

<b>1. CPS Data</b>	
Country: Jamaica	
CPS Year: FY10	CPS Period: FY10 – FY13
CPSCR Review Period: FY10 – FY13	Date of this review: April 9, 2014

<b>2. Executive Summary</b>
<p>i. This review examines the implementation of the FY2010-FY2013 Country Partnership Strategy (CPS) and FY2010-FY2013 CPS Progress Report (CPSPR), and assesses the CPS Completion Report (CPSCR). The CPS was jointly implemented by IBRD and IFC and covers the programs of both institutions.</p> <p>ii. The CPS (FY2010-2013) was aligned with Jamaica's Vision 2030 and GoJ strategic priorities articulated in the first Medium Term Socio Economic Policy Framework. It was organized around three strategic pillars: (i) Supporting Economic Stability, (ii) Promoting Inclusive Growth, and (iii) Promoting Sustained Growth. Strengthening Governance was highlighted as a key cross-cutting issue.</p> <p>iii. IEG rates the Overall Outcome as <i>Moderately Satisfactory</i>. It rates the achievement of the Pillar I objective, Supporting Economic Stability, as <i>Moderately Satisfactory</i> recognizing that the Government of Jamaica (GoJ) program has been implemented in the context of a very difficult socio-economic and volatile political environment. Of the three outcomes sought, one was achieved (abolishing deferred financing), one was mostly achieved (debt management) and one was partially achieved (preparing consolidated public accounts). IEG rates the achievement of outcomes on Pillar II, Promoting Inclusive Growth, as moderately satisfactory, as progress was made in most areas. Eight Outcomes, not all of equal importance and weight, were sought, of which four relatively simpler targets were achieved (persons trained in crime prevention, increase in crime data collection, inner city infrastructure and financial services, risk management training), three were mostly achieved (decentralized education, registration of childhood institutions, children benefiting from cash transfers), and one was not achieved (support for medium-size farmers). On Pillar III, Promoting Sustained Growth, due to partial accomplishments and several shortcomings, IEG rates progress towards the Pillar III objectives as <i>Moderately Unsatisfactory</i>. There were nine outcomes sought under this Pillar, of which two were achieved (capacity to plan for climate resilience, public expenditure planning), four were partially achieved (landslide risks, internal audit, external audits, prioritization of public project), and three were not achieved (reducing energy losses, ease of paying taxes, weather risk).</p> <p>iv. IEG rates World Bank performance as Good. The three CPS Objectives were well aligned with country development priorities as reflected in the National Development Goals of Jamaica's Vision 2030 and the MTF. The three engagement pillars selected were important to support even though institutional, political and capacity constraints were present. The CPS was in this regard demand driven and the World Bank approached its support in a manner that allowed it to adjust to shortcomings. Some programs were slow to get implemented and a few were dropped at the time of the CPSPR. The World Bank used the right instruments for the selected areas and carried out AAA that was on the whole well suited to meet time-bound targets; it also mobilized grant and trust funds to support smaller, but essential pieces, of the strategy implementation. The World Bank also coordinated well with other development partners and the IMF. At the time of the CPS, Jamaica was in a fragile socio-economic condition and the World Bank did what was necessary to back up programs that were urgently needed, such as stabilization and social protection. The</p>

<b>CPSCR Reviewed by:</b>	<b>Peer Reviewed by:</b>	<b>CPSCR Review</b>
R. Pablo Guerrero O. Consultant, IEGCC	Lorenzo Laureano-Perez Consultant, IEGCC	Geeta Batra, Manager, IEGCC

CPS acknowledged existing risks but the CPSPR understated their materialization during implementation, and recognized this in the CPSCR. The Results Framework was useful in laying out the objectives, outcomes and targets, and for the most part, there was a link between the results framework and the designed interventions. Still, the RF left too many questions about real achievements in some areas (too many instances of not being able to tell what happened because the programs are still ongoing) and it is not obvious that it was used as a management tool, particularly in helping pinpoint areas for risk mitigation. Regarding portfolio management, there was appropriate follow up through ISRs but while these ISRs were widely carried out, they were relatively weak in systematically assessing the risk to development outcomes of the interventions; the CPSPR did help the World Bank reassess its support of the strategy confirming that the strategy was appropriate. The objectives and the vast majority of outcomes and targets were unchanged, this speaks well of the CPS given the change in government in the middle of the CPS period.

v. The CPS had identified many areas for IFC interventions but the IFC was unable to develop successful operations in most of these areas. Where successful, such as, in air transportation, IFC's program was cohesive with a series of privatization projects with good coordination between investment and advisory projects. However, in most areas such deliberate progress was missing. For example, in electricity, while generation capacity has been improving, almost no gains have been made to address systems loss, energy efficiency, and sustainability of sector institutions. Similarly, very little progress has been made to increase the number of schools through a PPP, as was envisaged in the CPS to eliminate the shift system in schools.

vi. IEG is in agreement with the key lessons identified in the CPSCR with respect to the need to improve competitiveness, desirability for flexibility, the need for realism in an environment of fiscal and capacity constraints, and for an efficient monitoring system. Other lessons that can be drawn from the CPSCR, some of which are quite important are: (i) Attention to financial and institutional constraints and external shocks is essential to setting realistic outcomes and achieving sustainable results; (ii) Careful consideration of sequencing and timing of reforms that deal with structural changes and capacity constraints is key to achieving expected outcomes; (iii) Using programmatic policy-based lending in support of difficult and demanding reforms in crisis situations proved to be a prudent approach; (iv) Identified weaknesses in investment lending projects suggest that simplification of project design is critical to achieving expected outcomes without implementation delays; (v) Close collaboration with other development partners in Jamaica has proven important in achieving greater impact.

### 3. *WBG Strategy Summary*

#### **Overview of CPS Relevance:**

##### Country Context:

1. At the time of the CPS preparation in 2009, in the aftermath of the global financial crisis, Jamaica was experiencing one of the deepest economic recessions in the English-speaking Caribbean countries with GDP growth contracting 3.5 percent in real terms that year. Since then real GDP growth has ranged from -1.5 percent in 2010 to barely 0.2 percent in 2013 (a cumulative real increase of less than 1 percent during this 4-year period). The average official unemployment rate also increased from 11.3 percent in 2009 to 16.3 percent in 2013. Though data are not available for latter years of the CPS period, available data show that the poverty rate increased from 9.9 percent in 2007 to 17.5 percent in 2010. Consumer price inflation was 11.8 percent in 2010, and has continued at a relatively high rate in the following years (an annual rate of about 7.0 percent during 2011-2013). The external current account balance has experienced large deficits during the 2009-2013 period (projected to be at 11 percent of GDP in 2013), mostly explained by a depressed export sector. Alumina and bauxite production has shown a declining trend over the CPS period, while tourism has roughly held steady. For the past five years, remittances, measured as share of GDP,

are below the average level, and stood at 13.8 percent in 2012. Gross international reserves have declined from the equivalent of over 20 weeks of prospective imports of goods and nonfactor services to about 11 weeks. The public sector balance has been negative but increased from -11.9 percent of GDP in 2009 to 1.9 percent in 2013. On the whole the large fiscal deficits and the unsustainable debt (public sector debt closed to 150 percent of GDP by December 2012) were and still are a substantial burden for Jamaica's economic recovery. Failure to meet IMF program conditions and the catastrophic impact of Hurricane Sandy further destabilized the political climate. A new government promising to restore stability and resume growth was elected in the middle of the CPS period and has retaken the reform efforts envisaged in the CPS. The new government also agreed to new IMF terms at the end of the CPS period.

2. Jamaica's Vision 2030 is the country's national development plan with four National Goals focusing on empowerment, social cohesiveness, growth and prosperity, and environmental sustainability. Vision 2030 is comprehensive and sets out to achieve National Outcomes in: health, education, social protection, culture, security and safety, governance, macroeconomic stability, enabling business environment, infrastructure, energy, technology, industrial competitiveness, sustainable environment and natural resources use, adaptation to climate change and lowering associated risks, and urban and rural development. Vision 2030 was to be put into practice through three Medium Term Socio-Economic Policy Frameworks (MTFs).

Objectives of the WBG Strategy:

3. The CPS (FY2010-2013) was organized around three strategic pillars: (i) Supporting Economic Stability through fiscal and debt sustainability, (ii) Promoting Inclusive Growth through strengthening human capital, preventing crime and violence, and promoting rural development, and (iii) Promoting Sustained Growth through strengthening non-labor competitiveness and increasing climate resilience and reducing vulnerability. Strengthening Governance was highlighted as a key cross-cutting issue. When the CPSPR was prepared mid-way through the CPS period, these priorities as well as the most important outcomes remained the same and there were no fundamental changes made to the Results Framework. Some minor changes and differences are addressed in the Pillar accomplishments discussion. The CPS was a World Bank Group (WBG) product and to implement it coordination between the IFC and IBRD around common strategic goals was strengthened and expanded. IFC was called to play a significant role as strategic advisor and investor for GoJ and private sector.

Relevance of the WBG Strategy:

**Congruence with Country Context and Country Program**

4. The WBG CPS was aligned with major country priorities, as reflected in the Vision 2030 National Goals, and more importantly with the first MTF. The WBG focused on two sets of challenges: addressing Jamaica's immediate needs to weather the external shocks while attending to the needs of most vulnerable populations; and laying the foundations for longer term sustainable growth through broad-based and inclusive development. Given that Vision 2030 was prepared with broad consultation with national stakeholders, its major tenets are country owned. However, the CPSCR mentions instances where CPS strategic support, even if aligned with country priorities, lacked full GoJ ownership during the CPS period, negatively affecting the achievement of strategy objectives. The government changed rather unexpectedly half way through the CPS period, causing constraints on the ground for the CPS implementation in the expected timeframe. The new government, from a different political coalition, had medium term priorities that were more supportive of reforms advised by the World Bank, the IMF and other partners. In light of this, the CPS program was adjusted in a timely manner, including addressing specific requests from the GoJ.

**Relevance of Design**

5. The CPS design was demand-driven and was right in supporting the main and most important components of Jamaica's own strategy: stability, growth, inclusion, and governance. The World Bank interventions were through DPLs supporting major policy and institutional changes and SILs supporting specific sector investment. The investment lending portfolio was well complemented by a number of analytical and diagnostic studies that improved the World Bank's knowledge of Jamaica's constraints

and challenges. The effectiveness of these instruments depended on the GoJ following through in implementing the policy reforms envisaged in the CPS loans and successfully getting Parliamentary support. Given that the GoJ had been unable to meet the terms of an IMF agreement, the World Bank made some adjustments in splitting the second \$200 million DPL into two at the time of the CPSPR. The CPSCR suggests that the CPS may have been over-optimistic because of institutional and capacity constraints; and this could have suggested a smaller program than the one approved.

6. IFC played a role in the energy and transport sectors and in providing advisory services. The IFC program identified the key challenges but fell short of designing sustainable interventions in many areas. In air transportation, the IFC's program was cohesive with a series of privatization projects with good coordination between investment and advisory projects. In electricity, while generation capacity has been improved, limited gains have been achieved in addressing systems loss and energy efficiency. In terms of choice of instruments for investment projects, IFC continued to rely on loans (97 percent of its investments) during the CPS period.

**Strength of the results framework:**

7. The CPS Results Framework (RF) lays out the strategic objectives, outcomes and targets to be met. The targets are, for the most part, clearly stated and achievable, but not sufficient in all cases to meet the outcomes of the key objectives. The RF adequately reflects most of the World Bank effort, though some interventions mentioned in the CPSCR are not fully addressed in the RF, such as the Jamaica Social Protection Project for Outcome 7 (enhanced health and education services for children in PATH beneficiary families) under Pillar II on promoting inclusive growth. The RF practically does not mention the IFC, and this is one weakness in the CPS that was supposed to be a WBG product. The RF is quite candid and transparent about what has been achieved, although on some specifics it "sees the glass half full", tending to overstate real achievements. At the same time, some outcome targets appear to have been set low initially, particularly those that were exceeded seemingly without demanding too much effort.

**Risk Identification and mitigation:**

8. The CPS identified as major risks the negative external factors associated with the global crisis and Jamaica's high vulnerability to multiple natural disaster risks. It selected the areas to support with care to help mitigate further deterioration and to bring some stability to the economy while addressing some of the social costs of the policy reforms sought. What the World Bank did not predict was the readiness of Parliamentary support. In the first part of the CPS period, the political support in need for many interventions was not immediately forthcoming even if the proposed policies were formally approved, causing delays in implementing some public sector reforms. The new government elected at the time of the CPSPR has been more prone to move ahead with the reforms sought by the IMF and the World Bank. Another not internalized risk was the known weak institutional capacity and the need to strengthen it on the go.

**Overview of CPS Implementation:**

Lending and Investments:

9. At the time of the launch of the CPS, the World Bank had seven ongoing projects for \$244 million. During the CPS period five projects were approved for \$346 million (Annex Table 2). This includes two Development Policy Loans for Debt and Fiscal Sustainability for \$300 million and three Specific Investment Loans for \$46 million, focused on education, rural development and energy efficiency. The CPS was also supported by two ongoing Trust Funds for \$3.15 million for rural development and inner city services, and seven TFs approved during the CPS period for \$ 8.25 million, for a wide spectrum of CPS interventions, ranging from climate change to cash transfers (Annex Table 4). There are other interventions that either closed or became active during the CPS period that are not discussed in the CPSCR.

10. In the period 2009-2013 there have been between six and ten active projects in the portfolio and one has been rated as being at risk. IEG has reviewed five projects worth \$362 million closed during the CPS period. With the exception of a social safety net project rated satisfactory, all others

are rated moderately satisfactory (Annex Table 5). In the case of the \$200 million DPL I, IEG has rated risk to development outcomes as significant. The disbursement ratio as a percentage of total undisbursed balances during the period has increased from 17 percent in 2009 to 35 percent in 2013 (Annex Table 8). Net World Bank transfers during the FY2009-13 were \$ 247 million.

11. Eight IFC investment projects were in operation at inception of the CPS period, for US\$156.7 million of net commitment. The largest investments were towards electricity generation and distribution. During the review period, IFC committed US\$137.3 million through six projects that included investments in highway construction and operation, and further commitments in the electricity sector and airport improvement. The IFC investment in a financial institution approved in FY05 was rated as “mostly successful” by IEG. In spite of this success, IFC limited its role in investment projects for financial sector development except for a microfinance intervention, which has been self-rated as “doubtful”. Preparatory work was being done during the CPS period that resulted in IFC operations after the end of the CPS period.

#### Analytic and Advisory Activities and Services

12. Annex Table 3 lists six pieces of Economic and Sector Work and five Technical Assistance activities done during the CPS period. The CPSCR asserts that the GoJ has been pleased by the World Bank’s contributions via a policy note and various economic reports. One significant piece of ESW is a Country Economic Memorandum, which helped inform some of the government reforms under Pillar I on supporting economic stability. All other pieces of ESW are ongoing according to the RF. Three TAs were funded late in FY2013 and are still ongoing.

13. There was one IFC advisory services project on transport for close to US\$2.0 million that was approved in FY08 and was implemented during the CPS period. This project was found to be “successful” by IEG. During the CPS period, IFC implemented four other advisory services projects, amounting to over US\$3.6 million of IFC managed funds. Among these four projects, one was terminated; and one closed in FY12 that appears to have been mostly successful although some its key outcomes and impacts, such as lending facilitated and number of women borrowers, were below the targets. The other two advisory projects started late in the CPS period, and are too new to evaluate. Lastly, through a regional advisory services project covering 15 countries in the Caribbean, IFC has been successful in helping the Jamaican authorities to issue licenses to two credit bureaus in FY13.

#### Partnerships and Development Partner Coordination

14. Annex Table 12 shows a multiplicity of agencies, bilateral and multilateral, that have provided significant ODA to Jamaica, reaching a total of US\$334 million in the period 2009-2011 (the last year for which data is available). Specifically, DFID has supported tax and debt reforms; JDSF has supported education transformation, social protection, crime and violence monitoring in the inner cities, and landslide risk reduction. Other development partners like IDB and the EU have provided budget support to help mitigate the negative impact of the global financial crisis. Finally, the World Bank has coordinated closely with the IMF on the restructuring of its standby arrangements and the Extended Fund Facility (EFF). These important partners have supported the strategic priorities laid out in the CPS by taking on specific areas for action that complemented World Bank interventions, although there seems to be little duplication of effort.

#### Safeguards and Fiduciary Issues

15. The CPS completion report discussed the high fiduciary risk in Jamaica, which required team leaders to pay particular attention to and has been mitigated by having the same fiduciary team cover all World Bank projects in the country portfolio. IEG is not aware of safeguard or fiduciary issues in the WBG’s portfolio.

### ***Overview of Achievement by Objective:***

#### **Pillar I. Supporting Economic Stability**

16. The CPS aimed to support the objective of fiscal and debt sustainability (Result Area 1) by



seeking four outcomes: (i) Enhancing medium term fiscal and debt sustainability through improved fiscal reporting discipline and accountability, and more strategic debt management; (ii) Consolidating the public sector fiscal accounts presented and discussed in Parliament; (iii) Improving fiscal debt sustainability over the medium term; and (iv) Abolishing deferred financing for Government expenditures. All four outcomes had specific targets to be achieved during the CPS period and these targets were relevant in terms of assessing achievement of the objective. But, in terms of actual achievements, there was only partial progress. Outcome (i) is mostly achieved given that a Debt Management Law was working itself through a Parliamentary approval process with an impact on budget formulation and debt planning; but its implementation cannot yet be considered a done deal. Outcome (ii) shows progress in some specific steps taken by the Minister of Finance, but the target of having Parliament discuss a consolidated public sector budget and publish consolidated public sector accounts has been partially achieved. Outcome (iii) targeted to decrease the debt/GDP ratio and reduce debt service. This Outcome was dropped at the time of the CPSPR on the basis that the World Bank could not be expected to influence these targets. IEG does not concur with this view because what was important was whether the GoJ was taking steps to achieve the debt and debt service targets in the context of the overarching objective of supporting economic stability and whether the World Bank was providing the right advice, not seeking full attribution. The outcome and the indicators could have been adjusted to a more realistic level noting that strengthening capacities for debt management made the revised indicators more achievable. Outcome (iv) was achieved as legislation was enacted abolishing deferred financing.

17. Development Policy Loans I and II, a Country Economic Memorandum and Technical Assistance funded by Trust Funds supported the work in Results Area 1 on fiscal and debt sustainability. DPL I was designed to support the four outcomes and the GoJ's aim to create fiscal space for social and investment spending. DPL II was cut in half after the GoJ could not meet the conditions of an IMF program agreement. It continued support for the DPL I objectives and helped the GoJ continue to implement growth-promoting reforms. Both DPLs were rated as Moderately Satisfactory with respect to outcomes by IEG, though DPL I was also rated as facing significant risks. The CEM and TA, some of it funded by a DFID TF, also supported statistics, tax and debt management capacity. Both the CEM and the Statistics TF (still ongoing) have been rated in their GRMs as Satisfactory with respect to outcomes and faced low risk.

18. IEG rates the achievement of Pillar I objective supporting Economic Stability, as Moderately Satisfactory, particularly given the fact that the GoJ faced a very difficult socio-economic and volatile political environment. Of the three outcomes sought, IEG concludes that one was achieved, one was mostly achieved, and one was partially achieved.

### **Pillar II. Promoting Inclusive Growth**

19. Making growth more inclusive was a central tenet of the country's Vision 2030 and of the GoJ's MTF at the time the CPS was prepared. This Pillar comprised three Results Areas (Results Areas 2-4). Results Area 2 was to Strengthen Human Capital; Results Area 3 addressed Crime and Violence Prevention; and Results Area 4 was to promote Rural Development.

20. Results Area 2 on Strengthening Human Capital pursued three Outcomes: (v) Enhanced resource management and improve the quality of education through decentralized decision-making in the education system; (vi) Quality of services by the early childhood institutions (ECI) enhanced through compliance with minimum standards required for registered institutions; and (vii) Enhanced health and education services for children of beneficiary families in the national conditional cash transfer program (PATH). Outcome (v) sought to support the establishment of the legal and resource base of three key national education agencies by 2013. The agencies were established but, according to the CPSCR, there are still legal issues pending that require further consensus building among key stakeholders. IEG considers this outcome mostly achieved. The target for outcome (vi) was set at 20 percent of early childhood institutions registered by FY12/13 and registration was amply surpassed (as the latest ISR for this operation rates progress as moderately satisfactory with respect to development outcomes). Since consensus among multi-stakeholders on respective institutional roles was missing at the beginning, the outcome is considered mostly achieved. On outcome (vii) the target was to reach 64 percent of PATH

beneficiaries; the target was surpassed but according to the CPSCR there is still an issue regarding coverage and adequacy of the transfers, so the outcome was mostly achieved.

21. With respect to this Results Area 2, IFC had indicated in the CPS that it “will emphasize private sector investments improving economic conditions for the pyramid base segments of the population”. The CPS had also indicated that IFC, jointly with the World Bank, would address the above results area using PPPs for construction of schools. GoJ has become interested in such a PPP only recently and, as indicated in the CPSCR, IFC has initiated an advisory services project towards this in the last quarter of the CPS period. Consequently, no progress has been made by IFC towards this results area as yet.

22. The three Outcomes pursued under Results Area 2 are being supported by three ongoing SILs. An education transformation loan has a Satisfactory rating on development and implementation and low risk in the latest ISR (March 2013). An early childhood development loan has a Moderately Satisfactory rating on development and Satisfactory on implementation, but its risk is not assessed (ISR March 2013). A cash transfer program was assessed in May 2013 and has Moderately Satisfactory ratings and substantial risk. This program was also supported by an ongoing piece of AAA to inform policy and strategy. IEG considers that these three programs are well aligned and advance the objectives of this Pillar even though they are still ongoing.

23. Results Area 3 to Prevent Crime and Violence sought to achieve three Outcomes: (viii) Increase the number of persons that have been trained in community-based crime and violence prevention and reduction (includes skills training, alternative livelihoods, mediation programs and education programs); (ix) Increase national Government capacity to collect and analyze data and statistics on crime and violence to support evidence-based policymaking in crime and violence prevention; and (x) Provide access to improved basic infrastructure and financial services and security of tenure for 60,000 ICBS Inner City residents. Outcome (viii) did not specify a target but over twenty six thousand persons have been trained and the CPSCR considers this outcome achieved. Outcome (ix) also did not specify a target but a countrywide Crime and Violence Observatory is fully functional according to the CPSCR. Outcome (x) pursued a target of providing infrastructure and financial services to 60,000 inner city dwellers, and the CPSCR states that the target was surpassed reaching nearly sixty-two thousand beneficiaries. Therefore, IEG concludes that these outcomes of result area 3 were achieved.

24. All the outcomes sought under this Result Area 3 were supported by one ongoing SIL and a parallel JSDF Grant, for which there is no evaluation information in the World Bank’s information systems. The latest ISR (August 2013) for the SIL indicates satisfactory performances for both development and implementation, though it doesn’t address risk. But the lengthy implementation period that has elapsed (project approved in March 2006) and the fact that the SIL is still ongoing gives IEG pause.

25. Results Area 4 sought two outcomes to promote Rural Development: (xi) to move medium-sized farmers up the supply chain, and (xii) Provide capacity training to small-scale agricultural producers & tourism product providers. Regarding the Outcome (xi), a target was set to move 65 medium-size farmers up the supply chain; the CPSCR doesn’t explain why this was a significant target other than the baseline zero. Moreover, these outcome targets were changed that the World Bank in agreement with the GoJ dropped medium-sized farmers as a target group. According to the CPSCR, this Outcome is now not achieved and “non-observable”. Outcome (xii) does not have baseline values, but the CPSCR states that around 5,500 small scale farmers have benefited from capacity building initiatives, and 5,200 farmers are being trained in good agricultural practices, which, for example, helps increase the quality of export agriculture products. Therefore, IEG concluded that this outcome was achieved.

26. These outcomes were supported by a SIL, the Rural Economic Development Initiative, approved at the start of the CPS period. This project is ongoing and the May 2013 ISR rates its performance as Moderately Unsatisfactory both on development and implementation – indeed there have been considerable delays.

27. In light of progress towards most outcomes sought, but also taking into account the below average performance of the main support instrument, i.e. the Rural Development SIL, IEG rates the achievements of the objectives of Pillar II on promoting inclusive growth as Satisfactory.

**Pillar III. Promoting Sustained Growth**

28. This Pillar comprised three Results Areas: (i) Strengthening Non-Labor Competitiveness, (ii) Improving Climate Resilience and Vulnerability Reduction, and (iii) Strengthening Governance. All these objectives are core part of Jamaica's Vision 2030 and the GoJ's first MTF overlapping the CPS period.

29. Results Area 5, to Strengthen Non-Labor Competitiveness, pursued two Outcomes: (xiii) Reduce electric utility company's energy losses to yield significant benefits for energy security and efficiency, and (xiv) Ease the payment of taxes. On Outcome (xiii) the aim was reign in high electricity costs and set a target to reduce losses from 23 percent in 2010 to 20 percent in 2013. This was an important indicator given the dependence of Jamaican economy on energy imports. The CPSCR says that this outcome was not achieved and is "non-observable", because the World Bank's program focuses on policy reform and capacity rather than on energy efficiency investments. If this is the case, the indicator for this outcome should not have been reduction in energy losses, something that is indeed observable. In this case there was an inappropriate design regarding this outcome. IEG agrees that this outcome was not achieved. On Outcome (xiv) the aim was to reduce the time it takes to pay taxes to 20 days in 2013, down from 52 days at CPS inception. The CPSCR reports that the number of days fell only to 46 days hence there was some progress but the outcome was not achieved.

30. With respect to Outcome (xiii) on reducing energy losses, the mentioned DPLs had energy components and there is a World Bank Energy Security and Efficiency Enhancement SIL. The latest ISR (August 2013) rated its progress on development to be Satisfactory and progress on implementation to be Moderately Satisfactory, but the CPSCR recognizes that this SIL was the wrong instrument to achieve the objective and a new loan more directly focused on energy efficiency is needed. Risk was deemed moderate. Moreover, the IFC implemented two power projects: one for greenfield construction of a 66MW Heavy Fuel Oil-based generation plant in Kingston area; and the other for energy efficiency and improvement of electricity distribution. The generation project (and its predecessor that started before the CPS period) did add valuable generation capacity. However, the efforts to reduce systems loss do not appear to have been successful. Power losses increased through 2010 and more recent information is not available to IEG. The private distribution entity JPS Co suffered from weak profit margin and reduced liquidity, which made it difficult to finance the requisite capital expenditures addressing systems losses. For Outcome (xiv) on easing tax payment, the World Bank support was a Doing Business report and perhaps some TA, although the CPSCR is not clear about this.

31. Regarding this result area of strengthening non-labor competitiveness, in addition to the energy sector, the CPS made a passing mention about transport (air and road) and logistics being the main areas of IFC. Under an IFC investment project, approved before the CPS period, the Sangster airport in Montego Bay was privatized. The IFC PPP advisory project for the privatization of the Manley airport in Kingston has provided GoJ with reports that have identified prospective bidders but there have been no successful bids yet. Lastly, the CPS expected to support entrepreneurs via better access to finance through MSME trade finance, and advisory services to help banks reach MSMEs market segments. IFC's microfinance project (approved before the CPS period) faced substantial problems and the advisory services project supporting the entity was terminated. Following this negative development, IFC did not initiate other projects in this area except for trade finance facility that is currently not being used. The CPSCR mentions credit bureau legislation but no credit bureau has actually started operation during the CPS period. IEG concludes that results in this area were unsatisfactory.

32. The achievement of the Results Area 6, to improve climate resilience and reduce climate vulnerability, rested on three outcomes: (xv) Increased capacity to integrate climate resilience into development plans and strategies, (xvi) reduce landslide risks in four communities, and (xvii) provision of agriculture weather risk coverage to at least 1,000 farmers.

33. Regarding the outcome to integrate climate resilience into development plans and strategies, the GoJ developed and presented to a Parliament Sub-committee a Strategic Program through 2030,



which was approved, thus achieving the target set in the CPS. With respect to the Outcome of reducing landslide risks in four communities, the CPSCR claims some progress. Training has been provided for officials and stakeholders, but there have been delays in the physical investment in the four communities selected. Outcome (xvii) to provide weather risk coverage to 1000+ farmers by 2013 was not achieved and financing was dropped due to lack of fiscal space as noted in the RF.

34. This climate resilience objective was supported primarily by a small JSDF grant that is still ongoing. According to the latest ISR (August 2013) this program was having difficulties and progress on development objectives and implementation was rated Moderately Unsatisfactory. Risk was not assessed. Given that the outcomes sought through this objective are largely pending, IEG concluded that Results in this area were moderately unsatisfactory.

35. The achievement of Results Area 7 on strengthening governance depended on four outcomes: (xviii) Progress on multi-year perspective in fiscal planning, expenditure policy and budgeting; (xix) Implementation of an Auditor General operational plan and development of internal audit plans for ministries; (xx) Progress in scope, nature and follow up of external audits; and, (xxi) Improved processes in place for evaluation and prioritization of public investment projects. This objective was central to supporting all three Pillars of the CPS and reflected a core interest of the GoJ.

36. Regarding Outcome (xviii) to improve fiscal planning, expenditure policy and budgeting, the target of achieving a B PEFA rating by FY2013, moving up from a C+ rating, was achieved. Regarding Outcome (xix) on internal audit plans for ministries, the CPSCR affirms that the Auditor General is planning and developing them but implementation has not been done yet. Regarding external audits of Outcome (xx), despite progress made in improving quality of audits, the PEFA rating (C+) has not changed from the baseline in 2007. The CPSCR also says that the “indicator on “Improved transparency of public finance” had been removed by the CPSCR”, a weak explanation given the increasing demand for transparency in government. With respect to Outcome (xxi) to put in place evaluation and prioritization of public investment projects, the CPSCR says that this has been done covering over 90 percent of the central Government budget. But, the CPSCR also states that only six ministries have prepared prioritization frameworks, and there is no evidence or assessment of actual use.

37. The Strengthening Governance objective was supported primarily by the DPLs approved during the CPS period and a DFID TF that is ongoing. The achievements under the DPLs have been addressed above, but there is no information on the performance of the DFID TF. Important partial steps have been taken to advance towards the objective though the record is mixed, thus IEG rates the results in this area as moderately unsatisfactory.

38. IEG rates progress towards attaining objectives under Pillar III as Moderately Unsatisfactory.

Objectives	CASCR Rating	IEG Rating
Pillar I: Supporting Economic Stability	<i>Moderately Satisfactory</i>	<i>Moderately Satisfactory</i>
Pillar II: Promoting Inclusive Growth	<i>Highly Satisfactory</i>	<i>Satisfactory</i>
Pillar III: Promoting Sustained Growth	<i>Moderately Unsatisfactory</i>	<i>Moderately Unsatisfactory</i>

#### 4. Overall IEG Assessment

	CASCR Rating	IEG Rating
<b>Overall Outcome:</b>	<b><i>Moderately Satisfactory</i></b>	<b><i>Moderately Satisfactory</i></b>
<b>IBRD/IDA Performance:</b>	<b><i>Good</i></b>	<b><i>Good</i></b>

#### Overall outcome:

39. IEG rates the Overall Outcome as *Moderately Satisfactory*. It rates the achievement of the Pillar I objective, Supporting Economic Stability, as *Moderately Satisfactory* recognizing that the Government of Jamaica (GoJ) program has been implemented in the context of a very difficult socio-

economic and volatile political environment. Of the three outcomes sought, one was achieved (abolishing deferred financing), one was mostly achieved (debt management) and one was partially achieved (preparing consolidated public accounts). IEG rates the achievement of outcomes on Pillar II, Promoting Inclusive Growth, as moderately satisfactory, as progress was made in most areas. Eight Outcomes, not all of equal importance and weight, were sought, of which four relatively simpler targets were achieved (persons trained in crime prevention, increase in crime data collection, inner city infrastructure and financial services, risk management training), three were mostly achieved (decentralized education, registration of childhood institutions, children benefiting from cash transfers), and one was not achieved (support for medium-size farmers). On Pillar III, Promoting Sustained Growth, due to partial accomplishments and several shortcomings, IEG rates progress towards the Pillar III objectives as *Moderately Unsatisfactory*. There were nine outcomes sought under this Pillar, of which two were achieved (capacity to plan for climate resilience, public expenditure planning), four were partially achieved (landslide risks, internal audit, external audits, prioritization of public project), and three were not achieved (reducing energy losses, ease of paying taxes, weather risk).

**IBRD/IDA Performance:**

40. IEG rates World Bank performance as Good. The three CPS Objectives were aligned with country development priorities as reflected in the National Development Goals of Jamaica's Vision 2030 and the MTF. The three engagement pillars selected were important to support even though known institutional, political and capacity constraints were present. The CPS was in this regard demand driven and the World Bank approached its support in a manner that allowed it to adjust to shortcomings. Some programs were slow to get implemented and a few were dropped at the time of the CPSPR. The World Bank used the right instruments for the chosen areas and carried out AAA that was on the whole well suited to meet time-bound targets; it also mobilized grant and trust funds to support smaller but essential pieces of the strategy implementation. The World Bank also coordinated well with other development partners and the IMF. Jamaica at the time of the CPS was in a fragile socio-economic condition and the World Bank did what was necessary to back up programs that were urgently needed, such as stabilization and social protection. The CPS acknowledged existing risks but the CPSPR downplayed their materialization during implementation - something that the CPSCR recognizes. The Results Framework was useful in laying out the objectives, outcomes and targets, and for the most part matched interventions to these. Still, the RF left many questions about real achievements in some areas (too many instances of not being able to tell what happened because the programs are still ongoing) and it is not immediately obvious that it was used as a management tool, particularly in helping pinpoint areas for risk mitigation. Regarding portfolio management, there was appropriate follow up through ISRs but while these ISRs were widely carried out, they were relatively weak in systematically assessing risk to development outcomes of the interventions; the CPSPR did help the World Bank reassess its support of the strategy confirming that the strategy was appropriate. The objectives and most of the outcomes and targets were unchanged. This is a positive aspect of the CPS given the change in government in the middle of the CPS period.

41. The CPS had identified many areas of IFC interventions but the IFC was unable to develop successful operations in most of the areas. Where successful, for example in air transportation, IFC's program was cohesive with a series of privatization projects with good coordination between investment and advisory projects. However, in most areas such deliberate progress was missing. For example, in electricity, while generation capacity has been improving, almost no gains have been made to address systems loss, energy efficiency, and sustainability of sector institutions. Similarly, very little progress has been made to increase the number of schools through a PPP, as was envisaged in the CPS to eliminate the shift system in schools.

**5. Assessment of CPS Completion Report**

42. The CPSCR is in general a straightforward and candid report. The CPSCR RF, in addition to capturing the CPS Objectives, Outcomes, and Targets, adds some valuable lessons and suggestions for the next CPS. It focuses on the extent to which outcomes were achieved, largely mirroring the

CPSPR. It provides for the most part adequate explanations of the WBG contribution, and of the status of implementation of the various interventions. The CPSCR acknowledges the important role of IFC, particularly in energy and transport and in advisory services. However, since Jamaica has not experienced real growth in the 2009-2013 period, and an important role of the CPSCR is to help the development of the forthcoming CPS, it would have been instructive for the CPSCR to shed more light on how the WBG would propose to help Jamaica reactivate growth so that the stabilization and social gains made can be sustained and poverty rates decreased.

## **6. Findings and Lessons**

43. IEG is in agreement with the key lessons identified in the CPSCR regarding the need to improve competitiveness, desirability of flexibility, and the need for realism in an environment of fiscal and capacity constraints and of an efficient monitoring system. Other lessons that can be drawn from the CPSCR, some of which are quite important if well-known are: (i) Attention to financial and institutional constraints and external shocks is essential to setting realistic outcomes and achieving sustainable results; (ii) Careful consideration of sequencing and timing of reforms that deal with structural changes and capacity constraints is key to achieving expected outcomes; (iii) Using programmatic policy-based lending in support of difficult and demanding reforms in crisis situations proved to be a prudent approach; (iv) Identified weaknesses in investment lending projects suggest that simplification of project design is critical to achieving expected outcomes without implementation delays; (v) Close collaboration with other development partners in Jamaica has proven important in achieving greater impact. IEG also adds that the World Bank needs to be cautious in adopting an announced “flexible” approach to its CPS program since it may undermine what is seeking to achieve. The CPSPR should also be an opportunity to cut down on commitments if this is justified, as it was during the CPS period when the IMF programs went off track, and the reverse should also be an open door if the country debt headroom allows.



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**Annex Table 1: Summary Achievements of CPS Objectives**

	CPS FY09-FY12: Pillar I Supporting Economic Stability	Actual Results (as of current month/year)	Comments
	1. Fiscal and debt sustainability		
	Medium term fiscal and debt sustainability enhanced through fiscal consolidation and enhanced fiscal reporting and accountability.	The Debt Management Law passed in November 2012. The associated regulations to the Fiscal Responsibility Framework were approved by Parliament in April 2012 and in September 2012 Parliament approved further amendments to strengthen legislation governing FRF. The FY 2011/12 and FY 2012/13 budgets included a MTDS and borrowing plan	Source: CPSCR
<b>Major Outcome Measures</b>	Consolidated public sector fiscal accounts presented and discussed in Parliament  <i>Baseline:</i> Central government and public bodies Budgets are presented separately (FY09/10)  <i>Target:</i> Parliament receives and discussed Consolidated public sector budget (FY12/13)	The Fiscal Policy Paper submitted to Parliament included detailed accounts of both central government and the public bodies, although not presented in a fully consolidated manner. The FY11/12 Budget Memorandum did not publish consolidated public sector tables, In accordance with Section 48 B of the Financial Administration and Audit Act, the presentation of the annual revenue and expenditures, the Minister of Finance lays before Parliament, a Fiscal Policy Paper containing information regarding: (i) macro- economic framework; (ii) fiscal responsibility statement; (iii) fiscal responsibility strategy. The Fiscal responsibility statement specifies the level of fiscal balance and debt, deemed prudent by the Minister of Finance.	
	Improved fiscal and debt sustainability over the medium term: a) Decline in total public debt to GDP ratio Baseline: 139.7% of GDP (FY09/10) Target: 124.2% of GDP (FY12/13)  b) Reducing debt service through debt management activities  Baseline: 16.0% of GDP (Interest payments, FY09/10) Target: 10.5% of GDP (Interest payments, FY12/13)	A decision was made to drop this outcome as it was difficult to attribute changes to Bank interventions only.	Source: CPSCR

	<p><b>Abolition of deferred financing for Government expenditures</b></p> <p>Baseline: Annual average deferred financing during FY01/01-FY05/06 was J\$497 million.</p> <p>Target: Enactment of legislation abolishing the authority to permit deferred financing.</p>	<p>Legislation abolishing the authority to permit deferred financing was done by amending the Finance Administration and Audit act on Jan 29 2010.</p> <p>The Fiscal Responsibility Framework was enacted in 2010. Section 48 D of the Framework (as amended in 2011) requires the Minister of Finance to act in accordance with the following management discipline parameters: (i) total debt is to be reduced to and maintained thereafter at a prudent and sustainable level; (ii) fiscal risks are to be managed prudently with particular reference to quality and level; (iii) borrowing is to be geared towards investment activities that support growth; (iv) expenditures are to be maintained in a manner consistent with the level of generated revenue, so as to achieve the desired fiscal outcomes. In addition, Section 48C requires the Wage Bill to less than 9% of GDP. Although have not been fully followed in the wake of the crisis, these requirements have laid the basis for more prudent policies and fiscal management, and have introduced a level of accountability and stronger management.</p>	<p>Source: CPSCR</p>
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	CPS FY09-FY12: Pillar II Promoting inclusive growth	Actual Results (as of current month/year)	Comments
<p><b>Major Outcome Measures</b></p>	<p>1. Strengthening Human Capital</p>		
	<p><b>Enhanced resource management and quality of education to improve the quality of education through decentralized decision-making in education system</b></p> <p>Baseline: None (2010) Target: Legal identity for the National Education Inspectorate, National Education Trust and Jamaica Teacher Council are established and resources allocated (2013)</p>	<p>All key agencies are in place, with allocated resources, and capacity building activities are ongoing. The JTC bill is ready for presentation to Parliament. Department of School Services has been established to provide direct support to schools.</p>	<p>Source: CPSCR</p>
<p><b>Quality of services by the early childhood institutions enhanced through compliance of minimum standards required for registered institutions</b></p> <p>Baseline: 3% (Registered, FY09/10) Target: 20% (FY12/13)</p>	<p>90% of all ECIs have received a complete inspection; 52% have a permit to operate, as of October 2013.</p>	<p>Source: CPSCR</p>	

<p>Enhanced health and education services for children in PATH beneficiary families Percentage of poor children benefiting from PATH</p> <p>Baseline: 60% (2008), Target: 64% (2012)</p>	<p>Overall PATH beneficiaries now stand at 406,000, 12.8% more than the Government target of 360,000</p>	<p>Source: CPSCR</p>
<p><b>2. Crime and Violence Prevention</b></p>		
<p>Reduce crime and violence in the inner cities basic services project beneficiary communities.</p> <p>Baseline: 6.3 robberies in Whitfield Town (2006-08 average) 1.3 robberies in Flankers (2006-08 average) Target: 3 robberies in Whitfield Town (FY12/13) 1 robbery in Flankers (FY12/13)</p>		<p>This objective has been dropped from the original CPS</p>
<p>Number of persons that have been trained in community-based crime and violence prevention and reduction (includes skills training, alternative livelihoods, mediation programs and education programs)</p> <p>(Households in ICBS beneficiary communities feel safer)</p> <p>Baseline: 26% (2006) Target: 75% (2013)</p>	<p>21,601 persons have been trained</p>	<p>Source: CPSCR</p>
<p>Increased national Government capacity to collect and analyze data and statistics on crime and violence to support evidence-based policymaking in crime and violence prevention</p>	<p>The island-wide Crime and Violence observatory is now fully functional, data is collected and provided to institutions dealing with crime prevention in the highest crime parishes of St Andrews, St Catherine, Clarendon, and St James. The Observatory is housed in the Ministry of National Security and provides invaluable information for the community safety profiles and government programs, such as the Community Renewal Program</p>	<p>Source: CPSCR</p>
<p>Provide access to improved basic infrastructure and financial services and security of tenure for 60,000 ICBS Inner City residents</p> <p>Baseline: 0 (2006) Target: 60,000 (2013)</p>	<p>Improved basic infrastructure and financial services have been provided in 12 inner city communities, and have benefitted 61,953 residents</p>	<p>Source: CPSCR</p>

3. Promoting Rural Development		
<p>Medium-sized farmers move up the supply chain</p> <p>Baseline: None (2010) Target: 65 (2013)</p>	<p>The Bank's and the Government agreed that the Rural Economic Development Initiative (REDI), by design will target micro and small producers and tourism service providers, rather than medium size farmers. Taking into account the constrained fiscal space, they have also agreed to postpone the preparation of the Agriculture Risk Management Project</p>	<p>Originally under Pillar 3 of the CAS: Promoting Sustained growth pillar</p>
<p>Small scale agricultural producers &amp; tourism product providers received capacity training</p> <p>Baseline: 0 (2010), Target: 75 (2013)</p>	<p>Training on price risk management for the coffee industry was delivered, as they enact a reform for diversification of export markets</p>	<p>Originally under Pillar 3 of the CAS: Promoting Sustained growth pillar</p>

	CPS FY09-FY12: Pillar III Promoting sustained growth	Actual Results (as of current month/year)	Comments
	<b>1. Strengthening non-labor competitiveness</b>		
<b>Major Outcome Measures</b>	<p>Businesses gain by improved access to reliable energy and lower cost of paying taxes</p> <p><b>Reduce electric utility's energy losses to yield significant benefits for energy security and efficiency</b></p> <p>Base: 23% loss (2010) Target: 20% (2013)</p>	<p>The current Bank program focuses on regulatory policy reform and institutional capacity building in the energy sector with medium to long-term results expected in terms of reducing utility losses and subsequent energy costs. Given the importance of the energy sector to the Jamaican economy, the government has requested a follow-up project with specific investments to improve energy efficiency and/or increase clean energy supply. The Bank is currently exploring options for a new energy project within the current fiscal constraints</p>	<p>Source: CPSCR</p>
	<p><b>Ease of paying taxes</b></p> <p>Baseline: 72 payments and 52 full days to comply with tax laws for 14 different taxes (2010) Target: 20 days to pay taxes (2013)</p>	<p>Doing Business 2013 reported 36 payments and 46 days to file taxes.</p>	<p>Source: CPSCR and DB 2013</p>
	<b>2. Climate resilience and vulnerability reduction</b>		
	<p>Increased capacity to integrate climate resilience to development strategies</p> <p>Baseline: No strategic program on climate resilience (2010) Target: Strategic program on climate resilience (2013)</p>	<p>Jamaica developed, with joint support from the World Bank and IDB, its Strategic Program for Climate Resilience (SPCR) covering 2011-2030 and presented it to the Pilot Program for Climate Resilience (PPCR) Sub-Committee which considered and approved it in November 2011.</p>	<p>Source: CPSCR</p>



	<p>Landslide risks are reduced in four communities</p> <p>Baseline: None (FY09/10) Target: 4 communities reduce landslide risk reduction</p>	<p>60 Govt. officials and 80 community stakeholders trained in the MoSSaic methodology for landslide risk reduction. Physical investments were delayed, but are now underway in the communities of Harbor Heights, Melbrook Heights, Bedward Gardens, and Breastworks.</p>	<p>Source: CPSCR</p>
	<p>Agriculture weather risk coverage</p> <p>Baseline: None (2010), Target: 1000+ farmers (2013)</p>	<p>No data available</p>	
<p><b>3. Strengthen governance</b></p>			
	<p>Budget expenditures are allocated efficiently to achieve development results:</p> <p>Progress multi-year perspective in fiscal planning, expenditure policy and budgeting:</p> <p>Baseline: C+ rating (PEFA indicator 12, 2007) Target: B rating by FY2013</p>	<p>B rating for PEFA indicator in the latest PEFA report assessment.</p> <p>No info available to support outcome.</p>	<p>Source: CPSCR</p> <p>Most recent data available is the 2007 PEFA report</p>
	<p>Implementation of Auditor General operational plan and development of internal audit plans for ministries</p>	<p>The Auditor General prepared and is implementing an operational plan and is developing internal auditing plans for Ministries.</p>	<p>Source: CPSCR</p>
	<p>Progress in scope, nature and follow up of external audits:</p> <p>Baseline: C+ rating (PEFA indicator 26, 2007) Target: B rating (2013)</p>	<p>No available 2012 PEFA report.</p>	
	<p>Improved processes in place for evaluation and prioritization of public investment projects</p> <p>Baseline: No prioritization framework exists (FY2009/10) Target: Investment prioritization framework is used in at least 10 ministries to evaluate and select investment projects</p>	<p>As of now 6 ministries prepared prioritization frameworks.</p>	<p>Source: CPSCR</p>

	CPS FY09-FY12: Pillar III Promoting sustained growth	Actual Results (as of current month/year)	Comments
<b>Major Outcome Measures</b>	<b>1. Strengthening non-labor competitiveness</b>		
	Businesses gain by improved access to reliable energy and lower cost of paying taxes  Reduce electric utility's energy losses to yield significant benefits for energy security and efficiency  Base: 23% loss (2010) Target: 20% (2013)	The current Bank program focuses on regulatory policy reform and institutional capacity building in the energy sector with medium to long-term results expected in terms of reducing utility losses and subsequent energy costs. Given the importance of the energy sector to the Jamaican economy, the government has requested a follow-up project with specific investments to improve energy efficiency and/or increase clean energy supply. The Bank is currently exploring options for a new energy project within the current fiscal constraints	Source: CPSCR
	Ease of paying taxes  Baseline: 72 payments and 52 full days to comply with tax laws for 14 different taxes (2010) Target: 20 days to pay taxes (2013)	Doing Business 2013 reported 36 payments and 46 days to file taxes.	Source: CPSCR and DB 2013
	<b>2. Climate resilience and vulnerability reduction</b>		
	Increased capacity to integrate climate resilience to development strategies  Baseline: No strategic program on climate resilience (2010) Target: Strategic program on climate resilience (2013)	Jamaica developed, with joint support from the World Bank and IDB, its Strategic Program for Climate Resilience (SPCR) covering 2011-2030 and presented it to the Pilot Program for Climate Resilience (PPCR) Sub-Committee which considered and approved it in November 2011.	Source: CPSCR
	Landslide risks are reduced in four communities  Baseline: None (FY09/10) Target: 4 communities reduce landslide risk reduction	60 Govt. officials and 80 community stakeholders trained in the MoSSaic methodology for landslide risk reduction. Physical investments were delayed, but are now underway in the communities of Harbor Heights, Melbrook Heights, Bedward Gardens, and Breastworks.	Source: CPSCR
	Agriculture weather risk coverage  Baseline: None (2010), Target: 1000+ farmers (2013)	No data available	
	<b>3. Strengthen governance</b>		
Budget expenditures are allocated efficiently to achieve development results:  Progress multi-year perspective in fiscal planning, expenditure policy and budgeting:  Baseline: C+ rating (PEFA indicator 12, 2007)	B rating for PEFA indicator in the latest PEFA report assessment.  No info available to support outcome.	Source: CPSCR  Most recent data available is the 2007 PEFA report	

	Target: B rating by FY2013		
	Implementation of Auditor General operational plan and development of internal audit plans for ministries	The Auditor General prepared and is implementing an operational plan and is developing internal auditing plans for Ministries.	Source: CPSCR
	Progress in scope, nature and follow up of external audits:  Baseline: C+ rating (PEFA indicator 26, 2007) Target: B rating (2013)	No available 2012 PEFA report.	
	Improved processes in place for evaluation and prioritization of public investment projects  Baseline: No prioritization framework exists (FY2009/10) Target: Investment prioritization framework is used in at least 10 ministries to evaluate and select investment projects	As of now 6 ministries prepared prioritization frameworks.	Source: CPSCR

**Annex Table 2: Planned and Actual Lending, FY10-13**

Project ID	Project name	Proposed FY	Approval FY	Closing FY	Proposed Amount	Approved Amount	Outcome rating	Comments
<b>Projects planned under CPS FY10-13</b>								
P107407	JM Education Transformation Capacity Bui	2010	2010	2014	16	16	LIR: MS	
P105122	JM Rural Economic Development Initiative	2010	2010	2017	15	15	LIR: MS	
P113893	JM-1st Progr. Debt & Fiscal Sustain. DPL	2010	2010	2011	200	200	IEG: MS	
P112780	Energy Security & Efficiency Enhancement	2011	2011	2016	25	15	LIR: S	
P123241	JM 2nd Prog Debt & Fiscal DPL	2011	2012	2012	200	100	LIR: MS	
	Skills for Inclusive Growth	2012						Dropped
	Caribbean Advanced Regional Communications Infra Program	2011						Dropped
	Crime and Violence	2012						Dropped
	DPL 3	2012						Dropped
	Agricultural Risk Management	2013						Dropped
<b>Total</b>					<b>456</b>	<b>346</b>		
<b>Non-programmed projects</b>								
<b>Total</b>						<b>0</b>		
<b>Ongoing projects during the CPS Period</b>								
P071589	JM- Reform of Secondary Ed. (ROSE II)		2003	2010		39.8	IEG: MS	
P091299	JM Inner City Basic Services Project		2006	2014		29.3	LIR: S	
P095673	JM Early Childhood Develop Proj -- SWAP		2008	2015		15	LIR: MS	
P105024	JM Social Protection		2008	2015		40	LIR: MS	
P106622	JM Second HIV/AIDS Project		2008	2013		10	LIR: MS	
P109575	JM Hurricane Dean ERL		2008	2011		10	IEG: MS	
P101321	JM Fiscal & Debt Sust. DPL		2009	2010		100	IEG: MS	
<b>Total</b>						<b>244.1</b>		

Source: Jamaica CPS and WB Business Warehouse Table 2a.1, 2a.4 and 2a.7 as of 09/19/2013

\* LIR: Latest internal rating. U: Unsatisfactory. MU: Moderately Unsatisfactory. MS: Moderately Satisfactory. S: Satisfactory. HS: Highly Satisfactory.

**Annex Table 3: Analytical and Advisory Work for Jamaica, FY09 - FY13**

Proj ID	Economic and Sector Work	Fiscal year	Output Type
P111612	JM Energy Sector Policy	FY09	Policy Note
P117401	MTDS - Jamaica	FY10	Report
P113894	JM-CEM	FY11	Report
P124440	MTDS Jamaica Follow Up	FY11	Report
P130723	JM PSIA of Fiscal Reforms	FY12	EW/Not assigned
P145510	JM:Parli. Oversight of Public Finances	FY13	EW/Not assigned
Proj ID	Technical Assistance	Fiscal year	Output Type
P106757	JM Addressing Debt Problem	FY09	Client Document Review
P114298	GCMSM: Jamaica Debt Market Development	FY09	Institutional Development Plan
P125767	JM (FBS) Payments System	FY13	TA/IAR
P132076	Ag Index Insurance Capacity Building	FY13	TA/IAR
P132163	JM - JIT Skills, Promotion & Protection	FY13	TA/IAR

Source: WB Business Warehouse Table ESW/TA 8.1.4 as of 09/30/13

**Annex Table 4: Grants and Trust Funds Active in FY09-13 (in US\$ million)**

Project ID	Project name	TF ID	Approval FY	Closing FY	Approved Amount
P129633	Improving Climate Data and Information Management	TF 11477	2013	2015	300,000
P127299	Technological Scale Up for Youth-led Urban Ornamental Aquaculture	TF 10107	2013	2014	50,000
P117452	TFSCB - Strategic Statistical Development Project for Jamaica	TF 95366	2011	2015	346,500
P109575	Jamaica Hurricane Dean ERL	TF 97314	2011	2012	2,343,018
P121563	Jamaica Conditional Cash Transfer Program	TF 96923	2010	2013	2,496,720
P116471	Community-based Landslide Risk Reduction (JSDF Grant)	TF 95055	2010	2014	2,375,000
P097092	JM Governance and Anti-Corruption	TF 96910	2010	2013	297,900
P091299	JM Inner City Basic Services for the Poor Project	TF 94380	2009	2013	2,650,000
P105122	Rural Economic Development Initiative	TF 90322	2008	2010	500,000
<b>Total FY09-13</b>					<b>11,359,138</b>

Source: Client Connection as of 09/19/13

**Annex Table 5: IEG Project Ratings for Jamaica, FY09-13**

Exit FY	Proj ID	Project Name	Total Evaluated (\$M)	IEG Outcome	IEG Risk to DO
2009	P067774	JM- Social Safety Net Project	40.00	Satisfactory	Moderate
2009	P101321	JM Fiscal & Debt Sust. DPL	100.00	Moderately Satisfactory	Moderate
2010	P071589	JM- Reform of Secondary Ed. (ROSE II)	11.85	Moderately Satisfactory	Moderate
2010	P113893	JM-1st Progr. Debt & Fiscal Sustain. DPL	200.00	Moderately Satisfactory	Significant
2011	P109575	JM Hurricane Dean ERL	9.96	Moderately Satisfactory	Significant
<b>Total</b>			<b>361.81</b>		

WB Business Warehouse Table 4a.5 and 4a.6 as of as of 09/19/2013

\* With IEG new methodology for evaluating projects, institutional development impact and sustainability are no longer rated separately.



**Annex Table 6: Project Ratings for Jamaica and Comparators, FY09-13**

Exit FY	Total Evaluated (\$M)	Total Evaluated (No)	Outcome % Sat (\$)	Outcome % Sat (No)	RDO % Moderate or Lower Sat (\$)*	RDO % Moderate or Lower Sat (No)*
Jamaica	361.8	5	100.0	100.0	42.0	60.0
LCR	16,053.82	179	92.68	74.29	81.03	66.47
World	65,776.43	859	83.24	71.34	65.70	53.50

Source: WB Business Warehouse as of 10/01/13

\* With IEG new methodology for evaluating projects, institutional development impact and sustainability are no longer rated separately.

**Annex Table 7: Portfolio Status for Jamaica and comparators, FY09-13**

Fiscal year	2009	2010	2011	2012	2013	Total
<b>Jamaica</b>						
# Proj	6	9	10	10	10	45
# Proj At Risk	0	1	1	0	0	2
% Proj At Risk	-	11.1	10.0	-	-	4.4
Net CommAmt	116.8	140.2	145.5	145.5	136.1	684.1
Comm At Risk	-	15.0	15.0	-	-	30.0
% Commit at Risk	-	10.7	10.3	-	-	4.4
<b>LCR</b>						
# Proj	331	349	353	346	332	1,711
# Proj At Risk	74	68	61	68	72	343
% Proj At Risk	22.4	19.5	17.3	19.7	21.7	20.0
Net CommAmt	26,198.1	32,161.5	32,557.8	33,341.8	30,843.3	155,102.7
Comm At Risk	3,297.1	5,316.1	3,195.2	4,503.5	6,097.4	22,409.3
% Commit at Risk	12.6	16.5	9.8	13.5	19.8	14.4
<b>World</b>						
# Proj	1,925	1,990	2,059	2,029	1,965	9,968
# Proj At Risk	386	410	382	387	414	1,979
% Proj At Risk	20.1	20.6	18.6	19.1	21.1	19.9
Net CommAmt	135,706.0	162,975.3	171,755.3	173,706.1	176,206.6	820,349.2
Comm At Risk	20,857.8	28,963.1	23,850.0	24,465.0	40,805.6	138,941.5
% Commit at Risk	15.4	17.8	13.9	14.1	23.2	16.9

Source: WB Business Warehouse Table 3a.4 as of 09/19/2013

**Annex Table 8: Disbursement Ratio for Jamaica, FY09-13**

Fiscal Year	2009	2010	2011	2012	2013	Overall Result
<b>Jamaica</b>						
Disbursement Ratio (%)	17.18	25.10	23.27	33.23	35.07	25.75
InvDisb in FY	18.09	21.89	22.24	29.05	20.47	111.75
Inv Tot Undisb Begin FY	105.31	87.22	95.60	87.42	58.37	433.92
<b>LCR</b>						
Disbursement Ratio (%)	40.12	39.67	31.04	21.92	23.78	30.36
InvDisb in FY	3,889.79	4,927.85	4,427.64	3,244.01	3,420.68	19,909.97
Inv Tot Undisb Begin FY	9,694.78	12,423.67	14,264.27	14,802.47	14,384.94	65,570.13
<b>World</b>						
Disbursement Ratio (%)	25.74	26.29	21.72	20.02	19.84	22.32
InvDisb in FY	16,661.05	19,517.87	19,551.45	19,537.58	19,050.01	94,317.96
Inv Tot Undisb Begin FY	64,715.79	74,242.58	90,025.96	97,579.64	96,038.76	422,602.73

BW disbursement ratio table as of 09/19/13

**Annex Table 9: List of IFC's investments in Jamaica that were active during FY10-12 (US\$'000)**

Project ID	Cmt. FY	Closure FY	Project Status	IFC Sector Primary	IFC Sector Explntry	Project Size	Net Loans	Net Equity	Total Net Commitment
<b>Investments approved pre-FY10, but active during FY10-13</b>									
11353, 24306, 24676+	2002, 2006, 2006,		Active	IINR	Airport	147,000	41,200		41,200
11367*	2003		Active	IINR	Power Gen. & Dstrbtn.	288,000	45,000		45,000
23524	2005		Active	IINR	Power Gen. w/ Fuel Oil	81,673	28,000		28,000
24076#	2006		Active	Fin & Ins	Comm. Bank	30,000	15,000		15,000
25541^	2008		Active	MAS	Constr. & Real Estate	25,000	17,500		17,500
27009	2009		Active	Fin & Ins	Microfin.	20,000		10,000	10,000
<b>Subtotal</b>						<b>591,673</b>	<b>146,700</b>	<b>10,000</b>	<b>156,700</b>
<b>Investments approved in FY10-13</b>									
26501, 30687	2011, 2011		Active	IINR	Highway Constr. and Oprtn.	339,850	53,413	4,600	58,013
28153	2011		Active	IINR	Power Gen. w/ Fuel Oil	97,980	21,742		21,742
*29088	2011		Active	IINR	PowerEE & Distribtn.	112,200	35,000		35,000
+31658	2013		Active	IINR	Airport	25,000	7,500		7,500
#33190	2013		Active	Fin & Ins	Trade Finance	15,000	15,000		15,000
^32482 buys 25541	2013		Active	MAS	Constr. & Real Estate	NA	NA	NA	NA
<b>Subtotal</b>						<b>590,030</b>	<b>132,655</b>	<b>4,600</b>	<b>137,255</b>
<b>Grand Total</b>						<b>1,181,703</b>	<b>279,355</b>	<b>14,600</b>	<b>225,208,955</b>

**Annex Table 10: List of IFC's Advisory Services in Jamaica, FY10-13**

Project ID	Project Name	Start FY	End FY	Project Status	Primary Business Line	Total Funds, US\$
<b>Advisory Services operations approved pre-FY09, but active during FY10-13</b>						
26808	PSP Air Jamaica	2008	2010	Closed	PPP	1,966,500
<b>Subtotal:</b>						<b>1,966,500</b>
<b>Advisory Services operations approved in FY10-13</b>						
566448	First Global Bank Limited	2010	2011	Terminated	A2F	228,602
571387	JNSBLL (Small Business Loans) Institutional Strengthening	2010	2012	Closed	A2F	642,143
29723	Norman Manley International Airport	2012	2014	Active	PPP	1,580,000
599131	Jamaica Education PPP	2013	2014	Active	PPP	1,158,136
<b>Subtotal:</b>						<b>3,608,881</b>
<b>Grand Total</b>						<b>5,575,381</b>

**Annex Table 11: Net Disbursement and Charges for Jamaica, FY09-13**

FY	Disb. Amt.	Repay Amt.	Net Amt.	Charges	Fees	Net Transfer
2009	118,703,808.39	48,355,764.12	70,348,044.27	16,086,876.40	514,415.45	53,746,752.42
2010	221,971,305.10	46,714,672.08	175,256,633.02	12,585,938.49	632,329.48	162,038,365.05
2011	22,242,671.23	36,244,941.44	-14,002,270.21	10,831,285.27	42,608.70	-24,876,164.18
2012	129,943,216.84	35,809,548.88	94,133,667.96	10,707,797.10	320,144.85	83,105,726.01
2013	20,474,264.91	35,645,360.52	-15,171,095.61	11,346,488.21	19,601.47	-26,537,185.29
<b>Total (FY04-FY12)</b>	<b>513,335,266.47</b>	<b>202,770,287.04</b>	<b>310,564,979.43</b>	<b>61,558,385.47</b>	<b>1,529,099.95</b>	<b>247,477,494.01</b>

Source: Client Connection as of 09/19/2013

**Annex Table 12: Total Net Disbursements of Official Development Assistance and Official Aid**

Development Partners	2009	2010	2011	2009-2011
<i>Bilaterals</i>				
Australia	..	0.37	1.37	1.74
Austria	0.09	0.10	0.10	0.29
Belgium	8.88	4.28	3.75	16.91
Canada	5.88	4.08	5.16	15.12
Czech Republic	0.62	0.58	0.17	1.37
Finland	..	0.02	0.08	0.10
France	-0.84	-0.43	-0.02	-1.29
Germany	-6.92	-6.20	-5.39	-18.51
Ireland	0.35	..	..	0.35
Italy	-0.49	-0.27	-0.29	-1.05
Japan	-5.25	-2.12	-22.63	-30.00
Korea	1.24	0.11	0.03	1.38
Netherlands	-4.25	-2.94	-0.66	-7.85
New Zealand	0.11	0.10	0.07	0.28
Norway	0.12	0.12	..	0.24
Portugal	..	0.01	..	0.01
Spain	1.19	0.51	0.25	1.95
Sweden	0.03	..	..	0.03
United Kingdom	8.29	3.92	10.33	22.54
United States	-2.05	-3.56	0.95	-4.66
<b>DAC Countries, Total</b>	<b>7.00</b>	<b>-1.32</b>	<b>-6.73</b>	<b>-1.05</b>
CarDB	23.77	13.35	19.87	56.99
EU Institutions	105.90	106.43	17.16	229.49
GEF	0.26	2.39	3.92	6.57
Global Fund	9.43	11.69	8.87	29.99
IAEA	0.20	0.30	0.19	0.69
IDB Sp.Fund	-2.31	-1.72	-1.19	-5.22
Nordic Dev.Fund	-0.18	-0.18	-0.19	-0.55
OFID	4.29	10.28	1.59	16.16
UNAIDS	0.19	0.43	0.72	1.34
UNDP	0.83	0.79	0.64	2.26
UNICEF	1.09	0.81	1.09	2.99
<b>Multilateral, Total</b>	<b>143.47</b>	<b>144.57</b>	<b>52.67</b>	<b>340.71</b>
Israel	0.02	0.01	0.01	0.04
Kuwait (KFAED)	-1.29	-2.06	-2.17	-5.52
Poland	..	..	0.02	0.02
Slovenia	..	..	0.01	0.01
Turkey	0.10	..	..	0.10
United Arab Emirates	..	0.03	0.00	0.03
<b>Non-DAC Countries, Total</b>	<b>-1.17</b>	<b>-2.02</b>	<b>-2.13</b>	<b>-5.32</b>
<b>All Development Partners Total</b>	<b>149.30</b>	<b>141.23</b>	<b>43.81</b>	<b>334.34</b>

Source: OECD DAC Online database, Table 2a. as of 9/26/13

**Annex Table 13: Economic and Social Indicators for Jamaica, FY09-12**

Series Name	Jamaica				Jamaica	MNA	World
	2009	2010	2011	2012	Average 2009-2012		
<b>Growth and Inflation</b>							
GDP growth (annual %)	-3.5	-1.5	1.3	-0.3	-1.0	2.6	1.7
GDP per capita growth (annual %)	-3.8	-1.7	1.1	-0.5	-1.2	1.4	0.5
GNI per capita, PPP (current international \$)	..	..	..	..		11,656.4	11,344.9
GNI per capita, Atlas method (current US\$)	4,510.0	4,570.0	4,760.0	5,140.0	4,745.0	8,163.4	9,334.0
Inflation, consumer prices (annual %)	9.6	12.6	7.5	6.9	9.2	3.8	3.8
<b>Composition of GDP (%)</b>							
Agriculture, value added (% of GDP)	6.4	6.3	6.5	..	6.4	5.5	3.1
Industry, value added (% of GDP)	20.7	20.9	21.5	..	21.1	32.9	26.5
Services, etc., value added (% of GDP)	72.8	72.8	71.9	..	72.5	61.7	70.4
Gross fixed capital formation (% of GDP)	20.8	19.9	20.8	..	20.5	20.0	20.1
Gross domestic savings (% of GDP)	3.1	2.0	-1.6	..	1.1	21.4	20.5
<b>External Accounts</b>							
Exports of goods and services (% of GDP)	34.4	31.3	30.9	..	32.2	24.5	28.8
Imports of goods and services (% of GDP)	52.3	49.5	53.8	..	51.9	24.7	28.7
Current account balance (% of GDP)	-9.3	-7.1	-14.3	-12.8	-10.9		
External debt stocks (% of GNI)	94.1	106.4	98.8	..	99.8		
Total debt service (% of GNI)	13.0	9.4	11.9	..	11.4	3.2	
Total reserves in months of imports	3.4	4.2	3.2	2.7	3.4	8.9	14.0
<b>Fiscal Accounts <sup>1</sup></b>							
General government revenue (% of GDP)	27.1	26.4	25.5	25.7	26.2		
General government total expenditure (% of GDP)	38.1	32.6	31.9	29.7	33.1		
General government net lending/borrowing (% of GDP)	-11.0	-6.2	-6.4	-4.0	-6.9		
General government gross debt (% of GDP)	139.4	140.8	141.5	146.6	142.1		
<b>Social Indicators</b>							
<b>Health</b>							
Life expectancy at birth, total (years)	72.6	72.8	73.1	..	72.8	74.2	70.3
Immunization, DPT (% of children ages 12-23 months)	99.0	99.0	99.0	..	99.0	92.4	83.2
Improved sanitation facilities (% of population with access)	80.1	80.2	80.2	..	80.2	80.8	63.1

Improved water source (% of population with access)	93.2	93.1	93.1	..	93.1	93.7	88.4
Mortality rate, infant (per 1,000 live births)	15.7	15.3	14.9	14.4	15.1	17.0	36.6
Education							
School enrollment, preprimary (% gross)	93.8	113.0	..	..	103.4	71.7	48.4
School enrollment, primary (% gross)	89.1	88.7	..	..	88.9	113.9	106.7
School enrollment, secondary (% gross)	95.6	92.7	..	..	94.2	89.9	70.0
<b>Population</b>							
Population, total	2.7	2.7	2.7	2.7	2.7	598.4	6,925.7
Population growth (annual %)	0.3	0.2	0.2	0.2	0.2	1.1	1.2
Urban population (% of total)	52.0	52.0	52.1	52.2	52.1	78.9	51.8

Source: WB World Development Indicators for all indicators as of 09/26/2013

<sup>1</sup> WEO Data as of April 2013

**Annex Table 14: Millennium Development Goals**

	1990	1995	2000	2005	2011
<b>Goal 1: Eradicate extreme poverty and hunger</b>					
Employment to population ratio, 15+, total (%)	63	62	58	59	56
Employment to population ratio, ages 15-24, total (%)	43	37	32	32	26
GDP per person employed (constant 1990 PPP \$)	9,919	9,974	10,229	9,513	8,668
Income share held by lowest 20%	6	6	0	5	..
Malnutrition prevalence, weight for age (% of children under 5)	4	4	4	5	..
Poverty gap at \$1.25 a day (PPP) (%)	0	0	31	0	..
Poverty headcount ratio at \$1.25 a day (PPP) (% of population)	1	2	37	0	..
Vulnerable employment, total (% of total employment)	42	37	38	35	..
<b>Goal 2: Achieve universal primary education</b>					
Literacy rate, youth female (% of females ages 15-24)	..	..	96	..	98
Literacy rate, youth male (% of males ages 15-24)	..	..	87	..	93
Persistence to last grade of primary, total (% of cohort)	87	..	85	..	95
Primary completion rate, total (% of relevant age group)	97	90	88	88	73
Adjusted net enrollment rate, primary (% of primary school age children)	99	94	94	89	82
<b>Goal 3: Promote gender equality and empower women</b>					
Proportion of seats held by women in national parliaments (%)	5	12	13	12	13
Ratio of female to male primary enrollment (%)	99	97	99	98	95
Ratio of female to male secondary enrollment (%)	106	105	102	104	103
Ratio of female to male tertiary enrollment (%)	..	..	182	..	229
Share of women employed in the nonagricultural sector (% of total nonagricultural employment)	47.3	47.3	45.0	45.6	..
<b>Goal 4: Reduce child mortality</b>					
Immunization, measles (% of children ages 12-23 months)	74	90	88	84	88
Mortality rate, infant (per 1,000 live births)	25	22	20	18	15
Mortality rate, under-5 (per 1,000 live births)	30	26	23	21	17
<b>Goal 5: Improve maternal health</b>					
Adolescent fertility rate (births per 1,000 women ages 15-19)	107	97	89	81	72
Births attended by skilled health staff (% of total)	92	90	96	97	..
Contraceptive prevalence (% of women ages 15-49)	55	66	69	69	..
Maternal mortality ratio (modeled estimate, per 100,000 live births)	59	62	83	89	110
Pregnant women receiving prenatal care (%)	98	99	67	91	..
Unmet need for contraception (% of married women ages 15-49)	..	..	..	..	..
<b>Goal 6: Combat HIV/AIDS, malaria, and other diseases</b>					
Children with fever receiving antimalarial drugs (% of children under age 5 with fever)	..	..	..	..	..
Condom use, population ages 15-24, female (% of females ages 15-24)	..	..	..	66	..
Condom use, population ages 15-24, male (% of males ages 15-24)	..	..	..	74	..
Incidence of tuberculosis (per 100,000 people)	7	7	7	7	7
Prevalence of HIV, female (% ages 15-24)	..	..	..	..	0.6
Prevalence of HIV, male (% ages 15-24)	..	..	..	..	0.9
Prevalence of HIV, total (% of population ages 15-49)	0.9	2.3	2.5	2.1	1.8
Tuberculosis case detection rate (% of all forms)	79	68	75	51	58



<b>Goal 7: Ensure environmental sustainability</b>					
CO2 emissions (kg per PPP \$ of GDP)	..	..	..	1	..
CO2 emissions (metric tons per capita)	3	4	4	4	3
Forest area (% of land area)	31.8	31.6	31.5	31.3	31.1
Improved sanitation facilities (% of population with access)	80	80	80	80	80
Improved water source (% of population with access)	93	93	93	93	93
Marine protected areas (% of territorial waters)	0	0	4	4	4
Net ODA received per capita (current US\$)	113	43	3	15	16
<b>Goal 8: Develop a global partnership for development</b>					
Debt service (PPG and IMF only, % of exports of goods, services and primary income)	27	18	15	21	27
Internet users (per 100 people)	0.0	0.1	3.1	12.8	37.5
Mobile cellular subscriptions (per 100 people)	0	2	14	74	108
Telephone lines (per 100 people)	4	12	19	12	10
Fertility rate, total (births per woman)	3	3	3	2	2
<b>Other</b>					
GNI per capita, Atlas method (current US\$)	1,790	2,130	3,310	..	4,760
GNI, Atlas method (current US\$) (billions)	4.3	5.3	8.6	..	12.9
Gross capital formation (% of GDP)	25.9	28.7	27.3	26.9	21.3
Life expectancy at birth, total (years)	71	70	70	71	73
Literacy rate, adult total (% of people ages 15 and above)	..	..	80	..	87
Population, total (billions)	0.0	0.0	0.0	0.0	0.0
Trade (% of GDP)	99.9	111.3	81.8	90.5	84.7

Source: World Development Indicators