

# Final Report on the Darwin Initiative:

## Capacity Building for Biodiversity Conservation in Anguilla

### 1. Darwin Project Information

Project Title	Capacity Building for Biodiversity Conservation in Anguilla
Country	Anguilla, British West Indies
Contractor	The Anguilla National Trust (ANT)
Project Reference No.	98031
Grant Value	£82,507
Starting/Finishing dates	1 <sup>st</sup> July 1999 to 30 <sup>th</sup> September 2001

### 2. Project Background / Rationale

In 1998, near the end of the project that commissioned the office of the Anguilla National Trust (ANT), discussion regarding follow-up was begun between the Trust's staff and WWF UK who had administered the UK Government funding for that project. The Trust indicated the need for the organisation to undertake the kind of project that would test and improve its own capacity and that of other stakeholders to engage in biodiversity conservation as an aspect of sustainable development and WWF-UK indicated that the Darwin Initiative was an appropriate source of funding toward this end. That was the beginning of extensive email and telephone exchanges as the Trust and WWF-UK worked jointly on the development and drafting of the project proposal for *Capacity Building for Biodiversity Conservation in Anguilla*.

Anguillian legislation to support multilateral environmental agreements is weak. The project was therefore intended to help develop a framework for the introduction of the requirements of the SPAW Protocol (Specially Protected Areas and Wildlife), of the Cartagena Convention and the Convention on Biological Diversity into Anguillian legislation with an expected outcome being Anguilla's request for their extension by the United Kingdom. As the project title implies, the rationale was to build the island's capacities to conserve its biodiversity through the establishment of a system of parks and protected areas and to heighten the awareness of the island community with regard to the value of our island's biodiversity and why it needs to be protected. The project also sought to build in a measure of sustainability by enhancing systems and processes of national decision-making by influencing legislation and regulations as well as policy and institutional structures pertaining to biodiversity conservation in Anguilla. Key stakeholders were identified as the ANT, GOA, landowners and other potential beneficiaries of resource use and management.

The ANT has a legal mandate for activities related to biodiversity conservation and has in the past, demonstrated its ability to facilitate fieldwork this area. According to the project summary for the 1998/1999 Darwin Initiative round of funding administered by the UK Government Department of Environment, Transport and the Regions,

**“The final outcome of the project is intended to be a well-designed system of protected areas, established in law and practice, without which conservation of biodiversity and sustainable development cannot be achieved in Anguilla. The prospect of income generation for private landowners will be an important incentive for stakeholder participation in biodiversity conservation and will contribute to the sustainability of the project. The capacity of the Anguilla National Trust and relevant public sector agencies will be strengthened both in terms of the experiential learning and increased confidence afforded them, especially for the Anguillian personnel directly involved in the project; capacity building will also be achieved in terms of building relationships with stakeholders whose cooperation and collaboration is vital to the sustainability of biodiversity conservation. The project, more so than any other single activity in Anguilla, will contribute significantly to the island’s preparation for implementation of the CBD because it is an integrated, enabling initiative, as compared with others which are limited to a specific area or species.”**

At various stages of its development the draft proposal was submitted to the relevant government departments and to the Trust’s Council for review and comment but this met with a very limited response. By September 1998, the Trust was ready to sign off on the project document and enter into a contractual agreement with WWF UK. It was not until October 1998 that a letter of support from the Government of Anguilla was secured and after several months the degree of support that could be provided by the Attorney General’s Office was agreed. By January 1999, the Trust received a Memo from the Staff Officer to the Governor, requesting our comments on the attached project summary and copy of the FCO correspondence to the Governor. Since this was in fact, our proposal, we readily endorsed it. In September 1999, the ANT Executive Director (ED) joined WWF staff in the UK to interview seven short-listed applicants for the project consultancy and to discuss administrative and reporting requirements of the Darwin project. The successful applicant was Dr. Thomas McCarthy. A used vehicle was purchased for the project in December 1999 but by the end of January 2000 when the consultant and his wife arrived in Anguilla, the context was one of political turmoil that called for quick decisions to begin implementation with a review of existing legislation. The Strategic Country Programme (2000/01-2002/03), the UK White Paper on Partnership for Progress, Chapter Eight (Sustainable Development-the environment) and the United Front Manifesto of the ruling coalition are current documents that provide the policy framework for the kind of activity spearheaded by the project and for its follow-up.

### **3. Project Summary**

The purpose of the project was to contribute to the establishment of a system of protected areas as the major mechanism for biodiversity conservation in Anguilla.

1. The objectives were to: Develop and seek implementation of a legislative package that; a) establishes parks/protected areas to preserve representative samples of Anguillian

terrestrial and marine biodiversity; and b) provides framework and infrastructure necessary for extension of selected Multi-lateral Environmental Agreements to Anguilla with emphasis on CBD and other the SPAW Protocol.

2. Assist and advise in the establishment of model-protected areas using community co-management of both public and private lands where appropriate.
3. Raise awareness within Anguilla (including Anguillian local communities, landowners, the tourist and fishing industries and decision makers) about the critical role of biodiversity conservation in sustainable development, the function of protected areas, and the potential for collaborative management of such areas to the benefit of local communities.

Although the Convention on Biological Diversity (CBD) has not yet been extended to Anguilla, Articles 7, 8, and 13 under the CBD best describes much of the activities of this project. (See Appendix I).

All of the objectives agreed after the mid-term evaluation were successfully achieved and follow-up action by the Government of Anguilla is being planned to prepare for the establishment of a National Parks Service as the key mechanism for the management of biodiversity.

#### 4. Technical Assessment

##### Legislation

**A compilation of information on legislation and other reports assembled were reviewed. It was concluded that comprehensive protected areas legislation for Anguilla should be prepared. Further, the Bermuda National Parks Act and the Turks and Caicos Islands National Parks Ordinance and Regulations were found to be appropriate models that could be readily adapted to suit local needs.**

**Rather than simply advising on which legislative package should be adopted, both pieces of the legislation recommended above were studied and a hybrid entitled “Anguilla: National Parks and Protected Areas Ordinance and Subsidiary Legislation” was prepared for review and comment. This hybrid legislation significantly supports the implementation of national action required under the Convention on Biological Diversity and the SPAW Protocol of the Cartagena Convention. This approach was considered as the best method for saving time and money, in terms of recruiting a legal draftsman to prepare the required draft legislation. If this draft were adopted, it would require the repeal of the existing Marine Parks Ordinance.**

**Based on comments received during the review process, the draft legislation was revised utilising additional and appropriate text from the National Conservation and Environment Protection Act of Saint Christopher and Nevis. The draft was subsequently submitted to the Attorney General's Chamber for attention.**

## **Protected Areas Development**

The list of proposed protected areas compiled by the National Trust was reviewed. The list seemed comprehensive with representative sites for each of the IUCN Protected area categories. The Executive Director of the National Trust later indicated that several additional sites might also be considered based on consultations with stakeholders. The following considerations were suggested in terms of rationalising and short-listing protected areas:

- 1. The large number of sites selected need to be reviewed, prioritised and reduced.**
- 2. The criteria for selection should be based on significance, representativeness, and feasibility (especially in terms of acquisition, management effectiveness and other social and economic considerations).**
- 3. The categories should be limited to National Parks, Nature Reserves, Sanctuaries and Historical sites, to be consistent with the proposed National Parks and Protected Areas legislation.**
- 4. Management plans for selected sites will have objectives that are consistent with the purposes for designating each site. These may agree with the categories of protected areas recommended by the IUCN.**
- 5. The review of sites for protection should be guided by the recommendations in the "Common Guidelines and Criteria for Protected areas in the Wider Caribbean Region: Identification, Selection, Establishment and Management", CEP Technical Report #37. UNEP, CEP. Kingston, Jamaica. 1996.**
- 6. An in-house workshop with selected stakeholders may be the best way of utilising the guidelines noted above in the review and selection of protected areas in Anguilla.**

A draft organisational structure for the management of National Parks and Protected Areas was prepared and distributed to key stakeholders for review and comment. The establishment of a National Parks Service with operational responsibility for protected areas and a National Parks Commission for policy guidance and supervision of the operations were proposed. The National Parks Commission will also serve to advise the Minister on matters affecting the long-term

conservation of biological resources and management of protected areas. An alternative structure based on the mandate of the Anguilla National Trust as contained in the Anguilla National Trust Ordinance (1988) was also proposed. In this proposal, the management of national parks will be a programme of the Trust, managed by a staff position - Director of National Parks, with protected areas support staff.

There was consensus among key stakeholders for the management structure that established a National Parks Service with its attendant support staff and advisory/ collaborating agencies. This option was subsequently sent to the Attorney General's Office by the Director of Environment for review in support of the proposed National Parks and Protected Areas Ordinance.

A series of workshops on protected areas management planning were proposed for the Island Harbour community who interested in developing the Big Spring site as a protected area. The first session gave an overview of planning tools and approaches, and subsequent sessions were interactive and participants worked together in developing a draft management plan for the site. A public presentation of the draft management plan was held in the Island Harbour community. About 70% of the people present, openly supported the plan (through a show of hands) and wanted to see it succeed. There were no objections to the proposal but several persons had some reservations on getting the funding to implement the plan. Comments from this session and other key reviewers were incorporated into the final plan.

Criteria were developed for the identification and selection of sites with potential for short-listing as protected areas. These criteria were tested using sites that were identified earlier by the Anguilla National Trust and found to offer sufficient robustness for use by personnel with little experience in protected areas management.

## **Awareness**

Awareness of biodiversity and related issues such as the establishment of national parks has to take place at several levels in order to improve national consciousness on and support for biodiversity conservation. The key levels to be targeted have been identified as the Anguilla National Trust Council, Heads of Government Agencies, Executive Council, landowners, secondary schoolchildren and Teachers, and communities adjacent to potential protected area sites. Additionally, persons who could influence key decision makers will also be targeted.

Questionnaires to assess the interest in biological diversity among Anguillians were designed and administered. About 72% of the respondents indicated their interest in learning more about plants and animals in Anguilla. Interest was highest in beaches, coral reefs and medicinal plants.

About 95% of the land in Anguilla is privately owned. Meetings with key landowners were held to introduce the landowners to the idea of protected areas – need and process for establishment and potential management arrangements. The opinions, perceptions and potential support of these landowners in the establishment of protected areas were used as a guide to future interventions. Seminars on “Profiting from the Biodiversity Value of Private Lands” for landowners in and adjacent to potential protected area sites were also organized. Generally, the landowners could not be convinced that allocating part of their holding for protected area status was a good idea, even with a partnership arrangement. They felt that other touristic development

options e.g. hotels, golf courses, marinas etc. would provide superior revenue for them and was preferable. They were also not convinced that there was sufficient capacity or interest in Anguilla to adequately manage protected areas. It was also suggested that lands or areas already owned by the Government, such as the marine areas should be managed as protected areas.

A presentation on “Economic Benefits of Biodiversity Conservation” was made to the Executive Council (ExCo) of the Government of Anguilla. The purpose was to introduce the ExCo to an opportunity for revenue generation through the conservation of biodiversity, and to persuade ExCo to give priority for institutional and other mechanisms for the conservation of Anguillian biodiversity. This presentation was subsequently made to several other senior decision makers who collectively have been able to catalyse further action for biodiversity conservation.

Awareness on how the draft National Environmental Management Strategy (NEMS) document could be improved was initiated with the Organisation of Eastern Caribbean States/ Natural Resources Management Unit and the Government of Anguilla. The major deficiency in the document was the lack of an overall policy statement that would outline the Government’s commitment to the prescribed actions. Additionally, the key agencies that are likely to have responsibility for implementation of the recommended actions were not identified and the resources needed for implementation needed some detail. It was not clear how the final document would be translated down to the line ministries or departments so that the proposed actions could be incorporated into the annual work programmes of these departments. Further comments were offered on the realistic achievement of the objectives and implementation of the activities outlined. The timeline for and scale of many key activities needed revision to reflect the current capacities of the agencies that were expected to carry out these activities. It was not clear by the end of that meeting whether or not sufficient effort was going to be put into a serious revision of the draft NEMS, especially in the context of the absence of the majority of key agencies at the second NEMS meeting/workshop.

Public awareness materials on activities of the project were periodically prepared and disseminated to the print and electronic media. Announcements of public meetings, progress on the project, information on biodiversity pertinent to Anguilla and radio spots with a message promoting conservation of biodiversity were produced.

A series of interactive sessions with the staff were held over a three-day period to determine the type of activities in which the National Trust was engaged and which required significant allocation of in-house human resources. The skills required to effectively undertake these activities were also identified as well as priority training needs to improve the staff’s ability to carry out the activity identified. Twenty-seven activities were identified as comprising the work of the Trust, many of which were part of the daily operations that responded to the needs of the many clientele of the organization. From the list of priority training needs, a range of topics for training in the short term (within one year) was short-listed for each staff member. Key training needs included project design, planning and management, time management, organizational development and related skills.

## 5. Project Impacts

*The project has produced baseline-planning information, criteria, guidelines, policy and draft protected areas legislation for the conservation of Anguillian biodiversity. Further the awareness activities on the economic benefits of biodiversity conservation to key senior decision makers were instrumental in the initiation of the Government's efforts to implement and build on the outputs of the Darwin project.*

The Convention on Biodiversity (CBD), ratified by HMG, has not yet been extended to the Government of Anguilla (GoA). However, the GoA is in the process of adopting a "Native Plant and Animal Habitat Conservation (Biodiversity) Policy" and the draft protected areas legislation is being reviewed by the Attorney General's Chambers for adoption. The GoA has also recently agreed to vest two parcels of land in the ANT for management as protected areas for the benefit of Anguillians. Additionally, the GoA is developing a proposal for the establishment of a National Parks Service and will seek grant funding for the start-up phase. These activities will demonstrate the GoA's commitment to biodiversity conservation and the GoA will actively seek the extension of the CBD to Anguilla.

The table in Appendix I, shows the contribution made by different components of the project to the measures for biodiversity conservation defined in the CBD Articles.

Local capacity has been increased for further biodiversity work as a consequence of the targeted awareness among key stakeholders. The provision of background documentation on biodiversity and protected areas will lead to improved planning for biodiversity conservation. The major beneficiaries were the Anguilla National Trust, the Government of Anguilla and the Big Spring Action Committee (BSAC).

The project has benefited from the expertise of the WWF-UK in terms of project management and financial administration, and has strengthened the working relationship between the ANT and WWK-UK. As a consequence of the project the relationship between the ANT and the GoA, in particular, the Chief Minister's Office has improved significantly. The Chief Minister's Office now relies exclusively on the ANT for biodiversity and other environmental information and advice. The ANT's role in supporting the development of other NGOs was also strengthened with the Big Spring Action Committee, especially through the participatory planning process for the Big Spring National Park.

The three major parties in this project have derived some intangible social benefits. The GoA is now seen as more serious towards environmental matters and the ANT's credibility for technical advice and institutional support for NGOs were increased. The BSAC has achieved more credibility in their community through their involvement in the production of the management plan for the Big Spring National Park. This was further enhanced through their efforts at getting consensus from the wider community for the management plan. This was in part evidenced by the overwhelming support openly received for the Big Spring management plan at a public meeting organised by BSAC.

## 6. Project Outputs

Project outputs are quantified in the table in Appendix II using the coding and format of the Darwin Initiative Standard Output Measures. However, technical in-house documentation produced by the project does not fit under any of the categories in that table and are hereunder listed:

### Legislation

- **The “Anguilla : National Parks and Protected Areas Ordinance and Subsidiary Legislation”**
- Draft Native Plant and Animal Habitat Conservation (Biodiversity) Policy

### Protected Areas Development

- Guidelines for an assessment of the status of biological diversity in Anguilla
- Draft organisational structure for the management of National Parks and Protected Areas
- Draft alternative organisational structure for the management of National Parks and Protected Areas
- Guideline for the preparation of National Historic Sites Management Plan
- Management Planning for the Establishment of Protected Areas (Power Point presentation and handouts)
- Brief on land preservation strategies, with emphasis on conservation easements
- Guideline for an Ecological Assessment of Terrestrial Protected Areas
- Criteria for identification of potential sites for protected areas assessment
- Criteria for selection of potential sites for protected areas assessment
- Handouts for Big Spring Management Planning Session II
- Criteria for determining the amount of land required for setting up a protected area
- Estimates of value of biodiversity to Anguilla
- Preliminary management arrangements for establishing protected areas
- Final Big Spring National Park Management Plan (2001-2003)

### Awareness

- Optimising Council Inputs-the business of the Anguilla National Trust (Power Point presentation and handouts)
- PowerPoint presentation “The Big Spring National Park: creating opportunities for Island Harbour and nearby communities”
- Biodiversity: why is this important to Anguillians
- PowerPoint presentation and handouts on “Profiting from Biodiversity Value of Private Lands”
- PowerPoint presentation on “Economic Benefits of Biodiversity Conservation in Anguilla”
- Information package on biodiversity for the Executive Council

- Biodiversity Interest Among Anguillians- a report on a survey on biodiversity knowledge among Anguillians
- Staff Training Needs Assessment-Anguilla National Trust

The major difference in actual outputs against those in the agreed schedule was the inability to get the draft-protected areas legislation enacted during the lifespan of the project. This shortcoming reflected an under estimation in the length of time it takes to get legislation reviewed and passed in Anguilla.

***7. Information relating to project outputs and outcomes have been provided to key government agencies and other stakeholders. Copies of all documents produced by the project are available for use by the general public from the library of the ANT. The achievements of the project were disseminated through a seminar at which all stakeholders were invited. This information was also made available to all of the local media.***

## **8. Project Expenditure**

<b>Budget Line</b>	<b>Project Budget (£)</b>	<b>Actual Expenditure (£)</b>
Rents/rates(banking fees)/lighting/cleaning	3,361	2,662
Postage/telephone/stationery	2,213	1,613
Travel/subsistence (incl. accom. rent)	10,468	5,782
Printing	2,598	2,384
Conferences/seminars/training	2,614	586
Capital items	8,491	8,350
Other/misc.	0	1,275
Salaries	<u>52,762</u>	<u>59,808</u>
<b>TOTAL</b>	<b>82,507</b>	<b>82,460</b>

Variations in the actual expenditure were due to the extension of the project by three months with no additional funding for project activities.

## **9. Project Operation and Partnerships**

There were three local partners who worked on project activities, viz., the Anguilla National Trust, the Government of Anguilla and the Big Spring Action Committee, with the engagement and support of the Anguilla Hotel and Tourism Association and the Anguilla Tourist Board on specific aspects. Other private sector support was obtained from Cable and Wireless who

provided free Internet hours as well as a telephone line for the eco-corner public opinion poll on issues surrounding the management of ecosystems and biodiversity conservation in Anguilla.

The ANT was the main and most active partner in the project, providing the technical expertise and coordinating function. The GoA needed technical information and a greater appreciation on the importance of biodiversity conservation and was therefore very cooperative in facilitating some project activities that fell within its jurisdiction. The Island Harbour community through its BSAC needed opportunities that could assist in the development of their community. The development of the Big Spring site as a protected area with economic spin-offs for residents was their idea and they were instrumental in the planning and preparation of the management plan for the site. The participatory planning phase for the Big Spring National Park, clarified misconceptions among the community and promoted a pragmatic approach to biodiversity conservation in the context of current human, institutional and financial capacities for management.

The WWF-UK was the only international partner that participated in the project activities. Their administrative support and assistance in the periodic review and evaluation of the project assisted in ensuring achievable outputs in a timely manner. It must be noted here that the whole relationship between WWF-UK and the Anguilla National Trust has been characterised by very egalitarian processes of discussion and decision-making. In the development of this proposal, the Trust provided guidance on the Anguilla context, e.g. the need to explore revenue generating potential for landowners given the situation of private landownership in Anguilla, while WWF UK contributed its Administrative expertise. The project proposal was submitted for Darwin Initiative funding by WWF-UK which met the Initiative's reporting requirements, while ANT reported quarterly to WWF-UK with the requirement of a final report and a mid term and final evaluation planned. The project consultants submitted monthly reports to the Trust's Executive Director in her capacity as Project Manager. Up to the time of the initial interviews for the project consultant, both WWF staff and the Trust grappled with the complexities of the Darwin paperwork and WWF undertook to seek the necessary guidance and clarification and to learn from the processes of another Darwin project that was being implemented in another country.

It was also at this time that the roles and responsibilities of both agencies were clearly defined as follows. The consultant or technical expert would spend 100% of his time on the project. 40% of the Trust's Executive Director's time was allocated for project while 30% of the Acting Associate Director, Gina Brooks' time was allocated to project activities. It was agreed that 10% of ANT staff, Karim Hodge's time would be spent on the project as he was on study leave and would be able to contribute to the implementation only during the vacation periods. ANT Staff time was revised at the point of the mid-term review to reflect the end of Ms. Brooks tenure, the return of Mr. Hodge to the office and the recruitment of the Trust's Administrative Manager who would work with the consultant to incorporate project income and expenditure in the monthly financial statements.

Our main contact person on the WWF Staff was Sally Nicholson who was responsible for Specialist Management and 5% of her time was allocated to the project. Christina Mayes of WWF Accounting Department was the Project Administrator and 5% of her time would be dedicated to the project.

## 10. Monitoring and Evaluation, Lesson learning

- *Please explain your strategy for monitoring and evaluation (M&E) and give an outline of results. How does this **demonstrate** the value of the project? e.g. what baseline information was collected (e.g. scientific, social, economic), milestones in the project design, and indicators to identify your achievements (at purpose and goal level).*

Monitoring and evaluation processes will begin with the implementation of the management plan for the Big Spring and East End Pond sites and is considered to be especially important as the same model is being used to develop a management plan for the development of bird-watching facilities on the East End Pond. Lobbying for final government decisions regarding legislation and the development of policy for biodiversity conservation, advocacy and public awareness activities are continuing. However, it is generally recognised that monitoring and evaluation are weak aspects of environmental management in Anguilla and care will need to be taken to ensure the effectiveness of these functions when the management plans are implemented.

- *During the project period, has there been an internal or external evaluation of the work or are there any plans for this?*

Rod Sterne of WWF UK conducted a “mid-term” evaluation of the project in January 2001. His final report was submitted to WWF UK in June 2001. At the time of writing indications are that the required end of project evaluation is likely to be facilitated by Jim Stevenson of the Royal Society for the Protection of Birds (RSPB). The RSPB worked in support of the Trust to lobby for an Environmental Impact Assessment of the Beal Proposal for launching communications satellites off the Sombrero Cay and several members of staff worked on various Trust activities while on sabbatical leave last year.

- *What are the key lessons to be drawn from the experience of this project? We would welcome your comments on any broader lessons for Darwin Initiative as a programme or practical lessons that could be valuable to other projects, as we would like to present this information on a website page.*

1. Project timeframes should not be idealistic but must reflect the country’s actual pace of decision-making and generally doing business.

2. When packaged appropriately, politicians and senior-decision makers can be targeted for awareness and training exercises such as those afforded by the Darwin project in Anguilla.

3. The design of the Darwin project in Anguilla facilitated an integrated approach, involving government, NGOs, the private sector and communities, in processes of capacity building for biodiversity conservation that can be applied in other contexts and settings.

4. Specialist expertise should be firmly secured with clear procedures established for accessing such expertise at the relevant points of the project process

5. Where the relevant technical expertise is found in the host country's region, there should be scope within project requirements for this to be accessed. Social and cultural familiarity can be positive factors in achieving project goals and objectives.
6. Considerations of capacity should not be restricted to that of the host organization but to that of the overall (host country) context in which the project is to be executed.
7. It is important to secure not just consensus for the project proposed but also commitments for participation, support and follow-up, not only from government but also from particular institutions such as schools.

## **2. Darwin Identity**

There was little effort in the project to promote the Darwin Initiative as a separate entity. It was used in conjunction with the Anguilla National Trust and the public generally recognised the efforts of this project as outputs of the ANT. The Darwin logo with that of the ANT and WWF-UK) was used on the cover of the substantive output, the Big Spring National Park Management Plan.

Most government agencies and the Island Harbour community would be aware of the Darwin Initiative and the project but would not be able to give details of the aims of the Darwin Initiative. Emphasis on the Darwin Initiative as a separate entity was not considered a necessary component of project activities, especially in the drive to foster local ownership of the outputs of the project. There was also a reluctance to use the Darwin name in the local cultural context as it potentially created misunderstandings regarding the objectives of project.

This project was the only programme in the country that provided for a broader understanding of biodiversity and initiated the proposal of the institutional framework, the legal instrument and technical criteria for protected areas as a mechanism for biodiversity conservation.

## **3. Leverage**

Additional funds were provided by WWK-UK (£12,000), and the ANT (£15,100) to improve the implementation of the range of project activities. This included the sum of US \$5,200 secured from the Caribbean Natural Resources Institute (CANARI) for the proposed landowner workshops. The first disbursement of this sum was received but engagements with landowners were achieved by the alternative approach of a number of small seminars facilitated by the project consultant. This money was therefore not used and guidance is being sought from CANARI regarding its alternative use or return. These funds are still in the ANT account, as CANARI has not yet responded to our query about whether and how they can be reallocated.

The preparation of the management plan for the Big Spring site and the enthusiasm and commitment of the local community has led to a pledge of about £25,000 by the Organisation of Eastern Caribbean States/Natural Resources Management Unit. This will be a start-up grant for implementation of the management plan. On May 2<sup>nd</sup>, the Government of Anguilla signed a grant agreement with the Organisation of Eastern Caribbean States (Natural Resources

Management Unit) on receipt of the sum of EC \$227,500 (£55,516.24) for implementation of the development of the Big Spring Heritage Site and the East End Pond. Further support from the RSPB is being discussed in general terms of a biodiversity conservation strategy for Anguilla and more specifically for the development of tours to both sites.

#### 4. Sustainability and Legacy

- *What project achievements are most likely to endure? What will happen to project staff and resources after the project ends? Are partners likely to keep in touch?*

Policy and Institutional Framework - The policy documents that can now be referred to by all decision-makers and other stakeholders, as well as the institutional framework documents, are in my opinion most likely to endure. In terms of strengthened human capacity, the enduring characteristic will be realized only if the individuals involved remain in their offices or on the island in positions where they can be applied. Given the constant political turnover and uncertain arrangements within the Chief Minister's Office and consequently, within the Parliamentary Secretary's Office, endurance of the project's achievements cannot be guaranteed. The Trust is struggling to maintain a high level of motivation among its staff and is seeking consensus about its future direction. Staff, both at the Trust and within the Physical Planning Department may also be lost in the pursuit of personal advancement and further professional training that is likely to take them off island. The policy documents and institutional options are therefore extremely important to guidance and continuity of sustainable decision-making for biodiversity conservation in Anguilla. When the legislation is passed, this can be considered in like manner.

Staff – Staff recruited specifically for the project was always intended to be temporary and so the consultant has left. With the exception of the tourism survey, persons paid to complete specific, short-term tasks did just that.

While the above risks of staff turnover and loss must be noted, the reality is that two young Anguillians have recently returned home with qualification that enables the legacy of the project to be carried forward. Gina Brooks, who worked at the Trust and was part of the project's staff at its inception now has a M. Sc. degree in Planning Studies from Oxford Brookes University and is expected to be employed within the Department of Physical Planning. James Gumbs has a M. Sc. in Marine Biology and while he is expected to be employed by the Government of Anguilla, we have recently requested that he be assigned to the Trust and this is receiving favourable consideration.

Vehicle - On the advice of the Trust's auto mechanic, the project vehicle is being offered for sale as several parts have just been replaced and this should enable it to fetch the best price possible. The purchase and use of the vehicle provided another level of learning and experience altogether. The jeep was a third-hand vehicle that worked fairly well initially but bearing in mind that it would necessarily involve multiple drivers, that the consultant was housed in the western end of the island and that the transportation requirements for the project were high, we needed to have purchased a vehicle in better condition with less mileage. This has led to a decision that for any similar project in the future, the project budget for a vehicle will be estimated at the cost of

nothing older than five years if a project is less than three years. The Darwin vehicle became eight years old during the project and therefore lost its comprehensive insurance coverage. Fortunately, the Trust has another vehicle, that is still under two years old and this was made available to the Darwin project consultant, while Trust staff used the older vehicle for lighter work.

This situation had no negative impact on the visibility of the WWF panda and Trust staff thought of impact in a whole new way when the ED was presented with a little panda mask, made by an English resident and craftsperson, Margaret Tabor, who said she had been inspired by the panda on the project jeep.

Computer - The computer purchased for the project is still in use and is in fact being used to produce this report. Prior to Dr. Homer's arrival, it was the main computer used for project documentation. It has been taken to the government's Information Technology Unit for maintenance and troubleshooting and fault correction from time to time and is still serving the needs of the Trust very well.

Partners - All of the partners are likely to keep in touch though not necessarily by way of projects funded through the Darwin Initiative. It is the perception of the Trust that for a small, low-lying island like Anguilla, inadequate attention is being paid to the issues of adaptation to climate change. This is one area in which we are likely to seek UK funding for continued project engagement with WWF UK and the Government of Anguilla. Another is for the employment of WWF staff member Rod Sterne to facilitate on organizational development exercise with the Anguilla National Trust, most likely with the support of and in collaboration with the Royal Society for the Protection of Birds with whom we have had preliminary discussion about this.

- *Have the project's conclusions and outputs been widely applied? How could legacy have been improved?*

With regard to the Planning Department's proposal for the development of bird watching facilities at the East End Pond, the community co-management model is being applied and so is the participatory process of developing a management plan for the site. The Darwin-sponsored, Ramsar training received by the Trust's AED, Karim Hodge will also be applied not just to this project but also in already approved plans for a teacher-training workshop scheduled for February 2002, to heighten awareness about the value of wetlands for teaching and learning. The workshop will also be designed to include the awareness of protected areas for biodiversity conservation.

In terms of legacy, this could have been stronger with greater inputs by way of feedback to the development of both the project design and the final documentary outputs from the government stakeholders and the ANT Council. As it turned out, these stakeholders were more or less recipients of the products more so than participants in their development but every effort was made to seek the desirable level of feedback. The legacy could also have been improved through increased staff within the Trust's office. Without this the consultant's role ranged from the high levels of technical expertise to more mundane tasks undertaken in appreciation of the inadequate

staff resources involved. This recognition is also an indicator of increased ability to determine institutional capacity required for similar projects in the future.

Another area in which the legacy of this project could have been improved is in the area of law enforcement. Bringing the matter of enforcement to the fore was one of the achievements of the original project consultant. Dr. McCarthy raised the question of the police were not enforcing environmental laws and no satisfactory answers were provided. This reflected the cultural attitude that breaking environmental laws was not really being criminal and breaches were not being treated as the criminal offences that they were. It is the Darwin project that clarified for the Trust that the Department of Physical Planning did not have enforcement powers but that with respect to the marine protected areas and mooring fee collection for these enforcement powers were shared by the Department of Fisheries and Marine Resources and the Customs Department respectively.

The Royal Anguilla Police Force should therefore have been targeted as one of the agencies that should have been more integrally involved in the development and execution of the project. However, it is the Darwin inputs to the development of the National Environmental Management Strategy that led to the consideration of enforcement as an important aspect of environmental management. We are yet to verify if the police involvement in the monitoring of sea turtle nesting sites during this nesting season, is also a result of the Darwin project but it is commendable and demonstrates the police recognition of their own role as stakeholders in the processes of biodiversity conservation. The Trust now invites the Royal Anguilla Police Force in its discussion on the establishment and management of protected areas but their absence on the most recent consultation on the Marine Park Management Plan was noted. It was decided to hold an information sharing session for decision-makers in the force and for officers of the Marine Unit.

Most of all, I think the legacy could have been improved if the necessary political action had been taken to request the extension on the Convention of Biological Diversity but perhaps the impact of the Darwin project will yet facilitate this and the Trust will continue to seek ways of achieving this outcome. Some degree of political will was, however, expressed in the Chief Minister's letter received by Sally Nicholson during her visit and cited as follows;

“The Government of Anguilla is appreciative of the contribution that WWF UK is making towards our sustainable development and is currently reviewing draft legislation for the establishment of National Parks and Protected Areas, which is the major output of this project. Consensus on this draft legislation will lead to its implementation thereby allowing the declaration of protected areas such as the Fountain Cavern National Park and the Big Spring Amerindian Site.”

The adoption of the draft legislation is therefore still anticipated but the extension of the relevant multi-lateral environmental agreements (MEAs) is still not in sight.

- *Are additional funds being sought to continue aspects of the project (funds from where and for which aspects)?*

Not yet but once an effective strategy has been agreed, funding may be needed to pursue the elusive extension of MEAs.

In light of the non-use of the CANARI funds, the alternative use being requested is for a teacher-training workshop on Wetlands Education, which is planned as part of the activation of the Ramsar Convention in Anguilla. Information and materials for this workshop were provided at the Ramsar workshop attended by AED, Karim Hodge and paid for by the Darwin project. Another main resource for this workshop is the Wondrous West Indian Wetlands, a resource book on Caribbean wetlands for teachers and other educators, published by the West Indian Whistling-Duck Working Group of the Society of Caribbean Ornithology. These workshops were held in May 2002 but the CANARI money was not used .

## **5. Value for money**

- *Considering the costs and benefits of the project, how do you rate the project in terms of value for money and what evidence do you have to support these conclusions?*

It is difficult to rate the project in terms of value for money at this stage. The value to my mind will be demonstrated in the success of implementing the management plans for the Big Spring and East End sites as well as in the passage of the draft legislation by the Anguilla House of Assembly. Similarly, the use of the institutional framework for a National Parks Service will serve to demonstrate value.

In the short term no dollar value has been placed on the increased capacity generated by the project. However, indicators of increased capacity of the Trust's staff are becoming evident in the improved quality of our contributions to current processes not only at the national level but also regionally. One example is the way in which Trust inputs have influenced the current consultancy for the preparation of a management plan for Anguilla's Marine Park Areas. The consultant for this project is Dr. Dan Hoggarth, who was among the original slate of candidates interviewed for the Darwin consultancy. In this consultancy, he has also included the use of the institutional framework options for protected area management that were produced by Dr. Homer as part of the Darwin Project.

The Darwin project also strengthened the Executive Director's capacity to contribute meaningfully the discussion on biodiversity during the WSSD Regional (Latin America and the Caribbean), Preparatory Meeting of Civil Society Organisations held in Rio de Janeiro from October 18<sup>th</sup> to 20<sup>th</sup> 2001. Specifically, the ED was able to bring to the discussion the value of biodiversity services to sustainable agriculture, practical considerations to the concept of the sustainable use of biodiversity and options for financing biodiversity conservation – all based on knowledge enhancement and new learning from the Darwin project. It is most likely that these kinds of value will continue to influence decisions affecting biodiversity conservation at various levels. (This is a really important outcome in terms of capacity building and credit given to Director ANT for using knowledge and skills from Darwin work into the international arena.

## Appendix I: Project Contribution to Articles under the Convention on Biological Diversity (CBD)

Please complete the table below to show the extent of project contribution to the different measures for biodiversity conservation defined in the CBD Articles. This will enable us to tie Darwin projects more directly into CBD areas and to see if the underlying objective of the Darwin Initiative has been met. We have focused on CBD Articles that are most relevant to biodiversity conservation initiatives by small projects in developing countries. However, certain Articles have been omitted where they apply across the board. Where there is overlap between measures described by two different Articles, allocate the % to the most appropriate one.

<b>Project Contribution to Articles under the Convention on Biological Diversity</b>		
<b>Article No./Title</b>	<b>Project %</b>	<b>Article Description</b>
<b>6. General Measures for Conservation &amp; Sustainable Use</b>	20	Develop national strategies which integrate conservation and sustainable use. <i>Darwin project contributed conservation aspects of Anguilla's National Environmental Management Strategy</i>
<b>7. Identification and Monitoring</b>	10	Identify and monitor components of biological diversity, particularly those requiring urgent conservation; identify processes and activities which have adverse effects; maintain and organise relevant data.
<b>8. In-situ Conservation</b>	10	Establish systems of protected areas with guidelines for selection and management; regulate biological resources, promote protection of habitats; manage areas adjacent to protected areas; restore degraded ecosystems and recovery of threatened species; control risks associated with organisms modified by biotechnology; control spread of alien species; ensure compatibility between sustainable use of resources and their conservation; protect traditional lifestyles and knowledge on biological resources.
<b>9. Ex-situ Conservation</b>	0	Adopt ex-situ measures to conserve and research components of biological diversity, preferably in country of origin; facilitate recovery of threatened species; regulate and manage collection of biological resources.
<b>10. Sustainable Use of Components of Biological Diversity</b>	10	Integrate conservation and sustainable use in national decisions; protect sustainable customary uses; support local populations to implement remedial actions; encourage co-operation between governments and the private sector.
<b>11. Incentive Measures</b>	0	Establish economically and socially sound incentives to conserve and promote sustainable use of biological

		diversity.
<b>12. Research and Training</b>	0	Establish programmes for scientific and technical education in identification, conservation and sustainable use of biodiversity components; promote research contributing to the conservation and sustainable use of biological diversity, particularly in developing countries (in accordance with SBSTTA recommendations).
<b>13. Public Education and Awareness</b>	30	Promote understanding of the importance of measures to conserve biological diversity and propagate these measures through the media; cooperate with other states and organisations in developing awareness programmes.
<b>14. Impact Assessment and Minimizing Adverse Impacts</b>	20 (eg Cap Juluca)	Introduce EIAs of appropriate projects and allow public participation; take into account environmental consequences of policies; exchange information on impacts beyond State boundaries and work to reduce hazards; promote emergency responses to hazards; examine mechanisms for re-dress of international damage.
<b>15. Access to Genetic Resources</b>	0	Whilst governments control access to their genetic resources they should also facilitate access of environmentally sound uses on mutually agreed terms; scientific research based on a country's genetic resources should ensure sharing in a fair and equitable way of results and benefits.
<b>16. Access to and Transfer of Technology</b>	0	Countries shall ensure access to technologies relevant to conservation and sustainable use of biodiversity under fair and most favourable terms to the source countries (subject to patents and intellectual property rights) and ensure the private sector facilitates such assess and joint development of technologies.
<b>17. Exchange of Information</b>	0	Countries shall facilitate information exchange and repatriation including technical scientific and socio-economic research, information on training and surveying programmes and local knowledge
<b>19. Bio-safety Protocol</b>	0	Countries shall take legislative, administrative or policy measures to provide for the effective participation in biotechnological research activities and to ensure all practicable measures to promote and advance priority access on a fair and equitable basis, especially where they provide the genetic resources for such research.
<b>Total %</b>	<b>100%</b>	<b>Check % = total 100</b>

## 6. Appendix II Outputs

Please quantify and briefly describe all project outputs using the coding and format of the Darwin Initiative Standard Output Measures.

Code	Total to date (reduce box)	Detail (←expand box)
<b>Training Outputs</b>		
1b	Number of PhD qualifications obtained	-
2b	Number of Masters qualifications	-
3b	Number of other qualifications obtained	-
4a	Number of undergraduate students receiving training	-
4b	Number of person weeks of training provided to undergraduate students	-
4c	Number of postgraduate students receiving training (not 1-3 above)	-
4d	Number of person weeks of training for postgraduate students	4 weeks - Karim Hodge, Field work for M.Sc. in Conservation Biology from University of Kent at Canterbury
5	Number of people receiving other forms of <b>long-term</b> (>1yr) training not leading to formal qualification (i.e. not categories 1-4 above)	-
6a	Number of people receiving other forms of <b>short-term</b> education/training (i.e. not categories 1-5 above)	1
6b	Number of person weeks of training not leading to formal qualification	-
7	Number of types of training materials produced for use by host country(s)	Big Spring Report by Valerie Green
<b>Research Outputs</b>		
8	Number of weeks spent by UK project staff on project work in host country(s)	Rod Stern 7 days Sally Nicholson 6 days
9	Number of species/habitat management plans (or action plans) produced for Governments, public authorities or other implementing agencies in the host country (s)	1 – Management Plan for the Big Spring National Park.
10	Number of formal documents produced to assist work related to species identification, classification and recording.	1 – Native Plant and Animal Habitat Conservation (Biodiversity) Policy
11a	Number of papers published or accepted for publication in peer reviewed journals	-
11b	Number of papers published or accepted for publication elsewhere	-
12a	Number of computer-based databases established (containing species/generic information) and handed over to host country	
12b	Number of computer-based databases enhanced (containing species/genetic information) and handed over to host country	-
13a	Number of species reference collections established and handed over to host country(s)	1 Checklist of sea snails-Homer

<b>Code</b>	<b>Total to date (reduce box)</b>	<b>Detail (←expand box)</b>
13b	Number of species reference collections enhanced	1 Big Spring Flora List Green
<b>Dissemination Outputs</b>		
14a	Number of conferences/seminars/workshops organised to present/disseminate findings from Darwin project work in host country	9 – to GOA, ANT Staff & Council, BSAC, landowners, communities, other stakeholders
14c	Numbers of conferences/seminars/workshops attended at which finding from Darwin project work have been presented/disseminated in the host country	Findings from the tourism/visitor survey and from the Biodiversity Awareness survey have been used in planning for other projects and programmes-
15a	Number of national press releases or publicity articles in host country(s)	13 in 2 newspapers– Both Anguillian newspapers as well as two radio stations continue to carry the “Eco-Corner” product by contributing space and broadcast time.
15b	Number of local press releases or publicity articles in host country(s)	9 in 7 issues of TRUST NEWS - “local” here is interpreted to mean those to whom the ANT newsletter, TRUST NEWS is circulated
15c	Number of national press releases or publicity articles in UK	N/A
15d	Number of local press releases or publicity articles in UK	?N/A
16a	Number of issues of newsletters produced in the host country(s)	-Forum News UKOTCF circulation 2,500
16b	Estimated circulation of each newsletter in the host country(s)	-
16c	Estimated circulation of each newsletter in the UK	-2,500
17a	Number of dissemination networks established in host country	-n/A
17c	Number of dissemination networks enhanced/extended in host country	-n/A
18a	Number of national TV programmes/features in host country(s)	-n/A
18b	Number of national TV programme/features in the UK	-n/a
18c	Number of local TV programme/features in host country	Rebroadcast of spots promoting protection of sand dunes and coastal areas
18d	Number of local TV programme features in the UK	-none
19a	Number of national radio interviews/features in host country(s)	2 interviews plus a number of radio spots
19b	Number of national radio interviews/features in the UK	-none
19c	Number of local radio interviews/features in host country (s)	- as above
19d	Number of local radio interviews/features in the UK	-none

<b>Code</b>	<b>Total to date (reduce box)</b>	<b>Detail (←expand box)</b>
<b>Physical Outputs</b>		
20	Estimated value (£s) of physical assets handed over to host country(s)	£7,410.47
21	Number of permanent educational/training/research facilities or organisation established	-
22	Number of permanent field plots established	- 2
23	Value of additional resources raised for project	

## 7. Appendix III: Publications

Provide full details of all publications and material that can be publicly accessed, e.g. title, name of publisher, contact details, cost. Details will be recorded on the Darwin Monitoring Website Publications database, which is currently being compiled.

Mark (\*) all publications and other material that you have included with this report

<b>Type *</b> (e.g. journals, manual, CDs)	<b>Detail</b> (title, author, year)	<b>Publishers</b> (name, city)	<b>Available from</b> (e.g. contact address, website)	<b>Cost £</b>

## 8. Appendix IV: Darwin Contacts

To assist us with future evaluation work and feedback on your report, please provide contact details below.

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