

FINAL REPORT

**THEMATIC ASSESSMENT UNITED
NATIONS CONVENTION TO
COMBAT DESERTIFICATION (UNCCD)**

Prepared for National Environment
and Planning Agency The National Capacity
Self Assessment Project (NCSA) - Jamaica
5 Oxford Park Avenue
Kingston 5 Jamaica, W.I.



Prepared By Marjorie Stair Thematic Consultant – Land Degradation May 2005

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THEMATIC ASSESSMENT

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United Nations Convention to Combat Desertification
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LIST OF ACRONYMS

COP	Conference of Parties
GEF	Global Environment Facility
JPM	Jamaica Poverty Map
KSA	Kingston and St Andrew Area
MLE	Ministry of Land and Environment, Jamaica
MOA	Ministry of Agriculture, Jamaica
MOU	Memorandum of Understanding
MWH	Ministry of Water & Housing, Jamaica
NAP	National Action Programme
NCSAP	National Capacity Self-Assessment Project
NEPA	National Environment Protection Agency
NFP	National Focal Point
NIC	National Irrigation Commission
NIDP	National Irrigation Development Plan
NLA	National Land Agency
NRCA	Natural Resource Conservation Authority
NWC	National Water Commission
ODPEM	Office of Disaster Preparedness & Emergency Management
OP 15	Operation Programme 15 (GEF)
OPM	Office of the Prime Minister of Jamaica
PIOJ	Planning Institute of Jamaica
RADA	Rural Agricultural Development Authority
RPPU	Rural Physical Planning Unit
SIRI	Sugar Industry Research Institute
SLM	Sustainable Land Management
STEPA	St Elizabeth Environment Protection Agency
UNCCD	United Nations Convention to Combat Desertification

UWI	University of the West Indies
WUA	Water Users Associations
WRA	Water Resource Authority

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Special thanks go to Mrs. Winsome Townsend, Director Strategic Planning Policy and Projects Division (NEPA) and chair of PSC, Miss Keina Montaque, Project Assistant (NCSA) and in particular the Conventions Focal Points.

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EXECUTIVE SUMMARY

The purpose of the Land Degradation Thematic Assessment was to analyse the nation's capacity needs, priorities and constraints with respect to Jamaica's efforts to meet its global environmental objectives with particular reference to the obligations of the **United Nations Convention to Combat Desertification (UNCCD)**.

The National Capacity Self-Assessment was conducted at three levels:

- Individual
- Institutional
- Systemic

The Thematic assessment was conducted within the context of the commonly accepted definition of capacity building as the actions needed to enhance the ability of individuals, institutions and systems to make and implement decisions and perform functions in an effective, efficient and sustainable manner.

The **United Nations Convention to Combat Desertification (UNCCD)** was adopted in Paris on **June 17 1994** and was entered into force on **December 26, 1996** ninety days after the fiftieth ratification was received. Jamaica became a Party of the **UNCCD** on **March 10 1998** after its accession on **November 22 1997**. It is the only internationally recognized legally binding instrument that addresses the problem of land degradation in dryland rural areas. The **UNCCD** places human beings at the center of its effort to combat desertification and mitigate the effects of drought.

In May 2003 the council of the Global Environment Fund (GEF) introduced Operational Programme n.15 (OP15) as a specific framework for intervention on Sustainable Land Management (SLM). The main objective of OP15 is "*to mitigate the causes and negative impacts of land degradation on the structure and functional integrity of ecosystems through sustainable land management practices as a contribution to improving people's livelihoods and economic well-being.*"

The Ministry of Land and Environment (MLE) is now the Focal Point Ministry with the transfer of both the subject and the National Focal Point (NFP) from the Ministry of Water and Housing (MWH) in 2003. The **UNCCD** Working Committee, established in 2000, is currently inactive but there is a proposal to reactivate it.

Little progress has been made with respect to Jamaica meeting its obligations as a Party of the **UNCCD** but at the end of 2004 the Permanent Secretary of the Ministry of Land and Environment approved the proposal for the recruitment of a consultant who will work with

the NFP to have a draft National Action Programme (NAP) prepared for submission to Cabinet by May 2005.

CAPACITY CONSTRAINTS

The major issues and capacity constraints identified are summarized in Tables 4 and 5 and are as follows:

1. Need for proactive Working Committee or Secretariat with responsibility for the development of the National Action Programme and a Drought Management Policy and Plan.
2. The absence of a clear system of accountability within the system of Government with respect to the country meeting its obligations as a Party of the Convention
3. The low level of public awareness and knowledge about the **UNCCD** generally but specifically in key Implementing Agencies and Government Ministries
4. The enabling environment, with respect to appropriate policies, laws and programmes, exists for the implementation of the **UNCCD** and should enhance the development of the NAP and the Drought Management Policy and Plan.

RECOMMENDATIONS

The followings are the recommendations.

Institutional

1. The development of an appropriate system of accountability for the Convention within the system of government. This Unit would be responsible for ensuring that the country not only meets its obligations as a party of the UNCCD, but benefits fairly from its participation as a Party.
2. The name of a government organization responsible for supporting the Focal Point Institution in driving the implementation of the NAP (once in place).
3. The expeditious and timely dissemination of relevant information, such as reports of COP and other activities associated with the UNCCD to the key implementation agencies.
4. A comprehensive assessment of the factors that cause drought and the mapping of drought areas as the basis for the expeditious development of and the periodic review of the NAP for the country. This should also facilitate the development of more effective drought monitoring programmes especially in the southern St Elizabeth and Clarendon plains, the areas most vulnerable to drought in Jamaica.
5. The development of methods to measure and collect data related to the water requirements of the different crops, and the water demands at the different stages of crop growth and development.

6. The introduction of and implementation of effective systems for the forecasting of drought and the development of effective early warning and forecasting systems, which will include the development of drought indices.
7. The acquisition of appropriate technology which will allow more effective management and distribution of the country's water resources and adequate financing for existing projects and programmes. This will include the acquisition of equipment to reduce dependence on manual meteorological data collection.
8. Public and private sector investment in water storage systems to increase reliable yield of water.
9. Provision of capital funds to allow the implementation of critical projects and to facilitate needed research whilst at the same time allowing organizations such as the Water Resources Authority and the Meteorological Department to not only attract suitable qualified professional staff but to effectively use their skills and knowledge.
10. Action to be taken to recover lost capacity such as that identified by SIRI with respect to underutilized pump sources and abandonment of irrigation infrastructure and systems in some sugar cane producing areas.

Public Education

11. The development of an effective and comprehensive public education programme which targets not only the wider public but which will ensure that personnel in key implementing agencies are informed of the country's obligations in the UNCCD and the role that they are expected to play in meeting these obligations.

Legal, Regulatory & Policy

12. The legislative and regulatory framework for the successful development of the NAP and which allows the country to meet its obligations as a Party of the UNCCD exists but there is need for enforcement of existing laws and the development of appropriate legislation to prevent the growing conversion of agricultural lands to residential and other commercial uses.
13. The development of effective and comprehensive agricultural and land use policies including crop zoning laws and the restriction of the allocation of crop production incentives to farmers producing crops and recommended for zoned areas.
14. Enforcement and strengthening of laws related to illicit mining of sand and the restoration of mined out bauxite lands, activities which can contribute significantly to land degradation as well as the destruction of aquifers.

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THE UNITED NATIONS CONVENTION
TO
COMBAT DESERTIFICATION

UNCCD

1.0 INTRODUCTION

1.1 Background

The purpose of the present work is to conduct a capacity self-assessment within the land degradation thematic area as a means of analyzing national capacity needs, priorities and constraints with respect to Jamaica's efforts to meet its global environmental obligations for the **United Nations Convention to Combat Desertification (UNCCD)**.

The National Capacity Self- Assessment is being conducted at three levels within the context of the commonly accepted definition of capacity building as the actions needed to enhance the ability of individuals, institutions and systems to make and implement decisions and perform functions in an effective, efficient and sustainable manner:

- Individual- Capacity building at this level refers to the process of changing attitudes and behaviours, usually through training activities which disseminate knowledge and develop skills
- Institutional- Capacity building at this level aims at the development of the institution as a total system and focuses on the overall performance of the organization, its functional capabilities as well as its ability to adapt to change.
- Systemic- At this level capacity building is concerned with the creation of 'enabling environments' i.e. the overall policy, economic, regulatory and accountability frame work within which the individuals and institutions operate.

The Land Degradation Thematic Self-assessment has the following specific objectives:

- a. identification of priority issues under the Land Degradation thematic area;
- b. identification of capacity constraints, bottlenecks in the Land Degradation thematic area at the assessment levels referred to above; and
- c. evaluation and prioritization of capacity issues within the Land degradation thematic area.

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The review analysis of existing documents, including the Stocktaking Report¹ on the status of implementation with respect to this convention, and other relevant national reports was one approach used to achieve these objectives. This analysis is aimed at identifying established priorities, capacity constraints and needs, as well as the identification of any existing information gaps.

The assessment of national capacity is aimed at answering the following questions:

¹ National Capacity Self Assessment Stocktaking Report, Prepared by Dr. Elaine Fisher

“What are the priority issues of the country in its role as a party of the UNCCD? What are the specific constraints are preventing adequate responses to these issues? How do these constraints affect the ability of the country to meet its obligations under the UNCCD?”

The assessment was conducted by review of documentation, interviews and workshops.

1.2 United Nations Convention to Combat Desertification (UNCCD)

The **United Nations Convention to Combat Desertification (UNCCD)** was adopted in Paris on **June 17, 1994** and entered into force on **December 26, 1996**, ninety days after the fiftieth ratification was received. June 17 has been observed as **World Day to Combat Desertification and Drought** since the beginning of 1995. Jamaica became a Party of the UNCCD on **March 10, 1998** after its accession on **November 22, 1997**.

The **UNCCD** is the only internationally recognized legally binding instrument that addresses the problem of land degradation in dry land rural areas and on its tenth anniversary, **June 17, 2004** had a membership of **191** Parties. Developed country Parties, in accordance with **Article 20** of the **UNCCD**, are expected to mobilize substantial financial resources, including grants and concessional loans, to provide support for the implementation of programmes under the **UNCCD** with additional funding being provided from The Global Environment Facility (GEF) in conformity with the provisions of the instrument establishing the GEF.

The **UNCCD** places human beings at the center of its concern to combat desertification and mitigate the effects of drought. It recognizes that National Governments play a critical role in combating desertification and mitigating the effects of drought and that progress depends on local implementation of programmes in affected areas.

Articles 5 and **9** of the **UNCCD** are of greatest relevance to Jamaica and are outlined below.

Box1: Article 5 - Obligations of affected Country Parties

- Give due priority to combating desertification and mitigating effects of drought and providing adequate resources in accordance with their circumstances and capabilities
- Establish strategies and priorities, within the framework of sustainable development programmes and policies, to combat desertification and mitigate the effects of drought
- Address the underlying causes of desertification and pay special attention to the social factors contributing to the desertification process
- Promote awareness and facilitate the participation of local populations, particularly women, youth, with the support of non-governmental organizations, in efforts to combat desertification and mitigate the effects of drought; and
- Provide an enabling environment by strengthening, as appropriate, relevant existing and, where they do not exist, enacting new laws and establishing long-term policies and programmes

Box 2: Article 9 - Basic Approaches

In carrying out their obligations pursuant to **Article 5**, an affected developing country Party or other affected country Party in the framework of its regional implementation Annex which has notified the Permanent Secretariat in writing of its intention to prepare a national action programme, shall, as appropriate, *prepare, make public and implement national action programmes, utilizing and building, to the extent possible, on existing relevant successful plans and programmes and sub regional and regional action programmes, as the central element of the strategy to combat desertification and mitigate the effects of drought.* Such programmes shall be updated through continuing participatory process on the basis of lessons learnt from field action, as well as the result of research. *The preparation of national action programmes shall be closely interlinked with other efforts to formulate national policies for sustainable development.*

- In the provision by developed country Parties of different forms of assistance under the obligations of **Article 6**, priority shall be given to supporting, as agreed, national, sub-regional and regional programmes of affected developing country Parties, particularly those in Africa, either directly, through relevant multilateral organizations or both.
- The parties shall encourage organs, funds and programmes of the United Nations system, other relevant intergovernmental organizations, academic institutions, the scientific community, non-governmental organizations in a position to cooperate, in accordance with their management capabilities, to support the elaboration, implementation and follow-up of action programmes.

The other relevant articles are **Articles 1, 2, 3 and 4**, which provide definitions of the terms commonly used in the Convention; lists the objectives, principles and the General Obligations of the Convention. **Articles 8, 10, 17 and 18** are also of relevance.

The **Regional Implementation Annex for Latin American and the Caribbean** applies to the **33** Country Parties in the region.

Box 3: Annex III- Regional Implementation Annex for Latin America and the Caribbean

In conformity with the Convention, in particular **Articles 9 and 11**, and in accordance with national development policies, *affected country Parties of the region shall, as appropriate develop and implement national action programmes to combat desertification and mitigate the effects of drought as an integral part of their national policies for sustainable development*

Box 4:- Article 4 of the Regional Implementation Annex for Latin America and the Caribbean

Content of National Action Programme

- Increase capacity, education and public awareness, technical, scientific and technological cooperation and financial resources and mechanisms
- Eradicate poverty and improve quality of human life
- Achieve food security and sustainable development
- Sustainable management of natural resources
- Rational management and conservation of soil resources and exploitation and efficient use of resources
- Formulation and application of emergency plans to mitigate the effects of drought
- Strengthen and/or establish information, evaluation and follow-up and early warning systems in areas prone to drought
- Develop, manage and efficiently use diverse sources of energy
- Conservation and sustainable use of biodiversity in accordance with the Convention
- Consideration of demographic aspects related to desertification and drought
- Establishing or strengthening institutional and legal frameworks permitting application of the Convention and aimed, inter alia, at decentralizing administrative structures

In October 2002, the second assembly of the GEF designated land degradation, primarily desertification and deforestation, as a new focal area as a means to support the implementation of the **UNCCD**. This was in response to a situation where, although the GEF had supported land degradation mitigation projects for many years, the land degradation component of these projects was not emphasized or focused and, because of link to other projects, was not usually located in regions of the highest land degradation concerns.

The GEF Council approved a specific framework for intervention on Sustainable Land Management (SLM) in May 2003, with the main objective of the framework, as outlined in the GEF Operational Programme n.15 (OP15), being: “to mitigate the causes and negative impacts of land degradation on the structure and functional integrity of ecosystems through

sustainable land management practices as a contribution to improving people's livelihoods and economic well-being." Under the operational programme, countries are expected to address land degradation issues, using integrated and cross-sectoral approaches, within the framework of sustainable development at the local, national and/or transboundary levels.²

1.3 Findings of the Stocktaking Report

The November 2004 Stocktaking Report³ concludes:

"There appears to be little progress in implementing this Convention (UNCCD). As stated in the 'General Comments/Recommendations' of the Second National Report': ***The name of the Convention and its focus issues are not a direct fit into Jamaica's environmental scene and hence one does not readily identify with it. The issues relevant to our local situation have to be put across more clearly to engender real support from relevant authorities and agencies.***'

The report found that the **National Action Programme (NAP)** of the **UNCCD** should address the need for:

- an increase in the national awareness of the problems of land degradation;
- benchmarks and indicators for land degradation and drought;
- identification and mapping of the areas most affected and/or most vulnerable to land degradation and drought;
- programmes to address causes of the significant annual soil loss;
- the establishment of a National Coordinating Body with responsibility for implementing the UNCCD;
- the development of early warning systems for drought;
- the use of traditional knowledge in identifying practices aimed at preventing land degradation; and
- additional financial resources

² Training Handbook - Global Environment Facility's Sustainable Land Management Approach

³ Stocktaking Report prepared for The National Capacity Self-Assessment Project – November 2004
Section B – The United Nations Convention to Combat Desertification (UNCCD)

2.0 METHODOLOGY

The **UNCCD Land Degradation National Capacity Self-Assessment** was conducted with guidance from the “*Guide For Self-Assessment Of Country Capacity Needs For Global Environmental Management*” prepared by **Global Environment Facility (GEF)**. The guide suggests a four-step process for undertaking an assessment for the thematic area of land degradation/desertification, which includes the identification of opportunities for thematic capacity building. These steps are:

- preparation of a thematic profile on land degradation/desertification, situational analysis that provides an understanding of the baseline situation for the subject;
- identifying, reviewing or confirming priority issues within the thematic area;
- identifying capacity constraints for priority issues; and
- identifying opportunities for capacity building to address the identified capacity constraints for the thematic area.

The findings of the Stocktaking and other **UNCCD** reports provided the situational analysis, which formed the basis of the thematic assessment.

The thematic assessment involved interviews of potential and/or critical stakeholders including members of the Land Degradation Working Committee, review of reports and documents, focus group consultations and a national workshop. In addition meetings were held with the National Focal Point and the draft thematic assessment report was circulated to stakeholders and members of the NCSA Project Steering Committee. This was aimed primarily at getting the input of as wide a cross-section of relevant stakeholders as possible.

The list of organizations and persons contacted and the list of documents and reports reviewed are shown in **Appendix I** and **II** respectively.

3.0 IMPLEMENTATION OF UNCCD

3.1 Institutional Arrangements

The responsibility for the UNCCD and the National Focal Point were transferred from the Ministry of Water and Housing (MWH) to the Ministry of Land and Environment (MLE) in 2003.

The National Focal Point who is the official liaison with the **UNCCD** Secretariat is the Senior Director for Emergency Management and the Weather Services Unit in the MLE. The unit oversees the work of Disaster Preparedness, and Emergency Management.

Currently the unit is understaffed despite the fact that representations have been made to the Services Commissions to provide an additional staff member for the Emergency Management and Weather Services Unit of the Ministry of Land and Environment as of 2005 April. The duties of this person will include but not be restricted to the work involved in the implementation of the **UNCCD**.

Jamaica has met some of its financial obligations to the **UNCCD**, with its first payment being made for the year 1999. There is no provision in the budget of the Ministry of Land and Environment for the work related to the **UNCCD** but submissions are to be made to ensure that there is provision in the budget for the next fiscal year 2005 April 01 to 2006 March 31.

In November 2004 the Permanent Secretary of the Ministry of Land and Environment took steps to ensure the development of a timetable for the preparation of the National Action Programme and approved the proposal for the development of the NAP in May 2005.

- The **UNCCD** Working Committee, established in 2000, is currently inactive, having not met since 2002 September. The current members are the Ministry of Water & Housing (MWH), the Ministry of Land and Environment, the Ministry of Agriculture, (MOA) the Rural Physical Planning Unit (RPPU), the Water Resources Authority (WRA), the St Elizabeth Environmental Protection Agency (STEPA), the Planning Institute of Jamaica (PIOJ), the Forestry Department, the Attorney General's Department and Member of Parliament, Sharon Haye- Webster.

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An analysis of the stakeholder composition of a proposed UNCCD working group is shown in Table 1. The list includes the existing members of the UNCCD working committee as well as other stakeholders and potential members.

It had been proposed that in reactivating the UNCCD Working Committee on Drought and Desertification become a working committee under the Sustainable Development Council spearheaded by the Natural Resource Conservation Authority (NRCA) but this council is also inactive.

It must be noted that to date no agency has been identified to be the lead agency for the execution of the NAP, once it is developed. Clearly this agency should be a member of the

Land Degradation Working Committee and along with the Focal Point Institution play must play a key role in the coordination and implementation of the NAPs. The matter of the institutional issues will be further dealt with in the Institutional Cross Cutting Report which will follow and build on the findings of the thematic report. In this regard there is an urgent need for the agency or department of government charged with the responsibility implementation to be identified early in the process of development of the NAP.

Table 1: Stakeholder Analysis

UNCCD Working Committee	Interests, Position & Official Mandate	Reason for inclusion	Possible Role
Ministry of Water & Housing (MWH)	Representative not identified	Ministry with responsibility for National Water Policy	Focal Point Ministry & Secretariat
Ministry of Land & Environment	National Focal Point, UNCCD & Senior Director with responsibility for Emergency Services & Disaster Management	National Focal Point	Focal Point Ministry & Secretariat UNCCD Convention & Chairperson of Land Degradation Working Committee
Ministry of Agriculture	Representative not identified	Ministry with responsibility for agricultural production & field data used to initiate drought assistance to farmers	Member of Drought Monitoring/Early Warning Systems team. NAP development and Land Degradation assessment
Rural Physical Planning Unit	Representative not identified	Role in planning rural development & vetting applications for development	Use of Data base & GIS systems in drought management and other UNCCD related activities
Water Resources Authority	Director of WRA	Responsibility for management & control of country's water resources	Develop & co-ordinate Drought Management Plan Already has a proposal for the development of a

			drought management plan Executing agency for NAP
St Elizabeth Environmental Protection Agency	Chairman, STEPA	St Elizabeth & Clarendon identified as most drought prone parishes	Mobilise support in local drought prone communities/public education and liaison with other NGOs, local and international
Planning Institute of Jamaica	Representative not identified	Central Planning	Planning & Monitoring
UNCCD Working Committee	Interests, Position & Official Mandate	Reason for Inclusion	Possible Role
Forestry Department	Senior Directors	Importance of forestry & Forest Act to watershed management etc.	Assist in the development & implementation of National Action Programme
Attorney General's Department	Representative not identified	Legal & Policy issues	Identifying/reviewing and assisting in creating relevant legislation
Sharon Haye-Webster	Member of Parliament, St Catherine	Parliamentary representative to Regional meetings	Parliamentary Oversight Committee
Other Stakeholders Identified			
Rural Agricultural Development Authority (RADA)	Executive Director &/or Land Husbandry Officer	Current role played in drought management & critical role in land husbandry	Critical to development & implementation of National Action Programme Executing agency for

			NAPs
National Irrigation Commission (NIC)	Managing Director or Technical Director	Irrigation Issues	Assist in development & implementation of NAP
National Water Commission (NWC)	Technical Director	Domestic Water supply issues	Assist in the development & Implementation of NAP
Sugar Industry Research Institute (SIRI)	Director of Research	Drought prone areas primarily in sugar production areas Data base	Weather data base and analysis and contribution to NAP
University of the West Indies	Head of Climate Change Unit	Development of early warning systems & drought indicators	Resource for training and development of relevant systems
Parish Councils of Clarendon, St. Elizabeth and St Thomas	Parish Disaster Preparedness Co-coordinator or Secretary Manager	Local Government in driest parishes of the country	Assist in development, implementation & Periodic Review of NAP

3.2 Achievements to Date

The achievements of Jamaica as a Party of the UNCCD are summarized in Box 5 below and the Time Line is shown in Figure: 1

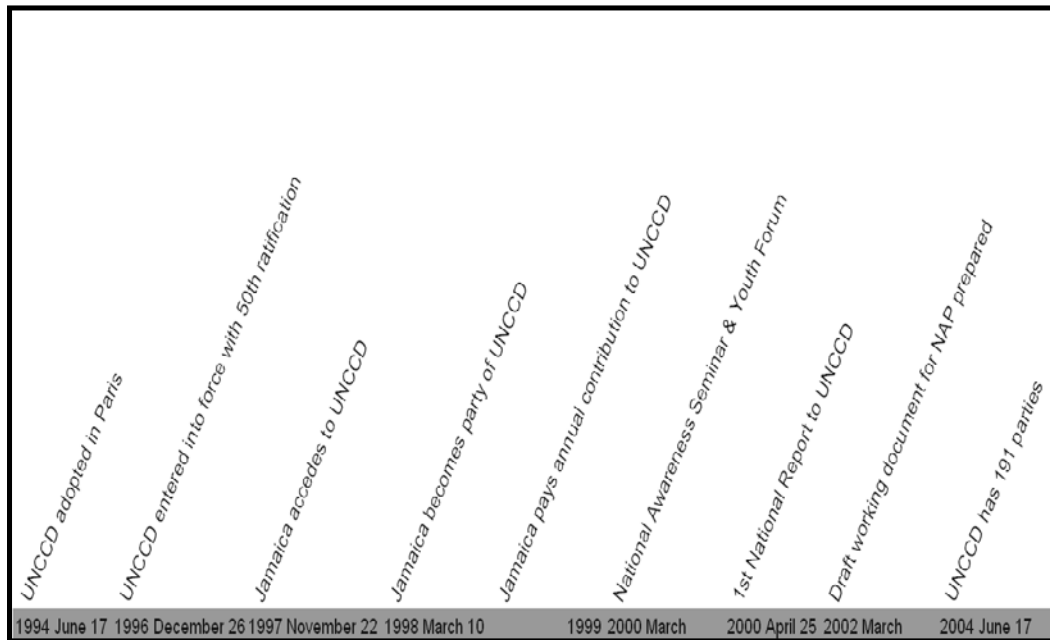
Box 5: Achievements at the National Level National Focal Point, Senior Director for Emergency Management & Weather Services in the Ministry of Land & the Environment was appointed and ~~was~~ the Chairperson of the Science & Technology Committee of the UNCCD ~~for two years~~

- Submission of two national reports and contribution to the development of a regional action plan for the Caribbean and a project proposed, '**Conserving Biodiversity and Preventing Land Degradation in Small Island Ecosystems for the Caribbean**' The project has been submitted for funding
- Hosting of a National Awareness Seminar and Youth forum in 2000 March
- Hosting of a **UNCCD** workshop on '**The Integration of the priority areas of Land Degradation into the ACP/EU Cotonou agreement**', held in 2001 May
- Participation in all Conference of Parties since 1998 and attendance at six **UNCCD** regional meetings financed by the **UNCCD** Secretariat
- Hosting of Sub-Regional workshop, in 2004 December, aimed at training Focal Points to the GEF and **UNCCD** to better understand sustainable land management issues and enable them to better develop and implement related sustainable land management activities
- Preparation of a working instrument which will form the basis of the National Action Programme (see outline in box below)

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Figure 1. UNCCD Time Line



The Draft National Action Programme⁴ is essentially a preliminary outline document, which provides the framework for the development of a NAP. It provides background information on the UNCCD; the physical, geological, political, social and economic characteristics of Jamaica; and on land degradation in Jamaica.

However it does not include a thorough assessment of the type/categories of land degradation which will form the basis for the development of an effective NAP. There is a major goal which should be addressed by the full scale development of the document. The following statement is from the draft NAP.

“The Convention allows for the transfer of resources from where they are to where they are needed in the struggle to combat desertification and mitigate the effects of drought.”

⁴ Draft National Action Programme prepared by National Focal Point and submitted to the UNCCD Secretariat

The development of the National Action Programme (NAP) is still outstanding but its importance is stated in its purpose:

- The purpose of national action programmes is to identify the factors contributing to desertification and practical measures necessary to combat desertification and mitigate the effects of drought.
- National Action Programmes shall specify the respective roles of government, local groups and land users and the resources available and needed.

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The absence of the NAP at this stage is a major gap in directing and driving Jamaica's response to Land Degradation.

The NAP is needed as a tool to effectively coordinate the efforts of the stake holder, including public sector and private sector interest and to ensure that the limited available resources achieve optimal impact in line with national priorities.

3.3 Assessment of Obligations of Parties under the UNCCD

The obligations of affected country parties were outlined in Chapter 1 of this report and the assessment of the country's response to its obligation to the UNCCD is done in context that since 1998, there has been little progress made in the development of a National Action Programme which should guide the country's actions. It must be noted that some work was being done in some relevant areas, but this lacked the frame work of the NAP to focus activities and monitor the programmes.

However the assessment comes at a time in the country's development when drought, soil erosion, soil productivity and sustainable land management practice should be more cohesively addressed within the country's broad development agenda. The UNCCD represents an opportunity for the country to develop programmes and obtain technical and financial support for their implementation.

3.3.1 Obligations related to selected Articles of the Convention

Article 5 (a) - give due priority to combating desertification and mitigating the effects of drought, and providing adequate resources in accordance with their circumstances and capabilities is worth emphasizing here.

A 1999 May 'Drought Review 1997' prepared by the Mitigation Planning and Research Division of the ODPEM states inter alia:

"Unlike other disasters, drought is slow onset, progressing over months or years and can affect large geographical areas. Without early warning signs, drought is often well on the way before it is recognized as a threat. In short, droughts are economically, socially and environmentally devastating"

The 1997 review was conducted as a result of several parishes in Jamaica experiencing drought conditions of varying degree during that year.

The recommendations of the review are:

- the formulation of a National Drought Mitigation Plan by the National Drought Committee to include preparedness, mitigation, response and recovery;
- the drilling of more wells in areas likely to be severely affected by drought and the improvement of storage catchment facilities for agricultural and domestic use;
- development applications submitted to the Planning and Local Authorities should attach conditions to provide a catchment area on the premises⁵ to counteract the problem of water storage;
- a tank programme should be put in place to augment supplies of water in the dry season; and
- the general improvement in water management to reduce crises in water supply. This should include statements on recycling, conservation and reuse of water.

The Water Resources Authority, in a paper on Drought *Alleviation and Monitoring*⁵ maintains that drought planning must be instituted if the country is to stop dealing with crisis situations but, instead, systematically deal with mitigating the effects of drought. Short-term efforts are expensive, lead to confrontation, create a health risk and have to be repeated each time a drought occurs. Planning, with assessment of systems and location of water for augmenting supplies, is a cheaper, more efficient route to take in mitigating the effects of drought. WRA has identified three main groups, which would be involved in the development of a drought plan, which is still needed.

- A monitoring committee of climatologists, meteorologists, hydrologists and others who monitor how much water is available now and in the foreseeable future.
- An Impact Assessment Committee of resource managers and others who determine how lack of water is affecting various interests such as irrigation, agriculture and municipal/domestic supplies
- The Drought Task Force of high level decision makers i.e. elected and appointed officials with the authority to act on information they receive on water availability pending drought and drought effects.

The 1999 Jamaica Water Sector Policy does not recognize the **UNCCD** but was developed to complement and be consistent with the National Industrial Policy, the National Land Policy, the Green Parks and Protected Areas, the National Environmental Plan and the National Policy on Science and Technology, all of which are of importance to the country meeting its obligations to the UNCCD. This was a strategically significant oversight of the Water Sector Policy.

The Strategies and Action Plan related to this policy is concerned with three main areas:

- Water Resources Regulation and Management

⁵ Drought Alleviation & Monitoring prepared by the Water Resources Authority, 1998 March 4

- Water Supply and Storage
- Irrigation

The Ministry of Water and Housing, established in 1998, is involved in drought management issues from the standpoint of water supply for irrigation and domestic use. To this end it collaborates with the National Water Commission, the Office of Disaster Preparedness and Emergency Management (ODPEM) and the Meteorological Office in determining early warning systems for drought. These are predominantly temporary measures.

Fifty –five percent (55%) of persons living in rural Jamaica do not have access to piped water, as compared to ninety-eight (98%) in the Kingston Metropolitan area and eighty five (85%) in rural towns.

The Ministry of Water and Housing, as a means of meeting Millennium Development Goals⁶ which include water has developed a Master Plan for water supplies on a parish by parish/community by community basis. The weakness here is that these plans are not actualized in any systematic way.

The National Irrigation Development Plan is proposing to develop 51 major irrigation projects with the aim of increasing the 25000 hectares (ha) of irrigated lands by sixty percent (60%), benefiting 6,900 farm families.

The strategies, plans and mandate of the Ministry of Water and Housing, the Water Resources Authority, ODPEM, Rural Agricultural Development Authority (RADA) are of relevance to the objectives of the UNCCD but the plans have not been integrated and a comprehensive drought plan for the country as mentioned earlier is still outstanding. Senior Directors in some of these organizations, of greatest relevance in meeting the obligations of the UNCCD, e.g. the National Irrigation Commission (NIC), RADA, and even the Ministry of Water and Housing, were not aware of the UNCCD and its obligations before being interviewed.

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Article 5(b) - establish strategies and priorities, within the framework of sustainable development policies, to combat desertification and mitigate the effects of drought
 As indicated at Article 5(a), a number of strategies and priorities have been developed in different agencies and there is a Drought Management Committee, chaired by the UNCCD Focal Point. Currently, the committee appears to be primarily concerned with response to existing drought conditions, based primarily on reports from the Water Resource Authority and organizations such as RADA and the Parish Disaster Committees. Preventatives strategies are not focused on which is the basis of any effective response to drought. The Strategy and Action Plan of the 1999 Water Sector Policy is in keeping with the UNCCD obligation but does not address the development of a drought plan not the strategies and priorities that would be specific to mitigating the effects of drought and combating desertification.

⁶ Millennium Development Goals listed in Appendix VI

Article 5(c) - address the underlying causes of desertification and pay special attention to the social factors contributing to desertification processes

The 1996 National Land Policy includes the following in the list of environmental issues facing the country and indicates that the Government is moving towards practical solutions of these problems by adopting a number of appropriate policies and building on past initiatives.

Severe watershed degradation and its effects including land degradation caused by soil erosion

Lack of national plans and adequate coordinated efforts to manage watersheds, forests, protected areas, coastal resources and waste including hazardous waste

Pollution of the air, surface and underground water and the coastal zone.

Lack of environmental assessments and baseline data to guide decision making

Competing land uses, especially in environmentally sensitive areas

Poor agricultural practices.

The 2001 Forest Policy and the National Forest Management and Conservation Plan, as well as other policies, projects and programmes all aimed at addressing the underlying causes of desertification and drought and some specific needs have been identified but little has changed and the underlying causes of desertification remain. There is no comprehensive assessment of these causes and current activity, as would be required in the development of the NAP and as stated earlier, these are not based on meeting this or the other obligations of the UNCCD.

Article 5(d) - promote awareness and facilitate the participation of local populations, particularly women and youth, with the support of non-governmental organizations, in efforts to combat desertification and mitigate the effects of drought

The only action taken to address this obligation is the Youth Forum that was a part of the March 2000 National Awareness Seminar, five years ago.

Article 5(e) - provide an enabling environment by strengthening, as appropriate, relevant existing and, where they do not exist, enacting new laws and establishing long-term policies and programmes

The Attorney General's office did a review of existing legislation and identified gaps in the existing legislation with respect to the **UNCCD**. This is discussed in more detail in Section 3.4 of the report.

A review of the existing legal instruments, policies and non-regulatory mechanisms reveal that the enabling environment, with respect to appropriate policies, laws and programmes does exist but they must now be used in the development of both the National Action Programme under the **UNCCD** and the development of a comprehensive Drought Management Plan.

A summary of the issues re the thematic assessment is found in Table 2.

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3.4 Legal Issues, Findings of the Review by the Attorney General's Department

The Attorney General's Department (AGD), in a letter dated 2002 September 30, made comments on the question of whether or not the relevant existing legislation provides an adequate framework for the implementation of the **UNCCD**. The comments were made within the context of **Article 10**, which deals with the National Action Programme and **Article 4 of Annex III, Regional Implementation Annex for Latin America and the Caribbean**, which identifies thematic issues, which affected country Parties in the region, should take into account in developing the NAP.

Table 2: Assessment of Obligations of Affected Country Parties & Other Relevant Obligations

Obligations	Completed	In Progress	Not Initiated	Responsible Authority/Comments
<p>Article 4 – General Obligations</p> <p>Article 4(1)</p> <p>The parties shall implement their obligations under this Convention, individually or jointly through existing or prospective bilateral and multilateral arrangements or a combination appropriate, emphasizing the need to coordinate efforts and develop a coherent long-term approach at all levels</p>		X		<p>National Focal Point</p> <p>Focal Point Ministry and the Government of Jamaica. Number of projects identified that can be incorporated into NAP</p>
<p>Article 5 - Obligations of affected country Parties</p> <p>In addition to their obligations pursuant to article 4, affected country parties undertake to</p> <p>Article 5(a) give due priority to combating desertification and mitigating the effects of drought, and providing adequate resources in accordance with their circumstances and capabilities</p>		X		<p>National Focal Point</p> <p>Focal Point Ministry</p> <p>1999 Water Sector Policy and the strategies, plans and mandate of MWH, WRA, ODPEM and RADA are all in keeping with the meeting of these requirements although not developed as a result of the UNCCD. Some key agencies not aware of the UNCCD</p>
<p>Article 5(b) establish strategies and priorities, within the framework of sustainable development programmes and policies, to combat desertification and mitigate the effects of drought</p>		X		<p>Focal Point Ministry</p> <p>Comprehensive Drought Plan for the country is still outstanding</p>
<p>Article 5 (c) address the underlying causes of desertification and pay special attention to the social factors contributing to the desertification programmed</p>			X	<p>Focal Point Ministry</p> <p>No comprehensive assessment of these causes. Existing policies, projects and programmes aimed at addressing some of the causes were not developed in response to the UNCCD</p>
<p>Article 5 (d) promote awareness and facilitate the participation of local populations, particularly women and youth, with the support of non-governmental organizations, in efforts to combat desertification and mitigate the effects of drought.</p>		X		<p>Focal Point</p> <p>Initiated with National Awareness Seminar and Youth Forum</p>
<p>Article 5 (e) provide an enabling environment by strengthening, as appropriate, relevant existing and,</p>		X		GOJ

where they do not exist, enacting new laws and establishing long-term policies and programmes				Review of existing legislation done
Article 10 (2) National action programmes shall specify the respective roles of government, local authorities and land users and the resources available and needed.		X		NFP- Working instrument to be used in the development of the NAP created
Regional Implementation Annex for Latin America and the Caribbean Article 3 (2) In the preparation of their national action programmes, affected country Parties of the region must pay particular attention to article 10, paragraph 2 of the Convention				Focal Point Ministry
Article 4 – Content on National Action Programme In the light of their respective situations, the affected country Parties of the region may take inter alia of the following thematic issues in developing their national strategies for action aimed at combating desertification and/or mitigate the effects of drought, pursuant to article 5 of the Convention		X		Focal Point Ministry

The AGD pointed out, that although aspects of the existing legislation could create a suitable framework for the implementation of the Convention, the effectiveness of that framework could be reduced by lack of enforcement and indicated that measures would have to be taken to address that problem. The Attorney General's Department reviewed the **1995 Water Resources Act** within the context of the following areas:

- Capacity Building, Public Awareness and Education - Under Section 4(3)(e) of this Act, the WRA may provide to any government department or agency, at its request, technical assistance in respect of any projects, programmes or activities which relate to the development, conservation and use of water resources.

Rational Management and conservation of soil resources and exploitation and efficient use of water resources -**The AGD found that the 1995 Water Resources Act is a statute that is critical to the implementation of the UNCCD, as it sets out a suitable framework for the regulation, conservation and management of Jamaica's water resources.**

Other Acts, related to the management and use of water resources, reviewed by the Attorney General's Department, were:

- The National Water Commission Act- The NWC has significant scope for providing an efficient supply of water throughout the island but the penalty prescribed for offences under the Act or its regulations should be revised.
- The Kingston and St Andrew Water Supply Act
- The Parishes Water Supply Act

- The Flood Water Control Act- The penalty imposed for committing offences under the Act was considered to be grossly ineffective and in need of revision.

The review by the Attorney General's Department found that the **Irrigation Act**, which empowers the National Irrigation Authority, creates an adequate framework for the development of sustainable irrigation schemes.

The land related legislation reviewed by the Attorney General's Department were:

- The Land Development and Utilisation Act.
- The Mining Act - They recommended the amendment of the Act to impose obligations on the holder of a prospecting licence or mining lease to conduct its operations in a manner which will not result in land degradation or will keep land degradation at a minimum. Further, regulations could be introduced to make failure to so conduct operations a ground for revocation of rights under a licence or mining lease.
- The Quarries Control Act - It was felt that this statute provided safeguards against adverse environmental effects, including land degradation, arising from quarry operations. The Department proposed that the country might find it necessary to introduce clauses within the regulations, which require that quarries be operated in a manner, which will minimize land degradation.

The Watershed Protection Act - It was considered that, with the exception of the low penalty, the Act makes sufficient provision for the protection of the watershed areas, thereby conserving the island's water resources.

The Forest Act was reviewed, by the Attorney General's Department, against the following areas of Article 4 of the Regional Implementation Annex:

- Capacity building, public awareness and education - Provisions of the Act would allow the Forestry Department to sensitise the public to the relationship between conservation and sustainable management of forest resources and prevention and reduction of land degradation.
- Sustainable development and management of agricultural, livestock-rearing, forestry and multi-purpose activities - The Act required no amendment to meet the obligation within this area.
- Sustainable management of natural resources and conservation and sustainable use of biodiversity - The Act was thought to sufficiently provide for the sustainable management of forest resources and needed no amendment.

Rational management and conservation of soil resources and exploitation and efficient use of water resources

The Disaster Preparedness and Emergency Management Act was reviewed within the context of the following areas:

- Capacity building, public awareness and education
- Formulation and application of emergency plans to mitigate the effects of drought

The Attorney General's Department found that the Act gives the ODPEM great scope to adopt and implement measures for drought preparedness and management

Other legislation reviewed by the Attorney General's Department in the context of the Convention are summarized as follows:

1) Capacity building, public awareness and education

- The Education Act
- The Endangered Species (Protection, Conservation and Regulation of Trade) Act
- The Natural Resources Conservation Authority Act
- The Rural Agricultural Development Authority Act

2) Sustainable development and management of agricultural, livestock-rearing, forestry and multipurpose activities

- The Agricultural Development Corporation Act
- The Banana Board Act
- The Cocoa Industry Board Act
- The Coconut Industry Control Act
- The Coffee Industry Regulation Act
- The Rice Industry Board Act
- The Sugar Industry Control Act
- The Tobacco Industry Regulation Act
- The Petroleum Act
- The Town and Country Planning Act

3) Sustainable management of natural resources and conservation and sustainable uses of

biodiversity

- The Country Fires Act

In commenting on the area of the strengthening and/or establishing early warning systems in areas prone to drought, the Attorney General's Department points out that there is no legislation governing the National Meteorological Services, one of the key agencies along with the WRA and the ODPEM that is critical to meeting this condition. GOJ is asked to consider whether or not such legislation is necessary for the creation of an enabling environment for the development of an early warning system or whether the existing institutional framework is adequate in this regard.⁷

The review found that the Natural Resources Conservation Authority (NRCA) Act creates an adequate enabling environment for sustainable management of natural resources. NEPA, which operates under the Act, has wide functions and powers to promote awareness of environmental matters generally. It also has wide powers to conduct activities, which can serve to build capacity in relation to environmental matters. NEPA can, therefore rely on the provisions of the NRCA Act to enhance public awareness of, and build capacity in relation to land degradation and drought, particularly from the perspective of conservation, sustainable use and management of the country's land and water resources.

The Attorney General's Department also found that the discretion conferred on NEPA under section 5 (1) of the Town and Country Planning Act is wide and enables the Agency to take into account issues of sustainable land use and management when making provisional development orders.

3.5 Policies and Non-Regulatory Mechanisms

A review of the policies relevant legal instruments, and non-regulatory mechanisms reveal that the enabling environment, with respect to appropriate policies, laws and programmes does exist and should, therefore support the development of both the National Action Programme under the UNCCD and the development of a comprehensive Drought Management Plan as a part of the NAP. The Cross Cutting and Policy and Legal issues will examine in greater detail what areas of the policy and legal framework can be strengthened to enhance the implementation of activities to prevent land degradation. Some of the legal and policy instruments are described below.

The **1995 Water Resources Act** provides for the management, protection and controlled allocation and use of the water resources of Jamaica; to provide for water quality control and for the establishment and functions of a Water Resources Authority; to repeal the Water Act and the Underground Water Control Act; to make consequential amendments to certain enactments and to provide for matters connected with or related to all the foregoing.

The **1999 Jamaica Water Sector Policy** was developed following a comprehensive desk study of the Water Sector under the Public Sector Modernisation Project but does not address

⁷ See comments re promulgation of Meteorological Services Act under section captioned 1999 Jamaica Water Sector Policy

the requirements for UNCCD. The Water Sector Policy was developed to complement and be consistent with the National Industrial Policy, the National Land Policy, the Green Paper on Parks and Protected Areas, the National Environmental Protection Plan and the National Policy on Science and Technology. The policy was approved in 1999 March.

Section 3.1 Legal and Institutional Framework of the Jamaica Water Sector Policy – Strategies and Plans states:

“Overlapping jurisdictions and gaps in the legislative framework governing the operations of the institutions that constitute the water resources component of the water sector will be addressed as follows:

- Promulgation of a Meteorological Services Act, to give force of law to the establishment of a GOJ institution responsible for the provision of weather, climate and agro-meteorological services in support of safe air and sea transportation, sustainable water resources development, agricultural production, ecological protection, disaster preparedness and mitigation in Jamaica.
- Rationalization of the legal framework for floodwater control through amendment of the Water Resources Act (1995), to include the regulation of floodwater control. Simultaneously, the Flood Water Control Act (1958) will be reconciled to establish a single responsibility for the design, construction and maintenance of floodwater control structures.
- Harmonizing inter-agency responsibility for water quality, to avoid potentially negative impacts, through the development of a memorandum of Understanding (MOU) among the related agencies – NRCA, ODPEM, MOH and WRA. The MOU would clearly set out the lead agency in each circumstance and the extent of support to be provided by the others;
- Activation of the Water Resources Advisory Committee as provided for in Sections 14 and 15 of the Water Resources Act (1995). This committee will advise the Minister on the Water Resources Strategy and Action Plan in addition to other statutory responsibilities assigned by the Water Resources Act (1995) – see Schedule 2 of the Regulations; and
- Initiation by the Ministry of Water and Housing, of the rationalization of the regulatory framework for watershed management currently shared among WRA, NRCA, Forestry Department and OPM (Land Planning Unit)

The **National Irrigation Development Plan (NIDP)** developed in 1998:

- Assessed the state of the irrigated agricultural sector
- Identified and prioritized projects for implementation;
- Proposed the establishment of Water User’s Associations (WUA’s) to increase farmer participation; and
- Proposed strategies for making NIC self-sustainable

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The Government of Jamaica (GOJ) has adopted the NIDP as the basis for future developments in the irrigation sub-sector. The NIDP contains a proposal for 51 projects, estimated to cost US\$106.3 million, to be implemented by 2015. These are expected to increase the presently irrigated area of 25,000 hectares (ha) by 60 per cent (by 15,000 ha) and benefit over 6,900 farm families.

Three pilot projects have been selected under the NIDP:

- Hounslow Rehabilitation - St Elizabeth
- Pedro Plains (Beacon & Little Park
- Seven Rivers, St James

Other relevant projects include the IDB/GOJ US\$54.7 million Kingston Water and Sanitation Project to be executed by the National Water Commission and the US\$12.5 million Rural Water Programme to be executed by the Ministry of Water and Housing. The general objective of the project is to contribute to the improvement of the quality of life of the Kingston population by improving the reliability of potable water supply and sanitation services. The specific objective is to improve the quality of services provided to the Kingston and Saint Andrew (KSA) and increase the efficiency and sustainability of the NWC.

The Rural Water Programme is aimed at improving the sanitary and health conditions of rural areas in Jamaica by increasing coverage of potable water and sanitation services in poor areas defined as such in the Jamaica Poverty Map (JPM).

The **1996 National Land Policy** identifies and seeks to ensure among other things of greatest relevance to the UNCCD:

- The establishment of an effective network and land/geographic information management system as the basis for all planning, development, utilization and management and administration of land
- Affordable and legally secure access to land for the majority
- Recognition of the disasters to which the country is prone, and the protection and conservation of sensitive and scarce resources, while pursuing development initiatives in an environmentally sound manner
- Innovative and more dynamic approaches to land use planning
- Effective land management and administration institutions
- A programme of reform for legislation dealing with land

The chapter on Legislation states *inter alia*:

“The Government recognizes that a serious legislative reform programme must be undertaken with respect to these laws dealing with land if the effective administration, management, use, preservation, development and control of the country’s natural resources are to be undertaken in a coordinated manner.

The Government will over the next five to ten years undertake an intensive programme to review the 103 pieces of land and land related legislation and regulations as well as those recently prepared, with a view to putting in place laws which will more adequately deal with the physical resources of the country in a comprehensive and co-ordinate manner. It is expected that this will result in a reduction of the excessive number of laws dealing with land.

An updated National Land Policy has been completed.

The **2001 National Forest Management and Conservation Plan** includes in its appendices the **Forest Act, 1996 and the Forest Policy 2001. The Forest Regulations, 2001** are also available.

The goals and priorities of the Forest Policy 2001 are:

- Conservation and Protection of Forests
- Management of Forest Watersheds and,
- Management of Forest lands

Section 1.2, Management of Forest Watersheds state:

“Forested watersheds must be conserved and managed so as to:

- Minimize the effects of flooding on communities, farms, roads and bridges;
- Minimize soil erosion, siltation of rivers and sedimentation of near shore marine environments to protect coral reefs and sea grass beds; and
- Ensure an adequate supply and quality of water for domestic consumption and other purposes

The strategies and tools for implementation of the Forest Policy are:

- Community participation
- Public Awareness and Environmental Education
- Forest Research
- Cooperative Management Agreements

- Regulation of Forest Industries and Forest Land Use
- Promotion of Investment in Forestry
- Forestry Sector Training and Human Resource Development
- Planning and Monitoring

The **1993 Office of Disaster Preparedness and Emergency Management (ODPEM) Act** lists the first two functions of the Office as:

- Developing and implementing policies and programmes to achieve and maintain an appropriate state of national and sectoral preparedness for coping with all emergency situations which may affect Jamaica;
- Encouraging and supporting disaster preparedness and mitigation measures in all the parishes in collaboration with the local government authorities, community based organizations and the private voluntary agencies, respectively
- Providing appropriate training programmes and consulting services related to all aspects of disaster preparedness, disaster mitigation, loss reduction, and disaster management
- Planning and implementing programmes to enhance public awareness of disaster related issues, emergency management, hazard prevention and other similar matters
- Identifying and analyzing hazards or emergency situations and conducting related operational research into their effects;
- Establishing, maintaining and managing mutual assistance and co-operation agreements

In principle the country has developed a number of policy documents, actions and projects which address national priorities and the country's obligation to the UNCCD. The problem and lies in the implementation of these policy, plans and projects in a collaborative and cohesive way. While it may be true that there are limitations to financial resources some of these resources remain untapped because of what appears to be the priority which is given to this area.

Table 3 provides a summary of the policies and the legal framework and their level of relevance with respect to the UNCCD.

3.6 Summary

A review of the implementation of activities which would fulfill the country's obligations under the UNCCD funds that little has been achieved in that regard. While it appears that there is an adequate policy and legal framework to support the implementation of programme/projects which support the aims of the UNCCD and are in keeping with national priorities, the presence of the framework has not been sufficient to drive implementation.

The absence of any serious programmes seems to be related to the relatively low priority given to the Convention, the absence of institutional accountability for the implementation and the absence of any mechanism for monitoring progress. While the lack of institutional support may be partially due to capacity constraints (human and financial) a total understanding of the issues goes beyond that to the key matters of ownership and accountability.

Table 3: Policy Matrix

Policy	Ministry Responsible	Implementation Agencies	Relevant Acts/Programmes/Priorities	Relevance to UNCCD	
1. National Water Policy for Jamaica (1999)	MWH	WRA	Water Resources Act empowers WRA to regulate, control and manage the country's water resources (1995)	* * * * *	
			Rural Water Programme	* * * *	
			NIC	National Irrigation Development Plan	* * * *
			NWC	'Parish Plans'	* * * *
2. National Land Policy (1996)	MLE	NEPA NLA ODPEM	1993 Act to establish the ODPEM Drought Management Committee	* * * * *	
		MOA	RPPU RADA Forestry Department		
3. 2001 Forestry Policy	MOA	Forestry Department	1996 Forestry Act 2001 National Forest Management & Conservation Plan	* * * *	

* * * * * - Highly relevant
 * * * * - Relevant
 * - Not relevant

4.0 FINDINGS AND RECOMMENDATIONS

4.1 Findings

The Issues Prioritisation Matrix (Table 4) and the Capacity Constraints Matrix (Table 5) summarise the major findings of the thematic assessment on Land Degradation and identifies the capacity issues and priorities.

In Table 4 the areas of action have been identified and rated according to priorities. In Table 5 Capacity Constraints Matrix revisits the priority areas in terms of capacity issues at the individual, institutional and system levels.

The major capacity constraint at the systemic level is the absence of a clear system of accountability within the machinery of government with respect to meeting the obligations of the UNCCD. The responsibility appears to lie almost completely with the National Focal Point whose other duties, as Senior Director of Emergency Management and Emergency Services unit in the Ministry of Land and Environment appear to be accorded greater priority than that of the UNCCD.

The slow progress made in the development of the NAP and the fact that the UNCCD Working Committee has not met since 2002 September has resulted in the country's inability to effectively benefit from being a Party to the convention despite the annual incidences of drought in sections of the island and its effect on agriculture and by extension the economies of rural communities.

The deadline for the preparation of the NAP is 2005 December, set at the 2002 Conference of Parties (COP) when the timetable was determined. In 2004 the outline for the development of the NAP was developed and approved by the Permanent Secretary of the MLE.

The time frame for the development of the NAP, which emerged from the Focus Groups and National Workshop, is fourteen months because it was felt that, given the low level of awareness of the UNCCD in key Ministries and Implementing Agencies, its development should be preceded by the review of a concept paper by these Ministries and Agencies. This review would be followed by the development of a draft NAP, which would be subject to consultations at an inter-agency level followed by public consultations and the development of the final draft of the NAP. Cabinet approval of the NAP would result in its incorporation into the relevant corporate plans and work programmes, of the various Ministries and Departments the implementation of which would then be carefully monitored.

Drought Planning and Management should be institutionalized and accorded some priority through the development of a National Drought Management Plan and Policy, as recommended by the WRA. The National Action Programme of the UNCCD provides the opportunity to drive this process, thereby developing an appropriate system for mitigating the effects of drought. The current approach of dealing with a drought crisis when it occurs is,

according to the WRA, expensive, leads to confrontation, creates health risks and has to be repeated, from beginning each time a drought occurs.

The GEF OP15 not only provides an opportunity for addressing some of the financial, technological and technical constraints which affects the country's ability to meet its obligations under the UNCCD but, because it is a specific framework for intervention in Sustainable Land Management, it also allows a more comprehensive approach to the country's efforts to address the problem of land degradation in general. Issues such as the conversion of Class 1 and Class 2 agricultural lands to housing and commercial or industrial use, and the unregulated use of agricultural lands for housing, especially in drought prone areas specifically and the enforcement and/or introduction of relevant land use policies can be more effectively addressed with this approach. Ineffective land use promotes land degradation and is an important constraint in achieving sustainable development.

Public education and awareness of both the UNCCD, the factors that contribute to drought and, therefore, the effective management of drought and the link between drought and desertification are either very low or non-existent. This presents a major constraint that can be also effectively addressed through the development and implementation of the National Action Programme of the UNCCD. The low level of awareness at senior levels in key Implementing agencies and Ministries is of particular concern. A major component of the NAP must be public education and raising awareness.

The legislative and regulatory framework for effective implementation of the NAP and the country meeting its other obligations as party of the UNCCD exists although there is need for enforcement and strengthening, by increasing the size of penalties or other measures. There is also need for some new regulations especially concerning effective land use.

Table 4 Issues Protisation Matrix

	Scale of Problem #1	Level of Concern #2	Ability to adequately address issues #2	Priority Ranking #3
1. Need for proactive Working Committee/Task Force/Secretariat responsible for development of NAP and Drought Management Plan	National	High	High	1
2. Development of a system of accountability to ensure that the tasks required for the country meeting its obligations as a Party of the UNCCD are not only performed within required deadlines but also that reports and relevant information are disseminated to all key stakeholders in a timely manner to allow incorporation in their Corporate plans and work programmes	National	High	Medium	1
3. Low level of awareness and knowledge of UNCCD in key Implementing Agencies and Government Ministries.	National	High	Medium	1
4. Comprehensive assessment of the factors that cause drought & mapping of drought areas, development of drought indices, early warning and forecasting systems	National	High	Medium	2
5. Investment in Water Storage systems	National	High	Low	1
6. Use of modern technology to collect weather data and to determine water requirements of crops & provision of capital funds for research and implementation of critical projects	National	High	High	1
7. Amendment of relevant legislation and policies and enforcement of existing laws. Introduction of crop zoning laws and strategies to prevent the conversion of agricultural lands to commercial and residential use especially on drought prone plains	National	Medium	High	2

Enter local, regional, national or global

Enter: low, medium or high

Provide relative ranking from 1 to 5 of the problems(s) being faced by the country (1 = most severe problems(s), 2 = second most severe problem(s) etc. Same ranking given to different issues as appropriate

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PRIORITY ISSUES	CAPACITY CONSTRAINTS		
	Individual	Institution	Systemic
1. Inactive Drought & Desertification Working Committee & failure to develop NAP after six years as Party of the UNCCD.	Other duties of the NFP as Senior Director of MLE accorded greater priority than the work of the UNCCD.	No established programme, budget or support staff for UNCCD in Focal Point Ministry	Absence of effective drought management policy, plan and strategies and other relevant action supportive of role as Party of UNCCD. Low priority accorded to Convention
2. No clear system of accountability in GOJ to ensure that the country meets its obligations of UNCCD. No system to ensure that reports and other relevant information are disseminated in a timely manner and action taken to ensure that the NAP, when completed, is incorporated into work programmes and corporate plans of implementation agencies.	NFP appears to have been the only person in both Focal Point Ministries, MWH and MLE, concerned with the activities of the UNCCD resulting in little being achieved when his other duties took priority over that of his role of NFP	Senior officials in former Focal Ministry not aware of UNCCD. No clear institution/agency/Ministry identified which has the ultimate responsibility of ensuring that the country meets the obligations of the convention. No system to ensure that Parliament and Cabinet are fed with the relevant information so that the convention is accorded some sort of priority. Role of PIOJ, Ministry of Foreign Affairs and Cabinet & Parliament unclear.	No apparent guidelines/procedures established for guiding the basis on which Government accedes to a Convention such as UNCCD and, having become a Party, in ensuring that the obligations are met so that the country can benefit financially and in other ways e.g. through the exchange of technical expertise
3. Low level of awareness or lack of knowledge of UNCCD in key Agencies and Ministries of Government. Little or no public knowledge of convention	See above at 1 & 2	National Environment Education Committee 'brought on board' to assist in meeting public awareness & education requirements of UNCCD but was not required to give special attention to issues related to UNCCD	See comments at 2 above
4. Lack of National Drought Management Plan & Policy. Need for a more comprehensive approach to land degradation and the development of a sustainable land management policy		The Drought Committee resides in the MLE, which would be required to play a lead role in the development of a Sustainable Land Management Policy, which would address issue of land degradation including drought.	Policy direction concerning responsibility for the subject of drought not clear. MLE Focal Point Ministry but relevant acts e.g. Water Resources Act lie in Ministry of Water & Housing

Table 5: Capacity Constraints Matrix

Priority Issues	Capacity Constraints		
	Individual	Institution	Systemic
5. Comprehensive assessment of the factors that cause drought and the mapping of drought - prone areas; development of early warning and forecasting systems to include drought indices and other relevant measurements	Availability of professionals with required skills, knowledge and experience	Availability of funds and other resources to attract and retain staff; facilitate training and development and implement programmes. A number of different agencies with responsibility for different aspects of drought management. Clear policy would allow more effective assignment of responsibilities to prevent overlapping of roles	Policy direction on drought management lacking. Crisis response costly, even confrontational, with risks to health, safety and productivity. Low priority accorded to land degradation and drought related issues except in crisis. Drought planning not instituted to allow systematic efforts to alleviate impact of drought and mitigate its effects
6. Investment in water storage systems	Drought and water shortages create health risks, reduce productivity of both man and animals and significantly reduce or prevent crop yields and can cause death of both plants and animals.	Some water systems have no storage systems hence rapid decline in yield once rivers or streams run low or there is lack of rainfall. Problem can be solved by increasing reliable yield through storage	Long-term investment needed. GOJ limited by debt situation and private sector investment in water storage systems, using models of Highway 2000 and Montego Bay airport could be costly for consumer
7. Amendment of relevant legislation and policies, as well as enforcement of existing laws and regulations. Introduction of crop zoning laws and incentives; agricultural and land use policies to prevent the conversion of agricultural lands to commercial and residential use.		Lack of enforcement of existing laws and low penalties related to some laws which do not, therefore act as deterrent	The existing environment of lawlessness, especially with respect to land use needs to be changed through both education and stricter enforcement of existing laws. The social activities that result from lawlessness are major contributors to land degradation.

4.2 Recommendations

There is an urgent need for a proactive Working Committee/Task Force with responsibility for the expeditious development of the NAP, which can act as a catalyst for the development of a comprehensive Drought Management Policy and Plan for the country, as well as a Sustainable Land Management policy which addresses the subject of land degradation in an effective way and in accordance with GEF OP15.

The other issues identified, summarized in Tables 4 & 5, require the following action:

INSTITUTIONAL

- The development of an appropriate system of accountability for the Convention within the system of government. This Unit would be responsible for ensuring that the country not only meets its obligations as a party of the UNCCD, but benefits fairly from its participation as a Party.
- The name of a government organization responsible for supporting the Focal Point Institution in driving the implementation of the NAP (once in place).
- The expeditious and timely dissemination of relevant information, such as reports of COP and other activities associated with the UNCCD to the key implementation agencies.
- A comprehensive assessment of the factors that cause drought and the mapping of drought areas as the basis for the expeditious development of and the periodic review of the NAP for the country. This should also facilitate the development of more effective drought monitoring programmes especially in the southern St Elizabeth and Clarendon plains, the areas most vulnerable to drought in Jamaica.
- The development of methods to measure and collect data related to the water requirements of the different crops, and the water demands at the different stages of crop growth and development.
- The introduction of and implementation of effective systems for the forecasting of drought and the development of effective early warning and forecasting systems, which will include the development of drought indices.
- The acquisition of appropriate technology which will allow more effective management and distribution of the country's water resources and adequate financing for existing projects and programmes. This will include the acquisition of equipment to reduce dependence on manual meteorological data collection
- Public and private sector investment in water storage systems to increase reliable yield of water
- Provision of capital funds to allow the implementation of critical projects and to facilitate needed research whilst at the same time allowing organizations such as the Water

Resources Authority and the Meteorological Department to not only attractive suitable qualified professional staff but to effectively use their skills and knowledge.

- Action to be taken to recover lost capacity such as that identified by SIRI with respect to underutilized pump sources and abandonment of irrigation infrastructure and systems in some sugar cane producing areas.

PUBLIC EDUCATION

- The development of an effective and comprehensive public education programme which targets not only the wider public but which will ensure that personnel in key implementing agencies are informed of the country's obligations in the UNCCD and the role that they are expected to play in meeting these obligations.

LEGAL, REGULATORY & POLICY

- The legislative and regulatory framework for the successful development of the NAP and which allows the country to meet its obligations as a Party of the UNCCD exists but there is need for enforcement of existing laws and the development of appropriate legislation to prevent the growing conversion of agricultural lands to residential and other commercial uses.
- The development of effective and comprehensive agricultural and land use policies including crop zoning laws and the restriction of the allocation of crop production incentives to farmers producing crops and recommended for zoned areas.
- Enforcement and strengthening of laws related to illicit mining of sand and the restoration of mined out bauxite lands, activities which can contribute significantly to land degradation as well as the destruction of aquifers

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APPENDICES

APPENDIX 1 LIST OF PERSONS INTERVIEWED/ORGANISATIONS CONTACTED

1. Dr. Richard Harrison, Permanent Secretary, Ministry of Agriculture - 04/07/06
2. Marvell Gray, Acting Head, Rural Physical Planning Unit, MOA - 04/07/06
3. Marilyn Headley, Conservator of Forests, Forestry Department - 04/07/07
4. Philbert Brown, National Focal Point, MLE⁸ - 04/07/08;
04/11/26; 04/12/21
5. Joella Mitchell, Senior Director of Mitigation & Planning, ODPEM - 04/07/13
6. Michelle Edwards, Senior Director of Preparedness, ODPEM - 04/07/13
7. Owen Evelyn, Project Manager, Trees for Tomorrow, Forestry Dept. - 04/07/13
8. Albert Shand, Executive Director, RADA -
04/08/04
9. Winston Simpson, Land Husbandry Officer, RADA - 04/08/04
10. Donovan Reid, Executive Director, National Irrigation Commission - 04/08/04
11. Basil Fernandez, Executive Director, WRA - 04/08/10
12. Professor Anthony Chen, Physics Dept., UWI - 04/08/10
13. Hannah Clarendon, FAO Country Representative, Jamaica -
04/08/23
14. Donovan Stanberry, Chief Technical Officer, MWH - 04/09/07
15. Anthony Freckleton, STEPA - 04/09/07
16. Trevor Falloon, Sugar Industry Research Institute -04/10/08
17. Derrick Little, Sugar Industry Research Institute - 04/10/08

⁸ Appointment with National Focal Point, Philbert Brown for Tuesday, 2004 September 14 cancelled because of Hurricane Ivan. No contact since and up to time of preparation of report

APPENDIX II LIST OF DOCUMENTS REVIEWED

Attorney General's Chambers: Correspondence dated 2002 August 5 and 2002 September re The Implementation of UNCCD

Camirand Roland; Evelyn Owen B., 2003 January: Trees for Tomorrow Project, Phase II – Ecological Land Classification for Forest Management and Conservation in Jamaica

Campbell, Vincent A; 2000 March 30: Role of Soil Erosion in Land Degradation in Jamaica, paper prepared for Public Awareness Workshop on Drought and Desertification, UNCCD

Chen Anthony; Falloon Trevor; Taylor Michael: Agricultural Drought Monitoring in the West Indies, Chapter in a book, *'Monitoring and Predicting Agricultural Drought: A Global Study'*, by Boken, Vijendra K. (to be published)

Disaster Preparedness and Emergency Management Act, 1993

Fisher, Elaine, 2004 June: Draft Stocktaking Report prepared for The National Capacity self Assessment Project NCSA, UNDP/GEF

Forestry Department, 2001 March: National Forest Management and Conservation Plan, Jamaica

Forestry Department, 2001: The Forest Act – The Forest Regulations, 2001

Global Environment Facility (GEF) 2001 September: A guide for self-Assessment of Country Capacity Needs for Global Environmental Management

Government of Jamaica, 1996 July: National Land Policy of Jamaica

Ministry of Agriculture, Jamaica; Economic Planning Division; 1999, October: Fruit Tree Crop Project

Ministry of Water & Housing, 2000 April 25: First National Report to The United Nations Convention to Combat Desertification (UNCCD)

Ministry of Water & Housing, November 2000: Jamaica Water Sector Policy, Strategies & Action Plans

Ministry of Water & Housing, 2002 March 20: Draft Working document for preparation of UNCCD National Action Programme

Ministry of Water & Housing; 2002 June 17: Jamaica's Second National Report to the UNCCD

Ministry of Water & Housing, 2004 July: Rural Water Programme, Profile of a Project for Consideration in the Rural Water Programme

National Irrigation Commission, 1998 February: Preparation of a National Irrigation Development Plan and Preparation of an Irrigation Investment Project – executive Summary

National Irrigation Commission, 2002 – 2003 Annual Report

Office of Disaster Preparedness and Emergency Management, 1999 May: Drought Review 1997

Secretariat of the United Nations Convention to Combat Desertification, UNCCD 2004: UNCCD 10 years on; Preserving Our Common Ground

Sugar Industry Research Institute, 2004: Monthly Weather Reports

Sugar Industry Research Institute, 2004 August: sugar Cane Vol. 22 No. 3

United Nations Environment Programme, Food and Agriculture Organisation of the United Nations, 1994: A Suggested National Soils Policy for Jamaica

Water Resources Act, 1995

Water Resources Authority, 1998 March 4: Drought Alleviation and Monitoring, Paper submitted to Drought Management Committee

World Bank, 1995 June 15: Strategy For Combating Rural Poverty and Natural Resource Degradation - Draft Report

APPENDIX III OUTLINE OF DRAFT NATIONAL ACTION PROGRAMME (NAP)

The Draft National Action Programme, according to the National Focal Point, is the basic working instrument to be used in the process of developing the NAP. The outline is as follows:

1. Definition
2. Objectives
 - a. General Objectives
 - b. Specific Objectives
3. Enabling Environment
4. The Creation of National Awareness of the Problems of Land Degradation
5. Development of Bench Marks and Indicators
6. Prioritising The Lands of Jamaica as regards Land Degradation and Drought
7. The Question of Soil Loss
8. Creation of an Information Network
9. Development of Specific Projects
10. Creation of Relevant Mechanisms
11. Strategies on Synergies
12. Capacity Building
13. The Development of an Early Warning System on Drought
14. Creation of Necessary Linkages
15. Traditional Knowledge, Science and Technology
16. Financing
 - a. Local
 - b. International
17. Regional cooperation
18. International Cooperation

APPENDIX IV QUESTIONNAIRE SENT TO PERSONS INTERVIEWED

I have been appointed thematic consultant, Land Degradation - with specific reference to the United Nations Convention to Combat Desertification (UNCCD). The primary objective of the consultancy is to identify and prioritise capacity needs as a means of assessing the Government's/country's capacity to implement the actions etc. related to the above convention.

In light of this I would like to discuss with you, get copies of relevant documents where possible, the following:

1. Relevant legal instruments/policies/strategies/mechanisms of (relevant organisation) that are of relevance to the UNCCD especially as they relate to land degradation and drought
2. Any specific responsibilities of (relevant organisation) with respect to the UNCCD
3. Existing or proposed projects/activities/programmes re land degradation and drought and/other areas of the UNCCD
4. The impact of past projects and programmes
5. Collaboration with private sector organizations and/or NGOs/other interest groups
6. Relevant reports/documents/database
7. Capacity issues and constraints as they relate to the UNCCD – technical, financial, human resources, existing training programmes and HRD activities, public education strategies
8. Untapped capacity that could be redeployed or capacity in danger of being lost
9. Sustainability of capacity built in the past
10. Link between capacity development activities to future legal, regulatory or institutional requirements and responsibilities
11. Links with National Focal Point & National Action Programme of the UNCCD
12. Any other relevant information

Hope this will help to guide our meeting.

If you need further clarification, please call 881-7808

Thank you very much for your cooperation and time

**APPENDIX V LIST OF QUESTIONS SENT TO NATIONAL FOCAL POINT, 2004 AUGUST
30, 8: 06 A.M**

I have completed my draft report and it is attached for feedback/clarification/comments/corrections

1. Are there limitations with respect to GEF financing of UNCCD activities in Jamaica?
2. Current status of National Action Programme and meetings of Working Committee i.e. do you intend to call/or have you called meetings of the committee. Time frame for action
3. Why was Sharon Haye-Webster included as a member of the Working Committee? (I have been asked)
4. Status and time frame with respect to the development of budget for the UNCCD and source of funding and projected activities for the next 12 to 24 months
5. Status of CARICOM project re UNCCD?
6. Proposal to harness existing programmes/projects/policies in the development of NAP
7. Proposal to create greater public awareness within the public sector itself

Anticipating your cooperation

My telephone numbers are 601-3841 or 881-7808(cell)

APPENDIX VI MILLENNIUM DEVELOPMENT GOALS

1. Eradicate extreme poverty and hunger
 - a. Reduce by half the proportion of people living on less than a dollar a day
 - b. Reduce by half the proportion of people who suffer hunger

2. Achieve universal primary education
 - a. Ensure that all boys and girls complete a full course of primary schooling

3. Promote gender equality and empower women
 - a. Eliminate gender disparity in primary and secondary education preferably by 2005, and at all levels by 2015

4. Reduce child mortality
 - a. Reduce by two thirds the mortality rate among children under five

5. Improve maternal health
 - a. Reduce by three quarters the maternal mortality rate

6. Combat HIV/AIDS, malaria and other diseases
 - a. Halt and begin to reverse the spread of HIV/AIDS
 - b. Halt and begin to reverse the incidence of malaria and other major diseases

7. Ensure environmental sustainability
 - a. Integrate the principles of sustainable development into country policies and programmes; reverse loss of environmental resources
 - b. Reduce by half the proportion of people without sustainable access to safe drinking water
 - c. Achieve significant improvement in lives of at least 100 million slum dwellers, by 2020

8. Develop a global partnership for development
 - a. Develop further an open trading and financial system that is rule-based, predictable and non-discriminatory. Includes

- i. A commitment to good governance, development and poverty reduction – nationally and internationally
- b. Address the least developed countries special needs. This includes tariff – and quota –free access for their exports; enhanced debt relief for heavily indebted poor countries; cancellation of official bilateral debt; and more generous official development assistance for countries committed to poverty reduction
- c. Address the special needs of landlocked and small island developing States
- d. Deal comprehensively with developing countries’ debt problems through national and international measures to make debt sustainable in the long term
- e. In cooperation with the developing, develop decent and productive work for youth
- f. In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries
- g. In cooperation with the private sector, make available the benefits of new technologies – especially information and communication technologies