

PD-ABD-848  
ISN 75960

**WORK PROGRAM**

*for the*

**MONTEGO BAY DEVELOPMENT PLANNING PROJECT**

**MONTEGO BAY REDEVELOPMENT COMPANY**

PDC-1008-I-00-9067-00, D.O.#15 (UI#6129)

## **Table of Contents**

<b>A. INTRODUCTION</b> .....	<b>1</b>
<b>B. PROJECT DESCRIPTION</b> .....	<b>1</b>
Goal and Purpose .....	1
General Project Description .....	2
Implementation Arrangements .....	3
Project Activities and Outputs .....	4
Phase 1 - Project Preparation .....	4
Phase 2 - Policy Framework and Short Term Action Program .....	5
Phase 3 - Technical Analysis of Strategic Alternatives .....	5
Phase 4 - Development Plan and Action Program .....	6
<b>C. SCHEDULE, BUDGET, AND CONTRACTING STRATEGY</b> .....	<b>7</b>
Implementation Schedule .....	7
Employment and Contracting Strategy .....	8
Project Director and Assistant to the Director .....	8
Contractors .....	9
Budget .....	10
<b>D. PHASE 2: SHORT TERM ACTION PROGRAM AND POLICY FRAMEWORK</b> .....	<b>10</b>
Task 2.1: Survey of Opinions and Priority Project Concepts .....	10
Task 2.2: Preparation of the Policy Framework and Short Term Action Program .....	12
Task 2.3: Implementation Plans for Short Term Projects .....	13
<b>E. PHASE 3: TECHNICAL ANALYSIS OF STRATEGIC ALTERNATIVES</b> .....	<b>13</b>
Task 3.1: Preparation of Data Base and Analysis of Land Market Constraints and Environmental Issues .....	13
Task 3.2: Analysis of Economic Development Opportunities and Constraints .....	15
Task 3.3: Analysis of Infrastructure and Capital Facility Requirements .....	16
Task 3.4: Overall Analysis of Strategic Development Alternatives .....	17

## **A. INTRODUCTION**

This document is the Montego Bay Redevelopment Company's (MBRC) work program for implementing the Montego Bay Development Planning Project. Section B presents an overall description of the project that defines its goals, the responsibilities of all participants, and the major components of the work (the text of this section is virtually the same as Annex A of the USAID Grant for the project except for minor revisions to reflect changes in project status). Section C presents the Project's overall schedule and budget and the MBRC's strategy for contracting and taking other actions to complete the project's first phase (Project Preparation). The remaining sections describe the program of work (nature and schedule of all tasks) in more detail. Section D describes Phase 2 (Short Term Action Program and Policy Framework), and Section E describes Phase 3 (Technical Analysis of Strategic Alternatives).

The work program describes all work up through Phase 3 in considerable detail. Our discussion of Phase 4 (Development Plan and Action Program) is purposefully left less concrete since the results of the analyses will suggest Phase 4 opportunities that cannot be anticipated at present and we should leave sufficient flexibility to be able to take advantage of them.

## **B. PROJECT DESCRIPTION**

### **GOAL AND PURPOSE**

This section describes the responsibilities of all parties in carrying out the Montego Bay Development Planning Project. Montego Bay is a major focus for investment and economic development in Jamaica. It is a principal tourist destination and an important industrial and commercial center. At the same time, the area is suffering from a wide range of problems associated with growth and urbanization. Addressing these problems will require a much improved growth management capability involving initiative and well coordinated actions on the part of both the private sector and the public sector.

The goal of the Project is to make the Montego Bay area function more efficiently as a setting for economic and social development and contribute to improving the living condition of the residents. The purpose of the Project is to prepare a model, action-oriented, locally conceived development plan for the Montego Bay area to guide public and private investments and other actions directed toward the broader goal.

## **GENERAL PROJECT DESCRIPTION**

To implement this project, TAP has entered into a subgrant agreement with the Montego Bay Redevelopment Company, Ltd. (MBRC, a non-profit making subsidiary of the Montego Bay Chamber of Commerce). The agreement binds MBRC to carry out all substantive activities of the Project explicitly in accord with this Project Description.

The Project is designed to stimulate action-oriented planning rather than the longer-term zoning-oriented approach that has characterized many planning efforts in Jamaica in the past. It is also innovative in that local citizens will take the lead in the planning process and that both private and public sector representatives will participate actively in all phases of the planning process. The Project will also take advantage of modern analytic techniques to assure that the resulting plan and action program will be technically well founded and demonstrably feasible from the standpoint of costs and financing as well as institutional capacity. Accordingly, the Project is intended to serve as a model which could guide other local planning processes in Jamaica in the future. It will have four phases (requiring a total duration of 15 months running from April 1, 1991 through project completion on June 30, 1991).

1. **Project Preparation.** (2 months, from the project start date through May 31, 1991). This phase is now well along. The institutional base has been established and the work program (this document) has been developed. The remaining time will be devoted to procurement of resources, most importantly contracting for consultants.
2. **Policy Framework and Short-Term Action Program:** (4 months, from June 1 through September 30, 1991). This will entail soliciting and discussing issues, problems, goals, and options with a wide range of public and private representatives, reviewing existing project proposals, and reviewing environmental issues. The work will also include preparing a broad policy framework to guide the remaining work of the Project as well as listing ideas for immediate-term action projects.
3. **Technical Analysis of Strategic Alternatives:** (8 months, from June 1, 1991 through January 31, 1992). This phase will produce a series of technical reports and data including: (1) preparation of computer data base and analysis of land market constraints and environmental issues; (2) analysis of economic development opportunities and constraints for tourism and other sectors (and population growth implications); (3) analysis of infrastructure and capital facility requirements, costs, and financing; and (4) an overall analysis of strategic development alternatives.
4. **Development Plan and Action Program:** (5 months, February 1, 1991 through June 30, 1992). This will produce: (1) an overall development plan for Montego Bay jointly addressing the area's economic development and environmental goals; (2) a proposed time phased capital improvement program and financing plan; (3) a new, flexible development order to guide land development consistent with the plan; and (4) a plan for the

implementation of policy changes, institutional enhancements, and other actions needed to accomplish the plan's objectives. It will be developed through a broad participative process such as that of Phase 2.

## **IMPLEMENTATION ARRANGEMENTS**

The implementation of the Project will entail the coordinated efforts of eight major entities and actors whose obligations and responsibilities are defined as follows:

**1. The Tourism Action Plan, Ltd. (TAP)** will: (1) work with Chamber of Commerce and USAID to establish the MBRC; (2) enter into a subgrant agreement with MBRC to implement the substantive requirements of the project; (3) provide representation to serve on the MBRC Board of Directors; (4) receive, disburse, and monitor the use of USAID funds in all aspects of the Project; (5) report regularly to USAID on financial status and work progress; (6) assist in presenting completed plans and programs to appropriate government agencies for formal action.

**2. The Montego Bay Chamber of Commerce and its General Manager** will: (1) incorporate and establish the MBRC as a non-profit making subsidiary corporation, and appoint its Board of Directors subject to USAID concurrence (the MBRC Board shall include at least one representative each from TAP, the Montego Bay Chamber of Commerce, the City of Montego Bay, and the St. James Parish Council); (2) provide representation to serve on the MBRC Board; (3) provide logistical support to MBRC; (4) raise funds to finance MBRC and to generally facilitate the development of the plan; (5) facilitate collecting information and community views needed in the plan preparation process; (6) assist in presenting completed plans and programs to appropriate government agencies for formal action.

**3. The Montego Bay Redevelopment Company, Ltd. (MBRC)** will: (1) recruit and employ the Project Director (subject to USAID concurrence); (2) review, approve, and implement as appropriate, all activities of the Project Director as itemized below as necessary for the successful completion of the project; (3) participate in all activities of the Planning Advisory Committee; (4) review and approve all final project outputs; (5) assist in presenting completed plans and programs to appropriate government agencies for formal action.

**4. The Project Director** will: (1) prepare the Project Work Program, including terms of reference for all consultants and employees needed to carry out the Project's substantive assignments (subject to USAID concurrence); (2) secure the services of all consultants and employees and all other required resources as specified in the Work Program (selections subject to USAID concurrence); (3) monitor all work and recommend and take corrective actions as may be required; (4) schedule and arrange for all presentations to and other activities of the Planning Advisory Committee; (5) schedule and arrange for presentations of project work to other entities; (6) receive, disburse, and monitor the use of funds received for the Project from TAP and other sources; (7) report regularly to TAP on financial status and work progress.

**5. The Technical Resource Panel** will be composed of a number of

representatives of governmental agencies who will provide technical assistance and advice in plan preparation and review all project outputs. The membership of the Panel will be nominated by the Ministry of Development Planning and Production.

**6. The Planning Advisory Committee** will be composed of: (a) all members of the MBRC Board of Directors; and (b) others community leaders from the Montego Bay Area (as selected by the MBRC Board). Representatives from the Technical Resource Panel will also attend Committee meetings to contribute information and advice. This Committee will serve as the main forum for reviewing and all aspects of Project work and for advising MBRC as to decisions on the Project's policy framework, plans, and action programs.

**7. The U.S. Agency for International Development/Jamaica (USAID)** will: (1) provide funding for the project; (2) review and approve the selection of the MBRC Board and the Project Director, and the procurement of all other USAID funded consultants and employees; (3) review and approve the TAP-MBRC Subgrant Agreement, the Project Work Program and regular reports on progress and financial status.

**8. The Overseas Consultant**, The Urban Institute, of Washington, DC, was selected and has been funded directly by USAID to assist the Project Director in preparing the Project Work Program and initiating other aspects of the Project's development.

## **PROJECT ACTIVITIES AND OUTPUTS**

### **Phase 1 - Project Preparation**

The tasks in this stage are mostly complete. They have involved shared responsibilities of TAP, the MBRC, and its Project Director.

**1.1 Establish the MBRC.** This was the responsibility of the Chamber of Commerce. It required preparing articles of incorporation, proposing (and securing USAID approval of) the Board of Directors, taking other actions that were required to legally establish the Corporation, securing initial funding for any expenses not covered by the USAID grant, securing office space, and setting up a new separate MBRC bank account for the receipt of USAID funds. The MBRC was incorporated on September 11, 1990.

**1.2 Executes the TAP-MBRC Agreement.** This was the responsibility of TAP and MBRC. It entailed preparing (and securing AID approval of) the text of the agreement and formally executing it.

**1.3 Recruit the Project Director.** MBRC (1) drafted the job description and recruited for the position; (2) selected a candidate; (3) secured USAID approval of the job description and the candidate; and (4) entered into an employment agreement with the approved candidate. The candidate selected as Project Director is Mr. Lloyd Spooner. He was employed by MBRC in January, 1991.

**1.4 Prepare the Project Work Program.** All materials in this Work Program have been drafted by the Project Director with assistance from the Overseas Consultant. The terms of reference (and other documentation) as needed to secure all consulting services and other resources needed to implement the project have also been prepared and are available separately.

**1.5 Complete Procurement of Consultants and Other Required Resources.** This is the responsibility of the MBRC and its Project Director, following USAID approved procurement practices.

## **Phase 2 - Policy Framework and Short Term Action Program**

**2.1 Survey of Resident Opinions and Priority Project Concepts.** In this task, the Project Director (with consultant assistance) will complete three subtasks: (1) survey of a sample of residents about development problems and issues and structured interviews with business managers and community leaders about problems and constraints; (2) interviews with government officials and others who may have ideas for short term projects critical to the area's improvement and the preparation of an inventory of, and the review of, project designs for the Montego Bay area prepared by GOJ agencies and others that are either in process or have not yet been implemented; and (3) a review of environmental problems and issues. A report will be prepared on the results of this work.

**2.2 Preparation of the Policy Framework and Short Term Action Program.** The report from Task 2.1 will be presented at the first meeting of the Planning Advisory Committee. Further discussions with the Committee members and the MBRC Board will be held to develop the policy framework to guide development plan preparation and to evaluate the priority and feasibility of project concepts that have been suggested. Separate reports will then be prepared on: (1) the policy framework; and (2) the action program.

**2.3 Implementation Plans for Short Term Projects.** Implementation plans will then prepared, detailed, and costs for any selected projects, as will terms of reference and other contract documents that may be needed for implementation.

## **Phase 3 - Technical Analysis of Strategic Alternatives**

**3.1 Preparation of Computer Data Base and Analysis of Land Market Constraints and Environmental Issues.** This study will start by assembling (and preparing as necessary) the base maps of the Montego Bay area are needed for the project and conducting analysis to identify land use trends, conflicts and development opportunities. The base maps will indicate: shorelines; road and rail networks; Census enumeration district boundaries; land use as of two points in time (from interpretation of available aerial photographs), and other information to define development obstacles and potential environmental problems. The Contractor will also add information on infrastructure networks and capital facilities (provided by Study 3.3 below) and assemble computer based files with census and other statistical data for Montego Bay enumeration districts and other sub-areas as appropriate. Other data will be secured as needed to

measure trends for key environmental indicators in the area. The analysis will then identify current urban growth paths in relation to the location of environmentally sensitive areas and prime agricultural lands. It will also examine the potential use and absorptive capacity of unused sites in public ownership. Data will also be collected on changing land prices (sample basis) and used in an assessment of land market trends. Finally, the work will include an analysis comparing the advantages and disadvantages (with measurement of costs and benefits where possible) of alternative density patterns (residents and employees per acre in different land use categories and subareas) and development strategies (using the land price data, infrastructure cost information from Study 3.3, and other data).

### **3.2 Analysis of Economic Development Opportunities and Constraints.**

This component will entail the following tasks: (1) analyze recent economic and demographic trends in Montego Bay and compare with those in Jamaica; (2) identify key local industries and, for each, conduct interviews, surveys and reviews of secondary source material as needed to examine the industry's opportunities and constraints on its future growth; (3) identify the effects of local conditions on economic development (e.g., labor market characteristics, physical development problems, capacities and constraints of government and other institutions); (4) based on this analysis, estimate future growth in local employment and population under alternative assumptions about growth determinants; (5) suggest strategy for local economic development (probably to entail separate strategies for tourism, export-oriented manufacturing, etc.).

**3.3 Analysis of Infrastructure and Capital Facility Requirements.** Tasks include: (1) obtain/develop an inventory (maps and tables) of current infrastructure and capital facilities from relevant agencies and similar data on new projects either planned or under construction; (2) analyze the inventory in relation to population and land use trends (Studies 3.1 and 3.2) and alternative standards to quantify deficits; (3) analyze costs and other factors in relation to alternative standards and approaches; (4) analyze financing options and prepare trial financial plans for alternatives; (5) suggest strategies for capital improvements in relation to the economic development strategy and probable residential needs (and establish criteria for prioritizing projects).

### **3.4 Overall Analysis of Strategic Development Alternatives.**

Bringing together materials from the three studies above, this work will devise and critically examine overall strategic development alternatives for the Montego Bay area.

Note: Presentations of the interim progress on components 3.1 through 3.3 will be made at a meeting of the Planning Advisory Committee approximately 150 days after the Contractors start work

## **Phase 4 - Development Plan and Action Program**

**4.1 Preparation of Draft Development Plan.** The reports on each of the components of Phase 3 will be circulated at the beginning of this phase and staff and consultants will make presentations to the Planning Advisory Committee on the results shortly thereafter. The Committee, with assistance from the consultants, will then review the alternatives and advise the MBRC on the selection of a preferred overall strategy. The

Project Director and consultants will then further detail this strategy and translate it into an overall draft development plan for the Montego Bay area. The plan will then be reviewed again by the Committee and MBRC and comments will be used as the guides to remaining tasks in this Phase.

**4.2 Capital Improvement Program and Financing Plan.** The work of Task 3.3 will then be extended, modified by decisions made in the development planning process (Task 4.1 above), and translated into a proposed capital improvement program and financing plan.

**4.3 Draft Development Order.** Similarly, Task 3.1 outputs and materials from the preparation of the draft development plan will then be translated into the form proper for a new draft development order for Montego Bay.

**4.4 Implementation Plans for Other Priority Actions.** The Project Director and consultants will also prepare implementation plans for other actions called for in the overall development plan. These may include efforts to change policies of government, to build new institutions or strengthen existing ones, and to establish or strengthen other non-capital programs (such as promotion activities, ongoing development monitoring and plan functions) as well as special privately financed capital projects (i.e., those not covered in the Capital Improvement Program of Task 4.2).

**4.5 Finalization of the Montego Bay Development Plan.** This task entails making adjustments to the overall plan that may arise due to new findings or conclusions from Tasks 4.2-4.4 (prepared in consultation with the Planning Advisory Committee and approved by the MBRC Board), publishing and disseminating it, and preparing a work program for securing appropriate government recognition and approval of the plan and its component implementation programs.

## **C. SCHEDULE, BUDGET, AND CONTRACTING STRATEGY**

### **IMPLEMENTATION SCHEDULE**

The planned schedule dates for the start and completion of each phase and task as described above are as follows:

	<i>Start</i>	<i>End</i>
<b>Phase 1 - Project Preparation</b>		
1.1	Establish the MBRC.	Completed
1.2	Execute the TAP-MBRC Agreement.	Completed
1.3	Recruit the Project Director.	Completed
1.4	Prepare the Project Work Program.	Completed
1.5	Procurement of Consultants/Resources	01/04/91 31/05/91

**Phase 2 - Short Term Action Program  
and Policy Framework**

2.1	Survey of Resident Opinions and Priority Project Concepts.	01/06/91	15/08/91
2.2	Preparation of Policy Framework and Short Term Action Program.	01/07/91	31/08/91
2.3	Implementation Plans for Short Term Projects.	15/08/91	30/09/91

**Phase 3- Technical Analysis of  
Strategic Alternatives**

3.1	Preparation of Data Base and Land/Environmental Analysis.	01/06/91	31/01/92
3.2	Analysis of Economic Development Opportunities and Constraints.	01/06/91	31/01/92
3.3	Analysis of Infrastructure and Capital Facility Requirements.	01/06/91	31/01/92
3.4	Overall Analysis of Strategic Development Alternatives.	01/01/92	31/01/92

**Phase 4 - Development Plan and  
Action Program**

4.1	Preparation of Draft Development Plan.	01/01/92	29/02/92
4.2	Capital Improvement Program and Financing Plan.	01/02/92	30/04/92
4.3	Draft Development Order.	01/02/91	30/04/92
4.4	Implementation Plans for Other Priority Actions.	01/02/91	30/04/92
4.5	Finalization of Development Plan.	01/04/92	30/06/92

**EMPLOYMENT AND CONTRACTING STRATEGY**

**Project Director and Assistant to the Director**

The Project Director is assigned with the responsibility of substantive leadership in this Project. This means he will personally play the central role forming concepts and strategies and in writing the final plan. However, he is also responsible for the administration and integration of the work of Contractors in contributing to all final products. He will be available to complete the Project in full and for additional time to assist MBRC in securing government approvals and beginning implementation.

To support him in this role, the MBRC will employ a full-time Assistant to the Director (AD). The AD will have administrative functions (helping with the logistics for

meetings, monitoring budgets, working out arrangements for printing, etc.) but will also assist the Director in substantive assignments (collecting some data and conducting some interviews and writing up the results, performing routine analytic tasks, etc.).

### **Contractors**

All remaining work in this Project will be performed by Contractors (Jamaican firms, who may make use of offshore assistance if required). To contract out all of this work to only one consulting organization would create substantial risks; e.g., difficulty of finding sufficient breadth of subject specialties in one organization, the potential failure of the entire project if that organization for some reason was forced to default. On the other hand, contracting with too many firms would increase administrative burdens and reduce control.

Therefore, MBRC has decided to organize the work under just three major contracts, which are clearly differentiated by substantive specialty. Each of these contracts will be targeted to start June 1, 1991 with a completion date of June 30, 1992. Their responsibilities are as follows:

**1. Economic and Social Analysis Contractor (ESAC).** The ESAC will: (1) perform the initial opinion/issue surveys and interviews required under Task 2.1; (2) assist the Director in appropriate aspects of preparing the Short Term Action Plan and Policy Framework (Task 2.2); (3) Complete all of the requirements of the Analysis of Economic Development Opportunities and Constraints (Task 3.2); (4) assist the Director in appropriate aspects of the Analysis of Strategic Development Alternatives (Task 3.4); (5) assist the Director in appropriate aspects of the preparation of the final development plan and implementation planning (Phase 4).

**2. Land and Environmental Analysis Contractor (LEAC)**  
The LEAC will: (1) perform an initial analysis of environmental problems and issues (Task 2.1); (2) assist the Director in appropriate aspects of preparing the Short Term Action Plan and Policy Framework (Task 2.2); (3) Complete all of the requirements of Preparation of Data Base and Land/Environmental Analysis (Task 3.1); (4) assist the Director in appropriate aspects of the Analysis of Strategic Development Alternatives (Task 3.4); (5) assist the Director in appropriate aspects of the preparation of the final development plan and implementation planning (Phase 4).

**3. Infrastructure and Financial Analysis Contractor (IFAC).** The IFAC will: (1) assemble the data on current and past projects plans for Montego Bay as required under Task 2.1; (2) assist the Director in appropriate aspects of preparing the Short Term Action Plan and Policy Framework (Task 2.2) and the detailing of short term implementation plans (Task 2.3); (3) complete all of the requirements of the Analysis of Infrastructure and Capital Facility Requirements (Task 3.3); (4) assist the Director in appropriate aspects of the Analysis of Strategic Development Alternatives (Task 3.4); (5) assist the Director in appropriate aspects of the preparation of the final development plan and implementation planning (Phase 4).

## BUDGET

With the plans for staff and contracting as specified above, MBRC has established a budget for the project as follows (in thousands of Jamaican dollars - USAID funds totalling \$149,540 converted at US\$1=J\$9.17):

	<i>Total</i>	<i>USAID</i>	<i>MBRC</i>
<b>Staffing</b>			
Project Director	734	367	367
Assistant to the Director	<u>200</u>	<u>100</u>	<u>100</u>
Subtotal	934	467	467
<b>Contractors</b>			
Economic, Social (ESAC)	300	300	-
Land, Environment (LEAC)	554	554	-
Infrastr., Finance (IFAC)	<u>544</u>	<u>-</u>	<u>544</u>
Subtotal	1398	859	544
<b>Other Direct Costs</b>	200	50	150
<b>Total</b>	2532	1371	1161

### **D. PHASE 2: SHORT TERM ACTION PROGRAM AND POLICY FRAMEWORK**

#### **TASK 2.1: SURVEY OF OPINIONS AND PRIORITY PROJECT CONCEPTS**

##### **2.11 Survey/Interview Program (Responsibility: ESAC)**

The purpose of this work is to gain insight into what residents, community leaders, and business leaders of Montego Bay see as the key problems, opportunities, constraints, and issues that affect their own future in the city and the city's development potentials. (Note: this work is to be fully coordinated with the work of Task 3.2 to avoid duplicate interviews). Subtasks include:

01. Prepare a draft survey/interview plan, to include: draft survey instruments and interview guides; methods for selecting resident to be surveyed; methods for selecting community and business leaders to be interviewed (and proposed list of names of

individuals to be interviewed); time schedule; draft reporting presentation formats. Due: 15 days after start.

02. Implement the survey/interview program consistent with the plan (as modified after review and negotiations with the Project Director). Due: 40 days after start.

03. Prepare a report on the results (text and tables). Due: 60 days after start.

### **2.12 Project Opportunity Inventory** (Responsibility: IFAC)

The purpose of this work is to inventory and prioritize community improvement project proposals for the city, either now being implemented or proposed in recent years, and to determine short term priorities for implementation. Subtasks include:

01. Prepare a work plan for this subtask describing proposed time schedule, persons to be contacted, and methods of presenting findings. Due: 15 days after start.

02. After the Project Director's approval of the work plan, interview community leaders, GOJ officials, and others who may have knowledge of action projects underway or previously proposed for the city. Relevant projects include those being implemented or proposed by agencies or parastatals of the GOJ as well as by private entities. Prepare a list of all projects to be inventoried. Due: 30 days after start.

03. Prepare an inventory of all projects now underway in the city and projects previously proposed that bear relevance to the city's future development. The inventory shall include: (a) a separate file for each project containing copies of all relevant documentation concerning the project (plans, budgets, schedules, etc.) and (b) a listing of all projects which have been identified: project name; sponsor and implementing agency; project activities and outputs (quantified where possible); project schedule; cost estimates and sources of financing for all elements of the project and the project as a whole; projected time phasing of expenditures. Due: 40 days after start.

04. After review and comment by the Project Director, prepare a written report characterizing projects in the inventory and suggesting criteria for selecting short-term action projects for implementation. Due: 60 days after start.

### **2.13 Review of Environmental Problems and Issues** (Responsibility: LEAC)

01. Prepare a concept paper and proposed work plan as to how this subtask is to be accomplished. Due: 15 days after start.

02. After review and comment by the Project Director, implement the work. This shall include a review of relevant reports and documents on environmental problems in the city, discussions with the ESAC on local views on environmental issues (derived from their survey/interview program), the preparation of a framework for evaluating

environmental problems in the area, and, a proposed prioritization of environmental issues based on this framework. This work shall be completed and presented orally to the Project Director by 40 days after start.

03. Based on the Project Director's comments, prepare a written report on the materials covered in 02. above. Due: 60 days after start.

## **TASK 2.2: PREPARATION OF THE POLICY FRAMEWORK AND SHORT TERM ACTION PROGRAM**

### **2.21 Prepare Draft Paper on Policy Framework**

(Responsibility: Project Director, with assistance from Contractors)

Prepare a draft paper on the policy framework for the Montego Bay Development Plan, drawing on the draft reports from Task 2.1 and other sources as appropriate. The paper should review the major policy issues facing the city, provide a sense of priorities for planning action programming, and relate the basic framework to this work program. The paper will also precisely define (on maps) the boundaries of geographic analysis areas to be used in the project. It is assumed that definitions for at least two areas will be required: (a) the Montego Bay Region (the city and its hinterland which should include all rural areas and towns that have strong economic linkages with the city); and (b) the Montego Bay Urban Area (covering an area large enough to incorporate the expansion of urban land uses of the city over the next 30 years). Due: 60 days after start.

### **2.22 Policy Framework and Program Preparation**

(Responsibility: Project Director, with assistance from Contractors)

This task entails arranging for and conducting meetings with the Planning Advisory Committee and other groups as appropriate. (Members of the MBRC Board and the Technical Advisory Committee will participate in all meetings of the Advisory Committee).

01. The first meeting will be chaired by the Chairman of the MBRC Board and conducted by the Project Director. The agenda for the first meeting shall include: (a) presentations by the Project Director on the Project concept and work program; (b) presentations by the Contractors on reports from Tasks 2.21; (c) presentation by the Project Director on the framework paper; and (d) discussion led by the Project Director to arrive at a general consensus on the Project framework and priorities for action projects. Due: 70 days after start. (Draft reports from Task 2.1 and 2.21 and the plan for the meeting to be distributed to all Committee members 7 days before the meeting.)

02. The Project Director will then revise the framework paper and prepare a short term strategy for action projects based on the results of the first meeting. To be completed and circulated to Committee Members on or before 80 days after start. He will then conduct additional meetings with the Advisory Committee and write up final draft of the policy framework and short term action program. After review by the Advisory

Committee, final program design should be approved by MBRC. The program should include a listing of short term projects and for each: identification of implementation responsibility, time table, and cost estimates (related to sources of financing). Projects will include those already being implemented by GOJ agencies and others as well as new starts that MBRC has selected for 1991. To be completed by 90 days after start.

**TASK 2.3: IMPLEMENTATION PLANS FOR SHORT TERM PROJECTS**  
(Responsibility: Project Director and IFAC)

For projects selected as new starts by MBRC, this task shall begin by securing needed approvals and agreements of implementing institutions to participate. Then, for key projects, the Project Director and Contractor will work with the staffs of the implementing institutions to: design more detailed implementation work program, schedules, budgets and financing plans. This may also include the preparation of terms of reference and other documents needed for implementation contracts. Due: 120 days after start.

**E. PHASE 3: TECHNICAL ANALYSIS OF  
STRATEGIC ALTERNATIVES**

**TASK 3.1: PREPARATION OF DATA BASE AND ANALYSIS OF LAND MARKET  
CONSTRAINTS AND ENVIRONMENTAL ISSUES**  
(Responsibility: LEAC)

**3.11 Design Work Program**

The Contractor shall develop a detailed work program for this Task, indicating how each subtask will be accomplished and providing a more detailed schedule for activities. To be presented for review by the Project Director on 15 days after start. Project Director's review and revisions to be complete by 20 days after start.

**3.12 Prepare Base Maps and Computer Data Base**

01. The Contractor shall prepare maps (at appropriate scales) will for the Montego Bay Region and the Montego Bay Urban Area (see subtask 2.21), and other geographic areas which may be defined in the final draft of the Project Director's framework paper. The base map for the Urban Area will indicate (on overlays, either digitized or on hardcopy): shorelines; road and rail networks; Census enumeration district boundaries; Land Valuation enclosure boundaries; land use as of two points in time (from interpretation of available aerial photographs); locations of publicly owned land; and other information to define development obstacles and potential environmental

problems. The latter may include: topography/slope, geological conditions, soil conditions, vegetation, agricultural use, shoreline conditions, reservations for public open space and controlled watershed areas, and other environmentally sensitive areas. The Contractor will also add information on infrastructure networks and capital facilities (provided by Study 3.3 below). These maps will show water, sewerage, and power networks as well as the locations of headworks (e.g., pumping stations, treatment facilities), and capital facilities (public buildings, schools, fire-houses, police stations). Due: 120 days after start.

02. The Contractor shall prepare the computer data base for the Project, assembling and entering data from various sources. Data relating to the Region or the Urban Area as a whole should be assembled in a systematic manner, but all may not need to be automated. The main computer data base should include a variety of information for all Census enumeration district location (or alternative system of subareas approved by the Project Director) covering the Montego Bay Urban Area as a whole. For each subarea, the data base shall include, at a minimum: Census data on population, labor force and housing conditions; acreage in various land uses as of two points in time; data on infrastructure networks (e.g., lengths of roads in different classifications, water and sewer systems); name, size/capacity, and other characteristics of all infrastructure headworks and public facilities. With regard to infrastructure and public facility records, information should also be included on the time period in which each element was built. Other data shall be added as needed to measure trends for key environmental indicators in the area. Due: 120 days after start.

### **3.13 Formation and Preliminary Analysis of Strategic Alternatives**

01. The Contractor shall first prepare a preliminary analysis of land use and housing trends (all subareas) in the Urban Area giving particular attention to growth on the urban fringe. The study shall assess shifting density patterns as well as change in aggregate land use composition in each subarea. Evaluating these changes in relation to infrastructure development and other data that have been assembled, the Contractor shall offer an explanation of the economic and other determinants of the land use and housing pattern that has emerged in the area in recent years. The analysis should clearly identify current urban growth paths in relation to the location of environmentally sensitive areas and prime agricultural lands and consider the probable economic and environmental impacts of a continuation of current trends. A written report shall be prepared presenting the findings and conclusions of this analysis. Due: 150 days after start.

02. The Contractor shall then: (a) examine the economic, public service, and environmental implications of various physical development options (considering layout, density, etc.); for each basic type of land use (residential, industrial, commercial, etc.); (b) evaluate how public policies (mixes of infrastructure provision, incentives and regulations) can realistically influence development behavior considering the local and national institutional framework; and (c) prepare a report on proposed future population and employment densities in various parts of the urban area with justification based on these studies. Due: 180 days after start.

03. The Contractor shall obtain economic and population growth estimates prepared by the ESAC (subtask 3.25) and, in collaboration with the Project Director and other Contractors, formulate alternative land development scenarios for the Montego Bay Urban Area consistent with those estimates. Each scenario shall be presented on maps indicating broad land use patterns and on accompanying tables showing future population, employment, and land use acreage in each subarea. Scenarios draw from the analysis in 3.13.02 above, and should represent the Contractors best judgements about development outcomes that would realistically result from varying assumptions about economic conditions and public policy influences. (In preparing these scenarios, the Contractor shall examine future subarea population estimates for Montego Bay recently developed for sanitation and water supply planning by the National Water Commissions and Caribbean Engineers, Ltd. and characterize how scenarios prepared by the Contractor vary from those estimates). Due: 240 days after start.

04. The Contractor shall then develop assessments of the advantages and disadvantages (with measurement of costs and benefits where possible) of the alternatives with regard to the amenity of urban development and impacts on the environment. Due: 240 days after start.

### **TASK 3.2: ANALYSIS OF ECONOMIC DEVELOPMENT OPPORTUNITIES AND CONSTRAINTS**

(Responsibility: ESAC)

#### **3.21 Design Work Program**

The Contractor shall develop a detailed work program for this Task, indicating how each subtask will be accomplished and providing a more detailed schedule for activities (draft survey instruments and interview plans and guides to be included). To be presented for review by the Project Director on 15 days after start. Project Director's review and revisions to be complete by 20 days after start.

#### **3.22 Overall Demographic and Economic Analysis**

The Contractor shall examine available data on demographic and economic conditions and trends in the Montego Bay Region, in comparison with those of Jamaica as a whole, and prepare a report stating the findings and interpreting likely implications for future change. Due: 60 days after start.

#### **3.23 Economic Base Study**

The Contractor shall identify key local industries and, for each, conduct interviews, surveys and reviews of secondary source material as needed to examine each industry's opportunities and constraints on its future growth. Key industries shall include, at the minimum, tourism and manufacturing. Data collection should be sufficient, however, to allow analysis of prospects for other economic sectors (e.g. regional agriculture, trade, services, government) as they interact with key industries. The contractor shall then use this information to prepare an economic base analysis for the Montego Bay Region and

Urban Area. Due: 105 days after start.

### **3.24 Conditions Affecting Economic Development**

The Contractor shall analyze factors that will influence the future development of all economic sectors in the Montego Bay Region. Factors examined should include: (1) the dynamics of international markets as they are likely to affect demand for locally produced goods and services; (2) trends in macro-economic and financial conditions in Jamaica as they are likely to affect investment in key industries; (3) local labor market conditions (quantity and skill levels of local labor force, trends in wage levels, future prospects; (4) physical development constraints and opportunities (availability of land, characteristics of market intermediaries and government regulations as they affect business costs); (5) capacity of public institutions in relation to their ability to provide infrastructure and other services needed for economic growth. A report on this analysis shall be prepared. Due: 150 days after start.

### **3.25 Future Economic and Demographic Growth Scenarios**

Based on the results of subtasks 3.22 through 3.24, the Contractor shall formulate several plausible economic/demographic growth scenarios for the Montego Bay Region. Scenarios should be selected to illustrate the range of possibilities in terms of the quantity of future growth (high vs. low) and the economic structure of that growth. The description of each scenario should include: (1) statement and discussion of underlying assumptions (drawn explicitly from the results of subtasks 3.22 through 3.24); (2) table showing future total population and employment (by sector) implied by the scenario. Locational implications within the Region and Urban Area should also be examined and compared. Report due: 180 days after start.

### **3.26 Economic Development Strategy**

After review of the report of subtask 3.25, the Contractor shall prepare a report on a proposed economic development strategy for the Montego Bay Region. The discussion should be explicitly related to the scenarios of subtask 3.25. The report should identify macroeconomic and other assumptions and all policy changes and other actions proposed for various levels of government. Report due: 240 days after start.

## **TASK 3.3: ANALYSIS OF INFRASTRUCTURE AND CAPITAL FACILITY REQUIREMENTS** (Responsibility: IFAC)

### **3.31 Design Work Program**

The Contractor shall develop a detailed work program for this Task, indicating how each subtask will be accomplished and providing a more detailed schedule for activities. To be presented for review by the Project Director on 15 days after start. Project Director's review and revisions to be complete by 20 days after start.

### **3.32 Infrastructure and Public Facilities Inventory**

The Contractor shall work with all appropriate GOJ agencies to assemble a full inventory of the character and condition of all infrastructure and public facilities presently existing, and now funded to be built on the Montego Bay Urban Area. The following elements should be included at the minimum: water supply and sewerage (treatment facilities as well as distribution/collection networks); roads; storm drainage; electric power; solid waste collection; educational facilities; and other public buildings. The inventory shall be presented on: (1) maps showing the locations of all networks and facilities (map scales to be consistent with those chosen for work in Task 3.1)' and (2) computer based tables containing identifiers (linked to maps) and characteristics (size, capacity, age, condition, etc.) for each network segment and facility. For projects funded but not yet built, tables should indicated planned construction milestones, cost by phase, and source of funding. Due: 105 days after start.

### **3.33 Analysis of Deficits and Problems**

The Contractor shall next analyze the inventory in relation to alternative sets of standards, trends in population and economic activity patterns, and environmental conditions to identify current infrastructure and facility deficits and problems. The report should contrast such conditions for sub-areas within the Urban Area and characterize them in summary the Area as a whole. Report due: 150 days after start.

### **3.34 Analysis of Costs**

The Contractor shall analyze the capital and on-going operations and maintenance costs of providing infrastructure and urban services at different levels of standards (for each type of infrastructure/facility element listed in subtask 3.32). Prepare a report that illustrates cost/quality trade-offs of different standards and approaches. Due: 210 days after start.

### **3.35 Analysis of Options and Financing Plans**

The Contractor shall prepare outline infrastructure and service plans for each of the alternative development scenarios prepared by the LEAC (in subtask 3.13.03) based on the lessons about comparative efficiencies of alternative standards and approaches from 3.34 above. The outline plans for each scenario should be accompanied by: (1) tables showing estimates of capital and O&M costs implied (over a multi-year period); and (2) a suggested plan for financing the infrastructure and services costs for the scenario based on plausible assumptions about availability of resources from all potential sources (e.g. central government, local government, international, private). The report should evaluate the results. Due: 240 days after start.

## **TASK 3.4: OVERALL ANALYSIS OF STRATEGIC DEVELOPMENT ALTERNATIVES** (Responsibility: Project Director, with assistance from Contractors)

The Project Director, with assistance from all contractors, shall then prepare a

**report analyzing the advantages and disadvantages of the strategic development alternatives as formulated above (considering economic realism, quality of the physical environment created, environmental impacts, capital and operating costs, potential for financing, and implementation feasibility). This analysis will be presented at a meeting of the Planning Advisory Committee 240 days after start.**