SPATIAL BOUNDARIES OF JAMAICA

FIRST DRAFT

Prepared by The Planning Institute of Jamaica
Sustainable Development & Regional Planning Division
# TABLE OF CONTENTS

INTRODUCTION .................................................................................................................. 5

ACKNOWLEDGEMENTS .................................................................................................... 6

ADMINISTRATIVE AND POLITICAL BOUNDARIES

1.0 PARISH BOUNDARIES .................................................................................................. 8

2.0 COUNTY BOUNDARIES ............................................................................................... 8

3.0 ELECTORAL DIVISIONS ............................................................................................. 12

SOCIO-ECONOMIC BOUNDARIES

4.0 ENUMERATION DISTRICTS ....................................................................................... 16

4.1 SPECIAL AREAS ........................................................................................................ 16

5.0 SOCIAL DEVELOPMENT COMMISSION (SDC) COMMUNITY BOUNDARIES .......... 19

6.0 HEALTH REGIONS .....................................................................................................

7.0 HEALTH DISTRICTS ..................................................................................................

8.0 MINISTRY OF EDUCATION, YOUTH AND CULTURE – EDUCATION REGIONS ...... 26

9.0 THE NATIONAL WORKS AGENCY ADMINISTRATIVE REGIONS ...................... 29

10.0 POST AND TELECOMMUNICATIONS DEPARTMENT ZONES ............................ 31

11.0 THE JAMAICA CONSTABULARY FORCE DIVISIONS ........................................... 31

ENVIRONMENTAL BOUNDARIES

12.0 WATER RESOURCES AUTHORITY-WATERSHED MANAGEMENT UNITS

13.0 THE NATIONAL SOLID WASTE MANAGEMENT AUTHORITY .............................. 36

ANALYSIS .......................................................................................................................... 36

CONCLUSION AND RECOMMENDATIONS ................................................................... 39

REFERENCES .................................................................................................................... 41

APPENDIX 1. LIST OF CONTRIBUTING AGENCIES ....................................................... 42
List of Tables and Figures

Figure 1. Structure of Divisions in Jamaica...........................................................12
LIST OF MAPS

MAP 1  Jamaica Parish Boundaries
MAP 2  County Boundaries
MAP 3  Parish Council Divisions and Constituency Boundaries
MAP 4  Jamaica – Enumeration Districts
MAP 5  Kingston Metropolitan Area
MAP 6  SDC Administrative Regions
MAP 7  Ministry of Health – Health Regions
MAP 8  Ministry of Health – Health Districts
MAP 9  Ministry of Education, Youth and Culture – Education Regions
MAP 10 National Works Agency – Administrative Regions
MAP 11 Post & Telecommunications Department Zones
MAP 12 Jamaica Constabulary Force Police Divisions
MAP 13 Watershed Management Units
MAP 14 Solid Waste Management Sites
Introduction

Spatial Boundaries can be defined as geographically defined imaginary lines designed to divide one area of land from another. It has been the practice of many countries over the years to divide social, environmental, political and economic responsibilities amongst various organisations. In order to serve their respective functions and needs, these organisations have in turn established independent administrative, planning and political boundaries which are often unique to their respective areas of focus.

The situation in Jamaica is no different as data in various ministries and organisations are collected, analysed and displayed on the basis of various boundaries defined by these agencies. The use of these boundaries, however, often creates a paradox in urban and regional planning as while it serves the needs of respective agencies, the differences between them often hinder effective data integration and analysis between organisations.

This document reviews the various boundaries used by agencies and ministries in Jamaica. It includes a brief description of their origin and development as well as maps displaying their geographic location. It is hoped that the document will serve as a basis for further research to identify challenges and issues arising from incongruent sub-national boundaries and how technology like Geographic Information Systems (GIS) can be used to resolve them to support more comprehensive analysis and decision making.
Acknowledgements

The PIOJ would like to thank Mr. David Cousins, the UTECH intern, who assisted in the preparation of this report. We would also like to acknowledge and thank all the various government ministries and agencies that contributed information in the form of maps and reports to support this document.
ADMINISTRATIVE AND POLITICAL BOUNDARIES
1.0 County Boundaries

The island of Jamaica is divided into three counties which are further divided into fourteen parishes for administrative purposes. There is as follows Cornwall to the west, Surrey to the east and Middlesex which in centrally located (See Map 1). The parishes contained in each county are as follows:

- Cornwall County: Trelawney, St. James, Hanover, Westmorland, St. Elizabeth
- Middlesex County: St. Mary, St. Ann, Manchester, Clarendon, St. Catherine
- Surrey County: Kingston, St. Andrew, St. Thomas, Portland

2.0 Parish Boundaries

Jamaica is divided into fourteen regions officially known as parishes. Each parish has a major town that is known as its capital. The parishes that exist today are the result of Jamaica’s history, which brought about a very dynamic shift in the boundaries of these regions. They were at first non-existent; they then went through a very dynamic phase and then resulted in what exists today. We can look at the origination and historical development of these fourteen parishes.

Jamaica before 1655

Before there were parishes, Jamaican territories looked quite different from what exists today. Yallahs and Morant were names of large Spanish ranches. Guanaboa was an Arawak name. Liguanea is still used to refer to lower St. Andrew. Traces of these older names can still be found. From 1510 to 1535 the capital was Seville. With the exception of a one year period starting in 1755, Spanish Town was the capital from 1535 to 1872. Kingston was the capital for that brief period and has also been since 1872.

Jamaica 1655-1675 – the original English Parishes

After Jamaica was taken by England in 1655, the English system of local administration was implemented and almost all the territories were preceded by saint. For example, there was St. John, St Catherine and St. Andrew.

Jamaica 1675-1692
St. Dorothy separated from Clarendon. St Thomas in the Vale separated from St. Catherine.

**Jamaica 1693-1702**

Kingston separated from St. Andrew.

**Jamaica 1703-1722**

Westmoreland separated from St. Elizabeth.

**Jamaica 1723-1769**

The Duke of Portland became Governor in 1722 and Portland parish was created from St. George and St. Thomas in the East. Hanover then separated from Westmoreland.

**Jamaica 1770-1813**

In memory of Edward Trelawny who was Governor between 1738 and 1752, the parish of Trelawny was created with land separated from St. James.

**Jamaica 1814-1840**

The Duke of Manchester governed Jamaica between 1808 and 1811. The parish of Manchester was created from St Elizabeth, Clarendon, and Vere.

**Jamaica 1841-1865**

In 1839, Sir Charles Metcalfe became governor of Jamaica. Just before he left office in 1842, the parish of Metcalfe was created from St. George and St Mary.

**Jamaica 1866-present**

Eight parishes were eliminated. Vere was then absorbed by Clarendon. St. David was absorbed by St. Thomas in the East. St. Catherine grew dramatically by absorbing St. Dorothy, St. John and St. Thomas in the Vale. St. George was absorbed by Portland. Most of Port Royal was absorbed by St. Andrew and a smaller portion became part of Kingston parish. Metcalfe was absorbed by St. Mary. (See map 1.)
3.0 Electoral Divisions

Polling Divisions and Constituency Boundaries are defined by a number of factors – geography, topography, demography, population, politics, and locational disadvantage. In metropolitan/built up areas, the boundaries of a polling division may be defined by surrounding roads while in semi-rural districts they may be defined by imaginary lines, often defined several years ago by the location of a prominent landmark (tree, building etc.)

3.1 Constituencies

Constituency boundaries are legally defined and in 2001 there were a total of sixty (60) constituencies in Jamaica. All Enumeration Districts (EDs) are grouped according to constituencies and as such do not cut across constituency boundaries (See Map 3).
Map 2: COUNTY BOUNDARIES

Legend
- Cornwall
- Middlesex
- Surrey

Planning Institute of Jamaica
Sustainable Development and Regional Planning Division
August, 2005
Map 3. PARISH COUNCIL DIVISIONS AND CONSTITUENCY BOUNDARIES

PC Divisions - Inset A
- St. Andrew East Central 1
- St. Andrew East Rural 2
- St. Andrew Eastern 3
- St. Andrew North Central 4
- St. Andrew North Eastern 5
- St. Andrew North Western 6
- St. Andrew South Eastern 7
- St. Andrew South Western 8
- St. Andrew Southern 9
- St. Andrew West Central 10
- St. Andrew West Rural 11
- St. Andrew Western 12
- Kingston Central 13
- Kingston East & Port Royal 14
- Kingston Western 15

Legend
- Parish Boundaries
- Parish Council Divisions
- Constituency Boundaries

Planning Institute of Jamaica
Sustainable Development and Regional Planning Unit
August, 2005
Source: Ministry of Local Government and Community Development
COUNTIES

PARISHES

CONSTITUENCIES
(at least 2 constituencies per parish)

PC DIVISIONS/ELECTORAL DIVISIONS
(at least 2 per constituency)

POLLING DIVISIONS
(250 electors)

POLLING STATIONS
(at least 5 per division)
4.0 Enumeration Districts

During the 2001 population census Jamaica was divided into 5,235 geographic units called Enumeration Districts (EDs) for the purpose of data collection. Each ED is an independent unit which shares common boundaries with contiguous EDs. The size of an ED was determined primarily by the number of dwellings/households it contained. This was approximately 150 dwellings/households in urban areas and 100 in rural areas. Each ED was designed to be of a size that would be an equitable work load for the census taker. The number of dwellings/households contained in the ED was used as the primary determination of the size of each ED. Also, due to the fact that dwellings are more widely spread in rural areas than urban areas, rural EDs usually contain fewer dwellings/households than their urban counterpart. This results in rural EDs being larger than urban EDs (See Map 4). EDs can be further aggregated to create Special Areas

4.1 Special Areas

The Population Census 2001 preliminary Report defines the Special Area as any group of contiguous EDS which make up either a rural or an urban community of special interest. Three classes of Special Areas were identified for the country in the 2001 Census:

1. Class A Special Areas: These include all parish capitals and the Kingston Metropolitan Area (KMA) which covers Kingston and Urban St. Andrew
2. Class B Special Areas: These include all other urban centers in Jamaica with a population of 2 000 or more persons;
3. Class C Special Areas: These are rural communities of Special interest

(See Map 5 for an example of a Special Area)
5.0 Social Development Commission (SDC) Community Boundaries

The SDC is responsible for the delineating of community boundaries throughout the island of Jamaica.

According to the SDC, a boundary may be defined as the actual periphery “lines” along a community or district- actually what marks the beginning and end of a community. Boundaries are often formed by natural features such as rivers, ridges of mountains, lakes etc. These features are easily recognized on the terrain. Apart from natural features boundaries can also be in the form of civil or administrative boundaries e.g. Constituency, P.C. Divisions, Parish Boundaries. For these boundaries, a reference point is required e.g. a road, river, school etc.

What can be used as markers for boundaries?

- Natural features – mountains, seas, rivers etc
- Man-made features – bridges, roads, mile posts, public water tanks, drains, historic properties/sites
- Imaginary lines connected by above set of features (where no tangible feature exists)
- Communities and Districts can be used to define borders

The SDC has identified 789 communities throughout the island. These communities are further divided into smaller areas called districts. A community is defined geographical area, grouping people based on common ownership of resources or sharing of social, economic and cultural facilities, and where residents show there regard fro themselves as having common objectives, interests and needs. A district is defined as a subset of a community, characterized by the same features but shares the basic services of the community, and sees themselves as part of the community.
Steps in Defining a Community Boundary

1. Define the cardinal points (North, South-East, and North-West) of the community. These points will assist you in establishing the direction the boundary follows.

2. Establish a starting point where two prominent features meet e.g. where road and river intersect.

3. Start writing description in a clockwise direction (i.e. north, east, south, and west) from the starting point.

4. Describe the route followed to go around the periphery of the community. Also use the other cardinal points in your description. Roadways, tracks, property boundaries and rivers are the main features used in the description. Other land features such as drains, railway lines and utility wires may also be used. Where no tangible boundary exists (especially in rural areas), imaginary straight lines connected by known reference points such as mile posts, bridges or public water tanks are introduced to complete the boundary description*.

* The description of the area boundary ends at the starting point.

The SDC is now in the process of mapping these communities.

Development Areas

The SDC has also recognized that development also needs to happen outside of the specific geographic community units, communities were further clustered into Development Areas based on their demographic, economic and social characteristics and relationships. To date 72 Development Areas have been identified and defined throughout the island. A Development Area can be defined as a grouping of communities based on geographic, demographic, economic and social criteria with the potential for growth, where persons gravitate towards its centre or hub for their socio-economic activities.
Why Derive a Development Area

- In keeping with global community development trends it was recognised that issues affecting groups of communities in a particular area, would gain more if they plan together than separately.

- Help to streamline development efforts (community, business, agencies) in a specified area

- Enhancing the participatory process by providing citizens with a vehicle to make representation at the local level.

- Recognition of the spatial development that has taken place with growth of socio-economic centres and settlements

Factors Examined When Identifying a Development Area

- Sprawl of Development Area – where the area starts and ends (use of cardinal points)

- Location of Growth Centres identified by NEPA

- Mapping of Development Areas
  1. Identify development areas and how they relate to each other based on pattern of activity of communities
  2. Examine patterns and trends of development – e.g. economic activities, urbanization or transportation pattern
  3. Analyse trends for projections of growth, population, migration patterns etc.
  4. Plans from agencies and government departments (Health, Forestry (watershed), MOE, Bauxite and Sugar Industries)

Criteria for Establishing a Development Area
• Must have a town centre (hub) where persons access primary and secondary services

• Must have potential for growth in social, economic, cultural

Administrative Regions

The SDC also has five administrative regions. They are as follows.

• Region 1: Kingston and St. Andrew and St. Thomas

• Region 2: St. Mary, Portland and St. Ann

• Region 3: St. James, Westmoreland, Hanover and Trelawny

• Region 4: Manchester, Clarendon and St. Elizabeth

• Region 5: St. Catherine

(See Map 6)
6.0 Health Regions

The passage of the National Health Services Act in 1997 provided the legal basis for the implementation of public health services reform in Jamaica. Under the Government’s Health Reform Programme –specifically the decentralization component- the centre of management of delivery of health services shifted from Central Government (i.e. the Ministry of Health), to four semi-autonomous regional bodies, the Regional Health Authorities. Each of them with a direct management responsibility for the delivery of public health services within a geographically defined region.

The functions of the Authorities, subject to the directions of the Minister, are to plan, administer and control the delivery of health services so as to ensure the best interest of the region.

There a four health regions throughout the island

- South East Health Region
- Southern Health Region
- North East Health Region
- Western Health Region

(See Map 7)
7.0 Health Districts

The delineation of the health districts was done from an assessment of the impact of health services on health status. In 1986 an exercise was undertaken by a PAHO Consultant Statistician of Jamaica, on an invitation for the Ministry of Health, to obtain a clear description of the boundaries of health districts from the parish Medical Officers of Health. Through meetings with the Public Health Personnel, a consensus was reached about the demarcation/boundaries of the health districts in the parishes.

It is evident that the boundaries of the health districts do not run along natural boundaries such as streams, river or mountain or even along roads or highways. Many of these were identified by imaginary lines, joining two well-known landmarks (See Map 8).

8.0 Ministry of Education, Youth and Culture – Education Regions

In 1990/91, the Ministry of Education, Youth and Culture took a policy decision to do a phased decentralisation program starting with a regional office structure similar to that in the mid-1970’s and suspended in 1985.

The establishment of the Regional Offices was to enable decentralisation of the Ministry’s functions and was aimed at enhancing the efficiency of the Ministry’s operations. Six regional offices are established in Kingston, Montego Bay, Mandeville, Spanish Town, Brown’s Town, and Port Antonio. This was done in collaboration with the International Bank for Reconstruction and Development (IBRD).

- Region 1, Kingston
- Region 2, Port Antonio
- Region 3, Browns Town
- Region 4, Montego Bay
- Region 5, Mandeville
- Region 6, Old Harbour

(See Map 9)
Factors influencing the geographical location of regions.

- The proximity of schools to the administrative body (Regional office)

- The pattern of movement of people traveling to access social services, e.g. persons in St. Mary opting to go to Ocho Rios rather than Port Antonio.

- Survey with principles to determine access to administrative office (Regional office)

- Distributions of schools to ensure that there was a mix of the various types of schools across the regions

9.0 The National Works Agency

The National Works Agency has 4 regions throughout the island (see table 1). The criterion used to select the boundaries for each region is dependent upon several factors, of which the main ones are; the similarities in geographical location, management of the areas based on location of parish and regional offices and the deployment of equipment during emergency response situations (See Map 10).

<table>
<thead>
<tr>
<th>Regions</th>
<th>Parishes</th>
</tr>
</thead>
<tbody>
<tr>
<td>North Eastern</td>
<td>St. Ann, St. Mary, Portland, St. Thomas</td>
</tr>
<tr>
<td>Western</td>
<td>St. James, Hanover, Westmorland, Trelawney</td>
</tr>
<tr>
<td>Kingston Metropolitan</td>
<td>St. Catherine, Kingston, St. Andrew</td>
</tr>
<tr>
<td>Central</td>
<td>Manchester, St. Elizabeth, Manchester</td>
</tr>
</tbody>
</table>
Map 10: NATIONAL WORKS AGENCY ADMINISTRATIVE REGIONS

Legend:
- North Eastern Region
- Kingston Metropolitan Region
- Central Region
- Western Region
- Roads

Planning Institute of Jamaica
Sustainable Development and Regional Planning Division
August, 2005
Source: National Works Agency
10.0 Post and Telecommunications

In early 2005, The Post and Telecommunications Department announced the introduction of a new innovative postal code system throughout the island. This new postal system divides the island into four zones.

- Zone A: Kingston, St. Andrew, St. Catherine
- Zone B: St. Thomas, St. Mary, Portland
- Zone C: St. James, St. Ann, Hanover, Trelawney
- Zone D: Manchester, St. Elizabeth, Clarendon, Westmorland

(See Map 11)

In addition each parish will also be assigned a specific code.

11. The Jamaica Constabulary Force

The Jamaica Constabulary Force police divisions basically follow parish boundaries except for the parishes of Kingston, St. Andrew and St. Catherine. These parishes are further divided into smaller divisions. These divisions are

St. Catherine
- St. Catherine North
- St. Catherine South

Kingston & St. Andrew
- Kingston Eastern
- Kingston Western
- St. Andrew North
- St. Andrew Central
- St. Andrew South

(See Map 12.)
ENVIRONMENTAL BOUNDARIES
12.0 Water Resources Authority

A watershed can be defined as an area in which water drains to a single point in a natural basin where the watershed is the area contributing flow to a given place or stream (FEMA, 1984).

After adopting a standard definition of a watershed it was observed that there are in fact over 100 watersheds in Jamaica. Many of these which are small in size, are seasonal and from a resource management perspective maybe insignificant if considered as a unit. It was then recognized that there needed to effect some grouping and the group of watersheds were re-named Watershed Management Units.

Watershed Grouping Consensus

It was then generally accepted at a special workshop of the Technical Advisory Committee (TAC) in 1995, that the proposed term Watershed Management Units (WMU) was appropriate and the decision was taken by the committee to adopt this term. Additionally the twenty six (26) watershed managements units were also accepted by the group.

Criteria for defining Watershed Management Units (WMU)

The criteria for defining the watershed management units were developed by the National Resources Conservation Authority (NRCA). They were based primarily on the general state of the watershed including cover, slope category, erosion extent, land use, gulleying and also on the significance in terms of water availability and reliability of supplies.

1. The “hydrological and demand basins” developed for Water Resources Development Master Plan (UNDP MASHAV, 1990) formed the basic sub-divisions for the WMU. These ten basins were based on the direction of ground and surface water drainage.

2. Further sub-divisions to these hydrological basins were affected depending on the ease afforded by the topography in defining separate drainage basins for the major rivers.
3. In the Karst region where the total drainage to a stream is uncertain, then the WMU is coincident with the hydrological and demand basin.

Based on the above criteria, 26 WMU were defined and mapped (See Map 13).

13.0 The National Solid Waste Management Authority

Jamaica, with a total population of 2,599,344 (STATIN, 2001), is demarcated into four (4) major wastesheds: The Riverton, Retirement, Southern and Northeastern Wastesheds. The Riverton Wasteshed comprises of the parishes of Kingston, St. Andrew, St. Catherine, Clarendon and St. Thomas and is considered the metropolitan wasteshed, handling 381,106.20 tonnes of waste per year. The Retirement Wasteshed handles waste form the western parishes of St. James, Trelawny, Hanover and Westmorland and accounts for 115,814.50 tonnes of waste per year. Waste form the parishes of St. Mary, St. Ann and Portland make up the Northeastern Wasteshed and 73,535.40 tonnes of waste is disposed of in these parishes yearly. St. Elizabeth and Manchester, the remaining parishes in the island, make up the Southern Wasteshed where 59,734.55 tonnes of waste is disposed of yearly. (See appendix Map 14.)
Analysis

In reviewing these spatial boundaries it can be concluded that many of them were created from an aggregation of parish boundaries or from specific criteria or methodology outlined in projects or programmes undertaken by government ministries or agencies. The use of parish boundaries to create spatial divisions should not create a challenge in the cross analysis of information as integration and disaggregation of data is possible to both parish and ED levels. Cross analyses of data may prove a little more challenging for boundaries driven by project criteria of natural phenomenon like the Health Districts and watershed management units. The Health Districts, although falling within the respective parish boundaries, does not lend itself to cross analysis with ED level information as they cut across EDs in many instances. The MOEYC Education Regions also introduces cross analyses challenges through it’s division of St. Mary and St. Thomas in regions 1, 2 and 3.

The SDC and STATIN collect useful demographic and socio-economic data for Jamaica at a very detailed level. Detailed cross analyses of both data sets would provide more comprehensive information to support decision making especially in the area of community development and the targeting of social programmes. It is therefore important that community and district boundaries defined by the SDC fall within, contain or coincide with STATIN’s ED boundaries. The importance of these two datsets has been brought to the fore in the recent preparation of the poverty map. The SDC, the PIOJ and STATIN are now in discussions to see how these boundaries can be reconciled to support poverty mapping and the final mapping of the SDC community boundaries.

The watershed management units would obviously not coincide with the administrative, political and socio-economic boundaries as their creation was largely based on natural criteria. WMUs are, however, being increasingly explored as an approach to urban and rural planning as it is on this level that natural and human-related actions most directly affect one another and where land use conflicts can be identified. Further research could be done in this area
Conclusion & Recommendations

One of the major objectives of the Land Information Council of Jamaica is to develop a National Spatial Data Infrastructure (NSDI) for the island. An SDI is an initiative intended to create an environment which enables a wide variety of users access to complete and consistent data sets in an easy and secure way. Administrative, socio-economic, political and environmental boundaries contain essential layers within an SDI that must be coordinated if effective data integration and analysis between organisations and data layers is to eventuate (Eagleson, 1999). It is, therefore, imperative that a solution be found for instances where boundaries are non-coterminous. Geographic Information Systems (GIS) provides tools to integrate and cross analyse data based on these boundaries and much research is being done in various countries e.g. Australia, to see how GIS can provide a possible solution. In order to facilitate similar research in Jamaica, relevant agencies will need to first place their information in a format which lends itself to manipulation in a GIS environment. In our research for the creation of this document, some of the organisations contacted still had their boundaries in paper format.

This document could also further be enhanced by adding the planning boundaries as outlined by the National Environment and Planning Agency as well as the boundaries of the various development orders for each parish.
References


Websites


- http://fotw.fivestarflags.com/jm.html


- http://www.cwwacari.net/national03.html
## Appendix 1. List of Contributing Agencies

<table>
<thead>
<tr>
<th>Agency</th>
<th>Contact Person</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Works Agency</td>
<td>Ms. Alicia Gayle</td>
</tr>
<tr>
<td>Post &amp; Telecommunications Department</td>
<td>Mr. Sutherland</td>
</tr>
<tr>
<td>Ministry of Education, Youth &amp; Culture</td>
<td>Mrs. Maureen Dwyer/ Mrs. Barrett</td>
</tr>
<tr>
<td>Statistical Institute of Jamaica</td>
<td>Ms. Marcia Lawrence</td>
</tr>
<tr>
<td>Electoral Office of Jamaica</td>
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<tr>
<td>Ministry of Local Government</td>
<td>Mrs. Lorna Perkins</td>
</tr>
<tr>
<td>Ministry of Health</td>
<td>Mr. Hector Burrowes</td>
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<tr>
<td>National Commission (New Kingston)</td>
<td>Mrs. Andrea Williamson</td>
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<tr>
<td>Water Resources Authority</td>
<td>Mr. Joel Moo-Young</td>
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<tr>
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<td>Ms. Patricia Davis</td>
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