AUDITOR GENERAL'S DEPARTMENT PERFORMANCE AUDIT REPORT

TOURISM PRODUCT DEVELOPMENT COMPANY **(TPDCo)** GOVERNANCE & PROJECT MANAGEMENT



The Auditor General is appointed by the Governor General and is required by the Constitution, Financial Administration and Audit Act, other sundry acts, and letters of engagement, to conduct audits at least once per year of the accounts, financial transactions, operations and financial statements of central government ministries and departments, local government agencies, statutory bodies and government companies. The Department is headed by the Auditor General, Pamela Monroe Ellis, who submits her reports to the Speaker of the House of Representatives in accordance with Section 122 of the Constitution of Jamaica and Section 29 of the Financial Administration and Audit Act. This report was prepared by the Auditor General's Department of Jamaica for presentation to the House of Representatives.



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Performance Audit Project Management and Governance Arrangements -TPDCO Document No.: February 2022

Page 2 of 44

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Table of Contents

What We Found	9
RECOMMENDATIONS	
PART 1: INTRODUCTION	
Organization and Staffing	
Audit Rationale, Objective, Scope and Methodology	15
PART 2 PROJECTS: PROGRAMMES, PROCUREMENT AND CONTRACTS	17
Roles and Responsibilities	17
ABSENCE OF FEASIBILITY STUDY TO SUPPORT IMPLEMENTATION OF PROJECTS	
TPDCO'S PROJECT MANAGEMENT WAS DEFICIENT	
PROCUREMENT AND CONTRACTS MANAGEMENT	21
MONITORING AND EVALUATION OF PROJECTS	22
PART 3 CORPORATE MANAGEMENT PRACTICES	23
Oversight and Strategic Direction	24
BOARD PERFORMANCE AND EVALUATION	24
Strategic Monitoring, and Reporting	25
REPORTING ON ITS PERFORMANCE	25
HUMAN RESOURCE MANAGEMENT AND PRACTICES	26
APPENDICES	28
Appendix 1: Audit Questions	-
Appendix 2: Audit Criteria and Source	29
APPENDIX 3: CONTRACTS EXECUTED UNDER 11 PROJECTS WITHOUT RISK ASSESSMENTS AND CRITERIA	
APPENDIX 4: CONTRACTS EXECUTED UNDER TIP WITHOUT EVIDENCE OF RISK ASSESSMENTS AND CRITERIA	
Appendix 5: Contracts with no Start Date	
APPENDIX 6: CONTRACTS WITH NO COMPLETION DATE	
Appendix 7: Contracts with no Agreement Date	
APPENDIX 8: EMPLOYMENT POSITIONS ENGAGED WITHOUT EVIDENCE OF COMPETITIVE PROCESS	40
APPENDIX 9: POSTS ENGAGED WITHOUT REQUIRED QUALIFICATION	41
ACRONYMS AND ABBREVIATIONS	43



Building Blocks of Value for Money



ECONOMY is keeping the resources costs low. The resources used should be available in due time, in appropriate quality and quantity and at the best price.

nd quantity and a the best price.



EFFICIENCY is getting

relationship between

resources employed,

conditions given and

results achieved in

terms of quality, quantity and timing of outputs and outcomes.



EFFECTIVENESS is

meeting the objectives set. It is concerned with attaining the specific aims or objectives and/or achieving the intended results.

results achieved in terms of quality, quantity and timing of outputs and outcomes.





Audit at a Glance

Project Management and Governance Arrangements at TPDCo



Tourism is the third highest generator of foreign exchange for the Jamaican economy.

In 2018, the direct contribution of tourism to Jamaica's GDP stood at 9.2 per cent.
 TPDCo is mandated to facilitate the maintenance, development, and enhancement of the tourism product.

Main Findings

- We saw no evidence that TPDCo conducted feasibility studies or risk assessments for 11 projects value at \$478 million, prior to Board approval.
- TPDCo engaged eight employees for substantive positions., including five executive level staff, with annual emoluments totalling \$31.3 million, who did not possess the required minimum education qualification.
- The Ministry of Tourism did not conduct an annual assessment of TPDCo's Board and committees, contrary to the Cabinet approved Corporate Governance Framework for Public Bodies, 2012.





Conclusion & Recommendation

TPDCo had in place the necessary governance structure, but there was need for improvement in some areas including its HR practices and performance reporting. Additionally, TPDCo's project management practices were not always effective in enabling the achievement of full value for money spent. TPDCO should strengthen its project management and fully implement the approved SOP which requires the conduct of feasibility studies prior to board approval and project implementation.

iii. TPDCO must immediately take steps to improve its HRA practices to ensure compliance with its HRA policy and best practice.



Performance Audit Governance Arrangements in TPDCO's Project Management Activities February 2022



This report contains our findings on Project Management and Governance Arrangements at the Tourism Product Development Company (TPDCo).





Auditor General's Overview

National Outcome 12 of Vision 2030 Jamaica National Development Plan (NDP) identifies Tourism as one of Jamaica's leading industries, being a major contributor to GDP and employment, as well as the largest foreign exchange earner. National Outcome 12 also acknowledges the need to improve the standards and level of customer service in the tourism industry. Accordingly, the Tourism Product Development Company (TPDCo), an agency of the Ministry of Tourism and Entertainment, was mandated to facilitate the maintenance, development, and enhancement of the tourism product.

Against the background of Vision 2030 objectives and the importance of the tourism sector to the economy, amplified by the adverse impact of the COVID-19 on visitor arrivals, we conducted a performance audit to determine the extent to which TPDCo was efficiently and effectively managing its project-related activities in accordance with its mandate. We sought to assess the adequacy of TPDCo's systems of internal control and contract management for the tourism projects under its purview over the review period. We found that TPDCo had in place the necessary governance structure, despite the need for improvement in some areas including its human resource practices and performance reporting. Further, consistent with its mandate, TPDCo sought to increase the range of product offerings in the tourism sector and in March 2019, implemented guidelines and the Standard Operating Procedure (SOP) for the management of projects. Further, TPDCO's stated commitment to the conduct of feasibility studies and cost benefit analyses prior to the approving of projects, should auger well for the implementation of affordable and high impact projects for the tourism sector. Nonetheless, we noted opportunities for improvement as TPDCo's records management was deficient and we identified weaknesses with project management processes in the absence of feasibility studies.

I wish to express my sincere thanks to the management and staff of TPDCo for the cooperation and assistance given to my staff, during the audit. Thanks to all stakeholders who provided valuable insight on the impact of TPDCo's core functions.

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Pamela Monroe Ellis, FCCA, FCA Auditor General



This report contains our findings on Project Management and Governance Arrangements at the Tourism Product Development Company (TPDCo).

Page 8 of 44







What We Found

Project Management

We expected TPDCo to develop criteria for project selection and prioritization and to conduct a financial review or cash flow analysis to inform its investment decisions regarding project selection and implementation. We saw no evidence that TPDCo reviewed the feasibility/viability of the projects selected, prior to implementation. TPDCO's management developed and implemented guidelines and the standard operating procedure (SOP) for the management of projects in March 2019, demonstrating its commitment to high standards in the Tourism Sector. However, despite the entity's best efforts, TPDCo did not faithfully adhere to the guidelines and SOP.

Key findings are summarized below.

1 Consistent with its mandate to build consensus and strategic alliances with industry stakeholders, TPDCo, adopted a consultative approach in engaging stakeholders in the identification of tourism related projects. TPDCO also considered projects based on review of the established Master Plan for Sustainable Tourism Development (2002) as well as the Comprehensive Resort Upgrading Programme (CRUP). The approved Master Plan outlined location strategies and resort development for various sites by parishes, marketing strategy and other aspects of the tourism industry. At the same time, we expected TPDCO to prioritize projects based on objective criteria, that would maximise the returns from the expenditure incurred on projects. From a sample of 11 projects selected for review, with a contractual value of \$478 million, we saw no evidence that TPDCO assessed the feasibility of the projects or conducted risk assessments prior to Board approval. Best practice dictates that these procedures would inform the decision-making process.

TPDCo's records indicated that the Projects Unit prepared Board submissions, but these did not include feasibility assessments or identified the risks related to the projects. In March 2019, TPDCO developed a Standard Operating Procedure (SOP), which required that upon receiving an approved Project Application Form, the entity should "develop Project Concept and carry out feasibility studies - develop Initial Budget and financial viability studies prior to detailed designs, when deciding on a project". However, we saw no evidence of conformity with the SOP, after implementation in March 2019. In October 2021, TPDCo responded that "conducting feasibility studies, risk assessment and cost benefit analysis are to be enforced. Instructions have been sent to all Projects Department Staff for these steps to be taken on all projects."

Page 9 of 44



2 TPDCo manages the Tourism Improvement Programme (TIP)¹, which spans the 63 constituencies and involves several municipal corporations and licensed agencies. Under TIP, each constituency was allocated \$3 million annually to undertake projects, which was subsequently increased to \$4 million during the financial year 2019-20. TPDCo's records showed that 315 contracts valued at \$1.078 billion were executed over the period 2014-15 to 2019-20. The TIP was expected to address the insufficient spread of the benefits of tourism to communities within and outside the main tourist areas, assist in improving access to some of the areas where attractions are located and assist in the diversification of Jamaica's tourism product. Hence, we expected TPDCo to select and prioritize projects based on established criteria that align with the company's main objective of enhancing the tourism product and offering the best value for money spent. Despite our request, TPDCo did not provide evidence of the criteria used to select the projects. We reviewed 60 of the 315 contracts and noted that in some cases there was no apparent linkage between the project and the value to the tourism sector. Examples of 12 such projects are highlighted in Table 1 below. Further, we were unable to determine whether the 60 selected contracts were completed on time due to the absence of completion dates and actual completion certificates.

Year of Project	Contract Sum	Constituency	Type of Work
2015/16	\$3,001,236.51	CLARENDON NORTHCENTRAL	Construction of netball court and football field at Summerfield Community Centre
2016/17	\$3,015,000.00	ST. ANDREW WESTERN	Rehabilitate the Duhaney Park recreational park
2016/17	\$3,001,950.00	ST. ANDREW NORTHWESTERN	Rehabilitation of Pembroke Close Road.
2016/17	\$3,497,445.00	ST. ANDREW NORTHCENTRAL	Repair sidewalks and rails on Christopher Road, Beverley Close, Dan Mare Close.
2016/17	\$4,506,881.50	ST. CATHERINE SOUTHCENTRAL	Road Rehabilitation, construction of sidewalks and repairs to U-drain in the Homestead Division in St. Catherine.
2016/17	\$4,019,917.11	ST. CATHERINE SOUTHEASTERN	Rehab of Waterford Community Park
2016/17	\$3,000,000.00	ST. CATHERINE CENTRAL	Upgrading works in Spanish Town: Peace Park, Eltham Gordon Pen and Ensom beautification, Ellerslie painting of murals and Nicholson Gardens fence painting.
2017/18	\$7,050,000.00	ST. ANDREW EAST CENTRAL	Repair fencing to football field at Dunrobin Sports Complex and installation of an irrigation system (to include pump and tank).
2017/18	\$2,998,500.00	ST. CATHERINE EAST CENTRAL	Urban Renewal in Gregory Park (Zinc fence removal)
2017/18	\$3,020,458.24	TRELAWNY SOUTHERN	Football field Rehabilitation and fence erection in Litchfield.
2018/19	\$4,070,000.00	ST. ANDREW NORTHWESTERN	Maverley Community Centre & Clean and Bush Perkins Boulevard.
2018/19	\$2,000,000.00	ST. JAMES EAST CENTRAL	Construction of Community Centre – Content.

Table 1: Projects Executed Under TIP

Source: AuGD's compilation of information from TPDCo's project documents



¹ In December 2014, TPDCO's Board of Directors approved the TIP which was originally managed by the Jamaica Emergency Employment Programme (JEEP) and is in its fourth phase.

3 TPDCo was up to date in its preparation of Strategic Business Plans for the five-year period under review. The plans identified strategies, performance indicators and targets for major projects and programmes. TPDCO's priority programmes included Tourism Entity Management Systems (TEMS) community tourism programs, resort upgrading and attraction and craft development. However, it was not evident that any impact assessment was undertaken to justify project expenditures. Our review of TPDCo's and the portfolio Ministry of Tourism Strategic Business Plans showed no evidence of performance results for project implementation. As a result, we were unable to ascertain how the Board and the portfolio Ministry assessed the contribution of TPDCo's projects to the overall tourism product enhancement and whether full value was obtained for the funds spent.

Governance Arrangements

- 4 TPDCo did not faithfully adhere to its own recruitment policy when it engaged staff without the minimum qualifications. Whereas TPDCo was compliant with its HRMD policy when it engaged 13 officers utilizing a competitive process involving advertisements and the conduct of formal interviews; however, we found that TPDCo employed and/or promoted eight employees, including five executive level staff, who did not possess the minimum education qualification for the substantive positions to which they were recruited and confirmed. TPDCo's records did not cite justification for the deviations from its recruitment policy, and hence, we could not confirm how TPDCo assured itself that the most suitable candidates were selected for the respective positions.
- 5 TPDCo has not submitted financial reports for the period spanning financial years 2018/19 to 2020/21. We noted that since May 2016, TPDCo has been submitting Board packages to the Ministry of Tourism, which includes board minutes. However, whereas TPDCo submitted annual reports and audited financial statements to the Ministry of Tourism for the period 2014-15 to 2017-18, TPDCo is yet to submit the reports and financial statements for 2018-19 to 2020-21 (Table 2). TPDCo indicated that outstanding annual reports and financial statements would be completed by July 2022, to include the 2021-22 annual report. Further, the Ministry of Tourism did not conduct an annual assessment of TPDCo's Board, along with its committees, contrary to the Cabinet approved Corporate Governance Framework for Public Bodies, 2012².

²Each Board of a Public Body should be subject to a formal and rigorous annual appraisal of its performance and that of its committees and individual Directors.



Report	Reports	Reports Obtained and Reviewed						
Туре	Required per year	2019/20	2018/19	2017/18	2016/17	2015/16	2014/15	2013/14
Annual Report	1	Drafted and awaiting Financials	Drafted and awaiting Financials	1	1	1	1	1
Financial Statements	1	Commenced	Awaiting Board Approval	1	1	1	1	1
		2020	2019	2018	2017	2016	2015	2014
Quarterly Reports	4	4	4	4	4	4	4	2

Table 2: TPDCO Reports Obtained/Not Obtained for the period 2013-14 to 2019-20

Source: AuGD compilation of information taken from TPDCo's Financial Reports

Recommendations

- i. TPDCo should also strengthen its project management processes and fully implement the Standard Operating Procedure (SOP) approved in March 2019, which requires the conduct of feasibility studies prior to board approval and project implementation.
- **ii.** TPDCo must immediately take steps to improve its HRA practices to ensure compliance with its HRA policy and best practice.



Part 1: Introduction

Background and Overview

1.1 The Tourism Product Development Company (TPDCo) was incorporated as a private company in 1975 and has been in operation since 1996 with a mandate to develop and improve the tourism product. National Outcome 12 of the Vision 2030 Jamaica National Development Plan, recognised the need to improve the standards and level of customer service in the tourism industry which contributed 9.2 per cent to Gross Domestic Product (GDP) in 2018 and is the third highest generator of foreign exchange for the Jamaican economy. To achieve the Government's target for the tourism sector, there is an increased need to ensure that the physical, social, and environmental aspects of resort areas and their offerings are of a standard conducive to a great vacation experience.

1.2 The objectives of TPDCo are to:

- i. Develop plans and programmes for the improvement of resort areas;
- ii. Assist with the improvement of the infrastructure and physical environment of resort towns;
- iii. Encourage investment in tourism-related activities;
- iv. Establish, inspect, and monitor the standards of all entities operating in the tourism sector; and
- v. Create, organize, and conduct training programmes which will facilitate human development in the tourism sector.

1.3 In line with the stated mandate, TPDCo would be expected to work closely with operators of tourismrelated facilities to promote the attributes of a quality product, monitoring same and engaging the Ministry of Industry and Tourism and the Jamaica Tourist Board (JTB), in a continuous effort to satisfy consumer demand and expectations.

Mission and Vision Statements

1.4 TPDCo's mission, states, "To facilitate the diversification, development and improvement of the tourism product, utilizing an experienced and qualified staff to enhance visitor experience by building consensus and strategic alliances with industry stakeholders in order to engender socioeconomic growth".

The vision is "to strengthen the competitiveness of Jamaica's tourism through product diversification, organizational effectiveness, socio-economic development and impact, and improved quality".

Organization and Staffing

1.5 TPDCo is governed by a Board of Directors composed of 15 members: ten representatives of the tourist industry, and five public interest representatives inclusive of a pilot, philanthropist, architect, and strategist. The Board is appointed by the Minister of Tourism. The directors are compensated for their service and are reimbursed for expenses, including travel expenses necessary for the performance of their duties. The Board is supported by an Audit Committee and a Finance, Audit & Risk Management, Product Quality & Training, Project, and Human Resources Committee. Despite being in operations for over 20 years, TPDCo's Board Charter, which defines the Page **13** of **44**



Board's role and responsibilities, including those related to corporate governance and code of ethics, was only approved on September 24, 2021.

1.6 TPDCo has a functional internal audit department that reports directly to the Audit and Risk Management Committee. The Internal Audit Department is guided by an Internal Audit Charter, which is a formal document that defines the internal audit scope, purpose, authority, and responsibility. The Internal Audit Charter also establishes the unit's position within the organization, including the nature of the Chief Internal Auditor's functional reporting relationship with the Board and senior management. According to TPDCo's Internal Audit Charter, its function is to review the operations of the Company and the decisions taken by Management to ensure that they are in keeping with policies, instructions and decisions taken by the Board; determine whether the operations of TPDCo are being efficiently, effectively and economically conducted in accordance with Company policy, applicable regulations, international standards, generally accepted accounting principles and sound business practices; participate in the planning, design, development and modification of new and existing systems so that controls can be prescribed before implementation as well as; conduct periodic audits of the operations of major data processing systems in order to determine whether these systems meet their intended purposes and objectives.

1.7 TPDCo's main source of funding is through the Government of Jamaica (GOJ). A total of \$5.7 billion was allocated to TPDCo over the period 2014-15 to 2018-19. This allocation reflected an increasing trend overall, with a 19 per cent increase in 2016-17 and a 130 per cent increase in 2017, as shown in **Table 3.** Along with the Consolidated Fund, TPDCo's major sources of funding for projects for the period 2014-15 to 2018-19, were the Tourism Enhancement Fund (TEF), income from Industry Training Programmes and Inspection Fees. In 2015-16 TPDCO obtained \$97 million from TEF, income from Industry Training Programmes and Inspection Fees via Appropriation-In-Aid. Grants from the Tourism Enhancement Fund and income from Industry Training Programmes and Inspection Fees in 2016-17 was \$279 million and in 2017-18 \$1.3 billion was granted, which substantiates the significant increase in funding for that period.

Components of	2018-19	2017-18	2016-17	2015-16	2014-15	Total
Allocations	\$'000	\$'000	\$'000	\$'000	\$'000	\$'000
Direction & Administration	564,613	654,057	479,946	304,293	220,163	2,223,072
Product Development	899,510	722,437	185,750	124,271	103,740	2,035,708
Product Quality Support	501,691	575,393	166,499	65,104	85,966	1,394,653
Enhancing the Resilience of the Agricultural Sector and Coastal Areas			17,000	8,791	14,392	40,183
Craft Enhancement and Business Planning Training				12,800	10,000	22,800
Total Estimated Budget Amount	1,965,814	1,951,887	849,195	515,259	434,261	5,716,416
Percentage of Movement	1%	130%	65%	19%		

Table 3: Budgetary Allocation

Source: GoJ's Estimates of Expenditure

Page 14 of 44



Audit Rationale, Objective, Scope and Methodology

1.8 We conducted a performance audit to assess the extent to which TPDCo was efficiently managing its project related activities towards the achievement of the goals and objectives for the tourism sector. We sought to assess the adequacy of TPDCo's monitoring of contract compliance in respect of the initiating, planning and executing of tourism product projects, contracts and agreements for the period. We also assessed the adequacy of TPDCo's governance system to provide strategic direction and oversight of their activities. **Appendix 1** outlines the key audit questions used to achieve the audit objective.

1.9 We planned and conducted our performance audit in accordance with the Government Auditing Standards, which are applicable to Performance Audit, AuGD Performance Audit Manual (2017), as well as standards issued by the International Organization of Supreme Audit Institutions (INTOSAI). Our assessment covered the period (2014-2015 to 2019-20) and our criteria developed accordingly (**Appendix 2**). Additionally, the audit reflected specifically on three themes namely Governance, Project Management and Procurement & Contract Management, which form part of the Auditor General's strategic priorities.

The audit methodology included:

- soliciting stakeholders' view through focus group discussions.
- reviewing of documentation relating to strategies and plans.
- reviewing documentation relevant to projects.
- conducting interviews with TPDCo's senior management and staff.
- identifying and assessing TPDCo's management control framework; and
- conducting a detailed file review of projects managed by TPDCo during the period 2014 2019

1.10 This report was prepared in accordance with professional auditing standards and sought to inform Parliament and the public in their assessment of whether there is adequate oversight of the project management activities of TPDCo. The audit findings, conclusions and recommendations do not constitute legal opinion and should not be considered as such.



This report contains our findings on Project Management and Governance Arrangements at the Tourism Product Development Company (TPDCo).



Part 2 Projects: Programmes, Procurement and Contracts

Systems and				Assessment Against
practices	Criteria	Audit Findings and C	Observations	Criteria
Project planning Phase	 The necessary due diligence: Needs Assessment Feasibility study, inclusive of financing plan to inform the decision to proceed with projects. 	TPDCo did not always conduct feasibility studies prior to the implementation of projects. TPDCo indicated that they used the CRUP, and the Tourism Master Plan dated prior to 2009 and 2002 respectively.		0
Project Implementation Phase: Contract agreement	Signed contracts outlining the terms and conditions should be entered into by both parties before work commences to protect the parties' interest.	We identified 19 contracts valuing \$362.2 million for which the start dates were excluded and 18 contracts valuing \$326.2 million for which there were no completion dates.		0
Project Monitoring Phase:	 System in place to capture and track information about the status of the project/programme. Mechanisms put in place to measure performance in relation to the managemen of the project/programme. 	60 contracts under TIP were not being monitored. TPDCo was unable to provide completion		
Met the criteria	Mat the criteria	but improvements needed	Did not meet the	criteria

Roles and Responsibilities

2.1 TPDCO's role is to facilitate infrastructural improvements and beautification of resort areas in Jamaica. In a bid to develop and maintain the tourism product, the Projects Department is responsible for initiating, planning, executing, and monitoring projects aimed at improving the visitors' experience. At the time of our audit, the project management team consisted of the Director of Projects, eight Project Managers, two senior Project Managers, two project officers, one quantity surveyor, a draughtsman, and a technical service manager. The proper management of all components of project development and implementation is crucial to TPDCo's effectiveness in achieving its mandate and implementing its tourism strategy. However, TPDCo assessed that the number of quantity surveyors available was inadequate and it also had to engage the services of architects to do drawings and other architectural work.

Page 17 of 44



Absence of feasibility study to support implementation of projects

2.2 TPDCo indicated that projects were identified through stakeholder consultation with Destination Assurance Managers, alignment of its Annual Budget to Master Plan for the Tourism Sector, request made by Local Government offices as well as site visits conducted by the Project Development Department. Nonetheless, consistent with best practice, we expected TPDCo to assess the feasibility of projects and assess risks, prior to approval and implementation, to facilitate receipt of value for money. TPDCo acknowledged that ideally, the Project Department should carry out feasibility studies, however, this was rarely done as the department lacked adequate number of staff to carry out the function. In March 2019, TPDCO implemented the Standard Operating Procedure (SOP) that required management to "develop Project Concept and carry out feasibility studies - develop Initial Budget and financial viability studies prior to detailed designs – upon receiving an approved Project Application Form," in deciding on a project, scope of work, justification, funding, and budget. Notwithstanding, we saw no evidence of conformity with best practice and subsequently, the SOP. For example, the Flankers project justification presented to the Board did not include the required risk assessment and cost benefit analysis of the intended projects. In justifying implementation, the submission merely stated that Jamaica's resort towns and cities serve as central points within the tourism industry, in which and around which major tourism activity takes place.

TPDCo, by way of correspondence dated October 2021 indicated that *"conducting feasibility studies, risk assessment and cost benefit analysis are to be enforced. Instructions have been sent to all Projects Department Staff for these steps to be taken on all projects."*

TPDCo's Project Management was deficient

2.3 For the period 2014-15 to 2019-20, TPDCo planned the execution of 102 projects with a total budgeted value of \$9.2 billon. TPDCo's records indicated that projects not completed in a specific year, were either carried forward to a subsequent period, placed on hold or discontinued (Table 4). TPDCo identified 59 projects as having been completed for the period under review. We selected 11 of the completed projects for review with a contractual value of \$478 million, as well as one program, the combined value of which was \$759 million. Further, for the eleven projects selected, project documents did not indicate the criteria used for the selection and prioritization of projects. TPDCo indicated that projects were selected by utilizing the established Master Plan for Sustainable Tourism Development, the Comprehensive Resort Upgrading Programme (CRUP), public sector entities and general stakeholder consultations. The Master Plan was intended to guide the industry over the next decade and focus on the strategic vision, marketing strategy and other aspect of the tourism industry. We identified that the Master Plan was approved in September 2002 whereas from a report dated June 2009, we noted that the CRUP documentation was only for the Negril resort area. Given that both documentations were outdated, we expected TPDCO to prioritize projects based on objective criteria, that would maximise the returns from the expenditure incurred on projects. However, we saw no evidence of impact assessments and hence, we were unable to determine how TPDCo assured itself of the achievement of value for money spent on the projects. (Appendix 3).

Page 18 of 44



No. of Planned Projects	Budgeted Amount (\$)	Completed	Brought Forward to Subsequent Period	Ongoing	On Hold	Discontinued
17	1,540,289,163.80	5	-	12	-	-
13	1,637,918,894.13	4	4	2	3	
23	1,242,130,229.46	17	5	-	-	1
28	2,538,946,567.60	17	7	1	-	3
13	1,259,781,345.04	10	2	-	-	1
8	944,243,496.00	6	2	-	-	-
102	9,163,309,696.03	59	20	15	3	5

Table 4: TPDCo's Planned Projects for the Period 2014-15 to 2019-20

Source: AuGD compilation of information received from TPDCo's

2.4 Based on the inadequacy of the documentation related to projects selected for audit review, alternative procedures were performed to obtain required information, where possible. However, we were unable to determine whether:

- Projects were managed effectively to ensure that it is completed on time, in budget and at the required level of quality; and
- Contractors corrected all defects identified before the final payment was made.

Tourism Improvement Programme (TIP)

2.5 In December 2014 TPDCO's Board of Directors approved the Tourism Improvement Programme, which is in its fourth phase and was originally managed by the Jamaica Emergency Employment Program (JEEP). The main objectives of TIP were to enhance the tourism product in the 63 constituencies island wide and address the following opportunities:

- Insufficient spread of the benefits of tourism to communities both in and outside the main tourist areas
- Assist in improving access to some of the areas where attractions are located
- Assist in the diversification of Jamaica's Tourism Product

2.6 TPDCo manages the Tourism Improvement Programme (TIP)³, which spans 63 constituencies and involves several municipal corporations and licensed agencies. Under TIP, each constituency was allocated \$3 million annually to undertake projects, which was subsequently increased to \$4 million during the financial year 2019-20). TPDCo's records showed that 315 contracts valued at \$1.078 billion were executed over the period 2014-15 to 2019-20. We expected TPDCo to select and prioritize projects based on established criteria that align with the company's main objective of enhancing the tourism product and offers the best value for money spent. TPDCo did not provide the concept document for the implementation of TIP or evidence of how projects were selected under the program, despite our request. Our review of TPDCo's records revealed that the TIP was



³ In December 2014, TPDCO's Board of Directors approved the TIP which was originally managed by the Jamaica Emergency Employment Programme (JEEP) and is in its fourth phase.

expected to address the insufficient spread of the benefits of tourism to communities both in and outside the main tourist areas, assist in improving access to some of the areas where attractions are located and assist in the diversification of Jamaica's tourism product.

2.7 Of the 315 contracts executed under TIP, we selected 60 contracts valuing \$251 million for review. We noted that in some cases there was no apparent linkage between the project and the value to the tourism sector. Examples of 12 such projects are highlighted in **Table 5 below.** Further, we were unable to determine whether the 60 selected contracts were completed on time due to the absence of completion dates and actual completion certificates. In addition, to the absence of practical completion certificates, we were unable to determine whether any defects were identified and corrected within the defects-liability period. We expected TPDCo to have signed contracts with the agreed terms and conditions, as well as practical completion certificates for all contracts.

Year of Project	Contract Sum	Constituency	Type of Work
2015/16	\$3,001,236.51	CLARENDON NORTHCENTRAL	Construction of netball court and football field at Summerfield Community Centre
2016/17	\$3,015,000.00	ST. ANDREW WESTERN	Rehabilitate the Duhaney Park recreational park
2016/17	\$3,001,950.00	ST. ANDREW NORTHWESTERN	Rehabilitation of Pembroke Close Road.
2016/17	\$3,497,445.00	ST. ANDREW NORTHCENTRAL	Repair sidewalks and rails on Christopher Road, Beverley Close, Dan Mare Close
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2016/17	\$3,000,000.00	ST. CATHERINE CENTRAL	Upgrading works in Spanish Town: Peace Park, Eltham Gordon Pen and Ensom beautification, Ellerslie painting of murals and Nicholson Gardens fence painting
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2017/18	\$2,998,500.00	ST. CATHERINE EAST CENTRAL	Urban Renewal in Gregory Park (Zinc fence removal)
2017/18	\$3,020,458.24	TRELAWNY SOUTHERN	Football field Rehabilitation and fence erection in Litchfield
2018/19	\$4,070,000.00	ST. ANDREW NORTHWESTERN	Maverley Community Centre & Clean and Bush Perkins Boulevard
2018/19	\$2,000,000.00	ST. JAMES EAST CENTRAL	Construction of Community Centre – Content

Table 5: Projects Executed Under TIP

Source: AuGD compilation of information from TPDCo's project documents



2.8 Our review of the contracts further revealed that TPDCo was not adequately monitoring its contracts. Of the 60 total number of contracts selected for review, TPDCo only provided monitoring reports, which are deemed satisfactory, for 6 contracts valued at \$30 million **(Table 6)**. These reports highlighted the status of each stage of the contract life. In addition to the 6 satisfactory monitoring reports, TPDCO provided 34 images of contracts undertaken. However, these pictorials were considered inconclusive as there was no indication of the contract to which they relate.

Financial Year	Partnering With	Contract Sum (\$)	Constituency	Type of Work	Site Assessment Report
2017/18	SDF	7,050,000.00	ST. ANDREW EAST CENTRAL	Repair fencing to football field at Dunrobin Sports Complex and installation of an irrigation system (to include pump and tank)	Seen
2018/19	Manchester MC	3,000,690.00	MANCHESTER NORTHEASTERN	Beautification Works and Installation of chain-link fencing to Chantilly Primary School Robins Hall Primary, Golden Run Basic School, Saw Mill Basic School	Seen
2018/19	Manchester MC	3,000,296.00	MANCHESTER CENTRAL	Upgrade Bellefield Town Center Parkette Construction of Restrooms at New Hall Playfield	Seen
2018/19	NWA	4,500,203.63	PORTLAND WESTERN	Road Patching - Buff Bay Valley and Wakesfield	Seen
2019/20	Clarendon MC	9,099,828.13	CLARENDON	Beautification Works to Lionel Town, et al	Seen
2019/20	TPDCo/Contra ctor No.18	3,140,799.62	ST. ANDREW	Construction of Computer Centre at Lawrence Tavern Community Centre	Seen
Total		\$29,791,817.38			

Table 6:	Monitoring I	Reports	Obtained	from TPDC	D
	intering i		Obtained		-

Source: AuGD compilation of information obtained from TPDCo's Monitoring Reports

Procurement and Contracts Management

2.10 We expected TPDCo to adhere to the GOJ procurement guidelines and where applicable utilize competitive bidding methodology which facilitates transparency and the opportunity to obtain quality goods and services at the best price. There was no evidence that the GOJ procurement guidelines were utilized for the procurement of a contract with the Sports Development Foundation (SDF) under the rehabilitation of the Barrett Town Community Centre project. As a result, we were unable to determine if the appropriate procurement methodology was utilized, whether competitive bidding was incorporated and the proper approvals given, based on the guidelines stipulated in the procurement handbook. Page **21** of **44**



Monitoring and Evaluation of Projects

2.11 We expected TPDCo contracts to include start and completion date. However, the start date for works was not included in 19 contracts valuing \$362.2 million and completion date were not included in 18 contracts valuing \$326.2 million (Appendix 5 & 6 respectively). The date of the agreement was also not included in 14 contracts valuing \$285.8 million (Appendix 7). TPDCo issued a 'position of site letter' upon endorsement of contracts to the contractors. This letter informed contractors of possession of site date, start date and duration of contract. However, this letter was not issued in 18 instances for contracts valuing \$368.2 million. With these gaps identified, we were unable to ascertain when these contracts started and when they were completed. Given the absence of a start and completion date, we were unable to determine whether the contract experienced time overrun, which would have impacted on the cost effectiveness.



Part 3 Corporate Management Practices

	At A Glance			
Systems and practices	Criteria	Key Findings	Assessment Against Criteria	
Strategic planningTPDCo has a frameworkprocessesto define its strategic planand objectives.		The required strategic and operation guide tourism [core] activities consistently prepared and were not a an annual rolling basis.	were not	
		TPDCo had a comprehensive strategic process, including a periodic strategic exercise, with the participation of the	planning	
		TPDCo established measurable objectives, which were aligned mandate and identified accountabilit implementation of its Corporate Plan	with the ties for the	
Board oversight	The Board carried out its oversight role over the Company.	The Board structure reflected the nat Company's business and responsibilit The Board established sub-committee such as Human Resource, Finance, Au Risk Management. However, there wa evidence of a risk framework to ident potential threats and risks to TPDCo's operations. The Ministry of Tourism did not p evaluate its performance and the per of its committees.	ies.	
Performance measurement, monitoring and reporting	TPDCo established performance measures in support of achieving strategic objectives; thereafter monitored and report on progress in achieving these objectives on a timely basis.	There was evidence of performance indicators to measure project management activities. However, no assessments were conducted to determine the impact of its project expenditure on the overall tourism sector.		
Met the criteria		Met the criteria, but improvements needed	Did not meet the criteria	

Page **23** of **44**



Oversight and Strategic Direction

3.1 TPDCo's current governance and accountability practices were assessed to determine conformity with the PBMA Act and policies as well as its own policy and procedures. Despite TPDCo's Board being in operation for over 20 years, its Board Charter was only approved on September 24, 2021. The Corporate Governance Framework for Public Bodies in Jamaica (revised 2012]) stipulates that *"each Board must have a Charter, which defines the roles and responsibilities of the Board including its responsibilities for corporate governance and its code of ethics."* The framework document also requires that on *first appointment, and at any time when circumstances dictate, all directors should, in good faith, disclose to the Board, for recording and disclosure to external auditors, any business or other interests that are likely to create a potential conflict of interest.*

Board Performance and Evaluation

3.2 Under the regulation of the Corporate Governance Framework for Public Bodies, 2012, the Board, along with its committees, should be assessed annually⁴. However, the Ministry of Tourism did not conduct an annual assessment of TPDCo's Board, along with its committees, contrary to the Cabinet approved Corporate Governance Framework for Public Bodies, 2012. We found that whereas the Ministry of Tourism received quarterly, half-yearly and annual reports from TPDCo, these reports were not presented to the Permanent Secretary within the stipulated time.

The Ministry of Tourism in response dated January 19, 2022, indicated, "Although the Corporate Governance Framework for Public Bodies in Jamaica was revised in October 2012, the Board Performance Instrument was not yet available. Reference is made to letter dated September 4, 2020, from the Ministry of Finance and the Public Service (MoF&PS) in which the Permanent Secretary, Ministry of Tourism (MT) was advised that, by way of Cabinet Decision 37/20, dated 27th July 2020, approval was granted for the Revised Board Performance Evaluation Instrument (BPEI) developed for use by boards of public bodies. The letter further stated that phase two of the roll out was set to begin April 2021. The MOF&PS promised a sensitization session to better prepare public bodies for implementation of the instrument. The sensitization for public bodies under MT was done on November 17, 2021."

"Based on the foregoing, using the Board Committee and Corporate Sensitization Performance Evaluation Instrument provided by the MoF&PS, the Board's performance evaluation for public bodies under the purview of the MT will be done at the end of the Fiscal Year 2021/2022."

3.3 With the advent of global pandemic, COVID 19, our review of official documents, including Board Minutes, revealed plans and discussions related to the adjustment to TPDCo strategic and operational direction to respond to the disruptions in the tourism market due to the COVID 19 pandemic. These included the development of post COVID 19 protocols that would govern operations of all tourism entities, the establishment of destination centres, where destination assurance managers were required to identify and advocate for individuals/entities. At the time



⁴Each Board of a Public Body should be subject to a formal and rigorous annual appraisal of its performance and that of its committees and individual Directors.

of the audit, TPDCo was still in the process of preparing a Risk Register and a Draft Risk Policy which was slated to be completed on July 31, 2020.

3.4 TPDCo reported its performance against several objectives that were broadly aligned to performance targets in its 2014-2017 strategic business plan. The performance indicators that TPDCo reported against were a combination of activities and outputs. However, our review of TPDCo's and the portfolio Ministry of Tourism and Entertainment Strategic Business Plans showed no evidence of assessments to measure the impact of its project expenditure. As a result, we were unable to determine how the Board and the portfolio Ministry determined the extent to which TPDCo's project expenditure contributed to overall tourism product enhancement and whether full value was obtained for the funds spent.

Strategic Monitoring, and Reporting

3.5 Given that the Executive Director (ED) is accountable to the Board of Directors for the management and performance of the Company, we expected TPDCO's Board to monitor the executive director's performance. TPDCo provided evidence of a formal performance evaluation report on agreed activities by the Board. We also noted that all senior managers were duly evaluated, in keeping with good corporate governance practice.

Reporting on its performance

3.6 Since May 2016, TPDCo has been submitting board packages to the Permanent Secretary which includes board meeting minutes. However, we found that over the six-year period 2014-15 to 2019-20, TPDCo did not faithfully submit annual reports to the portfolio minister for tabling and there was no evidence that the portfolio Ministry requested submission of the reports. TPDCo is yet to submit audited financial statements and annual reports for the period 2018-19 to present. Over the six-year period 2014-15 to 2019-20, TPDCo presented four annual reports and financial statements to the Ministry of Tourism for the period 2014-15 and 2017-18, but these were not submitted to the Ministry of Tourism until January 2021, approximately 3-4 years after the expected date. TPDCo indicated that remaining annual reports and financial statements for 2018-19 to 2020-21 would be completed by July 2022, to include the 2021-22 annual report. The Board's failure to ensure timely preparation and consistently submit, annual reports and the audited financial statements to the Minister for tabling, would have limited Parliament's and the portfolio Ministry's oversight of TPDCo's operational and financial performance. Further, The Ministry of Tourism did not conduct an annual assessment of TPDCo's Board, along with its committees, contrary to the Cabinet approved Corporate Governance Framework for Public Bodies, 2012⁵.

3.7 Since publishing its 2015-16 annual report, in September 2019, there has been no other reporting by TPDCo of its activities via an annual report. The PBMA Act 2016 mandates that the annual reports be laid in Parliament within four months after respective financial year ended. TPDCo's submissions exceeded the stipulated timeframe with periods ranging from 10 months in 2014-15, 37 months in 2015-16. TPDCo's failure to consistently prepare and submit to the Minister, annual reports and the audited financial statements for tabling in the House of



⁵Each Board of a Public Body should be subject to a formal and rigorous annual appraisal of its performance and that of its committees and individual Directors.

Representative, limited Parliament's and the portfolio ministry's oversight responsibilities for TPDCo's operational and financial performance.

Human Resource Management and Practices

3.8 We identified issues related to the recruiting of employees and the inclusion of pertinent recruitment documents on employees' files. TPDCo engaged staff without the minimum qualifications, in breach of its recruitment policy. We expected that staff would be engaged through a transparent selection process to determine the best applicant with the appropriate work experience and minimum qualification. However, we found no evidence that TPDCo engaged a transparent process for the selection of 11 of the 24 executive level staff including senior positions such as the (then) Executive Director, contrary to TPDCo's own Human Resource Management and Development Policy Manual, which stipulates: *"Selective use of psychometric evaluations, simulation assessments and other appropriate testing, as well as a panel interview may be used in search of the best available talent"* (Appendix 8). TPDCo's records did not cite justification for this deviation from HR policy.

3.9 TPDCo is yet to present evidence of the selection process for 8 of the 24 officers promoted and advertisements for 3 of the posts recruited. TPDCo indicated that promotion for eight of these officers, who were assigned to act in the position, was facilitated in accordance with dictates of Section 22.2 of its employee's Manual and Performance Management System. For instance, the Office of the Services Commission (OSC) allows for qualified persons, to be selected to a position without competition, in special circumstances which requires all employees to be advised via internal memorandum to allow interested person to appeal the decision⁶. TPDCo's Employee Manual stated that once an employee possesses the necessary skills, knowledge, and ability to perform the job, he or she would be given the opportunity for promotion.

Section 22.2:

- a. TPDCo places a high premium on the development of its employees and the shaping of career paths best suited to the employee's ability, interest, and potential.
- b. Each Supervisor shall ensure that employees under their direction receive the training and experience necessary for their advancement. Directors/Managers shall ensure that in the event an employee leaves the company, his/her place can at least be temporarily filled by a member of staff.
- c. Once the employee possesses the necessary skills, knowledge, and ability to perform the job, he/she will be given the opportunity for promotion. To achieve this, TPDCo shall encourage and contribute to the training, development, and advancement of staff where possible.
- d. Promotions will be based primarily on performance and ability, and not singularly on an employee's length of service.
- e. Promotions result in an automatic review of salary and other benefits.

Page 26 of 44



⁶ Office of the Services Commission - RECRUITMENT AND SELECTION PROCEDURES MANUAL For Ministries, Departments and Executive Agencies 6.2.1. Competitive vs. Non-Competitive Selection However, Permanent Secretaries, Heads of Departments or Chief Executive Officers may, in exceptional circumstances, make a case to select someone for a post without competition. This should only take place, for example, where the talent pool is limited and known, or where the decision relates to the training and development strategy in the Human Resource Management Plan. In such cases, the selection decision should be posted via an internal memorandum to all employees/the Intranet, so that anyone who may have had an interest may appeal the decision.

3.10 Also, TPDCo engaged another eight employees, including five executive level staff, with annual emoluments totalling \$31.3 million, who did not possess the minimum education qualification for the substantive positions for which they were recruited, and did not present any evidence of other criteria being applied **(Appendix 9)**. The AuGD recognises that persons can act in positions including those for which they do not possess the requisite qualification; however, to be appointed in the position on a permanent basis, the employee should be selected on a competitive basis and possess the required qualification.

TPDCo in its response dated October 2021 indicated, "We have several instances wherein capable and experienced team members were assigned to act in senior roles which were vacant, as is permitted by the TPDCo Personnel Policy Manual. The process of identifying said persons is done justly based on seniority of tenure, the team member's capabilities, track record of exceeding objectives and knowledge of the role. The team members, in some cases, were assigned to the position after carrying out the duties efficiently and after mastering the learning curve.

TPDCo further indicated that one of the affected employees subsequently completed a master's degree in July 2021, while three are currently pursuing bachelor's degrees to meet the eligibility criteria and the status of the remaining four status remained unchanged.

3.11 We found that some of the roles and responsibilities assigned to Destination Assurance Managers overlapped with those of Project Managers which presents a risk that tasks would remain undone/neglected as the accountable officer was not clearly identified **(Table 7)**.

Destination Manager's Role	Project Manager's Role
Provide Project Management coordination and support to implementation of all projects and programmes undertaken in the resort area	Planning, managing and implementation of all current projects as well as to develop, plan, manage and implement proposed new projects

Source: Information obtained from TPDCo's Job Descriptions



Appendices

Appendix 1: Audit Questions

Key Question: Is TPDCo efficiently managing its project management activities towards the achievement of the goals and objectives for the tourism sector?

Level two Questions	Level three questions that underpin this
 Is there an effective governance framework to support the development of the tourism product? 	 1.1 Is TPDCO exercising the required oversight among coordinating agencies that execute activities to enhance the tourism product? 1.2 Is TPDCO subjected to proper oversight by its parent ministry to ensure enhancement of the tourism product? 1.3 Does TPDCO have effective strategies and the appropriate structure in place to achieve its intended outcomes?
2. Does TPDCo have an effective mechanism to monitor the projects throughout its lifecycle?	 2.1 Has TDPCO exercised adequate due diligence including feasibility studies prior to project approval? 2.2 Are projects efficiently managed to achieve its intended outcome?



Appendix 2: Audit Criteria and Source

Question	Criteria	Source
Is TPDCO exercising the required oversight among coordinating agencies that execute activities to enhance the tourism product?	We expect TPDCO to clearly define the tourism product and conduct risk assessments and SWOT analyses (particularly key threats)	Risk Assessment Evaluation Reports
Is TPDCO subjected to proper oversight by its parent ministry to ensure enhancement of the tourism product?	TPDCO should measure its operational (annual report) and financial (AFS) performance against agreed upon plans and targets (KPIs) and publish the results as soon as possible after the end of each financial year, but not more than four months thereafter, shall submit the annual report including audited financial statements to the responsible Minister.	Correspondence and submissions to the Ministry and Tourism from TPDCO, Approved strategic and corporate plans.
Does TPDCO have effective strategies and the appropriate structure in place to achieve its intended outcomes?	TPDCO should have the appropriate staffing structure to enable proper governance of its operations.	Organizational Structure, Staff Establishment and Payroll Register
Has TDPCO exercised adequate due diligence including feasibility studies prior to project approval?	TPDCO should have a framework for the planning process, which should ensure that its' budgets and project plans are aimed at achieving the intended outcomes.	 Project Charter indicating the rationale as to why projects were implemented and the expected achievement of projects. Feasibility studies/reports. Project risk assessment. Project management plan. Project documents indicating justification and approval of selected projects. Cost benefit analysis.
Are projects efficiently managed to achieve its intended outcome?	TPDCO should have mechanisms in place to ensure that its defined outcomes can be achieved.	Project management plan and Annual Approved Budget/Funding Agreement(s)



Name of Project			Contract Sum (\$)
Montego	Consultant No. 1	Land Surveying Services	897,975.00
Bay Eastern Entrance	NSWMA	Landscaping to the Eastern Entrance to the city of Montego Bay	22,465,190.00
	National Works Agency	Rehabilitation of Roadways- Montego Bay Eastern Entrance	29,857,625.28
	National Works Agency	Follow On Contract for infrastructure upgrade-creation of Eastern entrance to the city of Montego Bay-Elegant Corridor, St James	21,588,670.15
	National Works Agency	Follow-On contract for the patching of roadways in the community of Lilliput.	4,438,317.51
	St. James Municipal	Landscaping works to the entrances of Success Craft Market, Lilliput and Barrett Hall	28,681,897.50
	St. James Municipal	Landscaping works to the entrances of Refugee Temple, Greenwood Stoplight, Suga Pepper Restaurant and Iberostar	28,972,916.25
	St. James Municipal	Landscaping works to the entrances of Rose Hall Deluxe, Grange Pen, Original Jellyman, Greenwood, Long Bay (Parish Marker)	29,715,432.19
	St. James Municipal	Construction of walls and sign bases- Success Craft Market, Barrett Hall and Lilliput	6,072,944.22
	St. James Municipal	Entry Marker	2,787,253.89
	Consultant No. 2	The provision of landscape architectural services along elegant corridor in Montego Bay	903,200.00
	National Solid Waste Management Authority	Highway Planting along Elegant Corridor	29,998,526.00
	National Solid Waste Management Authority	Proposed landscaping- Additional Planting along Elegant Corridor, St. James (Success to Montego Bay Airport Roundabout)	22,357,525.00
Flankers Sports and Vending Complex Phase 1	St. James Municipal	Flankers Vending and sports complex- Phase 1 upgrade	16,435,109.25
Sports and VendingMunicipalexecute the construct fencing, foot-path brid		Flankers Vending and sports complex- Phase 2 upgrade- execute the construction of multipurpose court, chain-link fencing, foot-path bridge and landscaping to Flankers Vending and Sports Complex.	17,844,544.64

Appendix 3: Contracts Executed under 11 Projects without Risk Assessments and Criteria

Page **30** of **44**



Negril Mini	Contractor No. 1	Perimeter wall construction	
Stadium			16,736,698.00
Phase 1	Contractor No. 2	Stadium Seating Pavilion & Restroom	15,634,516.00
Negril Mini Stadium Phase 2	Contractor No. 3	Construction of spectator seating pavilion, erection of external perimeter lighting and construction of parking lot and walkway	36,846,015.46
	Consultant No. 3	To provide design and consultation for an irrigation system at Negril Mini Stadium Phase 2	1,485,000.00
	Westmoreland Municipal	Rehabilitation of the football field at Negril Mini-Stadium- Ph2	15,686,182.35
	Consultant No. 4	Perimeter lighting electrical design and consultancy for Negril Mini Stadium football field	1,459,820.00
Rafters Rest	Contractor No. 4	Proposed rafters loading dock at Rafters Rest, Rio Grande, Portland	5,066,961.00
	Contractor No. 5	Proposed Concrete roof to main office building at Rafters Rest, Rio Grande Portland	4,294,920.00
	Contractor No. 6	Berrydale renovation	1,632,840.00
	Contractor No. 7	Construction of New Sewage System at Rafter's Rest, Portland	17,796,500
	Contractor No. 8	Engineering design- Berrydale renovation	1,500,000.00
	Contractor No. 9.	Renovation of offices at Rio, Grande, Rafter's Rest, Portland	5,375,741.00
The Barret Town Community	Sports Development Foundation	Rehabilitation of the Barrett Town Community Centre	18,485,754.00
Centre	Contractor No. 10	Construction of a retaining wall	799,370.00
Marking Stone Beach	Contractor No. 11.	Rehabilitation and upgrading of the marking stone beach, Annotto Bay St. Mary	28,129,422.00
Lyssons	Contractor No. 12	Rehabilitation and upgrading of Lyssons Beach, St. Thomas	30,460,002.00
Beach	Contractor No.13	Rehabilitation and upgrading of the Lyssons Beach, St. Thomas- alteration and construction of perimeter fence, construction of driveway, fabrication of benches, termite treatment and landscaping.	11,924,250
	Contractor No.14	To carry out additional work at Lyssons Beach	1,989,850.00
		Total	478,320,968.69



Appendix 4: Contracts Executed under TIP without evidence of Risk Assessments and Criteria

Name of Project	Contractor	Contract Detail	Contract Sum
			(\$)
TIP 2015/16KINGSTON CENTRAL	KSAMC	Rae Town vending kiosks.	3,254,900.00
TIP2015/16 ST. ANDREW WEST CENTRAL	KSAMC	Bushing works and gully cleaning	7,030,000.00
TIP2015/16 ST. ANDREW NORTHEASTERN	TPDCo	Road Improvement works to Jacks Hill Main Road and Landscaping work to lookout	3,056,827.35
TIP2015/16 ST. ANDREW WEST RURAL	SDC	Bushing and signage for Straun Castle, Boon Hall, Langley Great House	3,000,000.00
TIP2015/16 ST. CATHERINE SOUTHWESTERN	RADA	Upgrading Marine Terminal Beach	3,002,525.40
TIP2015/16 ST. CATHERINE NORTHEASTERN	SDC	Refurbish sections of Guys Hill Community Centre and construction of restrooms	4,967,100.00
TIP2015/16 CLARENDON NORTHERN	PARISH COUNCIL	Upgrading of entrance ways at Bull hill, Brandon Hill etc.	3,323,500.00
TIP2015/16 CLARENDON NORTH CENTRAL	PARISH COUNCIL	Construction of netball court and football field @ Summerfield Comm. Centre	3,001,236.51
TIP2015/16 CLARENDON SOUTHEASTERN	PARISH COUNCIL	19 Mile Road intersection - Road Repairs	3,006,304.00
TIP2015/16 MANCHESTER CENTRAL	PARISH COUNCIL	Upgrading works Belretiro Square, Horse Shoe Corner, Grey Ground, Hope Village and New Green	3,000,002.00
TIP2015/16 ST. ELIZABETH SOUTHEASTERN	PARISH COUNCIL	Chocolate Hole Rd	3,001,040.00
TIP2015/16 HANOVER EASTERN	PARISH COUNCIL	Old Steamer Beach Bushing and Flower Hill Parochial Rd	4,499,950.00
TIP2016/17 KINGSTON WESTERN	KSAMC	Bathroom Upgrade-Greenwich Street and construction of sidewalk; construction of block wall	3,950,375.00
TIP2016/17 ST. ANDREW WEST CENTRAL	KSAMC	Silting and white washing of curb walls: Victory terrace, Welcome Ave, Picketts	2,045,784.00

Page **32** of **44**



		Crescent, Sunrise Drive, Sterling Ave, Faith Lane	
TIP2016/17 ST. ANDREW WESTERN	KSAMC	Rehabilitate the Duhaney Park recreational park	3,015,000.00
TIP2016/17 ST. ANDREW SOUTHERN	KSAMC	Construction of a commercial space to spearhead enterprise; signage	3,400,000.00
TIP2016/17 ST. ANDREW EAST RURAL	NONE SEEN	Façade Improvement: Redlight District; construction of bathroom	3,250,103.86
TIP2016/17 ST. ANDREW NORTHWESTERN	KSAMC	Rehabilitation of Pembroke Close Road.	3,001,950.00
TIP2016/17 ST. ANDREW NORTH CENTRAL	KSAMC	Repair sidewalks and rails on Christopher Road, Beverley Close, Dan Mare Close	3,497,445.00
TIP2016/17 ST. CATHERINE SOUTH CENTRAL	St. Catherine Parish Council	Road Rehabilitation, construction of sidewalks and repairs to U-drain in the Homestead Division in St. Catherine.	4,506,881.50
TIP2016/17 ST. CATHERINE SOUTHEASTERN	NSWMA	Rehab of Waterford Community Park	4,019,917.11
TIP2016/17 ST. CATHERINE CENTRAL	NSWMA	Upgrading works in Spanish Town: Peace Park, Eltham Gordon Pen and Ensom beautification, Ellerslie painting of murals and Nicholson Gardens fence painting	3,000,000.00
TIP2016/17 ST. CATHERINE NORTH CENTRAL	St Catherine Municipal Council	Zinc Fence Removal - roadway leading to the GC. Foster College	3,399,738.45
TIP2016/17 ST. CATHERINE SOUTHWESTERN	RADA	Construction of U-Drain at Marine Terminal Beach, Old Harbor Bay	2,899,655.65
TIP2017/18 KINGSTON CENTRAL	SDC	Upgrading works at the Rae Town Fishing beach -Livity Project	3,097,151.96
TIP2017/18 ST. ANDREW WEST CENTRAL	KSAMC	Construction of sidewalks at Cling Cling Avenue	10,022,500.00
TIP2017/18 ST. ANDREW EAST CENTRAL	SDF	Repair fencing to football field at Dunrobin Sports Complex and installation of an irrigation system (to include pump and tank)	7,050,000.00
TIP2017/18 ST. CATHERINE EAST CENTRAL	SDC	Urban Renewal in Gregory Park (Zinc fence removal)	2,998,500.00
TIP2017/18 ST. CATHERINE WEST CENTRAL	SDC & Contractor No.15	Develop trail, story board and signage at St. John's Anglican Church	3,579,050.00

Page <mark>33</mark> of <mark>44</mark>



TIP2017/18 CLARENDON NORTHERN	Clarendon MC	Construction of Restroom & Gazebo at Bull Head	5,000,050.00
TIP2017/18 MANCHESTER SOUTHERN	Manchester MC	Continue renovations to Liberty Hall, Beautification works from Old England to Roxborough and construct a drain at Alligator Pond	3,000,499.00
TIP2017/18 MANCHESTER NORTHEASTERN	Manchester MC	 Beautification works within the constituency for 2 mil • \$300,000 to the Craig Head Division \$400,000 to the Walderston Division \$1,300,000 to beautify the town of Christiana and 5 million for road repairs 	7,000,000.00
TIP2017/18 TRELAWNY NORTHERN	ТМС	Beautification Works in Falmouth	3,000,000.00
TIP2017/18 TRELAWNY SOUTHERN	TPDCo & Contractor No.16	Football field Rehabilitation and fence erection in Litchfield	3,020,458.24
TIP2017/18 ST. JAMES EAST CENTRAL	NSWMA	General clean up in Montego Bay St. James	3,400,000.00
TIP2017/18 ST. ANN SOUTHEASTERN	St Ann MC	Alderton Rest Stop	-
TIP2018/19 ST. ANDREW WEST CENTRAL	KSAMC	Painting of Curb walls Painting of Murals construction of a footbridge	6,000,977.06
TIP2018/19 ST. ANDREW SOUTHWESTERN	SDC & KSAMC	- Southwest Sports Programme - Marching Band - 1907 Earthquake Monument	1,000,020.00
TIP2018/19 ST. ANDREW EAST CENTRAL	TPDCo	Upgrade to the Cassia Park Community Centre. Team Jamaica Training - Kingston Training Unit Craft Skills Training - Kingston Craft Unit	5,876,777.00
TIP2018/19 ST. ANDREW NORTHEASTERN	KSAMC	Sidewalk Repairs and Erection of Street Signs	5,996,550.00
TIP2018/19 ST. ANDREW NORTHWESTERN	KSAMC & NSWMA	Marverly Community Centre & Clean and Bush Perkins Boulevard	4,070,000.00
TIP2018/19 ST. CATHERINE NORTH CENTRAL	JCDC	Festival: Emancifest 2018	8,000,000.00
TIP2018/19 ST. CATHERINE EAST CENTRAL	SDC & Contractor No.17	Mini Parks in: Christian Gardens	2,587,830.75

Page **34** of **44**



		Portmore Villas	
		West Cumberland	
		Cedar Manor	
TIP2018/19CLARENDON	Clarendon	Construction of Resource and Homework	
NORTHWESTERN	Municipal	Centre, Frank field	6,000,000.00
NORTHWESTERN	Corporation		0,000,000.00
	corporation		
TIP2018/19MANCHESTER	Manchester MC	Beautification Works and Installation of chain	
NORTHEASTERN		link fencing to Chantilly Primary School	3,000,690.00
		Robins Hall Primary, Golden Run Basic School,	
		Saw Mill Basic School	
TIP2018/19MANCHESTER	Manchester MC	Upgrade Bellfield Town Center Parkette	
CENTRAL		Construction of Restrooms at New Hall	3,000,296.00
		Playfield	
		Deed Detailing Duff Dev Valley and Male Call	
TIP2018/19PORTLAND	NWA	Road Patching - Buff Bay Valley and Wakefield	4 500 202 62
WESTERN			4,500,203.63
TIP2018/19 ST. JAMES EAST	TPDCo	Construction of Community Centre Content	
CENTRAL		,	2,000,000.00
-			,,
TIP2019/20KINGSTON	KSAMC	Beautification work for several parkette	
			5,000,250.00
TID2010/20ST ANDREW	KEANAC	Dainting of our wall buching within	
TIP2019/20ST. ANDREW	KSAMC	Painting of curb wall& bushing within	8 000 47F 00
		constituency: white wing walk, Pelican	8,000,475.00
		Parade, Simon Taylor Rd, Olympic Way,	
		McKinley Crescent, Tamarind Turn &	
		Allamanda Avenue; Olive Rd & Poinciana Rd	
TIP2019/20ST. ANDREW	TPDCo	Painting of Arnett Garden Stadium	
-		The iconic Ambassador Theatre in Trench	5,349,667.87
		Town	-,
TIP2019/20CLARENDON	Clarendon MC	Construction of Spaulding Cultural Center	
		Phase 1	8,000,242.10
	Clarendon MC	Populification Works to Lional Town Et al	
TIP2019/20CLARENDON		Beautification Works to Lionel Town, Et al	0 000 030 13
			9,099,828.13
TIP2019/20ST. ANDREW	SDF	Construction of Grandstand, JASICERA Park	
-			3,677,906.40
			. , -
TIP2019/20ST. ANDREW	TPDCo &	Construction of Computer Centre at Lawrence	
	Contractor No.18	Tavern Community Centre	3,140,799.62
TID2010/20ST ANDREW	TRDCo	Construction of Vanding Stalls, Constant	
TIP2019/20ST. ANDREW	TPDCo	Construction of Vending Stalls, Constant	
		Spring Primary School	1,495,860.00
	1		



TIP2019/20ST. CATHERINE	JCDC	Sligoville Emancipation Festival	8,000,000.00
TIP2019/20ST. CATHERINE	Contractor No.19 & NWA	Construction of Community Centre & Morris Meadows Community Park & Road Rehab Fernando Road & Nelva Court	4,398,439.60
TIP2019/20ST. CATHERINE	Contractor No 19 & Contractor 20	Marketing of Kitson Town Heritage Trail & Construct walkway, foot path & fence at Kitson Trail	3,341,200.00
TIP2019/20ST. CATHERINE	Portmore MC	Renovate the Health and Wellness Park at the Bridgeport Community Recreational Space	3,966,000.00
Total			250,802,458.19



Appendix 5: Contracts with no Start Date

Contracts	Contract Detail	Contract Sum
NSWMA	Landscaping to the Eastern Entrance to the city of Montego Bay	22,465,190.00
National Works Agency	Rehabilitation of Roadways- Montego Bay Eastern Entrance	29,857,625.28
National Works Agency	Follow-On Contract for infrastructure upgrade-creation of Eastern Entrance to the city of Montego Bay-Elegant Corridor, St James	21,588,670.15
National Works Agency	Follow-On contract for the patching of roadways in the community of Lilliput.	4,438,317.51
St. James Municipal	Landscaping works to the entrances of Success Craft Market, Lilliput and Barrett Hall	28,681,897.50
St. James Municipal	Landscaping works to the entrances of Refugee Temple, Greenwood Stoplight, Suga Pepper Restaurant and Iberostar	28,972,916.25
St. James Municipal	Landscaping works to the entrances of Rose Hall Deluxe, Grange Pen, Greenwood, Long Bay	29,715,432.19
St. James Municipal	Construction of walls and sign bases as the Success Craft Market, Barrett Hall and Lilliput entrances carried out	6,072,944.22
St. James Municipal	Entry Marker	2,787,253.89
National Solid Waste Management Authority	Highway planting along Elegant Corridor	29,998,526.00
National Solid Waste Management Authority	Proposed landscaping- Additional Planting along Elegant Corridor, St. James (Success to Montego Bay Airport Roundabout)	22,357,525.00
St. James Municipal	Flankers Vending and sports complex- Phase 1 upgrade	16,435,109.25
Contractor No.1	Perimeter wall construction	16,736,698.00
Westmoreland Municipal	Rehabilitation of the football field at Negril Mini-Stadium-Ph2	15,686,182.35
Contractor No.4	Proposed rafters loading dock at Rafters Rest, Rio Grande, Portland.	5,066,961.00
Contractor No.5	Proposed Concrete roof to main office building at Rafters Rest, Rio Grande Portland	4,294,920.00
Sports Development Foundation	Rehabilitation of the Barrett Town Community Centre	18,485,754.00
Contractor No.11	Rehabilitation and upgrading of the marking stone beach, Annotto Bay St. Mary	28,129,422.00
Contractor No.12	Rehabilitation and upgrading of Lyssons Beach	30,460,002.00
Total		362,231,346.59



Appendix 6: Contracts with no Completion Date

Name	Contract Detail	Contract Sum (\$)
NSWMA	Landscaping to the Eastern Entrance to the city of Montego Bay	22,465,190.00
National Works Agency	Rehabilitation of Roadways- Montego Bay Eastern Entrance	29,857,625.28
National Works Agency	Follow-On contract for the patching of roadways in the community of Lilliput.	4,438,317.51
St. James Municipal	Landscaping works to the entrances of Success Craft Market, Lilliput and Barrett Hall	28,681,897.50
St. James Municipal	Flankers Vending and sports complex- Phase 1 upgrade	16,435,109.25
St. James Municipal	Phase 2 upgrade- execute the construction of multipurpose court, chain-link fencing, foot-path bridge and landscaping to Flankers Vending and Sports Complex.	17,844,544.64
Contractor No.1	Perimeter wall construction	16,736,698.00
Contractor No.2	Stadium Seating Pavilion & Restroom	15,634,516.00
Contractor No.3	Construction of spectator seating pavilion, erection of external perimeter lighting and construction of parking lot and walkway.	36,846,015.46
Westmoreland Municipal	Rehabilitation of the football field at Negril Mini-Stadium- Phase 2	15,686,182.35
Contractor No.4	Proposed rafters loading dock at Rafters Rest, Rio Grande, Portland.	5,066,961.00
Contractor No.5	Proposed Concrete roof to main office building at Rafters Rest, Rio Grande Portland	4,294,920.00
Contractor No.7	Construction of Sewage System at Rafter's Rest, Portland	17,796,500.00
Contractor No.9	Renovation of offices at Rio, Grande, Rafter's Rest, Portland	5,375,741.00
Sports Development Foundation	Rehabilitation of the Barrett Town Community Centre	18,485,754.00
Contractor No.11	Rehabilitation and upgrading of the marking stone beach, Annotto Bay St. Mary	28,129,422.00
Contractor No.12	Rehabilitation and upgrading of Lyssons Beach	30,460,002.00
Contractor No.13	Rehabilitation and upgrading of the Lyssons Beach, St. Thomas- alteration and construction of perimeter fence, construction of driveway, fabrication of benches, termite treatment and landscaping.	11,924,250.00
Total		326,159,645.99

Appendix 7: Contracts with no Agreement Date

Contract	Contract Detail	Contract Sum (\$)
National Works Agency	Rehabilitation of Roadways- Montego Bay Eastern Entrance	29,857,625.28
National Works Agency	Follow-On Contract for infrastructure upgrade- creation of Eastern Entrance to the city of Montego Bay-Elegant Corridor, St James	21,588,670.15
National Works Agency	Follow-On contract for the patching of roadways in the community of Lilliput.	4,438,317.51
St. James Municipal	Landscaping works to the entrances of Refugee Temple, Greenwood Stoplight, Suga Pepper Restaurant and Iberostar	28,972,916.25
St. James Municipal	Landscaping works to the entrances of Rosehall Deluxe, Grange Pen, Greenwood, Long Bay	29,715,432.19
St. James Municipal	Construction of walls and sign bases as the Success Craft Market, Barrett Hall and Lilliput entrances carried out	6,072,944.22
National Solid Waste Management Authority	Highway planting along Elegant Corridor	29,998,526.00
National Solid Waste Management Authority	Proposed landscaping- Additional Planting along Elegant Corridor, St. James (Success to Montego Bay Airport Roundabout)	22,357,525.00
St. James Municipal	Flankers Vending and sports complex- Phase 1 upgrade	16,435,109.25
St. James Municipal	Phase 2 upgrade- execute the construction of multipurpose court, chain-link fencing, foot- path bridge and landscaping to Flankers Vending and Sports Complex.	17,844,544.64
Westmoreland Municipal	Rehabilitation of the football field at Negril Mini-Stadium- Ph2	15,686,182.35
Contractor No. 5	Proposed Concrete roof to main office building at Rafters Rest, Rio Grande Portland	4,294,920.00
Contractor No. 11	Rehabilitation and upgrading of the marking stone beach, Annotto Bay St. Mary	28,129,422.00
Contractor No. 12	Rehabilitation and upgrading of Lyssons Beach	30,460,002.00
TOTAL		285,852,136.84

Position	Type of Engagement	Competitive Process Internal/External				
			Advertisement of Employment/ Promotion Opportunities			
Executive Director	Contract (Management Services Contract)		No evidence seen of advertisement			
Director, Product Development & Community Tourism	Fixed Term Contract		No evidence seen of advertisement			
Director, Projects (Acting)	Fixed Term Contract		No evidence seen of internal advertisement/ memorandum			
Director, Corporate Services	Full Time	interview seen on	No evidence seen of internal advertisement/ memorandum			
Director, Product Quality & Training	Full Time		No evidence seen of internal advertisement/ memorandum			
Financial Controller	Fixed Term Contract		No evidence seen of internal advertisement/ memorandum			
Technical Services Manager	Full Time	interview seen on	No evidence seen of internal advertisement/ memorandum			
Executive Tourism Training Manager	Full Time	interview seen on	No evidence seen of internal advertisement/ memorandum			
Director, Public Procurement	Fixed Term Contract		No evidence seen of advertisement			
Chief Information Officer	Full Time	interview seen on	No evidence seen of internal advertisement/ memorandum			
Company Secretary	Full Time	interview seen on	No evidence seen of internal advertisement/ memorandum			

Appendix 8: Employment Positions Engaged without Evidence of Competitive Process



Post Assigned/ Engaged	Period Engaged	Emoluments		Qualification		Qualification Requirement Not Met	TPDCoResponse(October1, 2021,Draft Report)
0.0		Basic Pay	Traveling	Required	Possesses		
Operations Manager- Attractions	Sept 7, 2015	\$1,633,527	\$894,924	Diploma in Hotel Management	6 CXC	Officer does not hold the required qualification	Subsequent review informed the audit that the incumbent has since enrolled in in a bachelor's degree in psychology at the UWI Western Campus.
							There was no formal Degree Certificate submitted despite the progress report indicating that the officer enrolled in the Programme from 2015/16.
Project Accounting Officer	May 10, 2010 Appointed wef April 24, 2020	\$1,530,681	\$597,048	BSc. in Management or Accounting	CXC	Officer does not hold the required qualification. Associate Degree in Hospitality, Entertainment and Tourism (Pending)	No further update submitted by TPDCo
						NB. Officer has course re-sit in order to be awarded the Degree.	
Destination Assurance Manager (Portland and St. Thomas)	February 20, 2017	\$3,336,319	\$1,341,624	Master's degree in Tourism et al	Bachelor's degree in Banking and Finance	Officer does not hold the required qualification. Officer's qualification not in line with required qualification	Officer subsequently obtained master's degree, Management Studies, on July 16, 2021, from the UWI, Mona.
Destination Assurance Manager (South Coast)	December 17, 2018	\$3,017,193	\$1,542,864	Master's degree in Tourism et al	Bachelor of Business Administrat ion in Production and Operations Manageme nt	Officer does not hold the required qualification. Officer's qualification not in line with required qualification	No further qualification certificate or progress report submitted by TPDCo
Destination Assurance Manager (Falmouth)	February 19, 2018	\$3,771,491	\$1,341,624	Master's degree in Tourism et al	Bachelor of Science in Manageme nt Studies	Officer does not hold the required qualification. Officer's qualification not in line with required qualification	No further qualification certificate or progress report submitted by TPDCo

Appendix 9: Posts Engaged without Required Qualification

Page **41** of **44**



Destination Assurance Manager (Kingston)	June 1, 2020	\$3,168,053	\$1,697,148	Master's degree in Tourism et al	3 CXC &1 GCE Pass	Officer not qualified for the post. Officer does not hold the minimum educational requirement of a master's degree	Subsequent review informed the audit that the incumbent has since enrolled in in a bachelor's Programme in Hospitality at UCC. This, however, would still not allow the officer to meet the minimum required qualification.
Budget Officer	First employed contractually effective August 21, 2017 May 13, 2019 (current position on 2- year contract)	\$1,555,740	\$894,924	BSc. in Management or Accounting	Basic Accounting 1 & 11 (MIND)	ASc. Degree (Pending) Officer completed year 1 of a 2-year programme Officer commenced a 4-year part-time BSc in Accounting & Financial Management in 2018 at UCC. (Pending)	TPDCo submitted a progress report indicating the officer's enrollment in a Bachelor Programme at UCC.
Chief Information Officer	September 19, 2005	\$3,318,912	\$1,697,148	Master's degree in information or Computer Science	ISACA - Certified Informatio n Security Manager Certificate in AIX Administrat ion Diploma - Data Processing Certificate - RPGII Programmi ng (DATAPRO X)	Officer does not hold the required qualification. Officer's qualification not in line with required qualification	No further qualification certificate or progress report submitted by TPDCo.



Acronyms and Abbreviations

AuGD	Auditor General Department Chief Executive Officer					
CEO						
CRUP	Comprehensive Resort Upgrading Programme					
ED	Executive Director					
GDP	Gross Domestic Product					
GOJ	Government of Jamaica					
HRMD	Human Resource Management and Development					
IAU	Internal Audit Unit					
INTOSAI	International Organization of Supreme Audit Institutions					
JCDC	Jamaica Cultural Development Commission					
JEEP	Jamaica Emergency Employment Programme					
JTB	Jamaica Tourist Board					
KPIs	Key Performance Indicators					
KSAMC	Kingston and St. Andrew Municipal Corporation					
MoT NSWMA	Ministry of Tourism National Solid Waste Management Authority					
NWA	National Works Agency					
MC	Municipal Corporation					
PBMA	Public Bodies Management and Accountability					
RADA	Rural Agricultural Development Authority					
SDC	Social Development Commission					
SDF	Social Development Fund					
SOP	Standard Operating Procedure					
TEF	Tourism Enhancement Fund					
TIP	Tourism Improvement Programme					
TPDCo	Tourism Product Development Company					



