

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

## **ECUADOR**

### **PLAN OF OPERATIONS**

#### **STRENGTHENING OF CENTRALITIES FOR TERRITORIAL PLANNING, SOCIOECONOMIC DEVELOPMENT, AND ACCESS TO SERVICES IN QUITO**

**(EC-T1109)**

This document was prepared by the project team consisting of: Fernando Cuenin (ICF/FMM), Project Team Leader; and members Mauricio Silva (ICF/FMM); Rosa Matilde Guerrero (CMF/CEC); Diego Buchara (LEG/SGO); and Cecilia Bernedo (ICF/FMM).

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## **BASIC SOCIOECONOMIC DATA**

For basic socioeconomic data, including public debt information, please refer to the following address:

<http://www.iadb.org/RES/index.cfm?fuseaction=externallinks.countrydata>

## **INFORMATION AVAILABLE IN THE ICF/FMM FILES**

Terms of reference for the consulting engagement

<http://idbdocs.iadb.org/WSDocs/getDocument.aspx?DOCNUM=1275629>

Letter of no objection from the

Italian Consulting Firms and Specialized Institutions Trust Fund

<http://idbdocs.iadb.org/WSDocs/getDocument.aspx?DOCNUM=1268033>

## **ABBREVIATIONS**

EMDUQ	Empresa Metropolitana de Desarrollo Urbano de Quito [Metropolitan Quito Urban Development Corporation]
MDMQ	Municipio of the Metropolitan District of Quito
PGDT	Plan General de Desarrollo Territorial [Territorial Development Master Plan]
SDT	Department of Territorial Development

# STRENGTHENING OF CENTRALITIES FOR TERRITORIAL PLANNING, SOCIOECONOMIC DEVELOPMENT, AND ACCESS TO SERVICES IN QUITO

(EC-T1109)

## EXECUTIVE SUMMARY

<b>Beneficiary:</b>	Municipio of the Metropolitan District of Quito (MDMQ).	
<b>Project team members:</b>	Fernando Cuenin (ICF/FMM), Project Team Leader; Mauricio Silva (ICF/FMM); Rosa Matilde Guerrero (CMF/CEC); Diego Buchara (LEG/SGO); and Cecilia Bernedo (IFC/FMM).	
<b>Executing agency:</b>	Inter-American Development Bank (IDB).	
<b>Financing:</b>	IDB: Italian Consulting Firms and Specialized Institutions Trust Fund (ITC)	US\$296,000
	Cofinancing:	US\$ 0
	Local contribution:	<u>US\$ 75,000</u>
	<b>Total:</b>	<b>US\$371,000</b>
<b>Objectives:</b>	The general objective of this consulting engagement is ensure that the Program to Strengthen Quito's Centralities (loan EC-L1041) is designed on a sound economic, technical, environmental, and social basis, through technical assistance to the Municipio of the Metropolitan District of Quito (MDMQ), and specifically its Department of Territorial Development (SDT) and Empresa Metropolitana de Desarrollo Urbano de Quito [Metropolitan Quito Urban Development Corporation] (EMDUQ).	
<b>Terms:</b>	Execution period:	10 months
	Disbursement period	12 months
<b>Special contractual clauses:</b>	None.	
<b>Exceptions to Bank policy:</b>	None.	

**Environmental  
and social  
review:**

This technical-cooperation operation has been classified as Category “C,” according to the safeguard classification tool. The Environmental and Social Impact Review Secretariat (ESR) reviewed the project by simplified procedure on 4 December 2007, approving it with no recommendations.

**Coordination  
with other  
official  
development  
finance  
institutions:**

No other agencies working in the areas addressed by this technical-cooperation operation have yet been identified.

## I. FRAME OF REFERENCE AND RATIONALE

### A. Problem to be addressed

- 1.1 Population and territorial growth in the city of Quito has accelerated in the past 30 years, with two highly distinctive and specific traits.
- 1.2 First, Quito has grown markedly along its longitudinal axis,<sup>1</sup> while the majority of transactions and services have remained concentrated in the historic center and north-central part of the city, where the middle/upper-income population tends to congregate. This kind of largely unplanned and unregulated growth has put strain on the city and its inhabitants. On the one hand, large socially and economically disadvantaged areas outside the city center have little access to services, businesses, work opportunities, recreational areas, cultural facilities, and other resources. This creates inequities by limiting a family's opportunities, depending on where it lives or its financial circumstances, while contributing to transportation patterns characterized by overlong and inefficient travel<sup>2</sup> that carry high economic and environmental costs. On top of all these problems, the absence of tools to manage and control land tenure has put protected areas at risk of squatting,<sup>3</sup> leading to environmental harm.
- 1.3 Second, the macroprojects in the municipio's strategic plans—such as new transport terminals, extension of the urban rapid transit system, renewal of the local market system of doing business, and the integrated improvement program for low-income neighborhoods—have created and will create centralities<sup>4</sup> with distinct features and specific needs, geared toward different purposes.
- 1.4 Strengthening these centralities presents an opportunity to meet two key objectives. First, it will help remedy the inequities and inefficiencies that beleaguer segments of the population largely cut off from the rest of the city. For this to occur, the centralities must provide the facilities and services sought by users, be well connected to each other and the rest of the city, and better create, use, and manage common spaces. Second, the tools developed will make it possible to better plan and manage growth of the city and metropolitan district as a whole, regulate land

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<sup>1</sup> The city is 42 kilometers long, but just 4 kilometers wide.

<sup>2</sup> On average, it takes people in the most consolidated low-income neighborhoods at the northern and southern ends of the city 53 minutes to reach a recreational area or the nearest marketplace, and up to 2 hours to reach a sector centrality with public services, recreational offerings, educational institutions, and a job market.

<sup>3</sup> Each year, more than 60 of the approximately 190,000 hectares of protected areas on the city's outskirts are occupied illegally.

<sup>4</sup> A "centrality" is a part of the city that naturally, or by plan, has a high concentration of business and/or administrative services. They are typically in strategic locations (e.g. traffic arteries) and draw substantial flows of goods and people.



use and tenure, capitalize on public projects, decentralize citizen services (public and private), improve the environment, set the stage for attracting private investment (e.g. real estate development), and generally make the city more efficient and competitive.

## **B. The municipio's sector strategy**

- 1.5 Consolidation and strengthening of the new centralities is part of the city's Territorial Development Master Plan (known by its Spanish-language acronym, PGDT) and "Plan Equinoccio 21–Quito Hacia el 2025" [Plan Equinox 21: Quito Thru 2025], which describes that process as "urban renewal, basic infrastructure, and deconcentration of production-oriented activities and business and administrative services through public-private promotion and partnership." In a letter of 7 August 2007, Quito Mayor Paco Moncayo Gallegos requested Bank support for the centrality-strengthening efforts of the municipio and Empresa Metropolitana de Desarrollo Urbano de Quito [Metropolitan Quito Urban Development Corporation] (EMDUQ). This technical-cooperation operation responds to the mayor's request by supporting design of the Program to Strengthen Quito's Centralities (loan EC-L1041).
- 1.6 Consistent with the Ecuadorian government's National Economic Inclusion Program 2007-2010, addressing the needs of most vulnerable parts of the city is a priority for the mayor's office, which sees an opportunity in the Program to Strengthen Quito's Centralities. The technical-cooperation operation will emphasize these priorities. The centralities selected for strengthening will be those with areas of influence benefiting Quito's low-income neighborhoods.<sup>5</sup> The goods and services created or strengthened in the centralities will be those most consumed by low-income families (e.g. municipal health care facilities).

## **C. The Bank's country strategy**

- 1.7 The Bank's most recent country strategy with Ecuador covers the period 2004-2006.<sup>6</sup> With no current strategy in place, the Bank is working from specific programmatic agreements, while pursuing formal dialogue with the new authorities to develop a new strategy for 2008-2011, using the country's National Development Plan as a framework. The new country strategy is expected to be completed and approved in the first half of 2008. However, the programming agreement reached with the Ecuadorian authorities during the October 2007 mission covers operation EC-L1041, which is supported by this technical cooperation project.

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<sup>5</sup> There are currently 140 low-income neighborhoods with more than 52,000 families and some 210,000 people. About 80% of these have unmet basic needs: primary education services reach just 48%, illiteracy is 9%, and nearly 10% of the mother and child population lack access to health care.

<sup>6</sup> Document GN-2338-1, 9 November 2004.

- 1.8 The Bank's country strategy 2004-2006 sets the following key objectives: (i) help lay the foundations for energizing the productive structure; (ii) promote social development and protection of the most vulnerable groups; and (iii) improve the efficiency of public administration. This technical-cooperation operation will support all these objectives, as part of the new country strategy, laying the technical foundation for an investment program that will directly: (i) support socioeconomic development of the city's strategic centralities; (ii) improve access to goods and services for the most vulnerable segments of the population; and (iii) develop tools for more efficient public land management, leveraging of improvements, and environmental protection.

#### **D. Value-added**

- 1.9 The development of new urban centralities is innovative in Ecuador; even the Bank has limited experience with this kind of operation. There are many such projects in Europe, however, some of them in Italy. This technical-cooperation operation is therefore expected to provide technical support and transfer the vast store of knowledge in Europe and other parts of the world about the development of centralities, yielding considerable value added for Ecuador, the Bank, and other countries of Latin America, which are increasingly interested in these issues. It will also strengthen and lend continuity to the process of urban planning and renewal that began with the revitalization of Quito's historic center and improvements to the poorest quarters of the city, both supported by the Bank under programs EC-0169, EC-L1006, and EC-L1017.

## **II. THE PROGRAM**

#### **A. Objectives and description**

- 2.1 The **general objective** of this consulting engagement is to ensure that the Program to Strengthen Quito's Centralities (loan EC-L1041) is designed on a sound economic, technical, environmental, and social basis. Its **specific objective/purpose** is to provide technical assistance to the Municipio of the Metropolitan District of Quito (MDMQ), and specifically its Department of Territorial Development (SDT) and Empresa Metropolitana de Desarrollo Urbano de Quito [Metropolitan Quito Urban Development Corporation] (EMDUQ), in developing strategic plans and conducting other relevant studies to produce the following **outputs**: (i) a study and description of the distinct types of centralities, and general strategies for strengthening them; (ii) project design, at the prefeasibility level, to develop two pilot centralities; (iii) proposed tools and institutional arrangements to plan, finance, and execute the centralities program; and (iv) guidelines for the design of municipal policies and strategies to develop the new centralities. The plans and studies completed and compiled into a final paper under the consulting engagement will lay the groundwork for preparation of the

Program to Strengthen Quito's Centralities (loan EC-L1041). The paper will include an environmental, institutional, financial, and economic assessment of the proposed operation.

- 2.2 The consulting engagement will include the following **activities**, although others may be added as necessary to meet its objective: (i) select the local team and prepare a work plan; (ii) compile and analyze the relevant documentation for the centralities study, summarizing its main conclusions; (iii) identify and analyze the urban and socioeconomic features of the new centralities (patterns); (iv) propose guidance for deepening the Territorial Development Master Plan (PGDT) as it relates to centrality management and development; (v) propose criteria for prioritizing and selecting pilot centralities to be developed and strengthened; (vi) prepare one large, and one medium-sized project for the pilot centralities with direct and indirect influence mainly on low-income segments of the population; (vii) based on the above activities, propose a general outline for policies, institutional arrangements, and municipal strategies to develop the new centralities; (viii) based on the outcome of the above activities, support the Bank team in project preparation for the Program to Strengthen Quito's Centralities (loan EC-L1041); and (ix) using the draft final report, conduct a workshop with the municipal government and other key stakeholders to present the proposed program and projects in detail.
- 2.3 To accomplish these objectives, this technical-cooperation operation will commission a consulting firm to assemble a **team** of local and international consultants. The time commitment will be 47 weeks for an international expert, and 72 weeks for a local expert, in these subject areas: urban planning, traffic and mobility, local economic development, real estate development and public-private partnerships, tax laws and incentives, urban economics, environment, social sector, design engineering, institutions, finance, strategic planning and coordination, and planning and execution of programs with multilateral agencies (see electronic link to terms of reference, page iii).

### III. COST AND FINANCING

#### A. Financing

- 3.1 The estimated total cost of the operation is US\$371,000. Of that amount, US\$296,000 will be contributed by the Italian Consulting Firms and Specialized Institutions Trust Fund (ITC), and US\$75,000 by the local counterpart. The local counterpart contribution will take the form of equipment, information, and technical staff provided by the Municipio of the Metropolitan District of Quito (MDMQ) and Empresa Metropolitana de Desarrollo Urbano de Quito [Metropolitan Quito Urban Development Corporation] (EMDUQ). No additional operating costs are anticipated, once the technical-cooperation operation has ended.

## B. Cost table

3.2 The costs of the operation are distributed as shown in the following table. Annex I provides a detailed account of how these costs were calculated.

**Table III.1. Cost summary (US\$)**

Description of costs	Italian Fund (ITC)	Local counterpart	Total
<b>1. International experts</b>	<b>219,062</b>		<b>219,062</b>
1.1. Fees (9 experts, 210 days x US\$690/day)	144,900		144,900
1.2. Per diem (9 experts, 147 days x US\$246/day)	36,162		36,162
1.3. Travel (8 experts, 2 roundtrips each; and 1 coordinator, 3 roundtrips)	38,000		38,000
<b>2. Local experts</b>	<b>72,000</b>		<b>72,000</b>
2.1. Fees (11 experts, 360 consultant-days x US\$200/day)	72,000		72,000
<b>3. Dissemination seminar</b>	<b>4,938</b>		<b>4,938</b>
<b>Total financed by the Italian Fund (ITC)</b>	<b>296,000</b>		<b>296,000</b>
4. Municipio equipment, information, and technical staff (SDT and EMDUQ)		75,000	75,000
<b>Total local counterpart</b>		<b>75,000</b>	<b>75,000</b>
<b>Total Cost</b>			<b>371,000</b>

## IV. PROGRAM EXECUTION

### A. Executing agency

4.1 The Bank will be responsible for execution of this technical-cooperation operation, as agreed with the local counterpart. This choice was based on the Bank's appeal to a larger number consulting firms, and its greater flexibility in contracting and disbursement.

### B. Execution and management

4.2 MDMQ will form a technical team within EMDUQ to assist the Bank team in monitoring the progress and outputs of the consulting engagement. EMDUQ has demonstrated its capacity to provide technical support for this operation, performing very well as executing agency on other Bank programs. In addition, an international expert from the commissioned firm will act as general coordinator of the group of consultants assembled by the firm.

### **C. Project readiness**

- 4.3 The solicitation was issued in January of this year for selection of a consulting firm to be contracted in mid-March, once this technical-cooperation operation has been approved by the Bank's Board of Executive Directors. The solicitation stated that, although the relevant authorities had approved the operation, it was still in process at the Bank, and the firm would be contracted subject to approval of the operation by the Bank's Board of Executive Directors.
- 4.4 During his or her first visit to Quito, the coordinator of the firm will select the group of local consultants, with input from EMDUQ, and conduct the necessary interviews and enquiries, including a workshop with key local stakeholders, to understand the issues and prepare the work plan for the consulting engagement. Three missions to Quito by the Bank team are planned. EMDUQ has appointed a coordinator for the technical team, to provide support for this technical-cooperation operation.

### **D. Execution period and disbursement timetable**

- 4.5 The execution period for the consulting engagement will be 10 months, running from March to December 2008. The disbursement period will be 12 months, running from March 2008 to February 2009.

### **E. Procurement**

- 4.6 The Bank will procure consulting services in accordance with its policies for the selection and contracting of consultants financed by the Inter-American Development Bank, as described in document GN-2350-7 of July 2006. The Procurement Plan is attached as Annex II.

## **V. MONITORING AND EVALUATION**

### **A. Monitoring**

- 5.1 The operation will be monitored through progress reports on the consulting engagement. The main **outputs/progress reports** will be as follows: (i) a first report, three weeks after contract signature,<sup>7</sup> with the list of local consultants and work plan agreed upon with the local counterpart; (ii) a second report (midterm), four months after contract signature, with proposed updates to the municipio's special plans related to the new centralities, including guidance for adjusting their role, features, and connections, as well as other functions they must serve; the report will also propose the two pilot centralities with a general description of the

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<sup>7</sup> This reference and others in this section are to the contract between the Bank and the Italian consulting firm.

activities and investments to be made for their development and/or strengthening; (iii) a third report (draft final), six months after contract signature, with the proposal to be submitted to the Bank for specific projects, at the prefeasibility level; and (iv) a final report, eight months after contract signature, incorporating comments from the Bank and local counterpart, and including the specific projects, institutional strengthening activities, and economic and environmental assessment of the proposed program to be submitted to the Bank.

- 5.2 The MDMQ technical team will be actively involved in tracking progress, so that the outcomes meet the municipal government's needs. The mayor's office must approve the final version of each report, prior to delivery to the Bank.

## **B. Supervision**

- 5.3 The Bank's Fiscal and Municipal Management Division (ICF/FMM) will be responsible for management of the consulting engagement, including identification, selection, and contracting of the firm, under the coordination and supervision of Fernando Cuenin (email fernandocu@iadb.org; Tel. +1 (202) 623-3525; Fax +1 (202) 623-1308).

# **VI. BENEFITS AND RISKS**

## **A. Benefits and beneficiaries**

- 6.1 The outputs of this technical-cooperation operation will help to ensure that the Program to Strengthen Quito's Centralities (loan EC-L1041) is designed on a sound economic, technical, environmental, and social basis. The program proposal will be presented to key stakeholders and discussed with them as a technical, social, and political "filter" to enhance the proposed project's design and viability.
- 6.2 The MDMQ (especially the SDT and EMDUQ) will be the direct beneficiary of the consulting services provided under this technical-cooperation operation. Its outputs will essentially enable the MDMQ to lay the groundwork for policy-making on the development, financing, and management of urban centralities. It will also make the mayor's office aware of a number of land management tools, including leveraging of improvements and land control practices that safeguard the environment.

## **B. Risks**

- 6.3 The benefits of this technical-cooperation operation can be maximized through approval of the Program to Strengthen Quito's Centralities (loan EC-L1041). Although this operation will generate valuable know-how for the mayor's office, the greatest benefit to the community will come from execution of program EC-L1041. Therefore, activities to inform and enlist the community have been included, so as to secure key stakeholder support for the proposed program.

Specifically, the operation's main outputs, especially a general overview of program EC-L1041, will be presented to the candidates for mayor prior to the October 2008 municipal elections.

## **VII. ENVIRONMENTAL AND SOCIAL IMPACT REVIEW**

### **A. ESR review date**

- 7.1 The Environmental and Social Impact Review Secretariat (ESR) reviewed and approved the project on 4 December 2007, calling for no additional action. This technical-cooperation operation has been classified as Category "C," according to the safeguard classification tool.

### **B. Measures to prevent adverse environmental and social impacts**

- 7.2 This technical-cooperation operation will have no adverse environmental or social impact. Indeed, it should pave the way for a positive impact.
- 7.3 The technical assistance is expected to lay the technical foundation for a program design for operation EC-L1041 that promotes good environmental and social practices. Among other relevant measures, the terms of reference include environmental assessment of the project proposal, identification of specific activities to increase community participation, development of environmental management and safeguard models with private-sector participation, and healthy mobility options (walking and/or bicycles).

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**CERTIFICATION**

I certify that this technical-cooperation operation was approved for financing by the Italian Consulting Firms and Specialized Institutions Trust Fund (ITC) on 20 December 2007, in accordance with the letter of the same date signed by Mr. Filippo Scammacca, Chief of the Development Cooperation Office at Italy's Ministry of Foreign Relations. I further certify that up to US\$296,000 in resources are available from the ITC to finance the activities described and budgeted in this document. The resources represented by this certification are reserved for a period of 11 calendar months, running from the signature date of this certification. If the Inter-American Development Bank does not approve the project within that time, the reserved resources will be considered uncommitted, and a new certification must be signed to renew the reserve. The commitment and disbursement of these resources shall be made by the Bank only in United States dollars. The same currency shall be used to stipulate the remuneration and payments to consultants, except that local consultants working in their own borrowing member country shall have their remuneration defined and paid in the currency of that country. No ITC resources shall be made available to cover amounts greater than the amount certified hereinabove for the implementation of this plan of operations. Amounts greater than the certified amount may arise from commitments on contracts denominated in a currency other than the Fund currency, resulting in currency exchange rate differences, for which the ITC is not at risk.

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Marguerite S. Berger  
Chief  
Grants and Cofinancing Management Unit  
VPC/GCM

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Date



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**ITEMIZED COST TABLE**

		Item	Total weeks	Total days	Unit price (US\$)	Total (US\$)
<b>1</b>		<b>Consulting services (1.1+ 1.2)</b>				<b>216,900</b>
<i>1</i>	<i>1</i>	<i>International experts</i>	<b>42</b>	<b>210</b>	<b>690</b>	<b>144,900</b>
1	1	1 Urban planner(s) (2)	10	50	690	34,500
1	1	2 Traffic and mobility	5	25	690	17,250
1	1	3 Real estate development	4	20	690	13,800
1	1	4 Tax laws and incentives	4	20	690	13,800
1	1	5 Local economic development	5	25	690	17,250
1	1	6 Economics	5	25	690	17,250
1	1	7 Social sector	4	20	690	13,800
1	1	8 Delivery of citizen services	5	25	690	17,250
<i>1</i>	<i>2</i>	<i>Local experts</i>	<b>72</b>	<b>360</b>	<b>200</b>	<b>72,000</b>
1	2	1 Urban planner	7	35	200	7,000
1	2	2 Project engineers	8	40	200	8,000
1	2	3 Institutional	4	20	200	4,000
1	2	4 Social sector	5	25	200	5,000
1	2	5 Mobility	4	20	200	4,000
1	2	6 Tax laws and incentives	4	20	200	4,000
1	2	7 Economics	12	60	200	12,000
1	2	8 Finance	5	25	200	5,000
1	2	9 Environmental	7	35	200	7,000
1	2	10 Strategic planning and coordination	12	60	200	12,000
1	2	11 Planning and execution of the operation	4	20	200	4,000
<b>2</b>		<b>Travel (Spain-Quito-Spain) (2.1+ 2.2)</b>				<b>38,000</b>
<i>2</i>	<i>1</i>	<i>Coordinator (1)</i>			<b>2,000</b>	<b>6,000</b>
<i>2</i>	<i>2</i>	<i>Other specialists (8 consultants, 2 roundtrips each)</i>			<b>2,000</b>	<b>32,000</b>
<b>3</b>		<b>Per diem (70% of total days in Quito)</b>		<b>147</b>	<b>246</b>	<b>36,162</b>
<b>4</b>		<b>Dissemination seminar</b>				<b>4,938</b>
<b>5</b>		<b>Total financed with ITC resources (1+2+3+4)</b>				<b>296,000</b>
<b>6</b>		<b>Total local counterpart contribution</b>				<b>75,000</b>
<i>6</i>	<i>1</i>	<i>Equipment, information and technical staff provided by the Municipio (SDT and EMDUQ)</i>				75,000
		<b>TOTAL COST OF OPERATION (5+6)</b>				<b>371,000</b>

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**PROCUREMENT PLAN**

Procurement for this technical-cooperation operation will be conducted in accordance with the Policies for the Procurement of Works and Goods Financed by the Inter-American Development Bank (document GN-2349-7), the Policies for the Selection and Contracting of Consultants Financed by the Inter-American Development Bank (document GN-2350-7), the Plan of Operations, and this Procurement Plan.

Category and description of the procurement contract	Estimated cost (US\$000)	Procurement method <sup>1</sup>	Prequalification	Review (prior or post)	Source of financing and percentage		Estimated dates		Status (pending, in process, awarded, canceled)
					IDB %	Local/other %	Start of contract	Completion of contract	
<b>Consulting services</b> <b>Firm:</b> (i) Analysis of existing documentation, strategic plans, regulations, and urban standards; (ii) diagnostic assessment of the principal urban and socioeconomic features of the centralities; (iii) development of plans for two pilot centralities, preparation of urban designs, and identification of a package of key interventions at the prefeasibility level; (iv) technical assistance to the municipio and EMDUQ on deepening the Territorial Development Master Plan (PGDT) as it relates to centralities; (v) proposed tools and institutional arrangements to plan, finance, and execute the centralities programs, specifically for the two pilot projects; and other relevant studies as inputs for the EC-L1041 proposal for operation development.	296.0	QCBS	No	N/A	100	0	March 2008	December 2008	Pending

<sup>1</sup> **Consulting firms:** QCBS: Quality- and cost-based selection.