

TECHNICAL COOPERATION DOCUMENT

I. Basic project data

▪ Country/Region:	JAMAICA/CCB - Caribbean Group
▪ TC Name:	Modernizing Jamaica's Transport Sector to Improve Sustainability, Safety and Efficiency
▪ TC Number:	JA-T1187
▪ Team Leader/Members:	PERSAUD, CHRISTOPHER (INE/TSP) Team Leader; GUERRERO, PABLO (INE/TSP) Alternate Team Leader; FOOK, ALANA KIMLIN (INE/TSP); BALADI RODRIGUEZ, AZIZ (INE/TSP); CALDERON ANTON, JOSE DE JESUS (INE/TSP); ZAMORA MURILLO, EDGAR (INE/TSP); BEAUJON MARIN, AMANDA (INE/INE); RIOBO PATINO, JAIRO ALEXANDER (INE/TSP); MASSON, MALAIKA EBONY ANIETIA (INE/ENE); CENTENO LAPPAS; MONICA CLARA ANGELICA (LEG/SGO).
▪ Taxonomy:	Client Support
▪ Number and name of operation supported by the TC:	N/A
▪ Date of TC Abstract:	03 Aug 2020
▪ Beneficiary:	Ministry of: Transport and Mining; Finance and Public Service; National Security; Justice
▪ Executing Agency:	INTER-AMERICAN DEVELOPMENT BANK
▪ Donors providing funding:	Ordinary Capital Strategic Development Program for Infrastructure (INF)
▪ IDB funding requested:	US\$200.000,00
▪ Local counterpart funding:	US\$0,00
▪ Disbursement and Execution period:	36 months
▪ Types of consultants:	Individuals; Firms
▪ Prepared by Unit:	INE/TSP - Transport
▪ Unit of Disbursement Responsibility:	CCB/CJA - Country Office Jamaica
▪ TC included in Country Strategy (y/n):	No
▪ TC included in CPD (y/n):	No
▪ Alignment to the Update to the Institutional Strategy 2010-2020:	Social inclusion and equality; Productivity and innovation; Institutional capacity and rule of law; Gender equality

II. Objective and Justification

- 2.1 **Objective.** The general objective of this Technical Corporation (TC) is to support the Government of Jamaica (GoJ) to improve the sustainability, safety, and efficiency of land transportation in Jamaica. The specific objectives are to: (i) support the Ministry of Transport and Mining (MTM) to gather and analyze data on travel patterns to facilitate data-driven policy making, implementation and assessment; and (ii) build the enabling environment to implement technology-enabled traffic enforcement measures to improve road safety.
- 2.2 **Macroeconomic and public-sector context.** As the three-year term for its US\$1.6bn Precautionary Stand-By Arrangement (SBA) with the International Monetary Fund (IMF) drew to a close in September 2019 – the 3rd consecutive IMF arrangements, the first of which began in 2010 – Jamaica has made great strides

in improving its fiscal position. In April 2020, the public debt to GDP ratio fell below 100% for the first time in nearly two decades, down from a high of over 140%, net international reserves hovered around US\$3bn, inflation stabilized at around 3.5%, GDP growth was marginally positive. While maintaining fiscal discipline and continued emphasis on improving public sector efficiency, the GoJ has expressed commitments to explore growth-enhancing interventions to realize the benefits of austerity measures imposed over the past decade. To this end, Jamaica has embarked on an aggressive [public sector transformation agenda](#) aimed at [transforming Jamaica into a digital society](#).

- 2.3 Good macroeconomic performance has made car ownership more accessible to a wider share of the population, more of whom must navigate within and between urban areas and their peripheries. While the growing number of vehicles on Jamaica's roadways¹ enhances citizens' mobility and convenience, it further exacerbates the widespread problem of congestion in urban areas.
- 2.4 Without the requisite investment in good-quality public transportation, owning and operating a personal vehicle is seen as a status symbol. This is because the available public transportation is insufficient to meet the needs of the commuting public and is of poor quality, often characterized by lack of information for users, lack of connectivity between different modes of transportation and high degrees of congestion, which makes for long, unpleasant, and often unpredictable journeys. The sector is also characterized by a high degree of informality, which introduces safety concerns for users.
- 2.5 Achieving this objective will require a number of complementary and synchronized efforts, such as improving the availability and attractiveness of public transport choices, promoting more energy-efficient transport modes, powering the transport sector with cleaner fuels and technologies, reducing road traffic crash-related injuries and deaths, and improving enforcement of traffic laws among others.
- 2.6 **The urgent need for transport data.** Jamaica's National Development Plan – [Vision 2030](#) – recognizes that a well-organized and accessible transportation sector, capable of moving people and goods efficiently, safely, and affordably, while minimizing the impact on the environment and society, is indispensable to economic progress. For the 75% of households in Jamaica without a private car, equitable access to efficient, safe, affordable public transportation services determines their access to education and employment opportunities, as well as healthcare and other public services and thus, is critically important to their ability to contribute to and benefit from inclusive growth and sustainable development.²
- 2.7 However, several of Jamaica's foundational transport sector policies are out of date and, as a result, the transport sector continues to develop in the absence of a coherent, data-driven policy to guide investment decisions. The MTM is currently undertaking a long-overdue update of the [2007 National Transport Policy \(NTP\)](#), which is over a decade old, but lacks accurate, comprehensive data on travel demand and usage to inform and guide this critical policy. Further, the specific

¹ According to the Vision 2030 Transport Sector Plan, the number of vehicles certified fit to operate on the island's roadways was 420,265 during fiscal year 2007/2008 – an 11% increase over the previous fiscal year 2006/2007.

² [Vision 2030 - Transport Sector Plan](#) (Transport Task Force, 2009)

needs of women, children, the disabled and other vulnerable groups are not adequately considered.

- 2.8 **The efficiency gains of improving traffic enforcement.** In 2019, there were 435 road fatalities in Jamaica – the highest in 23 years – resulting in a fatality rate of 16.1 per 100,000 population, which is up by 30% since 2013. A critical component of enhancing safety of Jamaica’s transport sector hinges on increasing compliance with existing traffic regulations and the effectiveness of enforcement actions such as ticketing are reflected in the road safety statistics. The Vision 2030 Transport Sector Plan identified the absence of enabling legislation to permit the use of appropriate monitoring technology and lack of adequate support for road safety among the key factors hindering the development of the sector.³ In the absence of a coordinated, technology-enabled approach to traffic enforcement and an efficient way to monitor payment, motorists are able to amass vast numbers of unpaid paper-based tickets with virtual impunity, which has greatly compromised the effectiveness of traffic tickets as an enforcement measure. It is not uncommon for Public Passenger Vehicle (PPV) operators, such as taxi and mini-bus drivers, to have hundreds of unpaid tickets. In recent times, the Public Safety and Traffic Enforcement Branch (PSTEB) of the Ministry of National Security (MNS) have arrested individuals with over a thousand unpaid traffic tickets and several arrest warrants.⁴ While these are extreme cases, they do signal a systemic weakness in the current approach.
- 2.9 The GOJ is currently implementing a pilot for electronic ticket issuance (hand-held devices for traffic enforcement) and have installed 758 traffic cameras island wide. The Government believes that electronic enforcement will free up resources allow it to redirect traffic enforcement resources to more productive use such as traffic management, as well as eliminate inefficiencies caused by historical reliance on manual paper-based ticketing and data entry.
- 2.10 **The need for technology-enabled solutions.** The use of technology – such as red light and speed detection cameras – has the potential to improve the efficiency and effectiveness of traffic enforcement, while minimizing the burden on security forces and the justice system to tackle traffic enforcement, increasing revenue collection, increase transparency and accountability, and to generate databases of traffic offenders. The recent passage of the Road Traffic Act, 2018, which created the Island Traffic Authority⁵ (ITA) as the entity in charge of regulating and controlling traffic on the roads, established the framework for electronic enforcement and reflects Jamaica’s commitment to modernizing the transport sector. However, regulations to make the Act enforceable are still pending.

³ [Vision 2030 - Transport Sector Plan](#) (Transport Task Force, 2009).

⁴ [Bus Driver, Taxi Operator, Arrested for 1,100 Outstanding Traffic Tickets](#) (The Gleaner, 14 September 2019) and [Two taxi operators held with over 1,400 outstanding tickets](#) (Loop News, 20 November 2018).

⁵ Established by the Road Traffic Act, 2018, the ITA performs several key functions which are essential to the efficient and effective regulation of road traffic, including ensuring fitness, road-worthiness and compliance with safety standards for vehicles, testing and certifying the competence of drivers, and maintaining records of traffic offenses committed by drivers, road traffic crashes and the resulting injuries and/or deaths, among others. Source: MTM [website](#).

- 2.11 **COVID-19.** Jamaica confirmed its [first case](#) of COVID-19 March 10, 2020. Within days, and before Jamaica recorded even the [first coronavirus-related death](#), the GoJ issued the first [Disaster Risk Management A \(Enforcement Measures\) Order, 2020](#), introducing measures intended to encourage [social distancing](#) – the primary weapon in the fight against COVID-19 in the absence of a safe and effective vaccine, or drug to eliminate the virus once contracted – by placing restrictions on individual movement. While effective, these measures – encouraging work from home, avoiding non-essential trips, and placing [restrictions on carrying capacity and hours of operation](#) for public transport operators – have had a major impact on the land transportation sector.⁶ The COVID-19 pandemic has placed immense pressure on public sector resources and highlighted the urgency of advancing digitization of government services to ensure continued access. Further, since 75% of households depend on public transportation, accurate data on demand for and usage of these services will be essential to design and delivery of fit-for-purpose transportation services as the country and the sector recover from the COVID-19 health crisis.
- 2.12 **Institutional alignment.** This TC is aligned with the Second Update to the Institutional Strategy (AB-3190-2), as it aims to improve Jamaica’s ability to capitalize on the technical revolution to close its sustainable infrastructure gap and improve the efficiency, safety and transparency of the transport sector. The emphasis on developing the regulatory environment and providing coordination support for the electronic enforcement agenda speak directly to building institutional capacity and rule of law. By promoting technology and innovation, collaborating with the private sector to mobilize resources and build technical capacity within the country. By improving access to educational and employment opportunities, investments in transportation have important economic impacts, which improve social inclusion and equality. The data-enabled approach to demand analysis will allow policy and service delivery to better understand and meet the needs of women and low-income users of public transportation. In addition, the TC aligns with the Ordinary Capital Strategic Development Program for Infrastructure (INF) (GN-2819-1) by contributing with the objectives of: (i) enhancing performance, quality and sustainability of infrastructure; (ii) enhancing the design of infrastructure projects and; (iii) improving the design and monitoring of public policies. It also contributes to INF outcomes: (i) framework for infrastructure services management decision making enhanced, and; (ii) sector knowledge for innovation solutions widened and improved.

III. Description of activities and outputs

- 3.1 **Component 1: Travel Demand Study and Analysis.** This component will design, conduct, and analyze a nation-wide travel demand study to understand origin and destinations as well as public and private transport. The analysis will facilitate data-driven decisions and serve as an input to the NTP update. In addition, and beyond addressing the immediate data needs of the NTP update, this component will design and deliver a transport data interface through business analytics (interactive reports or dashboard) for ongoing use by the MTM. Access to accurate transport data on an ongoing basis will help to guide the strategic direction of the sector,

⁶ [Mobility in the time of Coronavirus: Implications for the Jamaican Transport Sector](#) (Alana Fook, IDB Transport Blog, May 1, 2020)

inform the operational decisions of the Jamaica Urban Transit Corporation (JUTC) – the public bus company operating in the Kingston Metropolitan Area (KMA) – as well as the infrastructure investment decisions of the Jamaican Government more broadly.

- 3.2 **Component 2: Building the Enabling Environment for Transport Sector Modernization.** This component will develop a robust regulatory framework and provide coordination support to implement electronic enforcement in Jamaica. More specifically, activities in this component will include: (i) reviewing draft regulations, coordinating the review process within the MTM and preparing drafting instructions for the necessary updates regulations to make electronic enforcement enforceable under the [Road Traffic Act, 2018](#); (ii) documenting and proposing improvements to the current information and financial flows associated with traffic ticket issuance, payments and adjudication to improve the efficacy of traffic tickets as an enforcement measure to influence road user behavior, such as preventing renewal of driver's licenses, fitness certification or motor vehicle registration with unpaid traffic tickets, making it easier for police to check if a driver has outstanding tickets; (iii) conducting a needs assessment to identify gaps in legal and regulatory framework, evaluate institutional readiness and technical capacity within the GoJ, and identify physical/technological infrastructure investments required to effectively implement electronic enforcement; (iv) led by the ITA proposing an institutional arrangement (MoUs) for the entities involved in implementing electronic enforcement; and (v) identifying opportunities to build on existing GoJ modernization initiatives, such as accessing data feed from existing and soon-to-be implemented cameras for the security strengthening efforts, integration of Traffic Ticket Management System (TTMS) with new Case and Record Management Systems within the MNS⁷.
- 3.3 **Component 3: Knowledge Dissemination.** This component will support development of specialized knowledge products – such as demo videos, blogs, and technical notes – and the production of a virtual event to document and disseminate the outputs and lessons learned during the execution of the TC within Jamaica and the Caribbean region.

IV. Budget

- 4.1 The total budget for this TC will be US\$200.000 financed by the Ordinary Capital Strategic Development Program for Infrastructure (INF), will be used to hire expert services. The administrative and technical supervision of the proposed technical assistance program will be under the responsibility of INE/TSP.

Indicative Budget (US\$)

Activity/Component	IDB Funding	Total Funding
Component 1: Travel demand study and analysis	115.000	115.000
Component 2: Building the Enabling Environment for Transport Sector Modernization.	60.000	60.000
Component 3: Knowledge Dissemination	25.000	25.000
Total	200.000	200.000

⁷ Funded by Security Strengthening Project (JA-L1074)

- 4.2 In compliance with the Operational Guidelines for Technical Cooperation Products-Revised version (GN-2629-1), this TC is classified as Client Support. The technical responsibility belongs to the Transport Division (INE/TSP). The Transport Division (INE/TSP) staff at the IDB Country Office in Jamaica (CCB/CJA) will be responsible for its execution; both the Senior Transport Specialist in Headquarters and the Senior Transport Specialist of the IDB based in Bahamas, will oversee the supervision of the project.

V. Executing agency and execution structure

- 5.1 At the request of the GoJ, the TC will be executed by the IDB through its Transport Division.
- 5.2 The IDB's execution will facilitate enhanced coordination among the various Ministries and Agencies within GoJ, while the close collaboration with MTM other relevant authorities throughout the preparation, design and successful execution of the program will help ensure coherence with overall objectives for development of the Transport sector. Furthermore, since this TC complements previous or ongoing IDB-funded programs – UTMS implementation funded by Energy Management and Efficiency Program (JA-L1056), the Road Improvement Program (JA-L1027), and the Security Strengthening Project (JA-L1074) – the execution by IDB will benefit from institutional memory and coordination on related, multi-sectorial challenges.
- 5.3 The activities to be executed under this operation will be included in the Procurement Plan and will be contracted in accordance with Bank policies as follows: (i) AM-650 for individual consultants; (ii) GN-2765-4 and guidelines OP-1155-4 for consulting firms for services of an intellectual nature and; (iii) GN-2303-28 for logistics and other related services.
- 5.4 **Institutional capacity.** The requesting entity does not have the necessary technical, operational or institutional capacity to duly and timely execute the activities provided in the respective project given the coordination needed with different ministries and entities (Ministry of: Transport and Mining; Finance and Public Service; National Security; Justice).
- 5.5 **Single Source Selection.** As described in the Procurement Plan (Annex IV), the Travel Demand Study and Analysis (Component I) will be procured through the Single Source Selection (SSS) modality. Component I involves the development of a national transportation model and the acquisition of underlying data. The modality is justified given that the tasks will require to utilize market intelligence to better understand transport choice as well as proprietary data and/or modeling techniques to deliver on-time and on-budget Government's needs. IDB's Transport Division has experience hiring consulting firms for origin and destination surveys through non-traditional methods (such as the use of call detail records) with other TC. Based on a preliminary survey of market conditions, two local companies have been identified who can jointly execute the tasks in Component I. The firms have relevant experience in GIS data and analytics solutions as well as market choice, and proven capacity to collect additional data.

VI. Project risks and issues

- 6.1 **Risk of low engagement from the beneficiaries.** The primary risk associated with TC rests in its dependence on coordination and collaboration within GoJ. Even though there is a well-established need to improve the transportation sector in Jamaica, there is a risk of low engagement from public officials and stakeholders,

principally due to limited execution capacity and conflicting timetables and priorities. A technical working group with government-appointed representatives from the relevant Ministries will be established to provide input in TC activities and maintain momentum within GoJ.

- 6.2 **Intra-governmental coordination of electronic enforcement agenda.** There are several government Ministries and entities involved, whether directly or indirectly, in the electronic enforcement agenda, and there is a risk that poor coordination within these entities may make accessing information difficult; the MTM leads the oversight of the Road Traffic Act and related regulations which provide legal basis, the MNS manages the TTMS and adjudicates cases which arise from unpaid traffic tickets, the Tax Authority of Jamaica (TAJ) collects traffic offense-related fines, and the ITA issues driver's licenses and manages the demerit system. Component two was specifically designed to address this challenge, by providing implementation support, and by limiting the specific output to draft regulations, which are under the purview of the MTM.
- 6.3 **COVID-19.** Since the onset of the COVID-19 pandemic, the GoJ has placed restrictions on visiting missions with varying severity, up to and including complete barring of in-person meetings. With this in mind, and given the unpredictability of the public health crisis, the Terms of References (TORs) have specifically asked Consulting Firms (CFs) to prepare to conduct all meetings, data gathering and other required activities virtually or with the support of persons already in Jamaica.

VII. Environmental and social classification

- 7.1 The ESG classification for this operation is "C". The Safeguard Policy Filter Report and Safeguard Screening Form in the links show the project as category "C" ([SPF](#) and [SFF](#)).

Required Annexes:

- I. [Request from the Client](#)
- II. [Results Matrix](#)
- III. [Terms of Reference](#)
- IV. [Procurement Plan](#)