Physical Planning. This allows for greater coordination and collaboration of environmental activities.

In 2008, there were two pieces of environmental legislation being drafted – the Environment Protection Bill, and the Biodiversity and Heritage Conservation Bill which, if passed and implemented, could provide comprehensive protection of the country's natural and heritage resources and the environment. The Environmental Protection Bill would provide the required mechanisms that would allow greater efficacy in addressing the country's environmental challenges. Its main objectives are to:

- Provide an environmental permitting system which makes it mandatory for an environmental impact assessment to be undertaken for all significant activities that can negatively impact the environment;
- Establish a system of licences and permits to regulate activities that can negatively effect the environment;
- Require the cleanup of pollutants (in particular oil and toxic chemicals) released into the environment even in some cases those that occurred before the legislation became law;
- Provide that a person who damages land may be required to restore the land to its natural state or something very close to it; and
- Give broad powers to enforce the Act by issuing orders to enforce the Act or to take steps to protect the environment.

Moreover, the Biodiversity and Heritage Conservation Bill would provide measures to conserve and manage the natural, cultural and historical resources. It would establish several categories of protected areas including natural reserves, nature parks, protected seascapes and natural features, heritage sites for protection of buildings and historical areas; require broad public participation in the establishment and regulation of the sites; and provide for a listing of historical buildings. Once enacted, this legislation will support the work of Anguilla Archaeological and Historical Society and other groups.

As an Overseas Territory of the United Kingdom, the country is signatory to a number of international conventions for which the Department is the focal point or has responsibility, for example, the United Nations Law of the Sea, World Heritage Convention, CITES, and Ramsar Convention.

The Department receives funding from both Government and other sources including DFID, FCO, and Environment OECS, among others. There were twelve positions proposed for the Department. However, at time of the interview there were only four positions filled, with two of them professional positions – one with responsibility for public education, and the other, sustainable development. Two more officers are expected to join the staff after their training was completed in the areas of Marine Biology, Environmental Management and Coastal Management.

However, expertise is required in a number of other areas including Botany/Protected Areas Management, Terrestrial Biology, Ecology, and Taxonomy. Such expertise would allow the Department to establish a fully functional environmental protection and environmental monitoring unit. One recommendation is for the establishment of a Biodiversity Conservation Centre, which will have responsibility for the protection and

restoration of the country's natural environment including the monitoring of the environment. This makes it even more critical for the staffing of the Department to be augmented.

Climate change and environmental protection require that appropriate environmental data be collected and effectively managed in a format which makes it readily available and user friendly. Critical to the operations of the Department, therefore, is the establishment and management of data which supports environmental monitoring and protection efforts. The Department does have GIS capability with all its environmental data managed under an AXACRIS system established in 2006. The Department however, needs to be resourced to be able to continuously update the information in the database.

4.3 ENVIRONMENTAL HEALTH UNIT

The Unit is responsible for public health promotion, education on public health, food safety, enforcement of laws, disaster preparedness, occupational health and safety, population control and complaint investigation. It is staffed with Public Health Officers, Environmental Health Officers and Environmental Health Assistants. The latter are responsible for vector control. There is also staff involved in solid waste management, clean-up of beaches and roads. Other functions of the Department include inspection of food outlets, school premises and other public facilities.

The Unit is understaffed relative to the tasks for which it is responsible. Other limitations include budgetary constraints, limited office space, poor indoor air quality, limited storage and supply. In respect of budget constraints, the draft legislation on revision of budgetary allocations has not been finalised as yet.

There are some larger issues that the Unit should address but cannot because of these constraints. Ship waste is a problem, but this has large political implications that are beyond the capacity of the Unit to resolve. There needs to be better laws and regulation that would allow the Unit to discharge proper oversight of placement of pig pens. There are also such issues as health and safety at work and illegal dumping to be managed.

It is to the credit of the island that there are no problems with water borne diseases. Most houses have cisterns which act as their main supply. The population is advised on the cleaning of cisterns especially during the rainy season. This may include having them disinfected or chlorinated. Most people comply.

On average, water supplied from public sources is expensive. This water comes from desalination plants. During the dry season, there is heightened consumption, which could result in the disruption of supply for a few days. The practice of use of bottled water is taking hold in the community.

There are a lot of unfit dwellings which lack running water and toilet facilities, and are overcrowded. There has been an increase in the migrant population and the cost of housing has escalated. People have also re-occupied old houses built after Hurricane Donna by low-income earners. These tend to have out-door pit latrines. Indeed, conditions might have worsened since the beginning of the last decade, because of the inflow of migrants. Spanish Town which is a squatter community comprised mainly of immigrants from Santo Domingo, illustrates some of the environmental challenges arising from inflows of people. There are also cases of poor housing in North Hill and Island Harbour, although the residents may not be poor actually.

The island faces a number of public health problems. Some are seasonal. There are problems with frogs entering their cisterns and contaminating the water, during the rainy season: the Cuban tree frogs, which are more prevalent during that season, enter the downspouts of cisterns. The Unit disseminates information and runs public awareness programmes on the radio and other media, on controlling the frogs and preventing their contamination of water.

Garbage control is an issue of great importance. In certain areas, dense populations create problems with garbage disposal. Sometimes, there is garbage overflowing, and this promotes the rodent population. There is also a lot of informal and illicit dumping on empty lots. The Unit has conducted clean-up programmes at some dump-sites and some derelict vehicles were removed from those sites. This service was provided to citizens for free, but people have to apply for it. The Ministry is looking into the possibility of charging (\$100 EC) for the service, and of ways in which this programme could be tied to the vector control programme.

The island has experienced cases of Dengue Fever, but these are suspected to be imported cases with infected persons coming from abroad. There is no resident technical expertise in Anguilla to test for Dengue, so the results are sent to CAREC's regional laboratory for analysis.

Squatting is also an issue. There have been man-camps that have been set up for construction of the Viceroy and Flags resorts. These man-camps are overcrowded and do not have basic facilities. The Unit has sought some tightening up of the procedure for health inspection at these man-camps.

4.4 DEPARTMENT OF PHYSICAL PLANNING

Formal Physical Planning is relatively new concept in Anguilla. The regulation of physical planning was introduced in 1990. The Government became sensitive to the need for formal physical planning machinery in the course of a building boom that the island experienced in the 1980s. It recognised its responsibility to ensure the orderly development of the island.

UNDP was helpful in providing technical assistance in the establishment of the Planning Department and in training of personnel. In the light of initiatives to upgrade Building Codes across the region, through the Caribbean Uniform Building Code (CUBiC), Anguilla has been engaged in the updating of its legislation.

There are three acts that relate to Physical Planning – the Land Development Control Act, the Building Act, and the Town and Country Planning Act. There are some inconsistencies between the Town and Country Planning Act and the other two Acts.

It is possible for developers to engage in unauthorised development, with the Department being able only to advise them to stop. There is still a limitation in the capacity of the Department to exercise legal powers in stopping the developer. There have been conflicts with developers in respect of setbacks, with boundaries, roads and beaches. In the past, and traditionally, residents never built on the shore line because of the perceived danger. However, developers who have a short time horizon, want to build and dispose of property on the market.

There is also the problem of sand mining. Hurricane Luis in the 1990s resulted in major beach erosion, the removal of sand dunes and generally to a serious depreciation of the coast-line of the country. The hurricane demonstrated the devastating effect of poor planning and of such practices like sand-mining. There is need to consolidate the Acts into coherent legislation, and to create a one-stop shop.

Land is a very sensitive issue in Anguilla. Land values are high, and there is substantial speculation in real estate. However, failure to develop formal land use planning and to introduce zoning is fraught with danger for the island.

Environmental Impact Assessments are required and mitigation measures may be necessary. There are situations in which the Executive Council approved developments in spite of advice to the contrary from the Department, with subsequent events establishing the soundness of its advice. The island has lost sand dunes and other coastal amenities, in part, because of a poor record in environmental management.

There may be need to reduce the role of politics in decision making over planning matters and to create policy framework within which a Tribunal or some such body can exercise oversight in the observance of law and in the implementation of legislated stipulations.

The Department finds itself in the invidious situation of being threatened, and being actually taken to Court over matters in which developers challenge the process that is already accepted in the law.

In addition to the weakness in the legislative framework, the Department lacks the personnel necessary to discharge properly its responsibilities, and has a high turnover of its staff. It works closely with such organisations as the National Trust, the Anguilla Beautification Club and the Anguilla Archaeological Society. It rates itself as above average in the processing of application, but only average in being able to monitor and enforce its legal remit.

4.5 LANDS AND SURVEYS DEPARTMENT

The LSD was established in 1974 with the conversion from a conveyance (deed) system to a title system. The Department operates under the Land Registration Ordinance which was changed to the Land Registration Act, while issues relating to cadastral functions are dealt with under a different Ordinance. The Department has a manual land registration system that is difficult to manage effectively given the high volume of work they receive.

Within recent times, land prices have soared oftentimes beyond the reach of the people of Anguilla. In 2008, at the time of the interview, one acre of land in a coastal location was being valued as high as USD1.5 million to USD2.0 million. Most of the lands in Anguilla are privately owned with the Crown owning about 4.6 percent of the total land mass. Most of the lands being alienated to non-nationals were coastal properties.

To slow down the pace of land alienation, the Government placed a moratorium on the sale of land to non-Belongers. Real estate reportedly costs more than actually valued. But in more recent times, the sale of land had dropped because of the credit crunch in the USA and global financial crisis. As a result many land owners, who are given 18 months to build on their land, are in breach of their licensing agreements.

Beach sand mining, carried out mainly to satisfy the demand of the construction industry, had become critical problem in some locations. As a result of indiscriminate sand mining a couple of beaches have been destroyed. In recent times, it was observed that some relaxation of the rules in bank credit had made it easier for householders to access loans for the building of their homes. More women have taken advantage of this and even in cases where

they do not have adequate funding they have started the process of building their homes incrementally. Any changes in the housing and financial markets are likely to affect women more, given their high participation levels in these sectors.

The main clientele of Department is the general public. However, in recent times there has been a lot of activity coming from the banks. There is a general lack of awareness of the land management process and there are a few who exploited this lack of information to their own advantage. It would therefore be important to inform the public about various aspects of land management including land ownership.

The Department consists of 19 persons made up of five sections (Administration, Land Surveying, Land Registration, Valuation, and the newly formed Land Information System), each led by its own Head of Unit. Despite these numbers, the Department is understaffed with additional eight staff positions are required (the Deputy Director, Senior and Assistant Survey Officers, Assistant Valuation Officer and Land Information System Officer), to ensure the Department has the full complement that would allow it to operate efficiently. Moreover, there is need for more office space (for staff, and to house its records and for a back-up records) to ensure that it can effectively perform its functions. Though the department boasts of dedicated staff that are committed to achieving the goals of the Department, there is a gap in respect of strategic planning for the future direction of the Department.

There are plans to restructure the Department, and at the time of the interview there was a pilot land information system being established. It was proposed that a full land information system should be in place by late October, 2008 to early 2009. There were also plans to develop the Department's e-government service in 2009. In addition, to the plans proposed, the Registry reportedly requires more autonomy, while the Land Surveying Section needs to revisit major controls established for the island: some of controls that were established some 60-80 years ago. New legislation will be required to deal with new technologies in land registration, and for setting up the computerised database.

4.6 DEPARTMENT OF DISASTER MANAGEMENT

The Department has as its remit the implementation of a Comprehensive Disaster Management Strategy. The office seeks to ensure that there is integration of disaster management into national development planning. The Department has succeeded in establishing Community Response Teams and Community Mitigation Teams, which involves the participation of people in communities in managing disaster situations.

The Department has built up an inventory of information that allows it to model impacts of various events, like storm surges, and displacement loss. It runs an early warning system and has the cooperation of Radio Anguilla in reaching the population in any risk episode.

Following hurricane Donna in 1960, there has been a more concerted effort to have built development anticipate the various risk factors to which the island is prone – hurricanes, coastal erosion, and landslides. Most homes have been built with concrete.

However, there is evidence of pressures in housing with the result that wood is being used again. This is partly as a result of the influx of migrant workers, and the need to house them.

There are emergency shelters but in recent times, as a result of an assessment of their quality, the number of approved shelters had to be reduced from nine to five. There are only two shelters that have been approved as capable of dealing with a Category 5 hurricane.

4.7 ANGUILLA NATIONAL TRUST

The major role of the Anguilla National Trust lies in promoting the preservation of Anguilla's cultural, natural, historical, archaeological and social heritage for present and future generations. Therefore, its work focuses on protected areas management, habitat monitoring, historical heritage development and management, and public education. Established in 1993 based on the Anguilla National Trust Ordinance of 1988, the Trust has responsibility for:

- Overseeing the management of all National Parks, Protected Areas, Heritage Sites/Buildings and the National Museum;
- Establishing Environmental Education Programmes for all Anguillians;
- Promoting and preserving the expression of Anguillian culture; and
- Providing advice on matters relating to natural, cultural and historic resources.

As part of its many programmes and projects, its work covers a range of activities including the development of protected areas management plans, the monitoring of specific fauna and flora, the collection of socioeconomic data, the conduct of environmental training, and the development and implementation of public education programmes.

Its public education thrust includes a number of initiatives such as a regular newspaper column and radio programme (Eco-Corner Radio Spots), and many periodic topical environmental articles carried in the print and electronic media. Its website is also a source of information on the country's heritage resources and its many projects.

The organisation has a long list of collaborating local government and non-government partners, regional and international organisations. Much of its work requires that the Trust work closely with the DOE and the Fisheries Department and it is recognised that there are areas of overlap and duplication between the Trust and these two agencies.

The organisation also supports several local NGOs such as the Anguilla Environmental Club, Blowing Point Youth Development Centre and Concerned Citizens Group. Its regional and international partners includes Caribbean Conservation Association, Society for the Conservation and Study of Birds, UNEP, OECO SDU, GEF Small Grant Programme, RSPB – UK, OTEP, DFID and the Nature Conservancy. The agency is also an associate member of the UK Overseas Territory Conservation Forum.

Like with many of its partner agencies, sourcing adequate resources, both in terms of additional funding and staff, to conduct its programmes and projects is seen as a major challenge to its smooth operation.

4.8 ALBENA LAKE HODGE COMPREHENSIVE SCHOOL (ALHCS) ENVIRONMENTAL AND CONSERVATION CLUB – THE ENVIRONMENTAL CLUB

The ALHCS Environmental Club, which developed at the secondary school, is a prime example of the young people of Anguilla taking responsibility for their environment. Its mission is to promote environmental awareness among the people of Anguilla through its various programmes and activities. The Club is very active and is involved in many activities. They organise hikes and community and school clean-up and beautification projects. The Club also supports the activities of other environmental organisations: for example, it collaborates with the National Trust in the conduct of their programmes - surveys and in their public education programme. The Anguilla Environmental Club supports the work of the Island Harbour Primary School Environmental Club and plans are underway to adopt the group.

On average, the Club has about 40 members, but membership fluctuates depending on the time of year. The executive consists of four senior members. In total eight students under-study the executive posts to ensure smooth succession. At the end of each year, members travel to neighbouring countries for an environmental camp which is a learning experience for members as they participate in hikes, marine labs, snorkelling, and assist scientists in their research. Lessons learnt at the camp are transferred to their work in Anguilla.

Despite all the work they are involved in, one of the main challenges for the group is that it is felt that they are not always taken seriously. They raise funds through cake sales and other activities. However, greater support is required.

Anguilla is vulnerable to a range of hazards, both natural and human made, which can threaten its sustainable development and the well being of its people. These include natural hazards such as tropical storms, hurricanes, flooding, earthquakes, and tsunamis; and human induced hazards such as mass transport accidents, indiscriminate release of hazardous materials and explosion.

A number of other features increase the country's vulnerability. It possesses limited critical facilities – there is only *one* hospital, *one* airport, *one* electricity generation plant and few publicly owned buildings that could be used as shelters that can withstand Category 5 hurricanes. The recently established Department of Disaster Management is responsible for the national disaster management system and for the management of all phases of the disaster cycle which includes mitigation, preparedness, response and recovery. The agency collaborates and works with a number of agencies including the Red Cross, Fire Services, and the Ministry of Health, among others.

The 2005-2009 Comprehensive Disaster Management Strategy calls for the implementation of a number of recommendations which would strengthen the national disaster management system and the work of the Department. Since the preparation of this Strategy, the Department has been instrumental in putting in place the National Disaster Plan and the National Response Plan. The Department has also embarked in a hazard and risk assessments which focuses on identifying the risks associated with some communities and the needs of these communities in order to reduce their level of risk. The first assessment was conducted in Island Harbour and a Community Mitigation Plan was to be drafted by the end of 2008. More assessments are expected to be conducted in the future.

Despite the work done by the Department, to date no Comprehensive disaster- related legislation has been enacted, although the Bill has been drafted. In addition, the emphasis should be placed on integrating risk reduction into development planning, and on planning for climate change and sea level rise which is forecast to have adverse effects on small island states, like Anguilla.

In sum, while the island is not bereft of institutional resources to deal with its delicate ecological structure, the existing institutions have lacked critical resources of personnel and finance, and as well the legislative framework that would enjoin certain behaviours among key actors. General public awareness is an area needing to be addressed through public education. While there is always the challenge of managing the commons, a more aware public can be an important factor in environmental management, which has to engage all of the population and is not the responsibility only of specific institutions.

**TABLE 4.1: ENVIRONMENTAL MANAGEMENT AND DISASTER MANAGEMENT –
ASSESSMENT OF INSTITUTIONAL EFFICACY**

NO.	NAME OF ORGANISATION	PRIMARY FOCUS	KEY ACTIONS FOR IMPROVING QUALITY OF LIVES FOR ANGUILLIANS	SCORE
1.	Department of Environment	Regulatory and Developmental	Responsible for the provision of policy development as well as the coordination of environment management activities.	3
2.	Environmental Health Unit	Regulatory and Preventative	Responsible for the collection and disposal of waste, promotion of and education on public health, food safety, enforcement of laws, disaster preparedness, occupational health and safety and investigation of complaints.	3
3.	Department of Physical Planning	Developmental and Regulatory	Responsible for approval and compliance of physical planning activities.	3
4.	Department of Disaster Management	Preventative and Remedial	Seeks to ensure that the population is prepared in the event of any natural disaster and to mitigate against effects of disasters.	3
5.	Anguilla National Trust	Developmental and Remedial	Promotes the preservation of Anguilla's cultural, natural, historical, archaeological and social heritage through public education, protected areas management, habitat monitoring, and historical heritage development and management.	4
6.	Albena Lake Hodge Comprehensive School (ALHCS) Environmental and Conservation Club – the Environmental Club	Developmental	Promotes environmental awareness of the population.	4

SECTION 5: HUMAN RESOURCE DEVELOPMENT



5.1 INTRODUCTION

On being accorded autonomy, outside the umbrella of the state of St. Kitts, Nevis and Anguilla, the Government and people set about improving their social infrastructure, a major component of which involved the human resources of the State. Like elsewhere in the Commonwealth Caribbean, transformation has long been seen as contingent on the development of the people. Investments in health, education and various types of training are indicative of the commitment of the new state to human resources development. The institutions identified below are mainly state related. However, their initiatives could not be effected if these were not seen as important social goals

5.2 EDUCATION, LABOUR AND TRAINING

5.2.1 MINISTRY OF EDUCATION

The Ministry is responsible for the school plant engaged in the provision of primary and secondary education in the country. The Department performs the role of regulator of the pre-primary level and as provider for most of the student body in primary and secondary levels.

The Ministry is acutely aware of the importance of pre-primary exposure and while it is not the direct provider at this level, it has supported the system by providing training for pre-school teachers. In that regard, it works closely the Department of Social Development which is responsible for some of the early childhood centres.

What is significant about the educational system of Anguilla is that enrolment rates have remained high and rising as a result of the high levels of immigration into the country, even though the rate of natural increase of the Belonger population might have been falling. Anguillians are still the majority of children in schools.

However, at the primary and secondary levels, the percentage of nationals fell from 74 percent in 2004/05 to 70 percent in 2005/06 and to 66 percent in 2006/07. English is not the first language for a growing number of students in the system. It has been necessary to secure staff with training in teaching English as a second language (ESL).

This has been due to the return or arrival of relatives of nationals who had migrated to the Dominican Republic decades ago and had offspring in that country. There is now an area of Anguilla – South Hill – which is known as Spanish Town. A similar phenomenon was noticeable in Stony Ground. However, there were no cases in the school system where non-Antiguan born children were the majority in a class. This might have been due to the

attempt by the Immigration Authorities to limit the number of children that migrants can bring with them.

There are problems when students arrive in Anguilla at the age for secondary school. The core of the competent teachers in ESL is at the primary level. However, the Ministry is committed to providing new arrivals of secondary level age, with secondary education.

There is only one secondary school offering comprehensive education. The Ministry attempts to make this as comprehensive as possible. There remains a heavy focus on academic type programmes. There are however, entry level courses for students interested in trades and technical education. However, there has tended to be a challenge in the programmes borrowed from the United Kingdom. The Ministry is looking at the programmes developed by HART of Jamaica: these seem to have greater cultural relevance.

There is a special school – WISE for children with learning disabilities.

There is also an increase in the number of non-Anguillian teachers in the system. Salaries in teaching have not been attractive to Anguillians. Indeed, the Public Service tends not to pay salaries or wages as high as what can be secured in Construction and Tourism. The island suffers from the phenomenon of a drain of its best and brightest who go elsewhere to seek better working conditions, leaving a range of positions to be filled by entrants from abroad.

There might be some implications of this heavy reliance on non-Anguillians in so many areas of the economy, including in the Public Service. Nurses are recruited from everywhere in the world, including from the Philippines. There is a sense in which the recruitment process has had to be supported by a settlement programme. The ratio of non-Anguillians to Anguillians is not as acute in Education, as it is in Health.

The island faces the Caribbean challenge of male underperformance in the educational system. There is some level of post-secondary now in place, but in 2008, there was no full time degree programme available on the island. The post-secondary education and training available is designed to deal with requirements in the technical area. The Hotel and Hospitality field is currently being addressed.

Provision has been made for Continuing Education in the Educational Development Plan 2005-2010.

Given that the Department responsible for Education is part of a composite Ministry, that includes Health and Social Services, has meant that some sections of the Ministry may be given priority over others. There is some sense that the Social Services and Social Development have pre-empted resources.

There has been a reluctance on the part of a number of eligible people to take advantage of scholarships provided by the Government, since many would like to avoid having to rely on the Government for work on the completion of their studies.

Anguilla Community College

The Government took the decision at the beginning of the last decade to establish a Community College in Anguilla. A Community College Steering Committee was created and the decision was taken to initiate training in hospitality and a few technical subjects, at the same time that the plans for a full-fledged College were being elaborated.

The Unit was established to implement a plan for the College. The CDB funded technical assistance, and an institution in Barbados provided some of the technical expertise to mount programmes in hospitality management. The first students pursued courses accredited by this institution.

The response to the College has been encouraging. Many of the courses are still oriented to the Hospitality Sector – Supervisory Management, Events Management, Quality Customer Care, Sanitation Safety, Front Office Procedure, and Bartending.

There are also a range of short course that are run in the ‘summer’ break. Efforts were directed at the time of the interview to develop a range of technical and vocational courses: plumbing, refrigeration, electrical installation, and small engine repair.

The College was expected to become fully operational in 2009. Its first Board was appointed in April 2009.

5.2.2 HEALTH

Health Authority

The Health Authority was established in 2004. It is governed by a Board of Directors comprised of seven members. The majority of its resources comes directly from the Government, but there is a substantial level of funding that is generated by the Authority itself, from its operations through fees charged.

There are five clinical sites in the three health districts on the island, providing primary and secondary services. The Authority has responsibility for the hospital as well, which is a 32 bed facility serviced by a staff of some 300 persons. Tertiary care is sourced abroad through standing arrangements that exist with institutions abroad. Some patients may be admitted to Jackson Memorial in Miami. The Ministry of Health has the responsibility for policy, regulation and monitoring of the provision of health services.

The clients of the primary and secondary health care facilities are mainly belongers and Caribbean people on work-permits. There are charges and these are prescribed in legislation relating to health care. There is a roster of fees therefore.

Dental services are also provided through the Authority. There are private services available and these are utilised by those who feel that they can afford and prefer not to use the public system. There is a service to the school system too.

There is a dialysis unit at the hospital which was due for expansion to serve an increasing number of cases in Anguilla. Patients from other islands have been accessing its services. It costs about \$1000 EC per session.

The island has been experiencing all of the problems relating to changes in the epidemiological profile. Hypertension, diabetes, and cancer were the health conditions with which the majority presented.

The Authority has mounted public campaigns to promote physical activity. In a sample taken of students at primary school, it was found that 40 percent of students were obese. There is no lunch programme in school, and it is the practice for children to buy lunches from sources that are unlikely to provide them with the balance that they need. The high predilection of children to home video games and to watching of television has meant that there is a deficit in terms of physical exercise.

The vast majority of the doctors have been non-nationals. It has been the experience of the Authority that Anguillian doctors have not been returning to Anguilla.

It was the view of personnel at the Authority that there were still grey areas in the relationship between the Ministry and the Authority.

The new Government that took power in the first half of 2010 has decided that the Authority is to be dismantled. It is alleged that as much as 75 percent of its recurrent costs are being met by the Government, and all of its capital costs. It has been described 'top heavy' by the Minister of Health, while providing a low level of medical service to the population,

compared to what is available in other neighbouring jurisdictions according to a newspaper report in May 2010.² The country is likely to revert to the traditional system of policy and implementation becoming the responsibility of the Ministry of Health.

Western Health Division

The island is divided into three health districts – Eastern, Central and Western. The Western District has two health centres. It is the area with the largest concentration of population. The Districts fall under the Health Authority, and are responsible for the delivery of Primary Health Care and Community Nursing services.

The hours of opening are set to be as facilitating to the public as possible. Health centres remain open during lunch hours and the working day ends at 4.00pm. The centres have different schedules however, with clinics alternating services on different days.

Chronic diseases comprise the majority of the case load. There are cases of people who come to the clinics, but cannot afford the treatment regime recommended.

Some of those with chronic conditions may need to spend as much as \$400 per month, and this can be a challenge for some poorer persons. There is evidence of some people not being able to manage their chronic conditions as a result of lack of funds. Between the ages of 18 years and 65 years, patients are required to pay and a visit may cost between \$30 to \$50. Then there is the medication to be purchased, altogether putting care out of the reach of poorer persons.

Anguilla Mental Health Association

The Anguilla Mental Health Association has been in existence for over 15 years but had a spell of dormancy in the past. The major role of the organisation is advocacy on behalf of those with mental health problems. Although the Association could not provide financial support to those with mental health problems, it did provide some level of physical support, and would make donations of items in addition to counselling.

Some of the cases dealt with by the Association include schizophrenia, bipolar diseases, anxiety and depression. There are now emerging cases of people presenting with substance misuse and abuse. Schizophrenia is a major challenge being experienced and cuts across the working population affecting mainly males. Anxiety and depression are mainly experienced by females while drug misuse and abuse affect mainly the youth and males. According to the Association, income levels do not seem to have any impact on mental health as some of the mental health diseases are hereditary.

²See the Anguillian at: <http://www.anguillian.com/article/articleview/8356/1/135/>

The Association undertakes a public health programme in association with the government and is seeking funds to improve mental health awareness as approximately 2 to 5 percent of a population usually requires some form of mental health intervention.

The work of the Association, all of which is done through voluntary effort, is managed by an all female executive headed by a President. Monthly Executive meetings are held, while general meetings are held every 6 months. Membership of the organisation stood at 20 at the time of the interview. The Association has representation at Conferences and Workshops overseas but is in need of office space and secretarial/support services.

There is also the need for a safe house for abused women, as at the time of the interview, a day care centre was being utilised as a safe house. The Association is hoping that the Government would assist with the land for the safe house. The organisation has noted that there has been an upsurge of violence with a culture of violence being inculcated with the emergence of gang violence. There are also a lot of children with electronic games, many of which are violent in nature in addition to the fact that there are poor conflict resolution skills among persons in society.

Challenges faced by the organisation include funding, stigma and discrimination. There is not sufficient active participation by the membership and the general population. Financial resources of the Association though limited are obtained from fundraising activities and by imploring the assistance of agencies and businesses. The Association from time to time does seek funding support from the Government.

However, the Association is also not afforded with the recognition that it should receive given the fact that mental health is linked to a range of social issues. The Association, which at the time of the interview was trying to formalise the development of a national Mental Health Plan, collaborates with the Mental Health Department, the Ministry of Health, PAHO, the World Mental Health Federation and the Caribbean Mental Federation.

Office of the National AIDS Coordinator

The office of the National AIDS Coordinator officially began operations in 1989 and promotes the awareness and education of HIV/AIDS. PLWHA can access medication from the Organisation and also receive counselling on a voluntary basis as there are eight trained counsellors. Testing is also done through the office of the Coordinator.

It is the view of the organisation that the lifestyle of the population is what is contributing to the spread of the virus. The Organisation has distributed some 12,000 condoms per year and the numbers being distributed has been on the increase. The Organisation has welcomed the

fact that several Churches have got on board with the initiatives being mounted by the organisation, including the Methodists, Anglicans, and Seventh Day Adventists.

Between 1988 and 2008, there were thirty-five recorded cases. Of these, fourteen have died, five are being supplied with medication through the Coordinator while the remainder have gone abroad for treatment and care. There are some of the remainder though whose whereabouts are not known.

Persons living with HIV/AIDS in Anguilla are faced with the problem of lack of confidentiality which usually deters persons from seeking treatment. Some persons also have to go to St Maarten to get tested for viral level and CD 4 count. The Government of Anguilla pays the transportation cost as well as the cost of the tests. The results of the tests however, are handled by a general practitioner which arrangement affords the maintenance of some level of anonymity.

One challenge faced by the organisation is the lack of formal or informal information on the numbers of gay persons or transactional sex workers in Anguilla: this prevents any targeting at these high risk groups. The Coordinator however does a weekly article to sensitise the public on various aspects of HIV/AIDS. They also receive the “Free Forum” which is a newsletter for gay persons which is distributed in the community.

The organisation is also constrained by a lack of adequate human resources and it for this reason that it rates itself as an 8 on a scale of 1 to 10, 1 being the lowest and 10 the highest.

In addition to its budgetary allocation of \$85,000 annually from the Government, the organisation is funded from persons within the community in addition to the business sector. In the past, financial support has been provided by the Department for International Development of the United Kingdom (DFID). Technical assistance and training have also been received from RANCAP and DFID.

5.2.3 LABOUR DEPARTMENT

The Labour Department is one of the key regulatory agencies of Anguilla. It operates under the Labour Department Act, and has oversight of industrial relations matters, occupational health, labour inspection and the observance of ILO Conventions. The Department was in the process of developing a new Labour Code which was expected to include provisions for severance payments, compassionate leave, safety and health, maternity leave and sexual harassment.³

³ The Permanent Secretary referred to some of the provisions of the Draft Code in October 2009. See <http://www.anguillaexpress.com/?p=914>

There are no major active labour unions on the island: it is not part of the culture of the country as yet. This is attributed to the high level of individualism in the society. Thus, there are no formal industrial agreements. The Department mediates disputes between employers and employees.

The industrial relations climate has been generally quiet, and there have been no strikes as such, among the domestic labour force. However, Indian workers that were brought in for a large hotel project did strike against their working conditions. The Department had to step in: workers were being housed in containers.

With three large projects in the offing, a total of about 1500 additional workers will be needed in Anguilla, when they become operational. In the absence of a formal planning framework, there is the risk that the country could lose control over the pace of development and, thus in the management of labour inflows into the country. There is the issue of assimilation, if workers receive long term contracts, and very importantly, accommodation for workers: rental accommodation is very expensive.

With plans set for 4000 upscale rooms, the influx of labour could be massive, and can result in the marginalisation of the indigenous population. It may be necessary to have memoranda of understanding with investors in respect of the sources from which labour will come. Work Permits are not handled by a Board, but rather by the Office of the Chief Minister.

Given the high level of employment at the time, there were signs of changes taking place in the labour market. Labour shortages had resulted in employers accepting female workers on job-sites in the construction industry. Indeed, traditional barriers were being removed. The Public Service had led the way and there were a number of Departments that were being headed by women.

The task of the Labour Department was to modernise the labour market system of the country, and ensure its orderly development in the face of the likely massive demand for labour.

5.2.4 DEPARTMENT OF PUBLIC ADMINISTRATION

The Department has oversight of matters relative to the staffing of public service of the island. It provides the Secretariat to the Public Service Commission which is responsible for the appointment, promotion and placement of public servants in the country.

One of the difficulties facing the public service is the shortage of suitable personnel in many areas. In the lower paying jobs, the Public Service is fairly competitive with the private sector. However, in the higher echelons, it has been difficult to attract and retain personnel. There has been a high level of attrition at the top.

There was once the policy that only nationals should be employed in such fields as the Immigration, Customs and the Police. However, the rapid expansion of the economy and the consequential demand for expansion of the public service has forced the relaxation of this provision.

With the coming of large hotels, the problem could get worse, with fewer Anguillians willing to view the public service as a likely career path. The Government has sponsored a number of people on scholarships – as many as 38 persons are enrolled in programmes of the University of the West Indies. Through the Distance Education and Open University Programmes, a number of Anguillians have been able to secure tertiary education.

The Department is responsible for the training policy of the Government and has a rolling plan in place to address the areas of shortage in the public service. In addition to organising the planning of training, the Department has to take account of succession planning too.

There are some 1299 positions in the public service and about 981 of these are filled. There has been need to challenge the mind-set of a number of Anguillians since with easy access to employment, there is the sentiment, that there is no need to seek further training to advance in the public service. There is need for a general upgrading in the public service, and for ending the laid-back tradition that characterises work in this area. The Department is seeking to inculcate a more business-like approach to administration.

5.2.5 DEPARTMENT OF LIBRARY SERVICES

At the time of the interview, the Department of Library Services was in operation for more than 36 years. Previously the Department came under the Ministry of Education but is now independent of the Ministry of Education. The mission statement of Department of Library Services is:

To provide contemporary, comprehensive and integrated library, archives and information services relevant to the social, cultural, educational, business and informational needs of the community.

Services offered by the Department include provision for:

- Books and Periodicals for home use;
- Reference, Research and Information Services;
- Use of Information Communication Technology;
- Special Collections: Caribbean, National Heritage, Don Mitchell's Collection;
- Audio-Visual material for group use;
- Rotating boxes of books for primary school classrooms;
- Exhibitions to mark national, regional and global events;
- Photocopying services;
- Community bulletin boards: print and electronic;
- Internet Access (Hot Spot) \$5.00 E.C per half hour ; and
- Quarterly newsletter, 'Library Lingo', and other publications

The Department also works closely with the Schools as well as the Blowing Point Youth Centre. Main clients of the Department include students at the primary and secondary level as well as members of the expatriate community.

On the island, there are no organised libraries within the Public Sector. The organisation is entirely funded by the Government. However, additional sources of income are obtained through the conduct of a Summer Programme for children which was established by the community and friends of the Library.

Staffing includes 16 established positions in addition to support staff (Security, Cleaning and Grounds Personnel).

On a scale of 1 to 5, 1 being the lowest and 5 being the highest, the organisation rates itself as a 3, as they feel that there is room for improvement. The Department has noted that there are deserving persons who are currently not being served.

5.2.6 DEPARTMENT OF INFORMATION TECHNOLOGY AND E-GOVERNMENT SERVICES

The Technology Unit was established in the Ministry of Finance in the 1990s, with the objective of developing and managing an appropriate information system consistent with the needs of the Government of Anguilla. This Unit was transformed into the Department of Information Technology and E-Government Services in 2001, and was placed in the Ministry of Infrastructure, Communications, Housing, Agriculture and Fisheries in 2007.

Its prime responsibilities include:

- Reviewing and implementing Government’s Information Systems Strategy;
- Procuring hardware and assisting in acquiring and applying software in Government;
- Systems Management in Government;
- Maintenance of Government website;
- Provision of training in IT within Government.

The Department has helped some of the key agencies like the Treasury and the Inland Revenue Department to upgrade their operations. Higher efficiency in these organisations augurs well for the country, and surely in its fiscal operations, which indirectly impacts on the poorer people of the country.

While the Department is not directly involved in poverty reduction, it has encouraged the use of computers in the school system and promoted computer literacy among both teachers and students. There is a ratio of about one computer for 10 to 12 students. The higher the level of computer literacy of the community, the more adaptable it is to the requirements of the 21st century.

5.3 TRADE UNIONISM

5.3.1 TEACHERS UNION

The primary purpose of the Teachers Union is to provide representation to teachers. The Union bargains on behalf of teachers at both public and private schools. The maximum number of members of the Union once stood at 201, however at the time of the interview membership stood at 186.

Some of the support services provided by the Union include professional development opportunities, a travel and wellness programme, conference cruises as well as a discount scheme.

The Union is financed through membership dues which is \$20 per month. Additional sources of funding come from monies obtained through the conduct of Workshops as well as the hosting of events. There are no full time paid staff members as the work of the union is a voluntary effort and all positions within the union are elected.

Representatives of the Union serve on a number of Government committees such as the Educational Advisory Board, the Student Finance Board, and the Caribbean Examination Council. The Union has a good working relationship with the Government

The organisation rates itself as 4/5, on a scale of 1 to 5, 1 being the lowest and 5 the highest. The Union is of the view that there is a need for an improved relationship between members and the management team.

BOX 5.1: ANGUILLA HOTEL AND ALLIED WORKERS UNION

The Union was formed approximately nine months before hurricane Luis. At the time of the interview however, the Union was not fully operational and membership stood at 59. This may have been in part due to the fact that workers felt that the labour environment in Anguilla is not conducive to unions in the private sector.

The Union has however pledged its support for the revision of the Labour Code since there was none currently in place. There existed a Committee to look into the challenges faced by the industry but this Committee has not been functioning for quite some time. Yet another Committee was put in place to address the revision of the minimum wage with the developments undertaken being dependent on the findings of the most recent Country Poverty Assessment.

Members of the Union are oftentimes frustrated because of an absence of dialogue with the powers that be relating to the cost of living and wages. Another source of frustration has been the open door importation of labour force for construction work in areas where more local labour might have been used.

A challenge being faced by local workers has been the influx of foreign labour. Migrant workers usually work for much lower salaries and in poor working conditions making it quite difficult and in some cases impossible to demand higher wages and improved working conditions. Local workers in the tourism industry are also not given recognition in terms of their value and this affects their morale.

Transportation is a challenge for workers in the sector with workers having to work after daylight hours. There are two public bus services on the island which results in almost everyone being forced to have their own transport. At Cap Juluca for example transportation is provided for some of its workers. A bus service is provided with one trip in the morning, two in the afternoon and one at night. It is not known what obtains at the other hotels.

Workers are also challenged by the fact that they have more than one job and still experience financial burden. To treat with this the union has suggested the implementation of price controls. Social problems also arise when parents have to be absent from the home for extended periods of time to be able to hold more than one job to make ends meet. At the time of the interview, the Community College had been implementing training programmes related to the sector but there has been some constraints related to this.

In sum, Anguilla has built the institutional base for the development of its human resources. There is universal access to primary and secondary education, and there is an incipient structure to provide for tertiary education and training within the island state. However, under conditions of over full employment, there may be some emerging decline in commitment to highest educational and training ideals, as the rules relating to labour market and work-permits give preference to locals over non-nationals. The guarantee of employment in the public service has not been conducive to high productivity and performance, nor to a quest to upgrading through education and training.

Meanwhile, while an active Labour Department ensured that workers could be protected from gross abuse by employers, the high demand of labour had resulted in such a massive influx, that this is what disciplined labour relations, especially between domestic labour and employers. It is likely that local labour in the absence of strong trade unions, needed to exercise their right to multiple jobs to make ends meet rather than seeking higher incomes in one job.

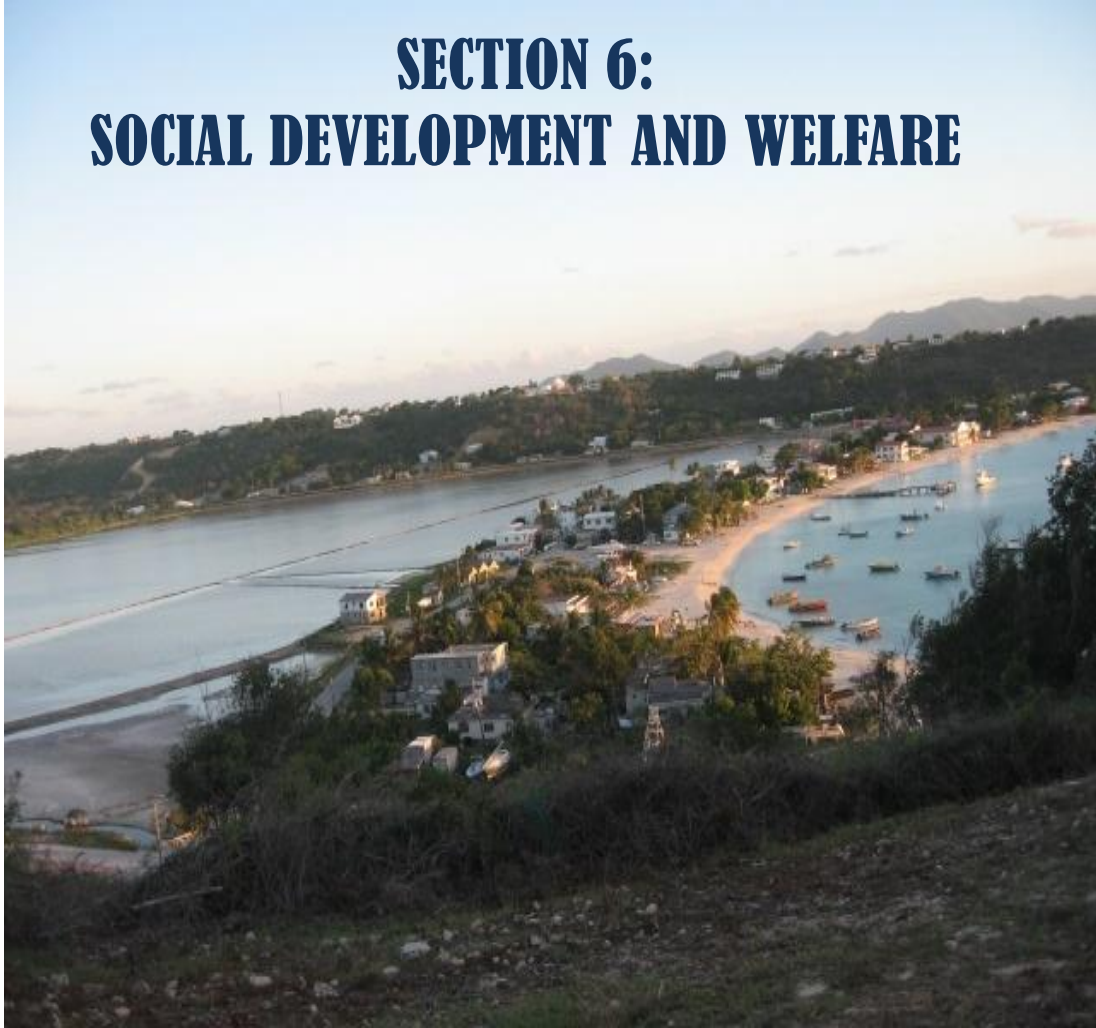
There are signs of a segmentation of the labour market into a public service that holds out certain guarantees, especially to workers at the lower end, and reasonable pay to those at the higher end, and a private sector that pays excellent incomes to those at the higher level, but very low wages to those at the lower end, with wages at this lower level disciplined by the inflow of workers from abroad. In the absence of effective trade unions and in the context of a lack of a tradition of a labouring class in what was a semi-subsistence economy, the ethos of trade unionism is a relatively recent phenomenon in Anguilla.

In the area health care, there is universal access to primary and secondary care, but there was evidence of some challenge as the country adjusted to new rules and procedures with the coming into being of a Health Authority, committed to the use of some level of user charges in the provision of services.

TABLE 5.1: HUMAN RESOURCE DEVELOPMENT - ASSESSMENT OF INSTITUTIONAL EFFICACY

NO.	NAME OF ORGANISATION	PRIMARY FOCUS	KEY ACTIONS FOR IMPROVING QUALITY OF LIVES FOR ANGUILLIANS	SCORE
1.	Ministry of Education	Developmental and Regulatory	Provides education at the primary and secondary level and regulates the pre-primary sector.	3
2.	Anguilla Community College	Developmental	Offers training programmes related to the hospitality sector in addition to technical subjects.	3
3.	Health Authority	Preventative, Supportive and Remedial	Provides primary and secondary health care services; offers some level of assistance for accessing services at the tertiary level; mounted public campaigns to promote physical activity.	3
4.	Western Health Division	Preventative, Supportive and Remedial	Has responsibility for the delivery of primary health care and the community nursing service.	3
5.	Anguilla Mental Health Association	Supportive	Advocates on behalf of members of the population with mental health problems.	3.5
6.	Office of the National AIDS Coordinator	Preventative and Supportive	Seeks to educate and promote the awareness of the population on HIV/AIDS; offers testing, medication and counselling.	3
7.	Labour Department	Regulatory	Guided by the Labour Department Act in the conduct of its work which includes oversight of industrial relations matters, occupational health, labour inspection and ensuring adherence to ILO Conventions.	3
8.	Department of Public Administration	Developmental and Regulatory	Seeks to address matters relating to the staffing of the public service of the island.	3
9.	Department of Library Services	Developmental	Seeks to ensure the provision of information services to the population.	3.5
10.	Department of Information Technology and E-Government Services	Developmental	Provides appropriate information technology systems to the Government which entails review, procurement, management, maintenance and training related to the use of technology systems.	3
11.	Teachers Union	Developmental and Supportive	Bargains and advocates for the rights of teachers both at public and private schools.	3
12.	Anguilla Hotel and Allied Workers Union	Developmental and Supportive	Advocates for the rights of workers in the Sector.	2.5

SECTION 6: SOCIAL DEVELOPMENT AND WELFARE



6.1 INTRODUCTION

In the last two decades of the 20th century most of the countries of the Caribbean attempted to make a shift in the pro-poor systems that were developed and evolved following the Second World War. The Moyne Commission Report was highly influential, and was the source for the structured interventions undertaken by Governments of the period. Most established official Social Welfare Departments then, committed to implementing so called Poor Relief Programmes. By the early 1980s, as interest in poverty reduction was renewed, a shift took place with Departments being reconfigured to focus on creating possibilities for development and transformation of the lives of poorer people by building on whatever resources they had, or in empowering and improving their capacity to undertake initiatives to raise themselves out of poverty.

Anguilla has not remained untouched by these developments in approaches to poverty mitigation. The fact that two poverty studies could be conducted within a decade of one another suggests a commitment on the part of the Government to seek to get at the root causes of poverty. There are a number of agencies within Government as well as in the NGO sector involved in the process.

6.2 DEPARTMENT OF SOCIAL DEVELOPMENT

The Department is responsible for administering a range of social assistance programmes of the Government. These include:

- Public assistance - \$400 per month: there are about 170 persons benefitting from this programme;
- Food vouchers to persons who are destitute: unemployed or seasonal workers may receive such support;
- Medical assistance: the Department conducts the assessment to determine which persons should qualify for exemption of payment for medical services;
- Dialysis assistance: support: those requiring treatment are assisted to go to Puerto Rico, St. Marten or Barbados;
- Persons with mental health problems: both their medical needs and their living expenses are addressed;
- Exemptions for payment of water rates: the Department determines eligibility;
- Assistance with school books for children in foster care or with destitute parents;
- Assistance to foster-parents in the sum of \$400 per child.

On the occasion of World Food Day, the Department works in partnership with the Department of Agriculture in distributing food baskets to persons in need.

The Department is also involved in a Continuing Education Programme for teenage mothers. One gap in its programme that needs to be filled is the enhancement of the relationship between fathers and sons.

There is a host of areas in Family and Social Services in which the Department has responsibilities. It oversees child maintenance, ensuring that parents (usually fathers) make the required payment for the upkeep of their children. The protection of children who are victims of neglect or of abuse falls under the Department. It is also involved in arrangement for foster care and adoption.

Its work includes counselling, mediation and management of conflict and prevention of domestic violence. Unfortunately, there are no shelters in Anguilla, or safe houses for victims of abuse. Through the Department, citizens may secure access to legal aid. A retired lawyer is available to provide advice.

The Department has oversight of the Senior Citizens' Home of the Government. There is also a private home and there is subvention made to it by the Government.

In respect of social development, the Department runs an annual summer programme for children.

Some of the major challenges and gaps in the system of social services delivery include:

- The absence of a children's home for children in need of protection: once children become teenagers, it become difficult to place them with foster-parents;
- Services to persons in need of dialysis;
- High and growing incidence of diabetes;
- Care of the elderly;
- Absence of a Family Court: family matters are dealt with in the Magistrate's Court, which lacks the capability for dealing with problems.

6.3 DEPARTMENT OF GENDER AFFAIRS

The Department is within the Chief Minister's Office. It was previously the Department of Women's Affairs. The Department had been in operation for six years at the time of the interview. The National Council of Women is an important partner of the Department. It works closely with Women's Groups, and, in that regard, has sought to have all groups registered with the Department, including those that are part of the faith-based organisation.

Anguilla is covered by the Conventions signed by the Government of the United Kingdom, and in such areas as Human Rights and Civil and Political Rights, there is need to ensure that conditions on the island conform with what is required by these conventions.

The Department promotes the opening of training opportunities for women in areas from which they were excluded in the past. One of its important functions is in the area of capacity building among women's groups. The Department has been able to draw on support from regional agencies. HIV/AIDS has been an important area of focus for the Department, and in that regard, it has worked closely with the National AIDS Programme.

While most of its funding comes from the Government, it does enjoy support, material and moral, from the domestic private sector as well as from NGO Sector. There is no specialisation among the staff, who are allocated to specific tasks at hand.

The nature of development followed by the country does have, and will have gender implications, in the years ahead. In addition to the range of Caribbean nationals living in the country, there is a growing number of Indians and Chinese too, some of whom are having children being born to them in Anguilla. Thus, there is the influence of other cultures to contend with, in a situation in which Anguillians might become a minority of the resident population.

This is a matter that is being addressed in the new Constitution for Anguilla.

6.4 DEPARTMENT OF CULTURE

The Department is seeking to build the culture industry through the promotion of cultural expression. However, there was a lack of clear policy regarding culture at the time of the interview, and there was no specific focus on culture on the part of the political directorate. At most, the manifesto of the party then in power made reference to the intangible cultural heritage of the country. The Department was in the process of securing the services of a Consultant to develop a policy for culture.

The Department of Culture engages in resource mobilisation for cultural groups. The Department works also with several calypso organisations. In the more recent past, it was involved in the preparation of groups for participation in CARIFESTA.

One of the challenges of the country is the fact that the history of Anguilla is not part of the curriculum of the school system. Thus, the majority of people experience a socialisation process devoid of any understanding of their heritage. The Department of Culture does collaborative work with the Department of Tourism.

6.5 DEPARTMENT OF YOUTH

The Department of Youth has been in operation since 2007 and works closely with youth groups, as well as with NGOs and government agencies involved with youth. One of the successful initiatives of the Department of Youth has been the Blowing Point Initiative which is to be replicated with other communities.

A Youth Development Centre was established at Blowing Point and this has facilitated the organisation of youth in a home-work centre and in other activity to harness the potential of young people of the area. The work at Blowing Point had addressed alcohol abuse, and use of marijuana and serious drugs by youth in the area. There was need to mount a similar programme in the East End of the island.

There is also the Job-link Programme which was launched in September, 2007 to deal with marginalised youth where job placement for youth out of prison on probation is facilitated by the Department. Training is also provided for such youth. At the time of the Interview, a Youth Ambassador programme was also to be implemented and a National Youth Council was being formed. A forum on Constitutional Reform has been put on for young persons. The work of the organisation is financed by the Government.

The Department of Youth has collaborated with Library Services, Social Development, and the Department of Education in the past and hopes to partner with the Department of Education and Labour as well as Social Welfare. There is need for rehabilitative facilities on the island, to treat with young people with difficulties.

6.6 DEPARTMENT OF SPORTS AND RECREATION

The Department is based within the Ministry of Education. However, at the time of the interview, some of the resources available to the Department had come from the Stanford Group in Antigua. Thus, 20 professional cricketers have been available to the Department to be deployed in coaching visits to schools.

The Department had in its direct employment four full-time coaches, and they provided service in the areas of Basket-ball, Netball, Cricket, Athletics and Table Tennis. There was need for more coaches to handle about ten disciplines.

Because of the political status of the island, participation in the Olympics involves an athlete running for United Kingdom. There have been cases of young people involved in County Cricket in the UK and there are also cricketers who have participated in the Leeward Islands team.

The Department was beginning to see the benefits of the coaching programme which started in the 1990s. The programme has worked well in the schools and there are annual school events with secondary and primary school competitions, at which talent is identified for better nurturing. Competitions are well managed even with deficient facilities.

In addition to the support that has been got from the Stanford Group, there has been help from the Commonwealth Games Federation, and a donation had come from India to prepare the athletes for the 2010 Games.

There have been constraints in respect of facilities. There is stadium being built. The Department is now seeking to get playing fields: these are badly needed. Lands have been acquired in Blowing Point with 17 acres to be devoted to an athletic track.

The Department is sensitive to the needs of the more mature population and in the development of facilities, attention will need to be given to their special needs. For example, hard court surfaces are not ideal for the knees of more mature or elderly members of the public.

In terms of the institutional structures, there is a relative absence of club structure. Moreover, any slowing of economic activity actually results in fewer persons being around to participate in clubs, and groups, and thus, teams engaging in competition.

The island benefitted tremendously from the presence of an Australian who demonstrated charismatic leadership in the promotion of wellness and fitness. Many Anguillians were encouraged to create their personal fitness diary, which allowed them to monitor themselves in getting fit and staying well.

There was clearly a domino effect with some members of the Cabinet coming out and the personnel in the banks and in the hotels getting involved. The Department was able, in that context, to mount the slogan of “Sports for All.”

Anguilla participates in the Organisation of Caribbean Administrators of Sports and Physical Education.

6.7 SOCIAL SECURITY

The Social Security Board was established to provide the standard benefits of social security offered across the region. It has been in operation since 1982. The country did benefit from assistance from the International Labour Office. The system that was adopted did borrow from the British Virgin Islands but with care to avoid some of the mistakes that were made

there. For example, the retirement age was set higher, with the analysts having looked at other systems in St. Kitts, Antigua and Barbados.

The system offers protection in respect of sickness and maternity benefits, and age and invalidity benefits. There is a funeral grant and a survivor's grant. The Board is responsible for the payment of non-contributory pensions as well, for persons 68 years of age and older: there is a means test for qualification for this benefit which was \$420 per month in 2008. About 150 persons were benefitting from this provision then.

The Social Security System has grown in Anguilla and is sensitive to the changing demographics of the society. The anticipated ageing of the population is projected. Income should exceed outgoings. There is a high penetration rate. Care has been taken in introducing any new benefits. While thought has been given to the introduction of unemployment insurance, no action had been taken in this regard up to 2008. There were between 6000 and 7000 workers covered by the scheme.

The Board has utilised the services of fund managers in an attempt to ensure it maximises returns and manages risks of the pension funds and its accumulated assets, the better to meet its liabilities to the insured population of Anguilla. Reserves have grown over the years, and although there have been some fluctuations, investment income was growing. The Board was committed to ensuring that investment income would rise faster than contribution income.

Over the years, the Board had made contributions in a number of fields including in Sports, Education and Health. By and large, it has discharged its responsibility in respect of social protection and poverty alleviation and has sought to maintain sustainability of its programmes. In the triennial actuarial reviews, its programme has been found to be robust.

6.8 BLOWING POINT YOUTH DEVELOPMENT CENTRE (BPYDC)

The Blowing Point Youth Development Centre has been in existence since 2007 and was born out of a need for a central meeting place for youths in the area. There was no central location for youth. The establishment of the centre has been a major contributor to development in the community and to its youth in particular. This is only such centre in Anguilla.

There are about 54 registered young people, and about 30 come to the centre regularly. The centre offers the opportunity for them to engage in positive pursuits that they decide for themselves. Both boys and girls frequent the Centre, but the boys are more regular in attendance. It seems that more of the girls go to private lessons.

It is known that some of the youth in the area are into drug use. Some are still in school, and their succumbing to drug use impacts school performance.

The promoters of the Centre had a vision of a community where all children and young persons are afforded the opportunity to be equipped to reach their full potential. The Centre is expected to curb the tendency to the formation of gangs.

At its earliest conception, it was recognised that there was need for a homework centre. Thus, through the Centre, it was arranged for young people of the area to receive tutoring in core subject areas, from volunteers. The Centre has been able to rely on about 11 volunteers, although about 37 are required, given the courses being offered.

At the Centre, the developmental skills of youth are enhanced and they are also assisted with homework assignments. Older youth are facilitated in certifying themselves academically in their field of choice.

The Centre has continued its outreach in the community through the conduct of a Summer Youth Programme in 2009 where the focus was on Reading, Arts & Craft and Culture. It is anticipated that this Programmes would be an annual event.

The work of the BPYDC is undertaken by volunteers from the community as well as other personnel, who facilitate the daily classes it provides. There is a Centre Manager for the Centre. There is an ongoing collaboration with the Department of Youth and Culture. A member of the Department of Youth and Culture is always in attendance at monthly Board Meetings with the Department being updated on new events, plans and programmes.

The Centre receives funding from several businesses as well as individuals in Anguilla for specific projects in addition to the general up-keep of the Centre. Several utilities are also provided to the Centre at subsidised rates. These include a reduced price in telephone and internet service. At least half of its funding comes from the Government.

6.9 ANGUILLA NATIONAL YOUTH COUNCIL

The National Youth Council caters for young people between the ages of 13 and 30 years of age. The Council has had its peaks and troughs in terms of activity. It had been dormant for some ten years, but was revived three years before and has become vibrant again. There are about 33 groups affiliated to the Council.

One of the challenges in the operation of groups on the island is the fluidity of membership. Many members are at the stage of their lives when the requirements of study or work might

take them abroad. This affects the Council as well as the individual groups. Attendance at meetings might show considerable fluctuations. More of the young women tend to participate in the work of the Council than young men.

The major concerns of young people on the island relate to the availability of land, gang related violence and crime, teenage pregnancy, and access to further education. A number of males are getting into gangs and are inspired by the Cryps and Bloods in the United States. There are no girl gangs. On the other hand, there is the problem of teenage pregnancy among girls, and it may even be fashionable to get pregnant as a teenager.

The Council works closely with the Department of Youth. The Council collaborates also in the CARICOM Youth Ambassador Programme.

In recent times, the Council has encouraged collaboration with other organisations like the Environmental Club in respect of beach clean ups, and the Blowing Point Youth Centre in the mounting of interactive sessions, and in volunteering teaching time with other youth.

It has promoted programmes for upgrading youth with useful social skills through workshops in project proposal writing and position paper writing. It has held sessions to encourage young people to participate in the review of the Constitution and in governance issues, with a Queen’s Counsel being the resource personnel for such sessions. The Council has also sought to honour those involved in sport and has sponsored Youngest Awardee Award as part of the National Sports Award.

Generally, the Council has worked to uplift the youth of Anguilla and to cultivate commitment to self-development in the face of the negatives that bombard youth including through the electronic media.

6.10 WOMEN’S LEAGUE OF ANGUILLA

The Women’s League of Anguilla which was born out of the Methodist Church of the Caribbean and America, engages in a number of out-reach projects. The activities of the Women’s League are far and wide. Activities include visits to the sick and shut-ins in different communities, and to Her Majesty’s Prison. The League undertakes various fundraising concerts and church programmes. Prayer meetings and Bible studies are also facilitated by the League. Other activities include craft work and health talks related to cancer and chronic diseases. The League also assists the community by distributing food baskets at Christmas time.

The organisation is financed through the Church as well as from donations from volunteers. Additional sources of income for needed resources are obtained through fund raising activities.

The clientele of the League includes persons from all walks of life and of all ages. The criteria used in the selection of those to be served are varied. The League feels that several elderly persons are in need of being served but are not currently being served.

The Women's League of Anguilla collaborates with the National Council of Women and rates itself on a scale of 1 to 5, with 1 being the lowest and 4 being the highest, as a 4. It is of the view that its operations can be improved if they received adequate financial resources.

6.11 METHODIST CHURCH OF ANGUILLA

The Methodist Church of Anguilla has been in existence since 1813 and the primary purpose of the organisation is to comfort its membership and to spread the word. The church has been losing some of its membership to younger churches such as the Pentecostal, Anglican and Roman Catholic Churches.

At the time of the interview, there were 2 Ministers to serve the island and the congregation, which is spread across 6 communities, was approximately 1500 confirmed members. There are also a few Supernumerary Ministers and a large number of Lay Preachers who assist in the work of the church. There is a large number who congregate, some of whom come regularly but are not yet confirmed.

Programmes offered by the Church have a four fold thrust, namely - Education, Moral and Spiritual, Social Relationships and Physical. Programmes offered by the church are inspired by Luke 2:52.

The Church is also involved in a remedial programme for students at primary level: where reading and numeracy are focused on in preparation for entry into Secondary School. Regular visits are also made to the primary school mainly on a Friday, and when invited, visits are also made to the Secondary School. Regular weekly visits are also made to the Prison as well as the Hospital and nursing homes.

The Methodist Church has a Women's League which comprises of members mainly over 50 years and a Women's Association with members who are usually under 50 years, but over 30 years. There is also a Men's Fellowship in the Church as well as a Children's Choir which assists with social development.

The Church was involved in pre-school work with 3 pre-schools at the time of interview. Total enrolment was about 75-89 students. The Methodist Church of Anguilla was the first to start education before the end of slavery.

Within the Church, there are committees which develop programmes for different groups within the congregation. Some of the programmes undertaken by the Church include Home and Family Week, Youth Week and Summer Fest.

The Church collaborates with Boys Brigade, Girls Brigade, Youth and is financed through donations from the flock. At the time of the interview, the Church was not in receipt of any grants. However, supplemental financing is obtained through fundraising efforts.

6.12 CHURCH OF GOD- HOLINESS

There is a Compassion/Friendship Committee of the Church which seeks to meet certain needs of persons within the congregation as well as in the community of the Valley. The Committee assists in cases of medical emergency where persons cannot afford medical treatment. Persons in need are also given food baskets. For some however, this may continue for a limited time until their situation improves. There have also been cases where persons are assisted with their rent payment as rental accommodation in Anguilla has skyrocketed within recent times. This facility however is mainly offered to females and Caribbean expatriates.

Spiritual and moral support is also offered. The Committee has reported a growing incidence of marital crises as certain situations have impacted negatively on marriages. Marital counselling is undertaken where partners are met in closed sessions. Cases that are more complex in nature however are referred to the Hughes Medical Centre - Daniel Counselling Centre - where there are professional counsellors.

The Committee has been faced with challenges of a societal nature. They noted that there exist *role models* who send the wrong message to young persons. There is also the breakdown of the family with members suffering from neglect and emotional and physical abuse. Due to the high price of rental accommodation, families are living in crowded apartments and children and youth are exposed to situations that they ought not to be exposed to. Furthermore, children are oftentimes left unattended as parents have to work at two or three jobs. This leaves children vulnerable to undesirables.

Young people, in particular, many young men are angry. It is felt that this anger is channeled towards their fathers. The Committee feels that academically boys are underperforming and this is as a direct result of an education system that they believe is

pro-female. It has also been noticed that young people are not going to Church and that sexual activity among them is high in spite of knowledge of the presence of HIV/AIDS.

The Committee has noticed that there is a shortage of structured positive activities for young people and noted that there are some gaps in the services they provide and these include services for abused children in addition to children in incestuous relations.

6.13 ARIJAH CHILDREN'S FOUNDATION

The Arijah Children's Foundation, a non-profit foundation, has been in operation since 2006 with the primary purpose of assisting parents with children with disabilities. At the time of the interview, however, pre-school children with disabilities were not being assisted, and the Foundation has sought to fill this gap. The Foundation has a long term vision to support all persons with disabilities.

The Foundation assists those persons with disabilities by:

providing access to special education and therapy programmes and equipment at a community-based childcare and development centre where childhood can blossom and capacities and skills are awakened, nurtured, and strengthened.

The work of the Foundation is conducted by a volunteer. The Foundation has received support from the Government for land acquisition and there is hope that the Government would also offer assistance for a building. The work of the Foundation is financed through regular fundraising activities and the private sector also provides some funding. The Rotaract has provided some funding and the Red Cross have also agreed to help.

One of the challenges faced by the organisation is making contact and reaching out to parents with children who have disabilities. Some parents choose not to accept that their child has a disability. There is also the matter of some children of high school age who are not receiving assistance.

6.14 SOROPTIMIST INTERNATIONAL OF ANGUILLA

The Soroptimists have been operational in Anguilla since 1981 with the primary purpose of supporting children in difficult circumstances in Anguilla.

The vision of the Soroptimists of Anguilla is set by Soroptimist International, and is to create:

a vibrant, dynamic organisation for today's professional and business women. They are committed to a world where women and girls together achieve their individual and collective potential, realise aspirations and have an equal voice in creating strong, peaceful communities worldwide.

The mission of the Soroptimists is

to inspire action and create opportunities to transform the lives of women and girls through a global network of members and international partnerships.

There has been a mushrooming of day care centres on the island, and the Soroptimists also operate a day care centre. Regulars are charged EC\$ 300 per month while the daily rate is EC\$25. At the time of the interview, there were about 15-20 regular children at the day care centre with about 2 or 3 parents not being able to pay. At the time of the interview, the Government was drafting the Day Care Act, with 99 percent of what is required already in place.

The organisation has assisted 25 persons to obtain mammograms. There are also out-reach programmes offered which target the Youth Clubs. Areas covered in these outreach programmes include HIV/AIDS awareness. Assistance has also been given to students at the high school to complete their studies. The Soroptimists of Anguilla also visit the elderly and shut-ins in the community.

The activities of the organisation are financed through fundraising activities. In the past, the Soroptimists were in receipt of a subvention from the Government but this has since been discontinued.

On a scale of 1 to 5, 1 being the lowest and 5 being the highest, the organisation rates itself as 5. The organisation feels that it can improve the work it does through the acquisition of a playground for the children.

6.15 ANGUILLA COMMUNITY FOUNDATION

The Anguilla Community Foundation has been in operation since 1999 and has been offering programmes in the community, focusing on youth as well as geriatric care and health services. The organisation also offers grants to community organisations undertaking relevant projects.

The Foundation raises funds from a number of sources, and in addition to the community based projects, has provided scholarships to a small number of students. Some of its seed funding came from the Social Security Board, but also from the Ford Foundation. It has sought to place funds received in safe investments. It is an all volunteer organisation.

Main clientele includes Scouts, Boys Brigade, Optimists and the Education Department. The selection of clients is handled by the Grants Committee. The selection criterion is normally the number of beneficiaries and thus preference is given to groups with a community focus rather than to individuals.

There are 12 Board members who are all volunteers. The qualifications of key personnel include social development, business, law, education and banking. The organisation is financed through fundraising activities. The work of the Foundation has produced some success stories. The organisation rates the work it does as a 3/4, with 1 being the lowest and 5 being the highest.

6.16 MIRIAM GUMBS SENIOR CITIZENS' HOME

The Home has been in operation since the early 1993, following the establishment of the Princess Alexandra Hospital. It is financed by the Health Authority and through user charges: the standard charge is \$800 per month, but not all pay. The Home has a capacity for 16 people – eight males and eight females. At the time of the interview in 2008, there were nine women and seven men.

Admission is arranged through the Department of Social Development and the Health Authority. There is a long waiting list. Some of the residents have relatives at their homes, but they are unable to manage them.

The Home is managed with a staff of a Nurse and 13 Care Assistants with training in the care of the elderly. There are visits by medical specialists at least once every three months – Psychiatrist and Mental Health Nurse, and Internist. There are organisations that assist the Home through donations and through visits that are made on residents. These are mainly the faith based organisation, and a few others like the Optimist Club.

The residents are taken on visits from time to time and are encouraged to get involved in activity that keeps them as mobile as possible. Most are not able to move around however.

The presence of this facility is complemented by the Health Education Programmes that focus on the Elderly. October is the month of the Elderly, during which public awareness is promoted. On becoming seriously ill, residents may be admitted to the hospital.

6.17 SCOUTS

The Scouts have been operation in Anguilla since 1930 and their primary purpose is the upliftment of youth. Membership at the time of the interview stood at about 200. Main services offered include counselling to young people, training in computation skills, sports, music and leadership.

The running of the organisation is a voluntary effort and there is no prerequisite for volunteering as one only has to be interested. The main clients served by the Scouts are persons from as young as 6 years, to 20 years of age. There are no criteria in the selection of those to be served as anyone can access the services offered.

The organisation is financed from voluntary funds from local sources. Funds are sometimes obtained from the Government, but for special projects. Additional sources of income include monies raised though car washes and dinners as well as other fund raising ventures.

The organisation rates the services it provides on a scale of 1 to 5, with 1 being the lowest and 5 being the highest, as a 4. It is the view that many more persons could be served by the work of the organisation if there were more resources at the disposal of the organisation.

One of the major external challenges facing the organisation is youth violence which has hampered the activities of the Scouts. It has been noticed that even the younger children are aggressive. The work of the organisation can be improved through its expanding operations in the West as well as in Blowing Point.

6.18 ANGUILLA GIRL GUIDES

The Anguilla Girl Guides has been in operation for 77 years and its primary purpose is to be of service to the community. At the time of the interview, there were 120 girls in the organisation. The Anguilla Girl Guides is a branch association of the UK Girl Guiding Association.

Main services provided by the organisation include community service, personal development, moral guidance as well as an international exchange. Homework assistance is also provided. Those served by the work of the Anguilla Girl Guides range in age from 4 years up to 65 years. In the conduct of its work, the Girl Guides of Anguilla collaborates with the Scouts, Soroptimists, Churches, Women's Groups within the Churches and the Ministry of Social Development.

The Anguilla Girl Guides is linked with the UK Girl Guiding Association to provide resources for the provision of an internet café. Access to the internet would allow the girls to interact with others around the world. The Girl Guides Association of Anguilla is to submit proposals related to this effort in Caribbean.

The Guides and Scouts have their own headquarters and this provides a place for meeting for other groups as it is a low cost venue.

The organisation is financed from the UK Association as well as local sources. Additional sources of income include fundraising activities within the community.

At the time of the interview, there were 12 volunteers and on a scale of 1 to 5, 1 being the lowest and 5 the highest, the Girl Guides rated themselves as a 3 ½. The organisation has been faced with the challenge of leadership, as some of the leadership has been static, in spite of the changing environment and times.

The organisation feels that its work can be improved through an inflow and recruitment of members in addition to leadership. It is also felt that the organisation needs to be marketed.

6.19 ANGUILLA GIRLS BRIGADE

The Anguilla Girls Brigade has been in operation in Anguilla for some time now and is affiliated with the Church. It is a inter-denominational organisation but has had its base in the Methodist Church.

Some of the services provided by the Girls Brigade include visits to shut-ins, fundraising concerts, and spiritual guidance to girls in particular. The organisation is mainly financed by the Church.

The organisation rates itself as a 4 based on a scale of 1 to 5, with 5 being the highest and 1 the lowest. The work of the Brigade can be improved through appropriate leadership.

6.20 CUB SCOUTS

The Cub Scouts' primary purpose is to organise youth cubs from 6 to 11 years old and has been engaged in such activities for over 78 years. The purpose of the organisation is fulfilled through outdoor activities, workshops, education in morals and character.

Within the organisation there are 15 Leaders where great diligence is taken in ensuring character among Leaders. Key personnel of the organisation are all volunteers and they were usually members in an earlier period.

The organisation is financed mainly through membership dues and fundraising activities. Sponsorship is also received from the public and private sector where necessary. Funding is secured from the Government only when necessary.

Challenges faced by the organisation include the fact that there is a need for more leaders of good character to come forward. Yet another challenge is the fact that the same people are being approached for finance from various organisations, and this puts a strain on them as they may not be able to provide funds to all who approach them.

The organisation feels that its work can be improved through reaching more young people. However, resources to do so depend on getting volunteers. On a scale of 1 to 5, with 1 being the lowest and 5 the highest, the Cub Scouts rate themselves as a 4 as they are of the view that they are satisfying a need in society. The organisation notes that it has not been deliberate in inviting new members.

6.21 OPTIMIST CLUB AND CUB SCOUT

The Optimist Club has been in operation in Anguilla since 1995 and their main activities include arranging contests and essay competitions, among young people as well as facilitating a Youth Rotaract as well as junior clubs in schools. Assistance is also provided to the elderly from time to time. The organisation also assists in the National HIV/AIDS Awareness Project.

The organisation is financed through membership dues, local sponsorship and fundraising activities, as well as from donations by the general public. The Government does provide support to the organisation, but it is not a major source.

On a scale of 1 to 5, 1 being the lowest and 5 the highest, the organisation rates itself as a 4. Challenges faced by the organisation include the payment of dues as well as the fact that funding tends to be sought from the same pool of persons. The organisation would like to see a Fund established by the Government from which various agencies can be funded.

6.22 SEVENTH DAY ADVENTIST CHURCH PATHFINDERS CLUB

The Seventh Day Adventist Church Pathfinders Club has been existence for more than 36 years and the Seventh Day Adventist Church has been in Anguilla for more than 75 years.

Pathfinders Club works with the Youth and explores ways of channeling the energy of the youth and seeks to realise the holistic development of young persons. The motto of the Club is *the advent message to all the world*.

At the time of the interview, there were twenty-seven members, 15 from the Western Side of the island and 12 from the Eastern Side. Every year before the Club officially starts its work, a membership drive is undertaken to enlist new members. Membership is open to all regardless of religious persuasion. Members of the Pathfinders Club can go anywhere in Anguilla and it has been found that young persons in the Club have been easing tensions between the East and the West.

The activities of the Club are varied as they are geared at the social, physical and mental aspect of persons. Evangelistic drives are undertaken with crusades. The Club visits homes for the elderly, distributes food baskets and undertakes clean-ups at the homes of vulnerable persons. The Club also organises youth and training camps where persons are trained in dealing with difficult situations and there are also social acts where friends are invited to play games and socialise.

Challenges faced by the Club include the fact that young persons in Anguilla get caught up in negative activities. Some young persons want to get involved in the Club but simply cannot come. There is also a challenge in getting committed and devoted leaders to ensure that the work of the Club goes forward. The Club also believes that if parents were more committed that children would become more involved in its activities.

The Club is financed through fundraising activities and also by the Church. The Club rates the work that it does as an 8.5, with 1 being the lowest, and 10 the highest as they see room for improvement. The Club is of the view that its activities are meeting the spiritual as well as ethical goals as the word of God is being spread and they have been keeping young people occupied and keeping them off the streets and out of gangs. However, there are some gaps in service provision related to undertaking work centred on males as well as on the family. Teenage pregnancy also needs to be addressed.

6.23 ANGLICAN YOUNG PEOPLE ASSOCIATION

The Anglican Young People Association is a church based group which is open to persons of any age. However, the range of ages of the current membership is from nine years to 23 years.

All activities of the Association are voluntary. The work of the Association is funded by membership dues as well as fundraising activities in the church such as cake sales for example. Applications for funding are made to the Government only in cases where a large scale project is to be undertaken.

Activities of the Association include counselling and motivational sessions as well as career sessions. There is active participation in church services by members of the Association in addition to voluntary work undertaken in the community such as visiting with the sick, elderly and other vulnerable persons. Food items are also purchased for vulnerable persons in the community and caroling is done to foster unity among communities.

To spread awareness of the work of the Association, the Church Bulletin is utilised and announcements are made in church. At the time of the interview, a website was being developed. The membership of the Association is very consistent and parents are quite supportive of the work being undertaken by the Association.

The Association rates itself as a 6 on a scale of 1 to 10, 1 being the lowest and 10 the highest. It was noted that this rating took into account that some of the membership goes to school and at times attendance in activities of the Association can fluctuate. Challenges faced by the Association include the need for older members who would counsel younger members. There is need for a new location. The Association is of the view that it needs to be located in the Eastern side of the island given that most of the younger members live in The Valley where the Association is currently located.

Other challenges include the increase in criminal activity on the island which is viewed by the Association as an emulation of what is being seen in the United States. Peer pressure is also seen as a challenge.

Gaps in service provision include the need to offer services treating with familial problems, peer counselling and mentoring programmes. Collaborative work is undertaken with the Church, as well as other youth groups on the island.

6.24 DOMINICAN NATIONAL ASSOCIATION

The Association seeks to provide an umbrella organisation for activities organised by nationals of Dominica resident in Anguilla. It has operated intermittently for the last 20 years and tends to be most active around the celebration of Independence Day of Dominica. By and large, it seeks to keep the culture of Dominica alive among residents from that country, including through the dances that are hosted. There is collaboration with other

Caribbean organisations, and especially with the Associations of St. Vincent and the Grenadines, and of Guyana.

Children from Dominica have tended to fit in well in Anguillian society. However, there is some discrimination that Dominicans have to face in Anguilla, and there are grumbles from locals about jobs being taken by Caribbean nationals and others from the rest of the world.

Another critical issue is the labour market. In recent times, there has been contraction of the economy. The most immediate evidence has been in the departure of construction workers: these latter are not allowed to bring their families, but many of them form liaisons with local women and may even have children with them. Invariably, on returning to Dominica, men seldom take their Anguillian-born children back home with them.

As they and others like them go back home, Anguillians have become painfully aware of the impact on their own situation. Many have had tenants who are non-nationals and on the departure of the latter, they are faced with vacancies of their properties.

Whatever the status of the women left behind, children have to be schooled, and in recent times, Anguilla has seen some overcrowding of its schools.

6.25 ASSOCIATION DE DOMINICANOS

The association has been formed as a Friendly Society and brings together some 85 members. It seeks to promote the process of assimilation of nationals of the Dominican Republic in Anguilla and also to build a better image of the society compared to what obtains at present. The former objective is served in the teaching of the English Language, and the latter, through the dialogue and discussions held within the group as to appropriate behaviours.

The community has been stigmatised as comprised of people who are drunkards among the men and prostitutes among the women. However, there are many Dominicanos who are qualified professionals among the immigrants, even though they may have difficulty securing employment relative to their training and education and have to settle for lower level employment. The activities in which they engage are small business, hairdressing, sewing and dress-making, and among the men, the construction trades or as labourers.

Some of the children have had difficulty fitting into the school system and feel a sense of discrimination there as well. Some drop out or skip classes in their schools. There is clearly a case for considering their special needs.

Dominicanos who are the offspring of Anguillians who went to the Dominican Republic in the 20th century, on coming 'home' to Anguilla, effectively trade one kind of discrimination for another. In the Dominican Republic, being darker or black as a result of their Anguillian parentage, they would have faced colour discrimination. On coming to Anguilla, they face the general discrimination against people from the Dominican Republic.

In sum, the process of social development and transformation has received limited focus in Anguilla. The main state agency involved in the delivery of social services remains closer in its orientation to the traditional remit of providing transfers and functions more in the role of a social support institution, although its nomenclature suggests a shift in focus.

There are a number of NGOs, many established by the religious congregations on the island, that are involved in the delivery of social support services, but a few display a developmental and preventative orientation. Indeed, the church continues to perform a major social function in the society, and remains the source for mobilisation of a number of initiatives taken by groups in the society. The initiatives at the Blowing Point Youth Centre stand out for their transformational potential, and establish a model for emulation elsewhere on the island, especially in the context of emerging social problems in the society.

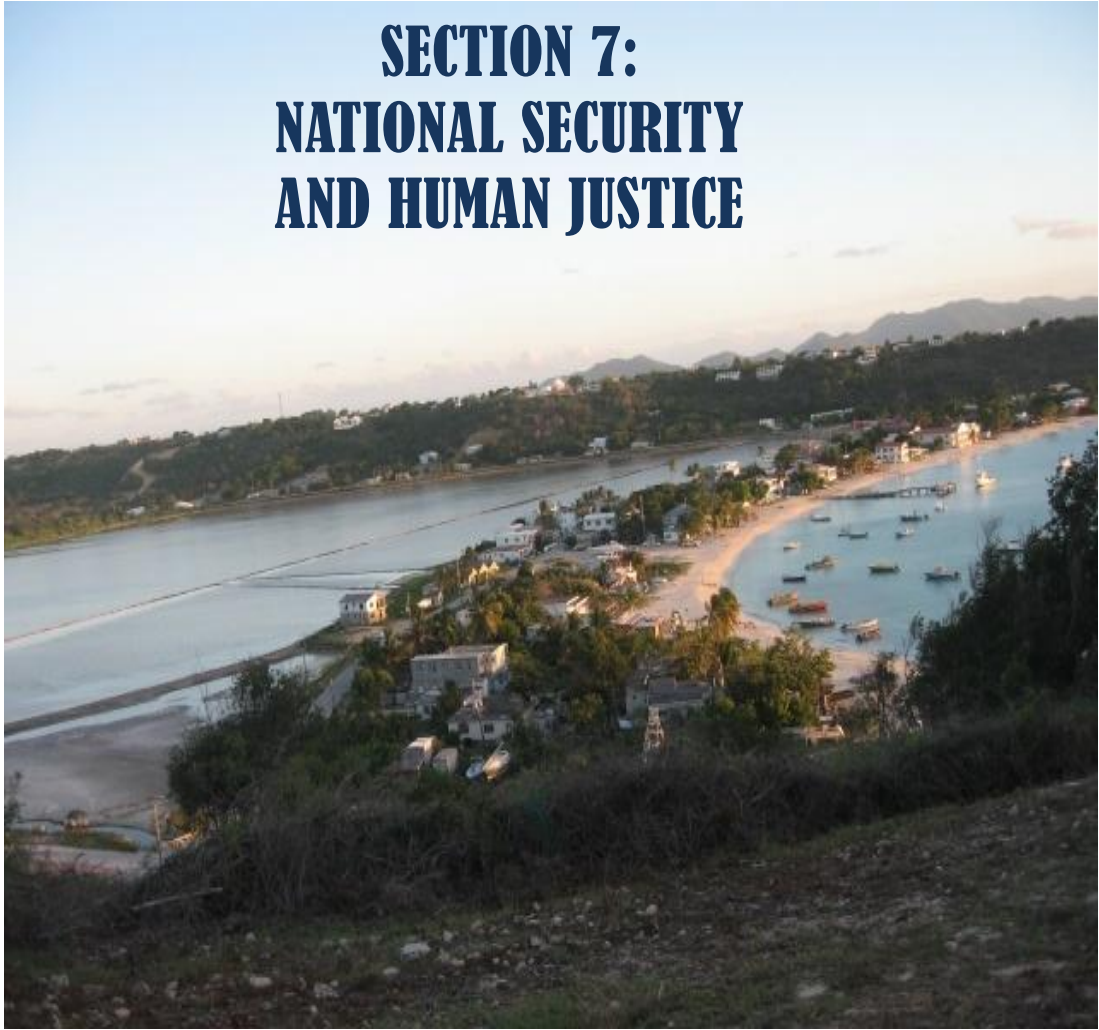
TABLE 6.1: SOCIAL DEVELOPMENT AND WELFARE - ASSESSMENT OF INSTITUTIONAL EFFICACY

NO.	NAME OF ORGANISATION	PRIMARY FOCUS	KEY ACTIONS FOR IMPROVING QUALITY OF LIVES FOR ANGUILLIANS	SCORE
1.	Department of Social Development	Developmental, Supportive and Remedial	Caters to the social needs of poor and vulnerable members of the population through its various social assistance programmes.	3
2.	Department of Gender Affairs	Developmental and Regulatory	Ensures compliance with Conventions signed by the British Government; regulates women's groups in addition to those affiliated to faith based organisation; and promotes training opportunities for women in non-traditionally female areas.	3
3.	Department of Culture	Developmental and Supportive	Promotes cultural expression through its work in resource mobilisation for cultural groups.	2.5
4.	Department of Youth	Developmental	Promotes youth development through various initiatives and programmes.	3
5.	Department Sports and Recreation	Developmental	Promotes the development of sport on the island.	3.5
6.	Social Security	Developmental and Supportive	Offers protection to members of society in terms of sickness and maternity benefits, old age and invalidity benefits, funeral grants, survivor's grants in addition to the payment of non-contributory pensions.	4

NO.	NAME OF ORGANISATION	PRIMARY FOCUS	KEY ACTIONS FOR IMPROVING QUALITY OF LIVES FOR ANGUILLIANS	SCORE
7.	Blowing Point Youth Development Centre	Developmental, Supportive and Remedial	Promotes community development and more so youth development through the various programmes it mounts which include tutoring, homework assistance and outreach programmes which focus on reading, arts and craft and culture.	4.5
8.	Anguilla National Youth Council	Developmental	Assists youth on the island thereby contributing to youth development.	3
9.	Women' s League of Anguilla	Developmental and Supportive	Engages in outreach programmes with the vulnerable on the island.	3.5
10.	Methodist Church of Anguilla	Developmental and Supportive	Provides comfort to its membership and spread the word of God to other members in society.	3
11.	Church of God Holiness	Supportive	Provides social, spiritual, and moral support to indigent and vulnerable members in the community.	3
12.	Arijah Children's Foundation	Supportive	Assists children with special needs.	4
13.	Soroptimist International of Anguilla	Developmental and Supportive	Provides a day care facility, HIV/AIDS and breast cancer awareness outreach programmes and assistance to students for completion of high school studies.	4
14.	Anguilla Community Foundation	Developmental	Offers social programmes at the community level with a youth, geriatric and health focus.	3.5
15.	Miriam Gumbs Senior Citizens Home	Supportive	Provides residential elderly care, however the home can only accommodate 16 persons.	3.5
16.	Scouts	Developmental	Provides counselling to the youth, training in computation skills, sports, music and leadership.	3.5
17.	Anguilla Girl Guide	Developmental	Serves the community through the provision of moral guidance, personal development and homework assistance.	3.5
18.	Anguilla Girls Brigade	Developmental	Seeks to promote national service through the various out reach projects undertaken.	3.5
19.	Cub Scouts	Developmental	Promotes youth development through the various programmes mounted.	3.5
20.	Optimist Club and Cub Scout	Developmental	Facilitates youth development periodically offers assistance to the elderly.	3.5

NO.	NAME OF ORGANISATION	PRIMARY FOCUS	KEY ACTIONS FOR IMPROVING QUALITY OF LIVES FOR ANGUILLIANS	SCORE
21.	Seventh Day Adventist Church Pathfinders Club	Developmental	Seeks to realise the holistic development of young persons through its social, physical and mental programmes.	4
22.	Anglican Young People Association	Developmental	Promotes the development of children and young persons through counselling, motivational and career sessions.	3.5
23.	Dominican National Association	Developmental	Through Dominican nationals living in Anguilla, the Association seeks to promote the development of Dominican culture.	3
24.	Association de Dominicanos	Developmental	Promotes the process of assimilation of nationals of the Dominican Republic in Anguilla and also to build a better image of the society.	4

SECTION 7: NATIONAL SECURITY AND HUMAN JUSTICE



7.1 INTRODUCTION

The security of the individual and access to a system of justice that is fair and equitable are important perquisites that impact on the quality of life and on living conditions of residents in a state.

Given its size and location, Anguilla has not remained immune to certain threats to national security that have become common in the island states of the Caribbean. The island chain has been used by the international narco-trafficking industry as a transshipment centre for the delivery of narcotics, mainly cocaine, to the markets of the North Atlantic.

Even though the population base may be small, their tourism driven economies have made them relatively lucrative markets in their own right. This has led to the incorporation of groups in these societies in transshipment of drugs, with payment for services coming by way of product and guns. Internal conflicts over markets emerge which become usually the fault lines between gangs of youth in the society.

Anguilla, like other countries of the Commonwealth Caribbean, has had a long history of respect for individual rights and freedoms. The secession from the Federation of St. Kitts and Nevis and the decision to select instead to remain as an Overseas Territory of United Kingdom have meant that there are eventual provisions in the law establishing certain rights and privileges that extend to all nationals of Anguilla. The regular provisions of the British inspired legal system are evident in the national security and justice systems.

Much depends on how well the island copes with its special circumstances as a very small country highly reliant on imported labour in recent times, after a long history of its own people being highly migratory themselves. Indeed, even the operation of its system of law and order has had to depend on importation of personnel from abroad.

7.2 LEGAL DEPARTMENT/ ATTORNEY GENERAL CHAMBERS

The Legal Department/Attorney General Chambers sits at the pinnacle of legal system of Anguilla. Its mandate is to provide the Government of Anguilla and its Departments with high quality legal services with a view to ensuring that Anguilla is a fair, just and law abiding society with an accessible, equitable, efficient and effective system of justice.

The Legal Department undertakes prosecutions in Anguilla. However, the Police Department undertake the less problematic cases. Cases where prosecutions are undertaken include rapes, indecent assaults, robbery (stealing with violence) buggery, stealing, murders, incest, drugs and burglaries. The most prevalent cases involve robbery/stealing.

Drug possession cases are not common place, according officials of the Department. In the year preceding the interview, crimes of a violent nature had increased.

Also at the time of the interview, Constitutional reviews were being undertaken as there was hope that such reviews would lead to discussion with the UK Government with regards to a New Constitution.

The current complement of staff includes the Attorney General and 8 lawyers. There are 5 persons providing clerical support and there is also a legislative publisher who consults with the Department. There has also been temporary staff in the form of law students over the summer vacation and at the time of the interview it was anticipated that this would be an ongoing feature. There also existed some vacancies within the Department as there are supposed to be eleven lawyers on staff and five clerical officers as opposed to eight lawyers and five clerical officers at the time of the interview.

The Department rates the work that it does in a scale of 1 to 10, with 1 being the lowest and 5, the highest as an 8 based on the resources at their disposal. Challenges faced by the Department include the difficulties experienced in recruiting staff, and its limited budget relative to the remit that it has to discharge. Limited resources had constrained the development of an appropriate library, and had prevented offices from attending legal conferences.

From the sheer nature of its work, it has to collaborate with each and every Government Department and Agency in Anguilla in addition to the Police Service.

7.3 POLICE

The Police report an increase in the level of crime in recent times. Gangs have emerged and there was an upsurge in crime, with young people under 25 being the main perpetrators. People from the East could not go to the west, and the converse held. There was a time when there was one murder every two years. The rate stood at three murders per year in 2008.

It could not be said that crime was related to poverty since the incidence had increased at the same time as the economy was growing. Drug use and the drug trade were very evident, and firearms had become the weapons of choice.

It has not been possible to institutionalise Community Policing. However, the Police were working closely with the Department of Social Development in attempting to prevent crime.

There was evidence of an increase in white collar crime. The Police has a Marine Unit, which engages in search and rescue at sea, and to a limited extent in drug interdiction. There is no evidence of overt prostitution on the streets, but it might exist clandestinely. Likewise, with many nationalities on the island and some illegal migration, there may well exist some amount of human trafficking.

The Police and Immigration Departments collaborate and seek to control illegal migration.

7.4 HM PRISON

The existing facility, HM Prison, has been in existence for over 12 years. There has been a prison in Anguilla since 1972. The objective of the Prison Authorities is to provide a high quality of custodial care. The goals are as follows:

- To keep prisoners in custody, maintain order and control discipline in a safe environment;
- To provide decent conditions for prisoners and meet their needs including health care;
- To provide positive regimes which help prisoners address their offender behaviour and allow them as full and responsible a life as possible;
- To help prisoners to prepare for their return to the community; and
- To deliver prison service using the resources provided by Government for maximum efficiency.

At the Prison, inmates have been incarcerated for crimes such as gang related violence, sex offences, murder and attempted murder, grievous bodily harm, drugs and theft. The majority of offenders are related to murder and sex offences.

At the time of the interview, there were 44 inmates, 44 males and 4 females. However, on average there can be as many as 55 inmates at any one time. Prison terms can range from 1 month to life. The average age of offenders is from 16 to 62 years and come from areas such as South Hill, Blowing Point and Stoney Ground. Inmates usually have a poor educational background, with some being semi illiterate or completely illiterate, and come from dysfunctional families. Inmates also have no religious background as they usually are not practising any religion.

There exist gangs in the Prison as those who were in gangs outside of prison try to bring the same habits to the prison and often mount attacks on opponents. To minimise the occurrence of this, the Prison tries to segregate others as much as possible, however the

availability of space severely constrains this initiative. Inmates who are in gangs have noted that their being in gangs is as a result for the need for protection. Furthermore, there exists a lot of hatred among gangs and it is oftentimes blamed on songs which glamourise acts of violence.

The Prison is of the view that the problem of gangs can be solved by teaching children from the pre-school level about proper values and providing them with a proper support system so that there is no need to go into gangs.

At the Prison, there are a few training programmes in the areas of steel pan, pottery and computer classes. There is also a religious class, referred to as the ALPHA programme. There is also unsupervised work release where inmates engage in plumbing, construction and farming. At the time of the interview there was a prisoner who was at a Government house and was unsupervised.

There is a counsellor at the Prison who offers counselling to inmates and at the time of the interview, efforts were being made to obtain the services of a chaplain. In addition to offering counselling services to inmates, the counselor personally tries to obtain jobs for them.

The Prison is financed by the Government of Anguilla and staffing comprises of 33 prison officers, 7 of whom are female, 4 managerial personnel and 3 auxiliary workers. There also exists a volunteer policy at the Prison and this has been working quite well as there was a volunteer engaged in the ALPHA programme and there was another volunteer who wanted to offer their services for religious counselling at the time of the interview. There has been no ex prisoners who have volunteered their services to the Prison.

Challenges faced by the Prison include the location of the main prison in addition to the need for a lot more space. The constraint of space is a serious one as low risk and high risk prisoners in addition to juveniles are kept together. There is also limited space for recreation activities. There is also the challenge of persons throwing items over the prison walls for inmates to retrieve. The Prison feels that there are certain gaps in the service they provide as there is need for a programme relating to the misuse of drugs. There is also need for a clamp down contraband items getting into the prison.

The Prison collaborates with Churches and has a working relationship with the Police, Ministry of Social Development and Probation, Immigration Department and the Courts.

7.5 PROBATION DEPARTMENT

The aim of the Probation Department is the successful re-integration of offenders (both nationals and non-nationals) into the community. The Department assists the Court in supervising the conditions relating to probation orders. The Department has also been partnering with other programmes which afford probationers the ability to engage in community service. Once such case has been the Johnno Beach clean-up where probationers partake in clean-up activities and give back to society. This also brings more awareness to the programme.

Other areas where probationers have been placed to undertake community service include the Airport, Hospital, the Miriam Gumbs Senior Citizens Home, the Anguilla Community Foundation and the Old Cottage Hospital.

The Department has noted that they are seeing larger numbers of clients coming from the Valley with literacy problems. To combat the problem of literacy in general, the Department was exploring the introduction of a group literacy programme. At the time of the interview, approximately 95 percent of probationers were employed.

Larger numbers of probationers were being seen with drug related offences and gangs have been emerging in the schools system and also at the Prison which is quite serious. There is the need for the early identification of high risk persons, as by the time they have committed an offence and caught, they are already well established. The Department feels that parental involvement needs to be strengthened and that there needs to be a radical change in the social environments that place children and youth at risk.

The Department is financed mainly by Government with sponsorship from corporations for outreach programmes. The Department is staffed by 1 community outreach officer, 1 senior probation officer and 3 probation officers. There however exist positions within the Department that need to be filled.

Gaps in the service provided by the Probation Department include a parole system, as well as an offender management programme with drug treatment and parenting as major features of the programme. The Department notes that there is the need for a home for the care and safety of children. At the time of the interview however, a Juvenile Home was being constructed. Collaborative partners of the Department include the Police, Court, Prison and the Ministry of Social Development.

7.6 FIRE AND RESCUE DEPARTMENT

The Fire and Rescue Department in Anguilla has been in operation since June 01, 2007. The work of the Department includes dealing with bush fires, electric pole fires, and accidents.

There is the need to expand Fire Services to treat with the aerodrome. The staff complement of the Department stood at 56 at the time of the interview. Additional personnel for firefighting for domestic purposes as well as for administration are needed.

There is the need for fire safety requirements for commercial as well as private residence buildings in addition to schools, restaurants and other public buildings. There exists a Draft Anguilla Building Code.

BOX 7.1 JUSTICE MITCHELL

Justice Mitchell commented on the law-making in Anguilla. The legal system was inherited from St. Kitts. However, on the dissolution of the relationship, and the reversion of Anguilla to being a colony and then, an overseas territory of the United Kingdom, there are bits of legislation that needed to be addressed.

Although the people of Anguilla are very independent minded, there is need to develop their institutions. This is evident at the highest levels as well as in some very mundane areas of the functioning of the society.

There are acts that are antiquated and are almost entirely meaningless. There is also a conflict between the British Nationality Act and local legislation, in the treatment of some citizens and residents.

There is no Ombudsman Act and in the case of conflicts between the citizen and the State, it is usually necessary for citizens to seek to have a judicial review which can cost upwards of \$50,000 to have remedies.

The country is in the process of Constitutional Reform. The concept of democracy is only about a generation old in Anguilla. Patronage is very much a fact of life in Anguilla.

There will be need to address such matters as freedom of information, human rights, the establishment of an Ombudsman, and the provision for such normal things as a Public Accounts Committee.

There is also a failure on the part of the authorities to have relevant laws routinely observed. There is a problem of theft of water that takes place with impunity. There is a serious problem of alcohol abuse but there is no agency dealing with the problem.

The nature of the foundation of the State of Anguilla and its special history might explain the orientation of its people and their sense of law and order.

7.7 DEPARTMENT OF IMMIGRATION

The Department of Immigration has the pulse of developments in the country because of its role in the regulation of inflows of labour into the country. The Department has monitored the change in the immigration flows over the last three decades. There has always been a trek from St. Kitts and Nevis. This is attributed to the fact that, historically, the countries were once linked politically.

In the 1980s, there were nationals from the Dominican Republic dominating the inflow. Most came to fill positions as domestics and as construction workers. In the 1990s, the pace picked up, but there started to be inflows of Guyanese and Jamaican workers, as well as goodly numbers of people from Dominica and St. Vincent and the Grenadines.

With the rapid expansion of the economy, and the increased role of Government in the economy and society, there has been a demand for professional and technical cadres in positions that could be filled by nationals, and personnel from an even wider range of countries were attracted to Anguilla. The inflows have put a strain on some services. There is evidence of overcrowding. Rent is not regulated and there is no low income housing in Anguilla.

In the last few years, with the approval by Government of a number of relatively large projects, it became necessary for there to be put in place memoranda of understanding with developers that they would bring in workers from China, India and Mexico.

These are phenotypically distinct and can be more easily monitored. Moreover, the developers were required to establish camps for these workers, which allowed for their accommodation during the construction phase of the projects. Thus, there is no need for housing under these arrangements. Clearly, Caribbean people would not live on such sites. However, given relative conditions between Anguilla and other countries of the region, Anguilla still exerts a pull factor.

There are positions for which it was impossible to find any Anguillians: these are mainly low level occupations, like care of the elderly, and domestic work. No Anguillian would work as a domestic, although they would work in a hotel.

A new Labour Policy and Immigration Policy are in the making. There would be a number of key provisions:

- The Labour Department has to establish that there are no Anguillians capable of taking the position which has to be advertised;
- A worker on work-permit cannot change employer or occupation;

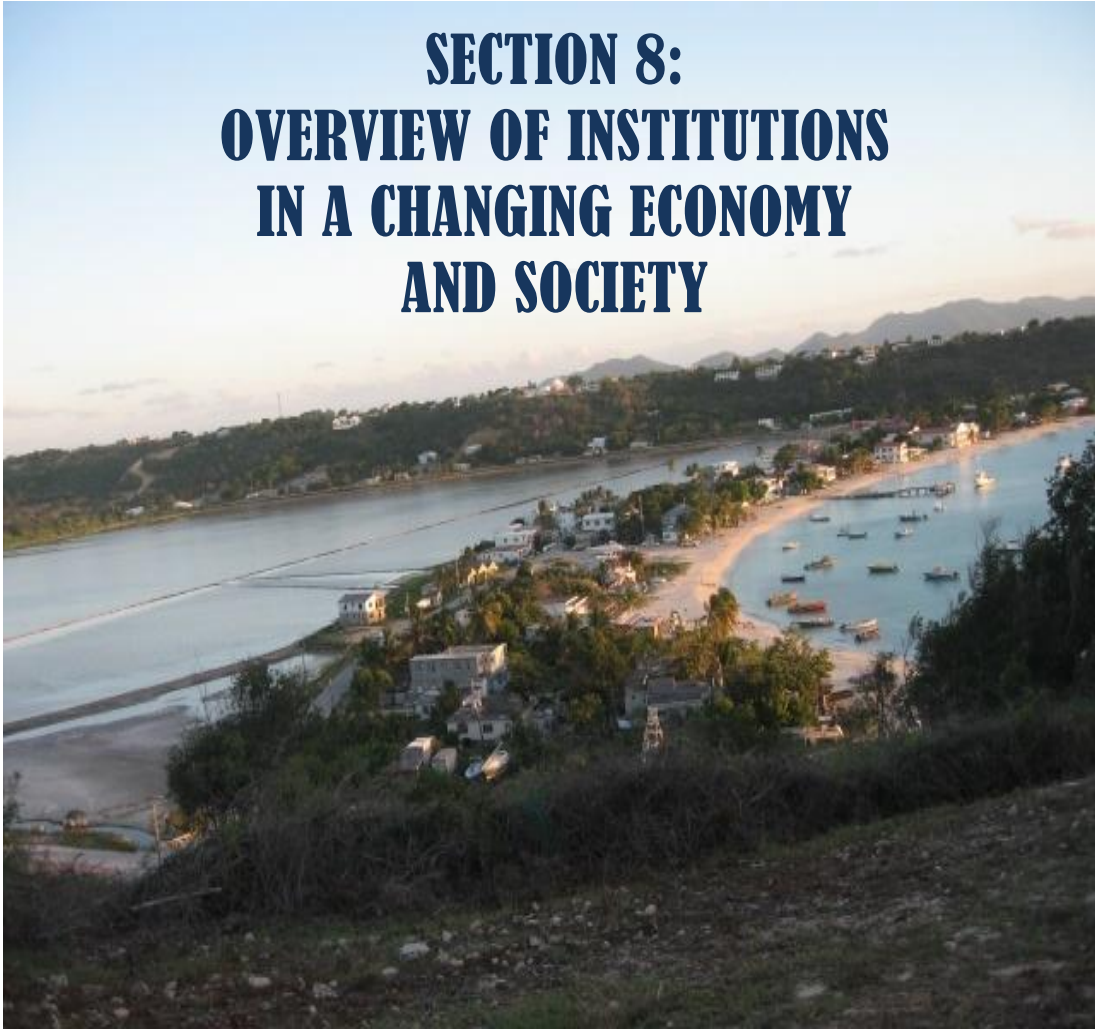
- Employer has to pay a deposit adequate to repatriate the guest worker;
- Only through residency of 14 years or more, would it be possible for someone to qualify for citizenship of Anguilla.

The Department engages in the inspection of homes to identify whether imported labour is living in conditions of overcrowding. There is a shortage of officers in the Immigration Department. The Police, Customs and Immigration collaborate in patrolling for immigration purposes. The port at Blowing Point that links to St. Marten has a constant traffic of people coming and going and has to be supervised by a complement of officers. There is a greater flow of people there than through the airport.

TABLE 7.1: NATIONAL SECURITY AND HUMAN JUSTICE - ASSESSMENT OF INSTITUTIONAL EFFICACY

NO.	NAME OF ORGANISATION	PRIMARY FOCUS	KEY ACTIONS FOR IMPROVING QUALITY OF LIVES FOR ANGUILLIANS	SCORE
1.	Attorney General's Office	Regulatory and Preventative	Provides a legal system promoting the development of society such that there is fairness and equity, and justice for all.	3
2.	The Police	Preventative and Supportive	Provides for the observance of the rule of law and enforcement of law against those who perpetrate illegal acts.	3
3.	H.M. Prison	Supportive and Remedial	Provides custodial care of prisoners and promotes their rehabilitation.	3.5
4.	Probation Department	Supportive and Remedial	Seeks ease of re-entry of ex-inmates into society.	3
5.	Fire and Rescue	Preventative and Supportive	Protects community from hazards of fires and accidents, and seeks to rescue victims of such risks.	3
6.	Department of Immigration	Regulatory and Preventative	Seeks to manage inflows of visitors and workers entering the country and to ensure that immigration rules are observed.	3

**SECTION 8:
OVERVIEW OF INSTITUTIONS
IN A CHANGING ECONOMY
AND SOCIETY**



8.1 INTRODUCTION

The review above has established that there are a range of institutions and organisations that contribute to social and economic life of Anguilla, many of which are within the structure of the state and the governance of the country. Its earlier marginalisation with the structure of the three island state would have had some impact on the evolution of its institutional infrastructure.

There was a rapid transformation on the island as its local governance structure quickly got into gear to embrace the model of development that was responsible for the rise of the most marginal of peripheral Caribbean economies and societies to locations of rapid growth in the late 20th century. Anguilla has been characterised by rapid change in its society and economy in the last thirty years, and surely since 1980 when it was accorded the political instruments to organise its own development. This would have had implications for its institutional infrastructure.

The effectiveness of its institutions can be examined from at least three perspectives. Firstly, there is need to assess the extent to which it allows an individual in the society to achieve his/her fullest potential and is allowed to self-actualise. At the level of international society, it can be noted there has been an increasing commitment to the upholding of the rights of the individual. Sen (1981) has elucidated individual entitlements in the modern nation state.⁴ Each society is expected to afford the individual the best chance of leading a long and productive life, from the womb to the tomb.

Secondly, the institutions in the society must be capable of righting problems when they occur in the operation of the processes of the society. All societies require that there be a socialisation process for the new members of society to be inducted into the mores and culture of the society. The family, the schools and the church are well established agencies involved in the socialisation process. However, in periods of rapid change, they may be challenged in discharging their traditional roles. Even in the best of circumstances, members of society experience problems which cannot be managed by the individual on his or her own. Nature guarantees that as much as ten percent will be born with a disability. In a market economy, unemployment will afflict sections of the society as the economic activity in which they might have been involved declines or loses competitiveness. There is need for an institutional response to treat with these problems that are basic to society.

Thirdly, there are the whole society challenges. In the last thirty years, the international community has become more aware of the difficulties faced by small island developing states (SIDS). In the Caribbean, countries like Anguilla are painfully aware of the impact of

⁴ Sen, Amartya, 1981. *Poverty and Famines; An Essay on Entitlement and Deprivation*, Oxford, Clarendon Press.

more frequent violent hurricanes, volcanic eruptions, and the threats posed by global warming and the possibilities of tsunamis. The collapse or decline of its two foreign exchange earning sectors – tourism and financial services – reverberates with immediate effect right across the society. In such situations, the society requires whole system responses and, therefore, institutions that allow for the entire country to manage threats when they emerge or eventuate.

In face of all of these demands, society establishes institutions of various types and capacities. Countries show divergences in the nature of the institutions that they create. There are some institutions that are naturally part of the state machinery, usually as a result of the fact that there is a large ‘public’ component in that in their absence, the private sector is not likely to respond efficiently and equitably in providing for the particular need.

On the other hand, there are areas in which the private sector and/or the NGO sector can be the provider of the particular service. Public schools can provide as good an educational opportunity as private schools. There is a host of NGOs that mobilise volunteer efforts from among the population in providing major services to the society. It is against this backdrop that one can examine the degree to which there may exist institutional deficiencies in Anguilla. Most of the institutions reviewed above belong to one of the other category as:

- state-driven or established in law, with their remit clearly defined in legislation;
- registered Not-for-Profit agencies, with voluntarism being the basis of association for the providers.

In some countries, there are many institutions involved in the provision of social and related services that are in the private realm.

8.2 SERVICING AGE COHORTS

Institutional efficiency can be assessed in terms of the capacity of institutions to provide for members of society as they progress through the various age cohorts of a person’s life. Society readily recognises the two ends of the life cycle, where dependency tends to characterise the persons relationship to others. Thus, from pre-birth to adult-hood, one is officially a dependent, and then in the end of life state, when the onset of old age and failing health prevents the individual from being fully responsible for him or herself. Within these two groups and then in the intervening years of mature adulthood, one can disaggregate phases of life where certain kind of institutional interventions are required.

Pre-birth requires the presence of an effective primary health care system that can deliver effective pre-natal services. Indeed, for the first years of life, much depends on the primary health care system. Increasingly, there is concern about Early Childhood Education, the availability of which ensures better intellectual development of children.

It is useful, therefore, to identify which organisations and institutions contribute to the quality of life of the individual at various stages of the life cycle and, more particularly, assist those who are poor or face difficult circumstances. There are some institutions that are actually specific to age cohorts.

8.2.1 BABIES AND CHILDREN

While pre-natal and anti-natal care may be excellent, there is a problem in the support available for children with disabilities. There is one organisation – which is still in an incipient mode.

The absence of a children's home puts a high premium on finding of foster-parents for children who are in need of protection. Teenage children or children approaching teenage are difficult to place. Other children with challenges are those whose fathers are non-Anguillians and leave Anguilla after a period of employment on the Island.

The country is committed to provide primary level education to all of its children. Given the presence of a substantial number of children whose mother tongue is not English, there are now teachers with preparation for the Teaching of English as a Foreign Language. However, those students of secondary school age who enter the country are not as well served and experience difficulty in completing secondary level education because of the language barrier.

However, enrolment in pre-schools is not universal. This means that some of the children most in need may not be in pre-schools. The Department of Social Development provides facilities for early childhood centres, and the Ministry of Education trains pre-school teachers and exercises a regulatory role over pre-school. There are a few religious organisations involved: the Methodist Church of Anguilla, which has had a long tradition in education in the country dating back to slavery, runs three pre-schools.

A major gap has to do with services to children with disabilities. The Arijah Children's Foundation has helped to close the gap. However, there remain the challenge of stigmatisation and lack of knowledge which result in parents refusing to accept that their child has a disability or concealing the fact, and avoiding accessing any services. The Arijah Children's Foundation which is a not-for-profit organisation is the only such entity. Given that it was established only in 2006, there are children whose needs would have been

ignored by the system, and face a more difficult life, for lack of attention to their disability in their early life.

In effect then, while there are institutions that cater to the needs of babies and children, there are deficiencies in the institutional infrastructure that result in some children facing conditions unfavourable to their development and to their socialisation, which would mar their life chances.

8.2.2 ADOLESCENTS AND YOUTH

There is evidence that the relatively rapid pace of economic development has impacted on the quality of life of the adolescents and youth of Anguilla. The demands of earning a living have forced changes in family life and many women have found it necessary to enter the labour market, and to work at more than one job. This has meant that adolescents and teenagers might be left unattended and unsupervised for long hours, as their parents work at two or three jobs in the work day. Informal arrangements for supervision can no longer be maintained, with most adults becoming engaged in the labour market.

There are a few organisations that have been making a positive contribution in the face of the absence of formal home-work centres. There are the Scouts and the Girl Guides that occupy some of the young people in activities that are positive to development. The Blowing Point Centre operates a home work centre, and also provides for other needs of the youth in Blowing Point, but is the only such organisation in Anguilla. The Blowing Point Youth Group has been successful in mobilising a fair share of the youth of that area. There is a palpable absence of comparable organisation at the other end of the island.

The Department of Sport would have some influence on the youth, but works mainly through the school system, rather than at the community level. Meanwhile, the Anguilla Youth Council is occasionally active and vibrant. It has been able to provide a platform for honouring youth who are engaged in positive activity and are well prepared to contribute to the development of the society. However, it does not seem to reach youth at risk. Its system of providing honorific awards, like National Sports Award and the CARICOM Youth Ambassador Programme fail to make any impression on youth at risk. Although cognisant of the challenges facing youth of the country, it does not seem to be adequate to the task of arresting, let alone, reversing gang violence and teenage pregnancy which are the major problems facing youth in the society.

For example, while officially girls are allowed to return to school after having a baby, there is little by way of support to them during their pregnancy and after, and it may even be fashionable for girls to get pregnant as teenagers in some quarters. The Continuation Programme for teenage mothers of the Department of Social Development exists, but does not seem to be an aggressive programme to empower teenage mothers.

Except for the Blowing Point Youth Centre, there is not much in the way of structural interventions to combat violence and gang formation. There are a number of youth organisations organised by the religious denominations. However, although very well-meaning, their work seems to be confined to their flock mainly, and the non-denominational agencies like the Scouts and the Girl Guides have limited reach also.

The Department of Social Development intervenes in cases of children at risk. However, in respect of adolescents and youth, its remit seems limited. The Department of Youth is a relatively new department. It has been a major player in the development of the Blowing Point Youth Centre, but has not been as successful in respect of the establishment of a comparable programme in the East End of the island. Its Job-link Programme has also been useful in placement for youth out of prison or on probation. It might be effective in remedial and supportive roles, but, except for Blowing Point, has not been able to engage in developmental and preventative functions.

8.2.3 PRIME AGE MALES

There are a number of issues faced by males of prime age in Anguilla. Prime age males constitute the larger share of the labour force in most economies. Up until the global financial crisis, Anguilla was enjoying relatively high rates of economic growth and, consequently, a high demand for labour. There is limited evidence of a commitment to upgrading and self-development and, even though there is a commitment to Continuing Education in the Educational Development Plan of 2005-2010, there is little evidence that prime age males are engaged in taking advantage of any opportunity for educational and training upgrading.

This suggests that as the economy expands and grows, while there may be opportunity for employment, Anguillian men are not likely to be endowed with the skills and training appropriate to a rapidly expanding economy and are likely to find themselves limited to the lower echelons of the labour market. They are at risk of remaining outside of the channels of social and economic mobility offered by the labour market. There has been no evidence of any institutional intervention to promote their participation in training and upgrading and in enlisting a commitment in that regard. There is little in place to treat with the socio-psychological barriers to self-development.

The absence of trade unions and, indeed, the lack of commitment to worker solidarity have allowed employers to take advantage of cheaper migrant labour available thereby putting pressure on Anguillians with limited skills and education, to accept lower wages than they might have done. In the absence of coherence in minimum wage setting, workers have limited recourse in the face of the more unscrupulous employers.

Spreading drug abuse in the society has resulted in the incarceration of large numbers of men. The Probation Department has established that many have limited education or are illiterate. Thus, although there might not have been too many challenges in securing employment for them on their exit from prison, their limited education would reveal itself in the lack of possibilities for economic mobility.

In respect of the arrest of drug abuse and the treatment of drug abuse, the Anguilla Mental Health Association is the organisation that purports to be possessed of the skills for intervention. However, it has had long periods of dormancy and its effectiveness in the face of a growing incidence of schizophrenia among men might be limited.

8.2.4 PRIME AGE FEMALES

Not unexpectedly, there are difficulties faced by a substantial number of women in the society. Single mother-hood, physical abuse and lack of opportunity for stable and rewarding employment face a number of women in the society. The Department of Social Development assists women in securing the support by way of child maintenance from fathers who would shirk their responsibilities.

However, Anguillian women who have children by non-Anguillian men, temporarily resident in Anguilla and part of the migrant work-force, find themselves particularly disadvantaged when such men return to their country of residence without arrangements for the support of their children.

This is the other side to the coin in that migrant men are not allowed to bring their families with them: representatives of the Dominican National Association point to the problems caused by the liaisons that develop with Anguillian women, when children are born to these relationships.

The Department of Social Development is also involved in counselling and protecting women in cases of domestic violence. However, there are no shelters in Anguilla to protect victims of abuse and domestic violence. There are serious limits in the support that it can provide therefore.

The Department of Gender Affairs, in the more recent past, has promoted the opening up of training opportunities to women in non-traditional fields. However, there is still debate about the extent to which this has overridden labour market traditions and gender segmentation of the labour market.

8.2.5 ELDERLY

Care of the elderly has long been an area of involvement on the part of the State, dating back at least to the implementation of the Moyne Commission Report. The Department of Social Development has this as one of the areas of its responsibilities. It supervises the Senior Citizens' Home.

As the society ages, there is an increasing number of the elderly in need of care. While this is an area that has attracted the attention of a number of NGOs, there are elderly people not currently being served by the existing structures, according to the Women's League of Anguilla. The Soroptimists of Anguilla used to visit elderly shut-ins, but have had to reduce their efforts for lack of funding. A number of religious denominations have as their remit, visits to the elderly. This might provide for interaction especially with shut-ins, but does not provide for all of the needs of the elderly.

The long waiting list of elderly seeking care at the state supported Miriam Gumbs Senior Citizens' Home suggests that there are households unable to provide proper attention to elderly relatives.

TABLE 8.1: SOCIAL CHALLENGES AND THE POPULATION

CATEGORY	DEVELOPMENTAL	PREVENTATIVE	REMEDIAL	SUPPORTIVE
Children	Soroptimist International of Anguilla			Ministry of Social Development, Soroptimist International of Anguilla
Male Youth	Cub Scouts, Optimist Club and Cub Scout, Seven Day Adventist Pathfinders Club, Anglican Young People's Association, Department of Youth, Blowing Point Youth Development Centre	Office of the National AIDS Coordinator	Blowing Point Youth Development Centre	Office of the National AIDS Coordinator, Blowing Point Youth Development Centre, Ministry of Social Development

CATEGORY	DEVELOPMENTAL	PREVENTATIVE	REMEDIAL	SUPPORTIVE
Female Youth	Cub Scouts, Optimist Club and Cub Scout, Anguilla Girl Guide, Anguilla Girls' Brigade, Seventh Day Adventist Pathfinders Club, Anglican Young People Association, Department of Youth, Blowing Point Youth Development Centre	Office of the National AIDS Coordinator	Blowing Point Youth Development Centre	Office of the National AIDS Coordinator, Blowing Point Youth Development Centre, Ministry of Social Development
Prime Age Males	National Bank of Anguilla	Office of the National AIDS Coordinator, Social Security, Ministry of Social Development	Probation Department	Probation Department, Social Security, Anguilla Mental Health Association, National AIDS Coordinator, Ministry of Social Development
Prime Age Females	National Bank of Anguilla, Department of Gender Affairs	Office of the National AIDS Coordinator, Social Security, Ministry of Social Development	Probation Department	Probation Department, Social Security, Anguilla Mental Health Association, Office of the National AIDS Coordinator, Ministry of Social Development
Elderly				Miriam Gumbs Senior Citizens Home
Immigrants	Dominican National Association, Asociacion de Dominicanos			
Children with Disabilities				Arijah Children's Foundation

8.3 CROSS-CUTTING INSTITUTIONAL STRUCTURES

There is a host of other institutional issues that extend beyond the cohort review conducted above and require whole society responses and approaches in terms of institutional response, or have ramifications or repercussions that extend across the entire society.

8.3.1 TRAVAILS OF TOURISM-LED DEVELOPMENT

Anguilla has had remarkable economic growth in the last three decades, on the basis mainly of its tourism sector. However, continued expansion has placed the Government in an invidious situation. On the one hand, an increase in room stock which would support greater inflows of tourists, can come not through linear expansion, but rather by the entree of a few higher level marques in the international tourism industry with larger hotels. With this will come greater airlift and a widening of the market for the tourism product for the island.

The country has stumbled on contradictions of industrial policy with other social objectives. There seems to be bipartisan support for the view that nationals should be involved at the highest echelons of the tourism sector, and that the ownership of land, including lands on which hotels are to be built, should be owned by nationals. However, nationals have not yet developed the capacity to run large scale tourism facilities. Thus, the expansion of the room stock in larger hotel establishments is possible mainly with the entree of larger foreign investors.

Expansion of the room stock on this basis creates risks for the society and its institutional arrangements. Firstly, there is the challenge of the impact on real estate prices. An increase in the demand for land raises land prices and rents, above the means of many nationals who need to secure housing. Larger hotel establishments trigger the need for a larger work-force on the island than can be satisfied by domestic labour.

The placement of a moratorium on the expansion of the room stock in the more recent past seems to have been prompted by the contradictions inherent in having a larger presence in the international tourism industry on the one hand, and the retention of control by nationals on real estate development, management of the labour force within the socio-psychological carrying capacity of the society.

8.3.2 POPULATION, LABOUR AND IMMIGRATION POLICY

The discussion of tourism-led development above raises another of the cross-cutting issues faced in Anguilla, namely population and immigration policy. Anguilla seems committed to follow the model that has been used in the Cayman Islands, which is perhaps the most explicit within the Caribbean of small countries seeking to grow their economies on the basis of imported labour supported by circular flows of migrant workers. In that regard, constitutional provisions that are at variance with the tenor of legislation in Britain has to be adopted.

In Britain and in European Union, long term residence carries the entitlement to permanent residence and eventual citizenship. In the Cayman Islands, work-permits are designed such that it is difficult for a worker to secure the residency requirements that would afford him/her rights to citizenship. The thrust of the institutional arrangements being developed in Anguilla seems to list in that direction. However, in Anguilla, there has not been in existence a Work Permits Board, for which policy would have been elaborated: the Office of the Chief Minister handles work-permit applications.

In any event, the challenge of the Cayman-type approach is that size of the 'national' population might remain small relative to the work-force available at any point in time. A correlative feature of this approach is that many nationals come to see certain occupations as too lowly, and others as part of their natural right. At the higher end of the employment hierarchy, there emerges the sentiment of entitlement to position.

There is evidence of some segmentation of the labour market on this basis in Anguilla. The provision of post-secondary education and training in Anguilla by the Government has been more readily embraced by resident non-nationals than by nationals, according to some observers. The strong entitlements syndrome in the society relative to certain types of employment is not conducive to the development of a high productivity orientation among the national population.

The formal adoption of the Cayman type model has implications for labour costs, and for wages and salaries, including in the public service. Constitutional reform is an ongoing exercise in Anguilla, but at the back of some of the proposals is the attempt to manage population and labour force growth in an island community that wants high growth, but does not have the population base to support it, or the personnel with the high productivity ethic to manage the process.

Another implication of an expansion in the demand for labour is the increased pressure on housing and probable overcrowding of the available housing stock in some parts of the island. The country has not addressed the issue of worker housing in the context where much of the work-force in a growing economy of Anguilla, is inevitably foreign and likely to be on work-permit contracts of shorter or longer duration. The assimilation of a large foreign work-force has hardly been addressed in a society which, partly because of its earlier marginalisation, may display considerable cultural sensitivity in the face of diversity of migrants entering the country to provide labour services.

8.3.3 GENDER AND DEVELOPMENT

Society in Anguilla is engaged in resolving conflicts in traditional gender roles and social change. As Anguilla emerged from an economic structure a large share of which was based on subsistence, into a modern services driven economy, there have been tensions in the gender related participation in the labour market and economic activity. Tourism has created a larger percentage of jobs deemed appropriate for women than for men. On the other hand, the boom in construction activity up until 2008, created more opportunities for men than for women.

The long term trajectory of the tourism-led model is that much of the employment will favour women *vis-a-vis* men in the historic gender division of work. The Department of Gender Affairs has promoted the entree of women into occupations that were previously the preserve of males. This might ensure that women are not excluded from occupations that may pay higher than those deemed to be more appropriate to women.

Clearly, in all of this, there are implications for internal relations within households including authority and power relations. It may well be that domestic violence may have its roots in the tensions of gender relations in an economy and society undergoing change witnessed in Anguilla.

8.3.4 ENVIRONMENTAL SUSTAINABILITY

The population seems to have responded well in the past to a change in roof design and to adoption of concrete as the preferred roofing material in the face of violent hurricanes and storms. There are emerging environmental challenges requiring whole system responses and the adoption of new approaches on the part of large sections of the population.

The island as one of the SIDS has to grapple with the challenges of climate change which is likely to bring sea rise and an increased incidence of coastal erosion. There has been a predilection to building close to the shore line on the part of new developers, responding to the vibrant real estate market in the latter half of the last decade. There has also been resort to wanton sand mining to satisfy the need for construction material as the Construction Sector expanded.

Some of the more informed fishers recognise that the present practices in fisheries are leading to depletion of stocks of some species. Coral bleaching brought on by severe weather conditions has exacerbated the problem. Yet the Fisheries Sector offers the possibility of sustainable income to fishers, as well as an important source of protein to the domestic population, including its tourism sector.

There are legislative arrangements in place that appear to ensure that Anguilla is fully compliant with a number of conventions relating to the environment: CITES, World Heritage Convention. However, there is a lack of personnel to monitor and engage in the management of protected areas, and terrestrial Biology. There is need for changed behaviours to treat with many of the environmental challenges facing the country, which, legislation by itself, is unable to counter.

8.3.5 GOVERNANCE AND POLITICS

There are a number of areas in which the requirements of good governance clash with the cut and thrust of politics and the need for the political directorate to manage and implement policy for the island. Work-permits fall under the direct control of the Office of the Chief Minister.

This puts the office in the invidious situation. The granting of work-permits is seen as a political matter and even lacking transparency, in the absence of a Work-Permit Board or some such entity, charged with upholding the observance of certain strict criteria that are transparent and clear to the population at large. Given the relationship, directly and indirectly, among population policy, immigration and labour policy, the management of work-permit administration is a cross-cutting issue in Anguilla.

Another area in which there is tension between governance and politics relates to physical planning. There is legislation in the offing relating to the environment and to environmental impact assessment. There is evidence that in the absence of such legislation and given the influence of the political directorate on the planning process, some developers have been able to embark on developments that have been found to be pernicious to the public interest. Building too close to the shore line or high water mark, and the failure to prosecute persons engaged in sand-mining suggest the entree of political considerations that override governance. However, all these have an import that go much beyond those infringing rules. Private short-term benefit has long term social costs.

8.4 SUMMARY

There are a number of organisations and institutions in Anguilla that span the full range of initiatives and interventions required by society. The formalisation of structures through the state has been more recent in the experience of the country, as a result of its marginalised status in the body politic as part of the then three island state.

However, immediately as it achieved self-government, the representative Government started putting in place all the paraphernalia required in the running of a modern state. To these, must be added the range of NGOs and a few CBOs that have been able to mobilise

voluntary effort in the society. Many of these latter are faith based, and a smaller number have been inspired by international NGOs – Soroptomists, Scouts and Girl Guides.

There is supporting legislation for some of the agencies established within Government. There is also a range of legislative provisions to be put into law and to be implemented: delay in this regard has had social costs. There are enough cases where agencies might be failing to discharge their remit in respect of the relevant interventions with the population. Thus, there may be a high element of formalism, without actual delivery on the part of the organisation. In effect, some organisations have been reduced to providing employment to officials but without their contributing much by way of institutional output.

There are a number of institutional structures in Government in Anguilla which are not well oriented to high productivity norms. Moreover, there is need for collaboration among agencies to ensure better targeting at those most in need of services, when conditions require an intervention. Information technology allows for sharing of information to avoid so-called 'type 1' and 'type 2' errors. In the context of exiguous fiscal and other resources, the country will be forced to adopt systems that encourage social efficiency through its various institutional structures.