

Policy for the
**National System of
Protected Areas**

Government of Jamaica
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Review & Comment Process

A Green Paper is a draft statement of Government policy on a particular topic. Fourteen public meetings were held in parishes throughout the country to discuss the document in addition to meetings targeting government, donor and non-governmental agency representatives. Copies of the Green Paper were also distributed to libraries, Parish Council and other government offices throughout the country. It has been revised following nationwide discussion and commentary and, upon approval by Parliament and Cabinet becomes official policy.

Acronyms

CBD	Convention on Biological Diversity
CITES	Convention on International Trade in Endangered Species
EFJ	Environmental Foundation of Jamaica
EPF	Environmental Policy Framework
FD	Fisheries Division
FSCD	Forestry and Soil Conservation Department
GOJ	Government of Jamaica
IOJ	Institute of Jamaica
IUCN	World Conservation Union
JCF	Jamaica Constabulary Force
JDF	Jamaica Defence Force
JFB	Jamaica Fire Brigade
JNHT	Jamaica National Heritage Trust
JNPTF	Jamaica National Parks Trust Fund
LAC	Local Advisory Committee
LME	Local Management Entity
NEST	National Environmental Societies Trust
NGO	Non-Governmental Organizations
NHT	National Housing Trust
NRCA	Natural Resources Conservation Authority
NWC	National Water Commission
ODPEM	Office of Disaster Preparedness and Emergency Management
PAPMB	Protected Area Policy and Management Branch
PIOJ	Planning Institute of Jamaica
RADA	Rural Agricultural Development Agency

Acronyms

SPAW	Protocol on Specially Protected Areas and Wildlife
TCPA	Town and Country Planning Authority
TPD	Town Planning Department
TPDCo.	Tourism Product Development Company
UDC	Urban Development Corporation
WRA	Water Resources Authority

INTRODUCTION

The Government of Jamaica (GOJ) is pleased to present this policy framework for the National System of Protected Areas. A protected area is an area of land or water that is managed for the protection and maintenance of its ecological systems, biodiversity and/or specific natural, cultural or aesthetic resources. With its extraordinary diversity of flora and fauna, land and water habitats, and wild and human landscapes, Jamaica needs a system of protected areas as a key part of its national development strategy.

The system is an expression of Jamaica's commitment to protecting its environment and resources that are of recognized national and international importance. The country's two existing national parks and others in the protected area system still to be created, have a crucial role to play in preventing degradation of land and marine ecosystems. Special types of protected areas will be equally crucial to maintaining the island's extraordinary biological, scenic and cultural diversity. In most instances, the creation of additional protected areas will not reduce the private use and ownership of land. On the contrary, it will lead to more productive use on a sustained basis, with benefits for local residents and for Jamaica's economy.

The Natural Resources Conservation Authority (NRCA), as the organization charged by the Government with responsibility for overall environmental management, has the pivotal role in the establishment of a National System of Protected Areas. In carrying out its responsibility for setting the policy framework for protected areas, it has consulted with numerous organizations and individuals and has produced this policy. It is to be clearly understood that the concept of protected areas in spite of its name does not promote an anti-development notion.

Achieving a comprehensive system and realizing its potential benefits will depend on the cooperation of all Jamaicans and a partnership among the Government, Non-Governmental Organizations (NGOs), community groups, and landowners, especially private landowners and government agencies with responsibility for the management of vast areas of land. Many parts of the system are only in the early stages of formation while others are still being planned. It is hoped that this document will lead to enhanced cooperation and coordination of management among the many participants in proposing, planning and managing protected areas across the country.

1. Goals for Jamaica's System of Protected Areas

The various types of protected areas in Jamaica should, individually and as part of a comprehensive system, contribute to achieving common environmental, economic, cultural and social goals. The system should be an essential tool for environmental protection, conserving essential resources for sustainable use, helping to expand and diversify economic development, and contributing to public recreation and education. Local co-management and sustainable management programmes are guiding principles for ensuring permanent protection.

- Goal 1** **Expand and diversify Jamaica's natural resource based economy.**
- Economic Development**
- Improve and sustain the livelihoods of individuals and local communities by increasing their earning capacity.
 - Protect the supply and quality of basic natural resources that support most economic activity including water, air and the productive land base.
 - Promote environmentally sound land management and research into production and harvesting practices.
 - Use the opportunities presented by the protected areas system to research improved methods of sustainable resource use.
 - Ensure that the protected area system contributes significantly to the sustainability of the critical tourism sector by protecting beaches, coastal waters, coral reefs, mountains, forests, wildlife, nature interpretation and cultural opportunities, and internationally - recognized protected areas.

Goal 2 Environmental Conservation Conserve Jamaica's heritage as represented by its biodiversity, scenic landscapes and cultural resources. Jamaica is home to a rich array of living organisms whose genetic diversity and relationships with each other and with their physical environment constitute the island's biodiversity.

- Preserve major representative stocks or areas of all of Jamaica's biological resources, including populations of indigenous animal and plant species, natural communities and ecosystems.
- Preserve major or representative components of Jamaica's natural and cultural heritage - including wildlife, vegetation, habitats, genetic resources, landscape types, prominent natural features, historic sites and buildings, as well as treasured vistas and scenic areas - and provide for their compatible use and enjoyment by the Jamaican people and others.

Goal 3 Sustainable Resource Use Protect ecological systems which provide goods and services.

- Restore, protect and enhance watersheds, rivers, wetlands, coral reefs, and other important ecosystems so that essential resources, such as water, soil, trees, wildlife, fish and shellfish, are available for sustainable economic use.
- Restore and protect ecosystems, such as coral reefs, beaches and dunes, wetlands and forested hillsides, that maintain life-support processes and reduce risks from natural disasters.

Goal 4 Recreation and Public Education Provide recreational and educational opportunities to improve the quality of life for all Jamaicans and visitors.

- Provide outdoor recreation opportunities and services for the Jamaican public and visitors, in ways and at levels compatible with the protection and sustainable use of natural areas.
- Promote greater understanding of ecological systems and their components by preserving natural systems and providing opportunities for ecological and other scientific research.
- Promote environmental educational opportunities.
- Promote appreciation of historic and cultural resources and landscapes reflecting appropriate traditional responses to the natural environment.

- Goal 5** Promote local interest, commitment and support for protected areas.
- Public Participation & Local Responsibility**
- Provide for the participation of all interested groups and individuals in all aspects of protected area planning and management.
 - Confer responsibility for planning and management of protected areas on qualified local groups through delegation of authority.

- Goal 6** Achieve and maintain financial sustainability for the protected areas system.
- Financial Sustainability**
- Plan for the generation of adequate revenue for the system from a broad and varied set of sources, including the use of trust funds and other mechanisms.
 - Encourage individual protected area sustainability through local fund raising, user fees and control of costs to ensure affordability.

2. Types of Protected Areas

A variety of organizations manage Jamaica's several existing types of protected areas. Areas authorized in the NRCA Act of 1991 are National Parks/Marine Parks and other protected areas. The following types are to be added; National Nature Reserves/Wilderness Areas, Natural Landmarks/National Monuments, Habitat/Species Management Areas, National Protected Landscapes/Seascapes, and Managed Resource Protected Areas. The national system also encompasses areas established under other legislation and will continue to do so. The NRCA has responsibility under the Wildlife Protection Act, the Watersheds Protection Act and the Beach Control Act for other types of protected areas, including game sanctuaries and game reserves. Management authority for other areas is conferred on the responsible agency by its enabling legislation, such as the Fishing Industry Act (1975), the Forest Act (1937 and 1996), and the Jamaica National Heritage Trust Act (1985). Protected areas established under NRCA's authority will form the core of Jamaica's system of protected areas. Moreover, through its formulation and implementation of protected areas policy, the NRCA will provide the continuing leadership necessary to achieve an effective system.

The future protected area system should encompass the country's diversity of natural resources and landscapes. It will provide the appropriate level of protection to valued ecosystems and features and to the surrounding areas and linkages to other ecosystems on which they depend. The classification of major resources and types of protected areas reflects their importance to Jamaica, their management and protection needs, and international protected area categories, particularly those of the World Conservation Union (IUCN). If a national protected area qualifies for inclusion in one of these international systems, it may receive an additional designation, such as a Biosphere Reserve, Ramsar site, or World Heritage site. Such designation would provide a link to international networks, funding and give special prominence to particularly important areas in Jamaica.

2.1 Jamaica's system of protected areas will comprise six general types of areas to encompass the diverse natural resources and landscapes. These categories, described below, are required for a system that is comprehensive, logical, understandable, compatible with international protected area categories, consistent with categories provided for in existing law, and otherwise appropriate for Jamaica. The following list is similar in sequence and typology to that used by the IUCN. The order does not signify importance as each category has different objectives.

National Nature Reserve/Wilderness Area (Equivalent to IUCN Category I).

These are lands or waters with unique biodiversity (flora, fauna) or other ecological values which require strict protection. Primary uses are for biodiversity/ecological protection, scientific research, and education. Restricted ecotourism may be appropriate as a secondary use. This category includes sites of special scientific interest, such as iguana nesting and butterfly habitats. Possible examples include Discovery Bay, Bowden Shell Bed and Mason River Scientific Reserve.

National Park, Marine Park (Equivalent to IUCN Category II).

Parks may be the nation's most prominent natural areas, with major biodiversity, environmental and tourism values. These lands or waters usually require intensive management, restraints on use and often on tourism development. Primary uses include biodiversity and ecological protection, tourism, recreation, scientific research, and education. Examples include the Blue and John Crow Mountain National Park and the Montego Bay Marine Park.

Natural Landmark/National Monument (Equivalent to IUCN Category III).

Sites, areas or features of exceptional natural, historical, cultural or aesthetic significance. Primary uses: preservation of natural and/or cultural values with compatible research, education, public access and public recreation. Possible examples include Arawak sites, portions of Port Royal, Point Morant Light House, Spanish Town, and Bogwalk Gorge.

Habitat/Species Management Area (Equivalent to IUCN Category IV).

Areas of land and/or sea managed mainly for conservation through management intervention to ensure the maintenance of habitats of specific species. Possibly the dry limestone forest in Hellshire Hills-iguana habitat.

National Protected Landscape, or Seascape (Equivalent to IUCN Category V).

Protected landscapes are areas of land (often with coast and sea) where the interaction of people and nature over time has produced a distinct character with significant cultural, aesthetic and ecological value. This category also includes areas with outstanding scenic or other natural values important for outdoor recreation. Lands in this category may be public or private. Primary uses may vary but include recreation and tourism, combined with protecting the area's quality by preventing incompatible development or use. Possible examples include undeveloped sections along scenic coastal highways.

Managed Resource Protected Area (Equivalent to IUCN Category VI).

These are lands and waters with important natural resource and environmental values. They are managed primarily for sustainable consumptive use of natural resources (e.g. forestry, fishing, water supply), combined with environmental conservation. Secondary uses include tourism, recreation, research, education. Possible examples include forest reserves, protected watersheds, major fishing cays and the Black River Morass.

2.2 The system of protected areas under the NRCA's responsibility will be augmented and reinforced by other protected areas and open spaces in public or private ownership.

2.2.1 Public Lands. Other types of protected areas outside NRCA's direct

responsibility include: fish sanctuaries, forest reserves and beaches managed by other government agencies. Such agencies include the Forestry and Soil Conservation Department (FSCD), the Rural Agricultural Development Agency (RADA) and the Fisheries Division (FD) of the Ministry of Agriculture. Other areas include designated regions under the Urban Development Corporation (UDC) Act, heritage sites or national monuments managed by the Jamaica National Heritage Trust (JNHT) and lands under the control of the Ministry of Agriculture and the Commissioner of Lands.

Other areas of primarily regional or local significance, such as fishing beaches, community parks and botanical gardens, are typically managed by cooperatives, parish councils or private sector groups. Some of these areas may make valuable contributions to the objectives of the overall national system.

2.2.2 Private Lands. Finally, private land owners and various kinds of reserves in entirely private ownership can complement protected public lands and waters in the national system. When appropriately managed, these lands can play an important part in the system, augmenting environmental protection even though public access is often restricted.

2.3 Many protected areas may require buffer zones and, where feasible, corridor links with other elements in the system to ensure ecosystem integrity.

2.4 The protected area system has a common underlying foundation of environmental protection purposes, a standardized approach to planning and management, and coordinated management among the responsible agencies and groups.

Examples of Jamaica's Resources and Areas Requiring Protection

Natural Forests. Functions: biodiversity values of native plants and animals, watershed protection (water supply and quality, flood protection), erosion control, scientific research, education, recreation and tourism.

Coral Reefs. Functions: biodiversity values, tourism, coastal protection, beach sand regeneration, fisheries habitat, scientific research and education.

Coastal habitats, including mangroves, estuaries, beaches, cliffs, cays, seagrass beds. Important for wildlife habitat values, breeding areas for fish, birds, and invertebrates, turtle nesting, scientific research, education, recreation, and tourism.

Wetlands. Important for water resource protection (water quality, flood absorption, aquifer recharge, water supplies), and wildlife habitats.

Other critical habitats of indigenous animals, including such rare, endangered and unusual species as the iguana, hutia (coney) and manatee, as well as birds, fish, turtles, molluscs and invertebrates. Contain vegetation associations important for biodiversity, watershed protection (aquifer recharge, soil erosion control, flood protection), preservation of national heritage, tourism and traditional uses.

Scenic or recreation areas based on natural and scenic attractions, including undeveloped coastlines, waterfalls, promontories and vistas of valued landscapes. Important to Jamaicans and tourists for recreation and enjoyment of the nation's natural heritage.

Cultural heritage sites, including historical sites. Important for preservation of national cultural heritage, opportunities for public use and enjoyment, education, research and tourism.

Economic Resources containing important productive resources and needing careful environmental management to ensure sustainable productivity. Include watersheds and aquifer recharge areas, productive forest areas and fishing grounds.

3. Roles and Responsibilities

Planning and implementing Jamaica's protected areas system will require a wide range of functions, from policy making through fund-raising to on-the-ground management. The institutional framework requires an efficient partnership among the various agencies and groups with interests in the protected area system, building on the existing responsibilities and strengths of each, clearly defining roles and lines of communication, and avoiding duplication of effort.

3.1 Natural Resources Conservation Authority. The NRCA is the lead agency with responsibility for the protected area system, ensuring that all protected areas meet their various objectives to the greatest extent feasible, and assuring or improving the quality and appropriate use of public resources and facilities within protected areas.

3.1.1 The NRCA provides and will continue to provide the policy framework, procedures and guidance for all aspects of establishing, planning and managing protected areas in the national system.

3.1.2 The NRCA aims to implement its responsibility through the activities of other national and local government agencies, local management groups, private sector organizations and individuals. It may delegate management authority for particular areas to another organization. It will therefore be responsible for stimulating and coordinating the participation of other government agencies, NGOs and private organizations in establishing and managing the system. Where no management entity can be identified or an area is of national significance the NRCA will initiate proceedings towards managing the protected area. If an existing management entity reneges on its responsibilities the Authority may revoke its instrument of delegation (see Chapter 5) and assume interim day to day responsibilities.

3.1.3 The NRCA will approve national protected area management and operations plans and will monitor the implementation of delegated management responsibility. The NRCA is primarily responsible for recommending establishment of several types of protected areas. Where sites for declaration may also be the purview of the JNHT the NRCA Act states that consultation with this body shall occur towards defining the roles and responsibilities.

3.1.4 The Protected Areas Policy and Management Branch (PAPMB) of the NRCA will:

- Prepare guidelines that describe procedures and criteria for protected area planning, management and operations;
- Explain requirements to local groups seeking delegation of management or;
- Assess the capabilities of applicants for local management and prepare contracts with qualified management organizations;
- Assist candidate and selected management groups with plans, setting up planning teams that bring together local knowledge and values and NRCA's resource

- analysis and planning expertise;
 - Oversee the licensing and permitting system for protected areas;
 - Oversee financial and general management of individual protected areas according to approved management and operations plans;
 - Monitor and evaluate performance of the entity that was granted management authority.
- 3.1.5** The PAPMB will also, at least in the early stages of the system's development, assist local groups in establishing and operating protected areas, providing assistance with recruitment, training, procurement, programme development, cost recovery, etc. The NRCA may also manage a critical protected area if no local management capability exists.
- 3.1.6** When warranted by the volume of requests for practical assistance, the NRCA will expand its own capacity for management of protected areas. This will include provision of training, recruitment, procurement, programme development and cost recovery mechanisms to local management entities.
- 3.1.7** The NRCA, national research and tertiary institutions will coordinate national research priorities, projects, information system development and environmental monitoring with respect to the protected area system. The NRCA and national research institutions will institute a mechanism for the involvement of national and international scientific interests.
- 3.1.8** The NRCA will formulate a financial policy to guide the entire system of protected areas.
- 3.1.9** The Protected Area Advisory Council which is yet to be constituted will seek to engender inter-agency and cross sectorial cooperation in the development of the system. This group will also advise the Authority on issues relating to the administration, control and preservation of the resources in protected areas and institute programmes to raise revenue for protected areas.

3.2 Other National Government Agencies. Numerous agencies, such as the FSCD, the FD, the Institute of Jamaica (IOJ), Water Resources Authority (WRA), the JNHT, the Commissioner of Lands, the UDC, the Commissioner of Mines and Quarries, the Port Authority (PA), National Water Commission (NWC), the Town and Country Planning Authority (TCPA) and the Town Planning Department (TPD) and the Parish Councils either manage areas under their jurisdiction or have responsibilities in other areas. Additionally other government agencies will have to be brought into the process because they can make valuable contributions although they do not manage distinct geographical areas. These agencies include; the National Housing Trust (NHT), the Jamaica Fire Brigade (JFB), the Jamaica Defence Force (JDF) and the Jamaica Constabulary Force (JCF).

- 3.2.1** All agencies should cooperate in management of protected areas where they have management and environmental protection responsibilities or particular expertise and capabilities. Memoranda of Understanding or Cooperative Agreements should be signed between the NRCA and each affected government agency.
- 3.2.2** The GOJ will continue to provide budgetary support for protected areas in recognition that protection of the natural and cultural resources enhance the nation's economic development.
- 3.2.3** Government and quasi-government agencies whose operations will benefit from improved land and resource management should provide funding for the system (see Chapter 6).
- 3.2.4 Fisheries Division.** The FD will share in a mutually developed co-management arrangement for fish sanctuaries created under the Fishing Industry Act of 1976 within any type of protected area. The responsibilities may be shared between the FD, a LME, NRCA or any combination thereof.
- 3.2.5 Forestry and Soil Conservation Department.** The FSCD will share in a mutually developed co-management arrangement for forest reserves within any type of protected area. The responsibilities may be shared between the FSCD, a LME, NRCA or any combination thereof.
- 3.2.6 Institute of Jamaica.** The IOJ is a source of historical information relating to Jamaica's plants and animals. The NRCA in conjunction with this institute will establish protocols for action. As a national research institute the IOJ may have specific site management responsibility for any number of protected areas as may be agreed upon.
- 3.2.7 Jamaica Constabulary Force.** The JCF is one of the primary bodies responsible for the enforcement of all relevant legislation within protected areas.
- 3.2.8 Jamaica Defence Force.** The JDF has under its control tracts of land that can be incorporated into the protected area system. Their manpower may also be used in monitoring, enforcement and development of sites.
- 3.2.9 Jamaica Fire Brigade.** As the importance of saving watersheds and genetic material increases the JFB will have to play an increased role in this aspect of protected area management. This role includes extinguishing fires and educating the populace. The NRCA and the JFB will develop a policy of collaboration.
- 3.2.10 Jamaica National Heritage Trust.** The JNHT shall be consulted regarding the designation of any protected area. The Trust will retain primary responsibility for buildings, landmarks and other sites listed on the National Historic Register. However, these will receive an added measure of protection and benefit from

inclusion in the national system.

- 3.2.11 Mines & Quarries Division.** As some areas of the country will be mined, inclusive of potential protected areas, a clear methodology of cooperation is to be established to prevent protracted delays and conflicts between government programmes.
- 3.2.12 National Housing Trust.** The NHT is responsible for the provision of housing solutions island wide. Given the average size, location and siting of NHT's developments and thus their potential impacts, the NRCA and the NHT will develop a Memorandum of Understanding to guide both in their future actions.
- 3.2.13 National Water Commission.** Vital to the continued supply of water to various sections the island is the maintenance of hydrological basins. As this is also one of the major objectives of protected area development, a collaborative approach with the NWC is to be formalized.
- 3.2.14 Office of Disaster Preparedness and Emergency Management.** The Office of Disaster Preparedness and Emergency Management (ODPEM) is the national body responsible for reducing the impact of disasters and emergencies on the Jamaican population and economy as well as coordinating emergency response and relief operations in major events. The skills and experience of the ODPEM can be utilized to prevent and address problems when they arise in protected areas.
- 3.2.15 Planning Institute of Jamaica.** The main functions of the Planning Institute of Jamaica (PIOJ) are; the initiating and coordinating planning for the economic, financial, social, cultural, and physical development of Jamaica and being the GOJ representative in bilateral and multinational negotiations. Their continued initiation and support in accessing funding and garnering environmentally focused projects will be of vital importance to the development of the island wide system.
- 3.2.16 Port Authority.** The NRCA and the PA have and will have varying responsibilities for similar areas of the sea. To improve and/or maintain an internationally acceptable aquatic environment work protocols will be established.
- 3.2.17 Town and Country Planning Authority and Town Planning Department.** The TCPA through the TPD and in conjunction with other agencies, prepare Development Plans and Orders guiding development island wide. These organizations should recognize existing and proposed protected areas.
- 3.2.18 Urban Development Corporation.** The UDC has regional development plans for sections of the island and it is important that these be carried out within some environmental framework. As such, a formal process for the incorporation of the

NRCA's protected areas into the UDC's development process will be developed.

3.2.19 Water Resources Authority. The WRA is the prime agency for regulating ground water extraction. It has the primary responsibility for ground water quality assessment and risk mapping and plays a key role in flood plain mapping and hazard determination and management. These are all important goals and requirements related to protected area management. The technical input of the WRA will be sought when protected areas are being developed primarily for their hydrological values.

3.3 Local Management Entities. Local initiative and responsibility for planning, managing and funding protected areas are strongly encouraged. Under the NRCA Act the Authority may delegate to a LME some of its mandate responsibilities. Local management may be comprised of a single entity or more than one of the types of entities outlined in this document forming a coalition or umbrella group.

3.3.1 Local groups shall assist in identifying potential protected areas, collecting information on need for designation, boundaries, and management needs, and preparing feasibility studies.

3.3.2 Local groups or prospective LME shall participate, with the NRCA and other government agencies, in the preparation of management plans for each protected area.

3.3.3 In applying to the NRCA for delegation of management authority in accordance with an approved management plan, a prospective LME should prepare an operations plan detailing staffing, procedures, budget and funding sources.

3.3.4 A LME that has been delegated authority shall develop a fundraising program, and establish appropriate financial mechanisms, which may include a local trust fund, to provide long term financial support. These must however follow the guidelines laid out by the NRCA.

3.3.5 The LME to which authority has been delegated will be responsible for day-to-day logistics, programmes, financial management and enforcement within a protected area, with the assistance and oversight of the NRCA.

3.3.6 When warranted by the volume of requests for assistance from local management groups and increased complexity of system management, the NRCA will put in place the appropriate mechanism(s). These may include the provision of technical assistance, training, recruitment, procurement, programme development, cost recovery, on-site management and staff secondment.

3.4 Local Government. Parish Councils will be encouraged to play an increasingly active role in the identification, establishment and management of protected areas and parish-wide protected area planning.

3.5 National Non-Governmental Organizations. National NGOs are those that as a part of their mandate serve the nation wide environmental movement. These entities are vital to the maintenance of the protected area system and as such their continued existence and optimal performance need to be ensured.

3.5.1 Jamaica National Parks Trust Fund. The Jamaica National Park Trust Fund (JNPTF) has been set up to raise and manage long term funding support for the National Protected Area System.

3.5.2 Environmental Foundation of Jamaica. The Environmental Foundation of Jamaica (EFJ) manages a fund created by a debt relief agreement, for the purposes of protecting the environment and the rights and conditions of children. The EFJ makes project grants to environmental and development NGOs.

3.5.3 National Environmental Societies Trust. A number of NGOs active in environmental management have functions to play in the envisaged system. Many of these groups work under this umbrella group which provides training, technical and organizational development support and lobbying to local NGOs and community-based organizations working on environmental issues.

3.6 Private Sector Organizations and Individuals. Private sector groups, irrespective of size, and/or individuals may manage specific protected areas for profit once they fulfill criteria for delegation and achieve the goals identified for the protected area system. Private sector groups may include, but are not limited to the following:-

- Financial Institutions
- Service Clubs
- Private Tourism Interests
- Sporting and other Types of Interest Groups

4. Planning Protected Areas

Planning is the mechanism for translating policies into practical management. Plans are tools used in deciding whether to establish a new protected area, who will manage it, what kinds of management and development will occur, and how money will be spent. The planning process must offer an opportunity for effective public participation in these decisions.

The plan for the system needs to be developed at several levels starting with the highest and broadest, the Policy for the National System of Protected Areas. Environmental Policy Frameworks (EPF) provide initial guidance for environmental protection and feasibility studies within specific regions. EPFs may lead to the creation of protected areas among other actions which will require management and operations plans. Five year management plans will include analysis and management strategies for resources, general administrative requirements, public education and information plans as well as surveillance and protection mechanisms. Operations plans are needed at the most detailed and practical level. They lay out the financial and day-to-day operations on an annual basis.

Planning procedures will be standardized to ensure public accountability and effective decision-making. Standard criteria and guidelines will assist groups to prepare plans that meet the NRCA's environmental conservation goals and to organize themselves to become co-managers with the NRCA. The criteria and guidelines will also aid the NRCA's evaluation of the plans. Both the process and the plans can promote broader public awareness and cooperation among agencies and local groups. The process needs to be efficient but thorough and the plans simple, brief and understandable.

4.1 Policy. The policy as embodied in this document acts as the overall framework guide for specific protected areas development within the parameters of a national system.

4.2 System Plan. The development of a national system plan for all protected areas is a policy level responsibility of the NRCA. It sets priorities and identifies national interests in protected areas; and guides annual planning of work programmes, budgets, staff, training, and equipment.

4.2.1 The NRCA's PAPMB is the lead on the effort, ensuring its integration with other NRCA planning functions, including biological resource management, watershed protection and coastal zone management.

4.2.2 System-wide planning will be done in collaboration with other Government agencies under the guidance of the Protected Area Advisory Council, with the public and other organizations.

The Policy and Plan will be updated periodically.

4.3 System Guidelines. The NRCA will outline clear and comprehensive guidelines for management of protected areas. They will be flexible to allow for conditions specific to the area as well as the growth and evolution of the system as a whole. From time to time the guidelines will be updated. The following guidelines will be produced for use:

- Lead Document
- Feasibility Assessment for possible sites
- Management Plans
- Operations Plans
- Evaluation and Monitoring
- Local Advisory Committees
- Financing inclusive of User Fee System and Liability
- Resource Management
- Signs
- Disaster Preparedness and Safety
- Training

4.4 Management Plans. Management plans for individual protected areas are the major tools for guiding management strategies to protect critical resources in the national interest.

4.4.1 The management plan covers a period of five years and describes the programme, policies and procedures that will have to be implemented by any organization that wishes to take over management of a protected area. It includes the systematic mapping of environmental factors, identifies the boundaries of zones needed to protect specific resources, and defines tailored management regimes for those resources.

4.4.2 Management planning is carried out by planning teams led by the community with the assistance of the NRCA. These teams may include representatives from other government agencies and local groups. The planning should take place within the guidelines provided by the national land use planning agency or its representatives and Local Advisory Committees (LACs) formed for each area, and with interagency coordination by the Protected Area Advisory Council.

4.4.3 If management authority is delegated, the approved management plan will be one of the criteria that will be used by NRCA to monitor and evaluate the delegated organization's management performance. Delegation may be revoked if performance standards are not met.

4.5 Operations Plans. Operations plans for each protected area will show how management plans will be implemented on an annual basis. It should outline actions over this period, as extracted from management plans.

4.5.1 Operations plans will cover all aspects of area management, including financial, and will include a long-term business and financial sustainability plan for the organization managing the area.

4.5.2 Operations plans submitted by prospective management organizations as part of the application for delegation of authority will be partly the basis for the NRCA's evaluation of the organization's suitability and capability to manage the area adequately.

4.6 Environmental Policy Frameworks. An EPF is a statement of environmental policy for a large area, typically a parish or watershed. This forms the basis for cooperative agreements and actions between public and private sector interests. The action plan will address priority environmental issues and problems. The development of this framework must follow a process which allows all interests, especially residents, to participate in deciding on an acceptable approach to dealing with environmental problems and issues.

4.7 Environmental Protected Areas. An Environmental Protection Area (EPA) may be declared by the Minister if it is deemed to be in the public interest to do so. EPAs shall be so declared to rectify specific environmental impact. Primary corrective measures are to be developed as part of an EPF. It is to be noted that EPAs are not considered one of the categories of protected areas as outlined in Section 2.1.

4.8 Public Participation. All interested segments of the public, and particularly residents in the locality of a proposed protected area, must be integrated into all levels of planning for the establishment and management of national protected areas, through:

- Wide public reviews of the protected areas system policy and plan.
- Encouragement of local initiative in proposing new protected areas.
- Public awareness campaigns to inform the public about proposals or the possible need for establishing particular protected areas.
- Inclusion of representatives of broad-based local organizations on planning teams.
- Community meetings and workshops during all planning activities.
- Public forums for review of the plans before finalization.
- Establishment of a LAC for each protected area to aid in the development and implementation of management plans.
- Priority for technical assistance will be given to those areas with local groups capable of a strong role in planning and potentially capable of undertaking protected area management.

5. Establishing Protected Areas

The process for establishing a new protected area is illustrated and accompanied by explanatory text. The NRCA will prepare detailed public guidelines for key aspects of each stage of the process.

- 5.1** Any group, community, NGO or private entity, the NRCA, other government agencies, research institutions, the Protected Area Advisory Council or individuals may initiate establishment of a new protected area. Groups outside the NRCA may request assistance from the NRCA in starting planning.
- 5.2** NRCA staff may be assigned to work with interested organizations, other NGOs and individuals, local government and other agencies. A planning team is formed, always with local participation.
- 5.3** The financial and operational capacity of an organization to manage the area will be among the NRCA's considerations in deciding whether to recommend a new protected area. Long term effective environmental protection requires stable, competent management and financial sustainability. Through NEST, organizations will be able to access advice and training to strengthen their management capacity.
- 5.4** LACs will be established for all protected areas. Membership will include citizens, private landowners, traditional users of the area's resources, others with local economic interests, and representatives of local government and community groups.
- 5.5** Protected areas are established by designation of the Minister on the recommendation of the NRCA.

NRCA's General Process for Establishing Protected Areas

Stage 1. Initiation of Action

A community based organization (CBO), NGO, the NRCA, Protected Area Advisory Council, other agency or individual identifies possible new protected area. Groups outside the NRCA initiate planning and/or request assistance from the NRCA in starting planning. The NRCA assigns staff to work with any of the above stated entities. A planning team is then formed comprised of private and public stakeholders and community representatives.

Stage 2. Building of Community Participation

Workshops, community meetings and other means are used to identify community issues, interests and needs. Typically, a local organization takes the lead in this effort. If no appropriate local organization exists, organizing community participation becomes the responsibility of the initiating agency or group with the assistance of the NRCA and NEST.

Stage 3. Assessment of Feasibility of Protected Area

The planning team completes a feasibility assessment for proposed protected areas. Issues to be examined include boundaries, land ownership, land use, local management potential and costs. The study may result in a recommendation that the area be formally added to the protected area system.

Stage 4. Declaration Sought

At this stage the NRCA will seek to have the protected area declared under the NRCA Act. The process of protected area establishment continues while declaration is being pursued.

Stage 5. Preparation and Submission of Management Plan

Prepare a comprehensive management plan for all aspects of management of the area, following NRCA guidelines. This plan will be prepared jointly by local organizations, the NRCA and any other agencies with major responsibilities in the area and submitted to the NRCA for approval.

NRCA's General Process for Establishing Protected Areas Continued

Stage 6. Preparation and Submission of Operations Plan

The potential management or co-management organization prepares a proposal for managing the area in accordance with the management plan; this includes a business plan for the operation and a long term financial sustainability strategy. Operations plans will be prepared according to NRCA guidelines and will be approved by the NRCA.

Stage 7. Review and Approval of Management and Operations Plans

Plans are to be reviewed by the NRCA multi-disciplinary team. This team will be comprised of representatives from each of the sections of the NRCA. Clarification and changes will be sought prior to approval.

Stage 8. Declaration

For all other stages to be executed declaration of the protected area, by the Minister with such responsibility will be obtained. Declaration orders and schedules will be developed.

Stage 9. Delegation

Once the entity has met criteria outlined by the NRCA it will be delegated management authority. Broad categories for these criteria include environmental advocacy, community involvement, management experience as well as management, operations and financing proposals. Delegation instrument outlining roles and responsibilities of each party agreed upon and signed. Authority to manage can be revoked if performance standards are not met.

Stage 10. Evaluation and Monitoring

While the various aspects of the management and operations plans are being put in place, the NRCA will conduct implementation monitoring. Annual, unscheduled and emergency evaluations will be carried out to ensure achievement of protected area objectives.

6. Financial Management

A protected area system for Jamaica cannot become and remain a reality and fulfill the goals set forth in this document unless it becomes financially sustainable. Financial sustainability may be defined as the ability to support the management, enhancement and operational requirements of the system without continuing reliance on regular infusions of grant funds.

Activities in the existing protected areas need to continue, new protected areas need to be created and groups receiving authority to manage protected areas will need support. The Government is committed to sustainable development, maintenance of environmental quality and an expansion of a National System of Protected Areas is beyond doubt. Yet with so many undeniable claims on revenues, it is unrealistic to expect single-handed public support of the system by reallocating current revenues or imposing new taxation. Thus all levels of society must share the responsibility for sustaining a system that will provide tangible and intangible benefits to all Jamaicans. It will be necessary to identify and husband all available financial resources, develop procedures for managing and disbursing funds that are fully transparent, and ensure that expenditures are in line with resources.

6.1 Policies Related to Funding Mechanisms. The national system of protected areas will be sustained by the GOJ, the NPTF, local trust funds established for local protected areas, special fundraising campaigns, user fees and concession licenses, and any other mechanisms that may be developed from time to time.

- 6.1.1** National and local trust funds shall be invested, not only to protect the funds but to generate income.
- 6.1.2** Only the real income generated by the national and local trust funds, the earnings reserve after protecting the capital from inflation, shall be available for expenditure on operating, expanding and improving the system. Specific sums will be transferred to principal to achieve the goal of an inflation-proof fund.
- 6.1.3** In general, income from the national and local trust funds shall be used uniformly in support of promotional and other activities at the national level; for management of individual protected areas or systems (i.e. staff salaries, day-to-day operating expenses and some research and sustainable development projects); and for creation of additional protected area units.
- 6.1.4** Special appeals (project or building campaigns) will be mounted to support special projects, such as purchase of lands or development of headquarters buildings for a national park or protected area.
- 6.1.5** Wherever feasible, cost recovery mechanisms including fees for use of system resources and sale of services shall be put in place to enhance trust funds or to augment income generated by trust, project or other funds.

- 6.1.6 Mechanisms such as increased departure and hotel bed taxes, donation boxes at ports and airports, carefully designed ecotourism packages, and special appeals in destination resorts will be used to tap the demonstrated willingness of visitors to pay for the protection and restoration of spectacular natural and historic areas.
- 6.1.7 Elements of the national system of protected areas that are established and managed by agencies other than the NRCA, such as the FSCD or the JNHT, will continue to be supported by those agencies. These elements of the system may also access NPTF.
- 6.1.8 Fiscal incentives shall be made available to encourage gifts of land, in-kind services and financial donations to the trust funds and other special appeals.
- 6.1.9 Tax and duty exemptions will be sought for procurement of equipment for the operation of the system.
- 6.1.10 LMEs may also seek tax exempt and charitable status to enable them to more readily receive donations and access items necessary for its operations.

6.2 Policies Related to Sources of Funds. Development of an overall financial sustainability plan will consider a broad mix of local, national and international funding sources, to be approached systematically on a continuing, regular or one-time basis.

- 6.2.1 Sources of funds to build the income-generating capacity of the national and local trust funds include the annual contribution to which the GOJ is committed, dedicated windfalls as in the “debt for nature” swaps, other one-time grants from major multi-lateral and bilateral donors, corporate donations and individual bequests, international, national and local capital campaigns, income transferred to principal as described above, surplus funds which may be generated by the more popular protected areas in future, and any other mechanisms, such as a visitor head tax or voluntary donation system, which may be instituted in the future.
- 6.2.2 The GOJ has already made and will continue to make a significant contribution to the national system through the allocation of certain public lands for protected area status.
- 6.2.3 The Government will also contribute to the system through its funding of the NRCA, certain capital improvements and the NPTF.
- 6.2.4 Government agencies in such sectors as agriculture, water and tourism that will benefit from the protection and enhancement of natural resources (such as the quality and capacity of watersheds, soils, forests and tourist attractions) will be expected to make annual trust fund contributions, provide other cash or in-kind support.

- 6.2.5 Effective national and local capital campaigns will address a variety of sources, including foundations, businesses and corporations, government, religious institutions, federated funding organizations, service clubs, potential pledges by expatriate Jamaicans and individuals, and international donors and NGOs.
- 6.2.6 Similar potential donors as well as individual local residents may be approached for support of special project or building appeals.
- 6.2.7 Foundations and international donors may offer grants for land acquisition, research, planning and development projects in response to proposals.
- 6.2.8 Local and international donors, alike, will be encouraged to take advantage of opportunities to leverage their contributions and will have the option of donating at the national or local trust fund level.
- 6.2.9 In-kind donations in the form of land, equipment, services and volunteer assistance will be encouraged to expand the system and enhance management capacity, providing they meet identified needs.
- 6.2.10 Management, including a careful assessment of carrying capacity, will be intelligently balanced with marketing to ensure that visitation and ecotourism generate net financial and environmental benefits on a sustained basis.

6.3 Policies related to Fundraising Strategies. Both national and local components of the national system of protected areas will need to approach a broad mix of funding sources systematically on a continuing, regular or one-time basis.

- 6.3.1 Trust funds must build investor confidence through clearly stated investment and fiduciary principles and a record of sound and effective management.
- 6.3.2 Prospective and delegated local management organizations will need to develop credibility with potential donors through clarity of mission and demonstrated management effectiveness.
- 6.3.3 International, national and local capital campaigns will be coordinated so as to avoid duplication of effort and donor confusion.

6.4 Policies related to Management of Costs and Expenditures. Achievement of financial sustainability for the system and individual protected areas will entail containment of capital and operating costs and efficient operations as well as ongoing intelligent and creative fundraising.

- 6.4.1 As part of their regularly updated operations plans, national and local management organizations will be required to prepare financial sustainability plans containing estimates of expected funds, by source, and estimates of capital

and recurrent costs for system and protected area management and improvement.

- 6.4.2** Each management organization will also be required to prepare an annual funding plan with funding targets by source and detailed proposed fundraising.
- 6.4.3** Management and operations plans will be prepared and implemented to minimize development and maintenance costs, with maximum feasible use of local resources, appropriate and indigenous technologies, low-impact practices in siting and designing facilities, and reservation systems for keeping visitor numbers within manageable bounds.

7. Legal Framework

Different types of protected areas have been designated under several pieces of legislation, falling under the management of several government agencies. The promulgation of the NRCA Act (1991) provided the legislative framework for the development of a system of national protected areas. The development of such a system necessitates the coordination of policy, planning, and implementation among the agencies with responsibility for the different types of protected areas. Additionally, effective coordination will require changes in existing legislation, as well as additional regulations.

7.1 Legal Foundation for the Protected Areas System. Protected areas were previously declared under the Forest Act (1937 and 1996), the Morant and Pedro Cays Act (1907), the Local Improvements Act (1914), the Bark of Trees (Sale Prevention) Act (1929), the Country Fires Act (1942), the Wild Life Protection Act (1945 and 1997), the Beach Control Act (1956), the Town and Country Planning Act (1958), the Fishing Industry Act (1975), the Watershed Protection Act (1963), and the Jamaica National Heritage Trust Act (1985).

- 7.1.1** The NRCA is required to consult with government agencies with responsibilities for other types of protected areas designation and management prior to the declaration of new protected areas.
- 7.1.2** A number of amendments to other laws will be required to frame development of the system of protected areas, including the combinations of economic incentives and controls that ideally should be developed for effective protected area management.
- 7.1.3** The Beach Control Act, Wild Life Protection Act, and Watersheds Protection Act are subsumed within the NRCA Act, with the relevant amendments specified. Similarly, the amendments to these three Acts are being broadened to cover the provisions for declaration of specific classes of protected areas.
- 7.1.4** The current effectiveness of the protected areas legislation will be carefully assessed so that a rational and coherent framework may be achieved. In circumstances where proposed protected areas are already identified under specific acts, some measure of protection already exists. At the simplest level, protected areas gazetted under these acts will be incorporated by reference into the system of protected areas established under the NRCA Act.
- 7.1.5** The Town and Country Planning Act does not deal with protected areas in any specific manner. Land use zoning, development plans and development orders will support the effective management of protected areas by specifying acceptable uses in areas near or adjacent to protected areas. Segments of open shoreline, scenic coastal highways, and scenic landscapes will be offered better protection under this Act.

- 7.1.6 The existing provisions of the Fishing Industry Act relating to the declaration of fish sanctuaries will be left intact. Where possible, such areas may form the core areas of marine parks. In such cases, management arrangements and plans for such areas will be approved jointly by the NRCA and the FD. The actual responsibilities of each agency will therefore be outlined in a Memorandum of Understanding or Cooperative Agreement.
- 7.1.7 The New Forest Act of 1996 has compatible objectives to those found within the NRCA Act. The actual responsibilities of each agency will therefore be outlined in a Memorandum of Understanding or Cooperative Agreement.
- 7.1.8 The existing provisions of the Jamaica National Heritage Trust Act relating to the declaration of national monuments are adequate. However, designated landmarks and beauty spots will be incorporated into the national protected areas system.
- 7.1.9 Relevant sections of the Tourist Board Act and Watersports Regulations, as well as Tourism Product Development Company (TPDCo) ecotourism licensing may have to be amended to facilitate the incorporation of selected recreational areas into the protected area system.

7.2 The Natural Resources Conservation Authority Act (1991) provides the legislative framework for a system of national protected areas. The Act also places responsibility for overall development, management and enforcement of protected area's policy with the NRCA. Specifically, the Act empowers the Minister to declare protected areas, and to arrange for the management of areas so designated. Marine Park Regulations, 1992, and National Park Regulations, 1993, are in force and the Blue/John Crow Mountains National Park and the Montego Bay Marine Park have been gazetted under those regulations.

7.3 Regional and International Obligations. As signatory and proposed signatory to Protocols and Conventions, Jamaica must ensure that national legislation is in keeping with its obligations. These include:-

- Protocol concerning Specially Protected Areas and Wildlife (SPA) in the Wider Caribbean Region
- Convention on Wetlands of International Importance especially as Waterfowl Habitat (Ramsar)
- Convention on International Trade in Endangered Species (CITES)
- Convention on Biological Diversity (CBD)

7.3.1 The new subsection dealing with the system of protected areas will be further subdivided to provide for inclusion and rationalization of the existing protected areas into the system. An additional subdivision will address the relationship between national legislation and practices and international agreements, standards, and guidelines.

7.4 Additional Regulations Being Contemplated for the NRCA Act. A number of regulations are being put in place to add effectiveness to the NRCA Act and the

proposed framework for the protected area system. The planned establishment of a large number of protected areas in several categories, the large number of institutions responsible for management of specific categories of protected areas, and the resource issues dictate that a national system of protected areas be developed. The relevant section of the NRCA Act (5) will be amended to facilitate the development of this national system.

- 7.4.1** Regulations will describe the process of selecting and declaring specific types of protected areas, procedures for the participation of government, non-government and public groups at an early stage. The process for establishing boundaries and for delisting areas would also be addressed in these regulations.
- 7.4.2** Areas recommended for designation will often be privately owned or include inholdings. Regulations will address the acquisition of land and/or the management of areas with inholdings. The delineation and management of buffer zones will also be addressed.
- 7.4.3** The criteria and process for delegation of protected area management (other than the power to make regulations) to any institutions are being added as regulations.
- 7.4.4** Funding mechanisms for protected areas including the control of traders, businesses, amusements, sports, other activities and the imposition of associated licences and fees shall have their own regulations. Additionally the use of monies as it relates to the system will be set out in specific regulations.
- 7.4.5** The protection of indigenous/endangered/protected flora and fauna, and the introduction of alien species will have guiding regulations.
- 7.4.6** Construction/development activities in protected areas will be guided by the regulations of the Permit and Licensing System of the NRCA.
- 7.4.7** Public safety requirements will be outlined in specific regulations.
- 7.4.8** Development of a schedule of offences and related fines, enforcement procedures, the status of rangers not already addressed will be covered in new legislation.
- 7.4.9** In the event that protected areas are to be designated under emergency conditions, regulations should set conditions for intervention, including tolerance limits and roles of other relevant institutions.

Summary of the Proposed Legislative Framework for Protected Areas

The legislative framework for the operation of the national system of protected areas will, at a minimum, address the following:

- Institutional responsibilities and relations, including the breadth of the NRCA's responsibility to establish and regulate a protected areas system;
- The specific definition of protected areas;
- Priorities, criteria, and mechanisms for selecting, establishing, and developing protected areas;
- Mechanisms for developing management plans for each protected area, based on scientific data;
- Criteria for approving delegation of management authority;
- Mechanisms for integrating protected area management plans with development plans;
- Control of developments outside the protected area that may adversely affect it;
- Regulation of exploitation in protected areas and their adjacent buffer zones;
- Provision of enforcement mechanisms; and
- Consistency of the legislation with Jamaica's obligations under various international agreements including the

- (1) SPAW
- (2) CBD
- (3) Ramsar
- (4) CITES

8. Management and Operations Policies

Management refers to those decisions, actions, and activities which guide both protection and sustainable use of any protected area's lands, waters, and resources, consistent with the values which are the basis for its establishment. Management is based on a management plan.

Operations refer to those activities necessary to implement the management plan. These include administration, staffing, financing, maintenance, and improvements to facilities and infrastructure. An operations plan, which includes an annual budget, guides these activities.

Both management and operations plans are specific to the protected area, taking into consideration local environmental, social and economic conditions. General policies which form the foundation for management and operations of the protected areas system are presented here.

Management plans are to be prepared by a team, usually representing:

- The NRCA,
- NGO(s) interested in managing the Protected Area,
- Local government,
- Other government agencies as appropriate

8.1 NRCA will, when possible, delegate some or all of the following management and operations functions to local NGOs, private groups, community groups or local government institutions with the willingness and capacity to assume these responsibilities:

- implementation of management plans,
- hiring, employment, and supervision of staff, including, but not limited to appointment of a park manager, support staff, and park rangers,
- procurement of facilities and equipment,
- maintenance of existing facilities and infrastructure,
- development of new facilities and infrastructure,
- collection of user and entrance fees,
- raising of funds and managing a trust fund,
- conducting research and evaluating conditions within prescribed areas,
- enforcement of protected area regulations and
- carrying out education and interpretation programmes.

8.2 While management and operations of protected areas will, whenever possible, be delegated to another entity, the NRCA will retain adequate staffing and capacity to operate protected areas when this is deemed to be in the nation's interest.

8.3 Cooperative agreements will be signed amongst all agencies where there is overlap in ownership and/or management responsibilities. Agreements will outline roles and responsibilities, and how staff and resources will be shared.

8.4 NRCA will be responsible for coordinating management and operations activities amongst areas in the system in order to maximize efficiency and effectiveness of limited financial and human resources.

8.5 Successful management and operational procedures when developed and tested will be expanded for use in the entire protected area system.

8.6 Policies Related to Resource Management .

8.6.1 Management of a protected area will be guided by an approved management plan. Approval will be the responsibility of the NRCA, based on recommendations by technical staff.

8.6.2 Zoning will be a primary management tool for guiding protection and sustainable use within any protected area. Typical zones may include, but not be limited to:

- Development (facilities and infrastructure)
- Protection/Conservation
- Restoration
- Resource Extraction (non-renewable resources)
- Resource Harvest (renewable resources)
- Special Management Areas
- Buffers (areas adjacent to the protected area).

8.6.3 Local communities and stakeholders must be invited to participate in developing management plans and sustainable harvesting of renewable resources within publicly owned areas zoned for this purpose.

8.6.4 Sustainable use of renewable natural resources within a protected area will be supported by legislation.

8.6.5 Management plans will take into account traditional uses by local populations. Where conflicts exist, the management strategy will outline a schedule for improving the methodology towards achieving sustainability.

8.6.6 Mining and other developments which permanently alter the environment may be permitted but will require special permits or licences. Where it is in the national interest to consider this use, an EIA and identification of appropriate mitigation measures will be required. These developments will require approval by the NRCA.

8.6.7 The protected area system will be an important part of the nation's ecotourism product. Internationally accepted standards for ecotourism development will be incorporated into management and operations plans. The tourism sector will assist in reviewing of management plans where relevant. It is in this light that management plans will recommend appropriate resource management practices, including ways to manage visitor numbers and activities. Research and monitoring will be targeted at establishing carrying capacity estimates and use patterns. A primary purpose of monitoring and research programmes will be to provide the information necessary to improve protected area management.

8.6.8 Protected area staff will be trained to monitor critical environmental indicators.

- 8.6.9** Research data and information gathered within protected areas must be provided to the national research institutions including IOJ.
- 8.6.10** Genetic resources within protected areas are the property of the Crown. Their use is subject to licensing by the NRCA and other relevant institutions.

8.7 General Policies Related to Operations.

- 8.7.1** Operations of protected areas will be guided by an approved operations plan. Approval will be the responsibility of the NRCA, based on recommendations by technical staff.
- 8.7.2** Oversight and guidance of the delegated LME will come from the NRCA PAPMB and the LME's board of directors.
- 8.7.3** The NRCA will provide guidelines related to membership, procedures, roles and responsibilities of LACs.
- 8.7.4** The NRCA will provide clear and comprehensive guidelines for operations of the protected areas system. These need to be flexible to allow for conditions specific to the area, and the evolution of the system as a whole. They will relate to the topics as outlined in section 8.6.2.
- 8.7.5** The NRCA will retain the authority to issue licenses for business activities and permits for concessions within a protected area. This authority may be delegated where appropriate.
- 8.7.6** Preference for staffing of protected areas will be given to qualified area residents. When staff needs to be hired from outside the local area, they will be encouraged to relocate nearby.
- 8.7.7** Local businesses will be encouraged to compete for provision of goods and services for a protected area. All other things being equal, preference will be given to local businesses.
- 8.7.8** All protected areas will be equally accessible to both residents and visitors. Entrance and user fee structures may be variable to encourage use by local populations, children, and the elderly.
- 8.7.9** Enforcement responsibility within protected areas remains primarily with the NRCA and JCF. The NRCA may delegate authority to some protected area staff (e.g. park manager, rangers) to assist in enforcing regulations and management actions. Rangers and protected area managers may be granted Special District Constable powers to increase their effectiveness.

8.7.10 Whenever the provision of services related to construction, maintenance and repair of facilities and equipment cannot be done by the managing entity this they will be done by contract with local businesses.

8.7.11 Major buildings and other facilities related to protected area management should be located in designated development zones within the protected area.

9. Two Year Implementation Programme

This policy presents a vision for the protected area system which both protects natural resources and guides their sustainable use. Implementation of this vision needs to consider where we are now, the institutions, procedures and parts of the system already in place and identify needed changes. Implementing the policies will require a commitment of human and financial resources, as well as a shared vision for where we need to go and how we get there. The following two-year implementation programme is the road map to move us towards a National System of Protected Areas.

9.1 Actions towards Planning the Protected Areas System

9.1.1 The NRCA PAPMB staff will lead an effort to complete a "National Interest Lands" identification process. Government agencies, NGOs and citizens will be invited to help identify important lands and waters island wide. As part of the process, the following areas will be mapped and assessed:

- a. All sites as proposed in the JCDT 1992 Draft Systems Plan
- b. Designated National Forest Lands
- c. Designated (and recommended) Fish Sanctuaries
- d. Designated Game Reserves and Sanctuaries
- e. Designated National Monuments, Historic Buildings and Sites
- f. Conservation Areas identified in all Development Plans and Development Orders
- g. Designated Public and Fishing Beaches
- h. Identified aquifer recharge areas for public water systems
- i. Important coral reefs and sea grass beds

9.1.2 The Protected Area Advisory Council will identify strategies and establish annual priorities for building and maintaining the protected area system, based on information provided by NRCA PAPMB staff. The following criteria should guide decisions as to which areas should be added to the system:

- Social benefits (local interest, public health, recreational, cultural, scenic, and/or educational value).
- Economic costs and benefits (how protection and management of the area might affect the local and national economy, potential costs and income generating potential of the area to meet them,).
- Ecological values (natural diversity, uniqueness, ecological integrity, productivity, and vulnerability).

9.1.3 Priority for immediate NRCA technical assistance will be given to areas assigned

a high priority in the 1992 System Plan and others where community led efforts have been initiated towards establishing protected areas. These areas include:

- Black River Morass (**May 1998**)
- Canoe Valley (**March 1999**)
- Cockpit Country (**December 1998**)
- Discovery Bay (**June 1998**)
- Martha Brae River Estuary (**December 1998**)
- Mason River (**June 1998**)
- Morant Point (**December 1998**)
- Mountain Spring (**May 1998**)
- Negril watershed/coastal area (**September 1997**)
- Ocho Rios Marine Park (**March 1998**)
- Palisadoes and Port Royal Cays (**May 1998**)
- Port Antonio Marine Park/corridor to the Blue/John Crow Mountains National Park (**June 1998**)
- Portland Ridge to Hellshire Hills, and offshore cays (**March 1998**)
- Yallahs Ponds (**September 1998**)

9.2 Actions Towards Protecting Significant Biological Diversity

9.2.1 NRCA will initiate actions to protect and sustainably manage the two remaining large ecosystems which are centers of significant biological diversity: Black River and Cockpit Country.

9.3 Actions Towards Financial Sustainability

9.3.1 The NRCA will develop a financial sustainability policy to guide actions and provide a transparent operation. The Authority will specifically outline the roles of local and national trust funds to prevent overlap and duplication of effort.

9.3.2 The NPTF Board will direct a capital campaign to expand the NPTF to support to the protected area system in perpetuity.

9.3.3 Capital campaigns will be undertaken to build up local trust funds to support management and operations of protected areas.

9.3.4 The NRCA will also oversee the implementation of user fees and other income-generating programmes to help meet management and operations costs of the system.

9.4 Actions Towards Building Institutional Capacity

9.4.1 NRCA will expand the capacity of the PAPMB by training, staff additions and technical assistance.

9.4.2 Local efforts will be supported to establish and manage protected areas in the priority sites in the first instance.

9.5 Actions Towards Public Awareness and Environmental Education

9.5.1 The NRCA's Public Information, Education and Outreach Division in conjunction with other entities will work to design and carry out a national campaign to build public awareness and support of the protected area system.

9.6 Actions Towards Sustainable Natural Resource Management within Protected Areas

9.6.1 The NRCA will sign Memoranda of Understanding or Cooperative Agreements with all government and other agencies which have responsibilities for managing lands and other natural resources.

9.7 Actions Towards Using Protected Areas to Support Economic Development

9.7.1 National research institutions will coordinate and track all natural and socio-scientific research in protected areas so that all the benefits derived therefrom can be used for Jamaica's social and economic advancement.

10. Protected Area Candidates

Over 150 areas have been identified as possible additions to the National System of Protected Areas in JCDT's 1992 draft System Plan. In addition, as part of the review process associated with this policy, the public was invited to comment on these areas and suggest additional areas of national significance. These have all been included in the following list.

Portland

Blue Lagoon
Buff Bay-Hope Bay (Road)
Drapers Beach
Extinct Volcano
Fairy Hill Beach
Happy Grove Cliffs
Haycock Mountain
Hector's River
Navy Island (Northshore)
Orange Bay
Pellew Island
Reach Falls
Rio Grande
San San
School, Hector's River
See-Me-No-More Valley
Spanish River
Turtle Crawle Harbour
Uncommon Hill

St. Mary

Cabarita Island
Crab Woods
Fort Albene
Green Castle
Oracabessa
Orange Hill Cave
Port Maria
Rio Nuevo
Robin's Bay
Salt Gut
Stileman's Cove
Tower Isle

Trelawny

Bush Cay
Cockpit Country
Demerara River
Duncans Silver Sand
Glistening Bay
Half Moon Bay
Maria Buena Bay
Martha Brae Estuary & Lower Reaches
Mountain Spring Bay/Point Rio Bueno
Salt Marsh Bay
Windsor Caves

St. Thomas

Albion Heights
Arntully Hills
Bath Hot Spring
Bath Botanical Gardens
Belvedere
Botany Bay/Crichton Hall/Belvedere
Bowden Shell Bed
Cowards Ridge
Golden Grove Great House
Grants Pen
Holland Bay Beach
Leith Hall
Morant Point Swamp
Mount Pleasant
Petersfield Gap
PG River Valley
Rozelle/Rozelle Falls
Upper Negro River
Yallahs River Ponds
St. Catherine
Amity Hall

Bog Walk Gorge
Caymanas Pond
Dawkins Pond
Fort Augustus
Hellshire
Passage Fort to Lakes Pen
Pelican Cay
Rio D'Oro Arch
Riversdale
Rodney's Arms to Green Bay
Salt Island
Spanish Town Square
St. Clair's Cave
Worthy Park

Clarendon

Braziletto Mountain (including Arawak
Caves)
Bull Head Mountain
Cays offshore
Jackson's Bay Cave
Kemps Hill
Kellits Stream
Mason River
Mocho Mountain
Pennants
Pigeon Island
Portland Caves
Portland Ridge/Bight
Rocky Point to Jackson Town Coastline
Round Hill
Teak Pen

St. James

West Harbour
Martin's Hill
Mile Gully Church
Round Hill
Roxborough
Shooters Hill and Shooters Hill Great House
Spice grove
Spur Tree
Weir Pen Anglican Church
Williamsfield

Anchovy (incl. Rocklands)
Chatsworth
Jericho
Fyffe & Rankine
Rocklands Bird Sanctuary

Manchester

Alligator Pond
Canoe Valley
Compton House
Decarteret College
Gooley Caves
Gut's River
Mandeville Parish Church
Marshalls Pen

Kingston-St Andrew

Cane River Falls
Coopers Hill
Dallas Mountain
Long Mountain
Mount Airey
Mount James
Oxford Caves
Palisadoes
Port Royal Cays
Port Royal Mountain
Refuge Island
Southwest Cay

St. Ann

Armadale

Benbow Hills
Cliffs (between Plantation Inn & Ocho Rios)
Croft's Mountain
Discovery Bay
Douglas Castle Hills
East Rio Bueno
Fergis & Ramsey
Fem Gully
Greenock
Hollymount
Litchfield-Matheson's Run
Llandoverly To Salem
Mount Diablo
Ocho Rios
Peartree Bay
Peckham Woods
Richmond Pen
Runaway Bay
Pleasant Hill Reservoir
Seville
St Ann's Bay
Stepney-Johns Vale
Thatchfield Cave
W. Reynold's Pier-Dunn's River

Westmoreland

Bluefields Bay/Morass
Bluefields Mountain Bog
Cabarita Swamp
Clarke Woods
Copse Mountain Woods
Deans Valley
Dolphin Head
Little Bay Hills Meadows & Cave Cliffs
Negril
Paradise
Petersville
Royal Palm Reserve
Sweet River Water

White Hall

St. Elizabeth

Bamboo Avenue
Black River Morass
Bogue
Cooks Bottom
Font Hill/Luana
Holland Swamp Forest
Lover's Leap
Nassau Mountain
Parrottee Pond/Beach
Pedro Ponds/Bluffs
Scots Cove
YS River/Falls

Hanover

Bloody Bay
Booby Cay
Bush Mouth Mountain
Cousin's Cove
Dolphin Head
Green Island Bay (Sw)
Hilltops (Between Logwood & Dolphin Head)
Orange Bay
Orange Bay-Green Island
Orange Cove
Samuel's Bay
Tryall (include river from Cascade)
Tryall Golf Course/Pond
Watertank (Logwood)

11. Conclusion

The GOJ has considered protected area establishment and management as an integral part of the economic development and planning process leading to sustainable development while taking into account national and cultural conservation policies. As such, protected areas will be established to conserve, maintain and restore, in particular

- a) Representative habitats of coastal and marine ecosystems, habitats and associated ecosystems of adequate size to ensure their long term viability and to maintain biological and genetic diversity;
- b) Habitats and their associated ecosystems critical to the survival and recovery of endangered, threatened or endemic species of flora and fauna;
- c) The productivity of ecosystems and natural resources that provide economic and/or social benefits and upon which the welfare of local inhabitants is/are dependent; and
- d) Areas of special biological, ecological, educational, scientific, historic, cultural, recreational, archeological, aesthetic, or economic value, including in particular, areas whose ecological and biological processes are essential to the functioning of the island's ecosystem.

In order to facilitate the further development of the system a protected area system plan will follow this document. This plan will outline the steps and action to be taken over a particular time period.