

Approach Paper

Jamaica Country Program Evaluation, Fiscal Years 2014–25

December 19, 2025

1. Evaluation Purpose and Audience

1.1 This Country Program Evaluation (CPE) will assess the performance of the World Bank Group’s support to Jamaica from FY 2014 to FY25. The evaluation will cover two Bank Group strategies, the Country Partnership Strategy (CPS) from FY14 to FY17, which was extended through FY19, and part of the ongoing Country Partnership Framework (CPF) from FY24 to FY27, as well as the period with no strategy between FY20 and FY23. The evaluation seeks to identify lessons to inform future Bank Group engagement in support of Jamaica’s development priorities, including the next CPF, which is expected in FY28. The primary audience for the evaluation includes the Bank Group’s Board of Executive Directors, management and staff, the government of Jamaica, and a broad set of in-country stakeholders. The evaluation’s findings and lessons may also be relevant to other countries facing similar characteristics and development challenges.

1.2 This CPE will evaluate two focus areas of the Bank Group engagement that are critical to Jamaica’s development: (i) strengthening macrofiscal stability and public sector resilience and (ii) increasing the resilience of households and communities to shocks. This evaluation will consider the Bank Group engagement in the context of an increasingly complex development partner landscape where the Bank Group was—until recently—the second-largest development partner after the Inter-American Development Bank (IDB). It will assess how the Bank Group leveraged its comparative advantages to support macrofiscal stability, strengthen public sector resilience, and bolster the resilience of households and communities; evaluate the coherence of the Bank Group’s support; and clarify the Bank Group’s contribution to Jamaica’s broader development outcomes. These two focus areas are central to advancing Vision 2030 Jamaica, empowering Jamaicans to reach their full potential (goal 1), building a prosperous economy (goal 3), and sustaining a healthy natural environment (goal 4). They mirror Jamaica’s core development challenges identified in the Bank Group’s diagnostics and analytics of other partners. They also align with the main Bank Group engagement areas in the past and reflect areas of strategic interest for the next planned CPF, as discussed with the Bank Group’s Jamaica country management and team members.

2. Country Context and Development Challenges

Country Context

2.1 Jamaica's small open economy is highly susceptible to a wide range of shocks—from commodity price and financial flow shocks to climate shocks—and is characterized by persistent structural constraints to higher growth and resilience (World Bank 2022). Jamaica has experienced long periods of low growth, high debt, and recurring external shocks. Growth averaged 0.8 percent between 2014 and 2024, which is below the Latin America and the Caribbean Region average of 1.3 percent. This low growth reflects limited private investment due to a challenging business environment and high crime rates, high energy costs, and low human capital and innovation. These issues have resulted in persistently weak productivity growth, keeping the economy concentrated in low-productivity services, particularly tourism. Public investment has been restrained by fiscal consolidation and high debt service costs. Jamaica is the third most exposed country in the world to environmental hazards and ranks in the global top 20 when it comes to exposure to natural disasters (UNDRR 2024).¹ The high frequency of climate shocks—including hurricanes, floods, and droughts—threatens potential growth and poverty reduction gains.² Moreover, sudden stops in financial flows, including remittances and foreign direct investment, tend to trigger or coincide with crisis episodes.³

2.2 Jamaica's weak growth, persistent poverty, and high violence and crime rates are interconnected. Crime is cited as the most problematic factor for doing business, depressing earnings, new investments, and job creation. It is estimated to cost Jamaica 4 percent of GDP annually and affects the structure of the economy. For example, tourism is largely composed of enclave resorts because of safety concerns, limiting tourism-related value chain development. In turn, limited access to public services at the community level, low education outcomes, and a lack of good quality jobs contribute to persistent poverty and raise the risk of crime, locking some communities in a cycle of exclusion and reduced social resilience (World Bank Group 2022). As a result, many Jamaican households (57 percent) rely on remittances from foreign workers, representing, on average, 44 percent of those household's consumption.

Development Challenges

2.3 Jamaica's macrofiscal framework remains vulnerable to external shocks despite efforts to improve its resilience. Natural disasters represent a significant contingent liability, which can significantly affect government finances and increase debt while also leading to substantial asset losses (IMF 2018, 2023; World Bank 2018). Over time, the country has started to implement mechanisms to mitigate fiscal risks, including disaster

risk financing and management, as well as efforts to improve climate information systems with significant achievements in stabilizing fiscal debt burdens (box 2.1).

2.4 External and climate shocks disproportionately affect poor people, and while Jamaica has taken steps to increase household resilience, important gaps remain.⁴ Jamaican communities face interconnected vulnerabilities because of climate and disaster risks, deficits in basic services and the built environment, crime and violence, and social and economic exclusion. These risks are concentrated in low-income—often informal—and coastal settlements. They disproportionately affect women, youth, individuals with disabilities, fisherfolk and farmers, and other marginalized groups. Inadequate land use and urban planning and limited public services provision and jobs creation have increased spatial inequalities and inner-city decay, resulting in higher rates of crime and violence. This hampers economic activity and increases vulnerability to climate shocks. Jamaica has introduced several key reforms to improve the resilience of poor people and vulnerable populations, including expanding social protection and establishing a social pension system. However, key challenges remain. For example, the social protection system’s exclusion errors remain large: only approximately 40 percent of those in the poorest income quintile have access to social insurance, while many beneficiaries are not poor (Rozenberg et al. 2021). Although Jamaica has developed adaptive social protection and now benefits from a standardized postdisaster assessment, bottlenecks in digitization and system integration impair translating assessments into rapid, well-targeted payments at scale.

Box 2.1. Jamaica’s Macroeconomic Reforms Since 2013

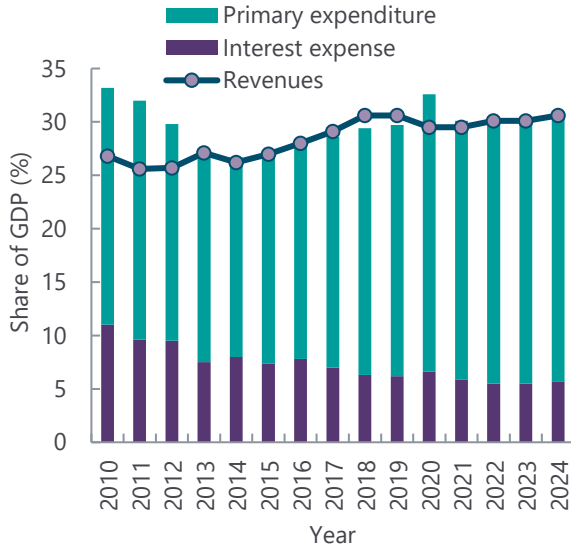
At the beginning of the evaluation period, in 2013, Jamaica had one of the highest government debt burdens in the world of about 139 percent of GDP. Key factors contributing to this high debt level included a large public sector wage bill, weak budget controls, contingent liabilities arising from poorly regulated public bodies, currency depreciation, and lingering effects of the 2008 global financial crisis. International reserves were depleted, inflation and unemployment were rising, and GDP was declining.

Since 2013, Jamaica has embarked on a substantial macroeconomic reform program supported by international partners—the World Bank Group, the Inter-American Development Bank, and the International Monetary Fund. As a result, the country recorded an annual average primary surplus of about 7.5 percent of GDP until the COVID-19 pandemic, and between 2021 and 2024, it averaged 6.0 percent (figure 2.1). Consequently, the public debt stock decreased from 139 percent of GDP in 2013 to 68 percent in 2024.

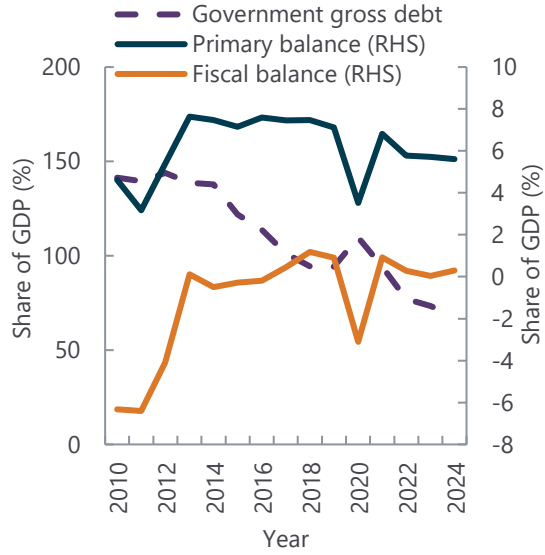
Source: Independent Evaluation Group.

Figure 2.1. Jamaica's Macroeconomic and Fiscal Indicators, 2010–24

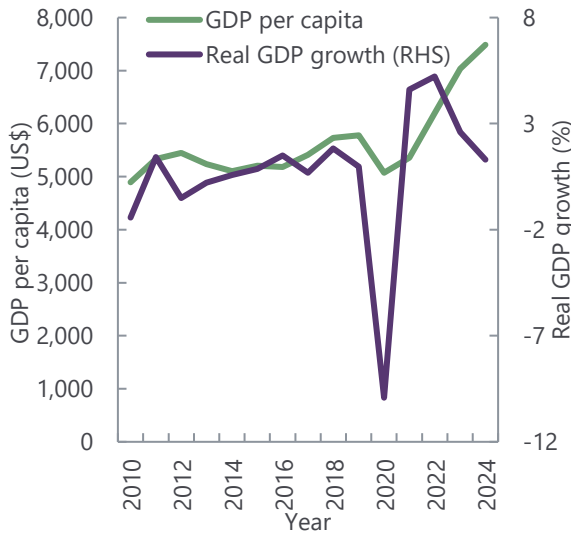
a. Primary expenditure, interest expense, and revenues by share of GDP



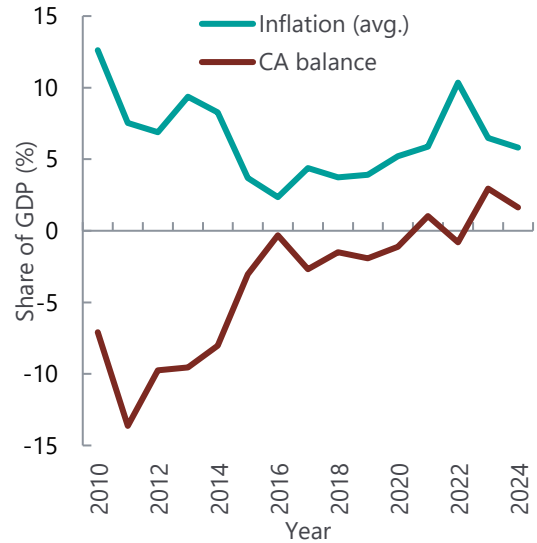
b. Government gross debt, primary balance, and fiscal balance by share of GDP



c. GDP per capita and real GDP growth



d. Current accounts and average inflation by share of GDP



Sources: International Monetary Fund World Economic Outlook; World Development Indicators.

Note: CA = current account; RHS = right-hand side.

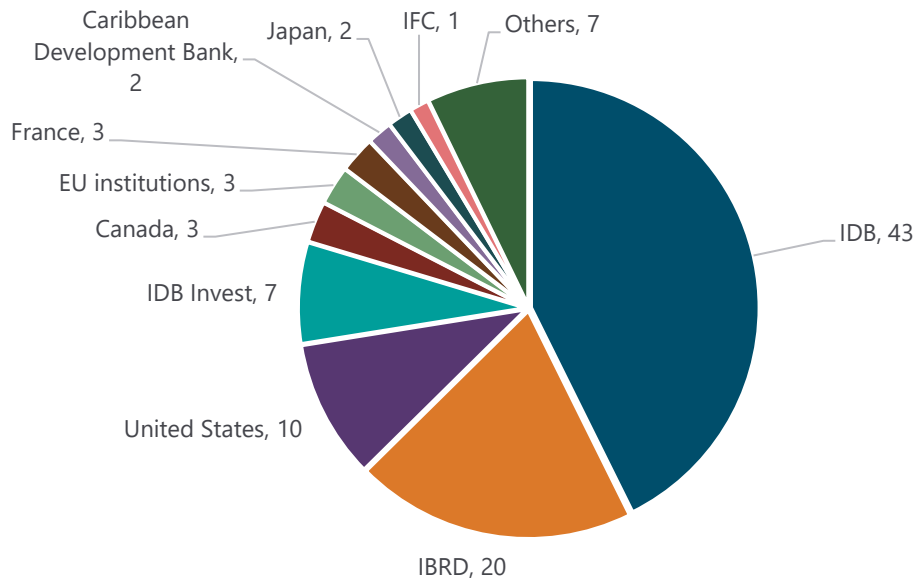
3. The Government of Jamaica's Vision 2030

3.1 The government of Jamaica articulated a long-term and strategic national development plan in its Vision 2030 Jamaica (Jamaica 2009). The vision is geared toward engaging with development partners to address priorities outlined in four goals: (i) Jamaicans are empowered to achieve their fullest potential; (ii) the Jamaican society is secure, cohesive, and just; (iii) Jamaica's economy is prosperous; and (iv) Jamaica has a healthy natural environment. Goals are further articulated through 15 national outcomes and 31 priority sectors with sector plans. All four goals are pertinent to this evaluation's main evaluation questions (EQs). In particular, this evaluation's theme of restoring macroeconomic stability is closely linked to national outcomes 6 (effective governance), 7 (a stable macroeconomy), and 9 (strong economic infrastructure). This evaluation's theme of building resilience is linked to national outcomes 3 (effective social protection), 14 (hazard risk reduction and adaptation to climate change), and 15 (sustainable urban and rural development).

4. World Bank Group Engagement in Jamaica

4.1 IDB and its private sector arm (IDB Invest) provided the most official development assistance in Jamaica over the evaluation period. According to the Organisation for Economic Co-operation and Development's Development Assistance Committee data through 2023, the International Bank for Reconstruction and Development and the United States were the second- and third-largest sources of development assistance (figure 4.1). The International Bank for Reconstruction and Development is the largest source of assistance in the business, industry, trade, information and communication technology, and tourism sectors, as well as in social infrastructure and services and emergency response (figure 4.2). In addition, government data from 2024 indicate that China has become one of the leading partners in recent years (Jamaica 2024). The International Monetary Fund (IMF) also played a key role during the evaluation period in supporting macrofiscal reforms.

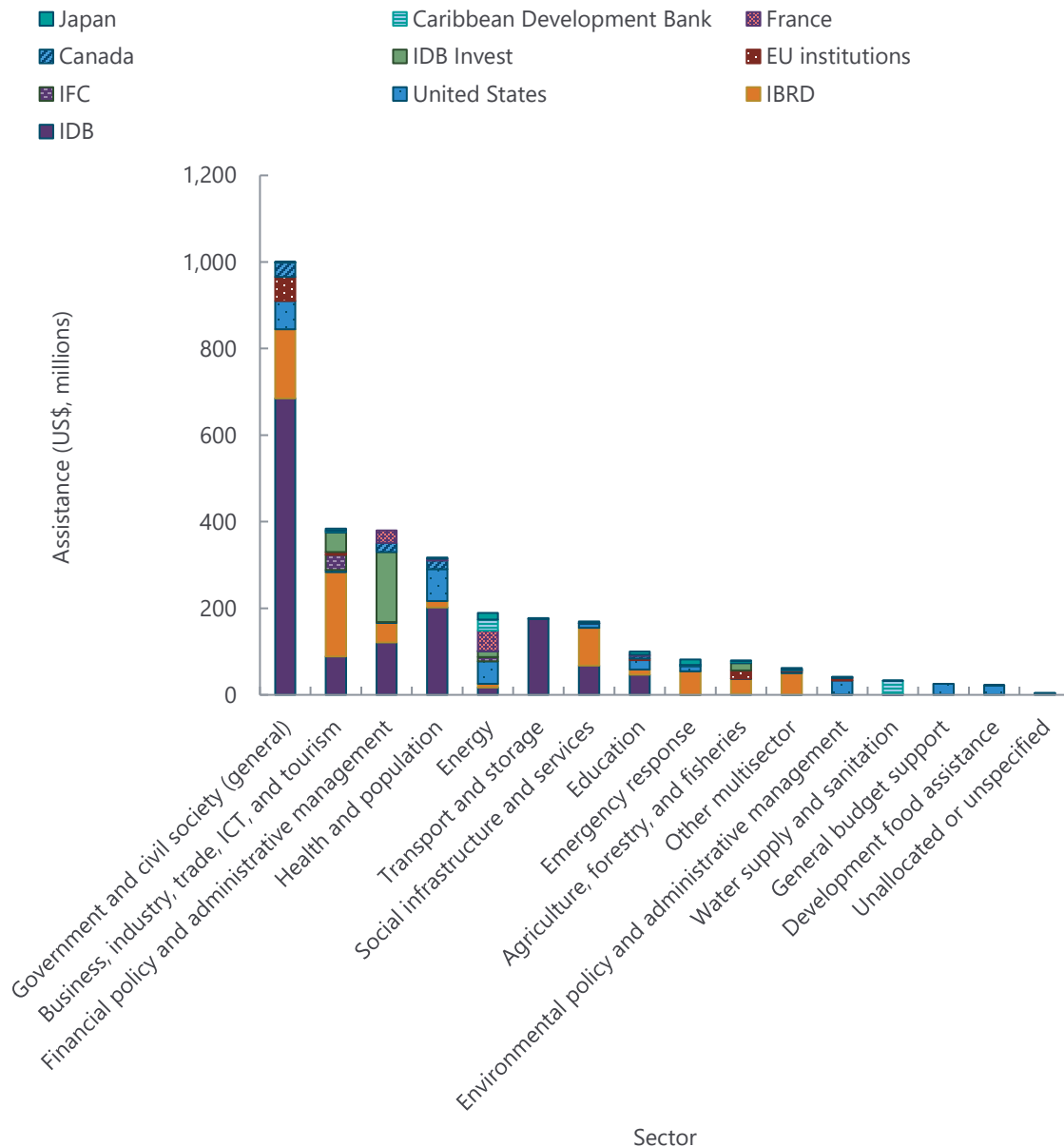
Figure 4.1. Share of Official Development Assistance to Jamaica by Development Partner, 2014–23 (percent)



Sources: Independent Evaluation Group staff calculation; Organisation for Economic Co-operation and Development Official Development Assistance flow, May 2025.

Note: Data are available up to 2023. EU = European Union; IBRD = International Bank for Reconstruction and Development; IDB = Inter-American Development Bank; IFC = International Finance Corporation.

Figure 4.2. Top Official Development Assistance to Jamaica by Development Partner and Sector, 2014–23



Sources: Independent Evaluation Group staff calculation; Organisation for Economic Co-operation and Development Official Development Assistance flow, May 2025.

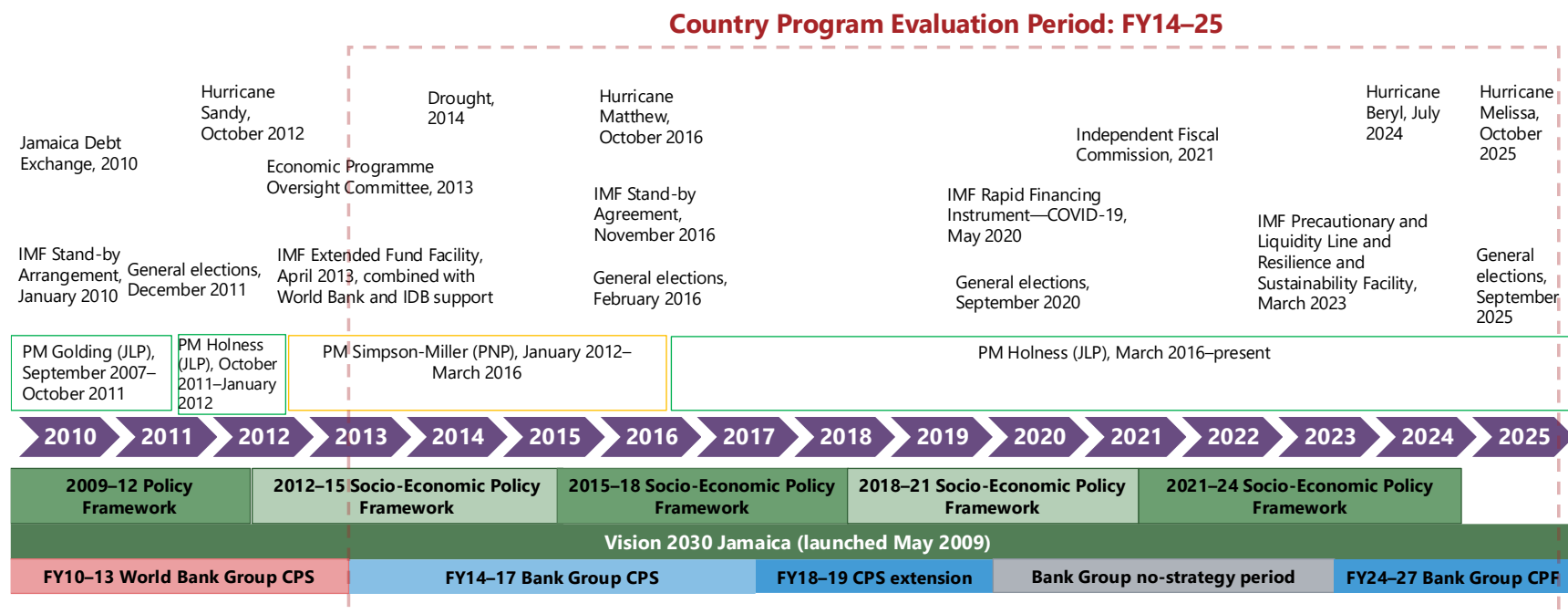
Note: Data are available up to 2023. EU = European Union; IBRD = International Bank for Reconstruction and Development; ICT = information and communication technology; IDB = Inter-American Development Bank; IFC = International Finance Corporation.

4.2 The beginning of the evaluation period coincided with a period of fiscal consolidation and accelerated reform efforts supported by the Bank Group FY14–17 CPS, which was extended through FY19 (figure 4.3). The CPS was informed by the 2011 Country Economic Memorandum and aligned with Vision 2030 Jamaica, outlining a

broad program across three strategic pillars: (i) modernizing the public sector, which focused on enhancing debt management capacity, improving public administration, and strengthening institutions critical to enabling private sector development; (ii) fostering an enabling environment for private sector growth by addressing regulatory constraints, improving the business climate, and supporting high-potential sectors; and (iii) enhancing social and climate resilience by strengthening the social protection system and providing technical assistance to improve preparedness and response to natural disasters. This evaluation's theme of macrofiscal stability and resilience was covered under pillar 1, with public sector resilience under pillar 3. The theme of community and household resilience closely aligned with pillar 3. The 2017 Performance and Learning Review extended the CPS to FY19. There was no formal CPS between FY20 and FY23, although the Bank Group continued approving operations during this period.

4.3 After a period without a strategy (FY20–23) and a decade of prudent macroeconomic management, economic recovery, and falling unemployment, the FY24–27 CPF launched. The FY24–27 CPF is informed by the 2022 Systematic Country Diagnostic and structured around three strategic pillars: (i) improved human capital; (ii) more and better-quality jobs; and (iii) reduced vulnerability and enhanced resilience to climate shocks. In the FY24–27 CPF, the first evaluation theme of macrofiscal stability and public resilience is framed in pillar 3 in terms of strengthening disaster risk management and enhancing fiscal resilience to climate change and natural disaster shocks. The second evaluation theme of household and community resilience is supported through pillar 1, specifically through an objective to strengthen social protection coverage, and pillar 3, which relates to increasing adaptive social protection, urban resilience, and climate adaptation.

Figure 4.3. Timeline of Events in Jamaica, FY10–25

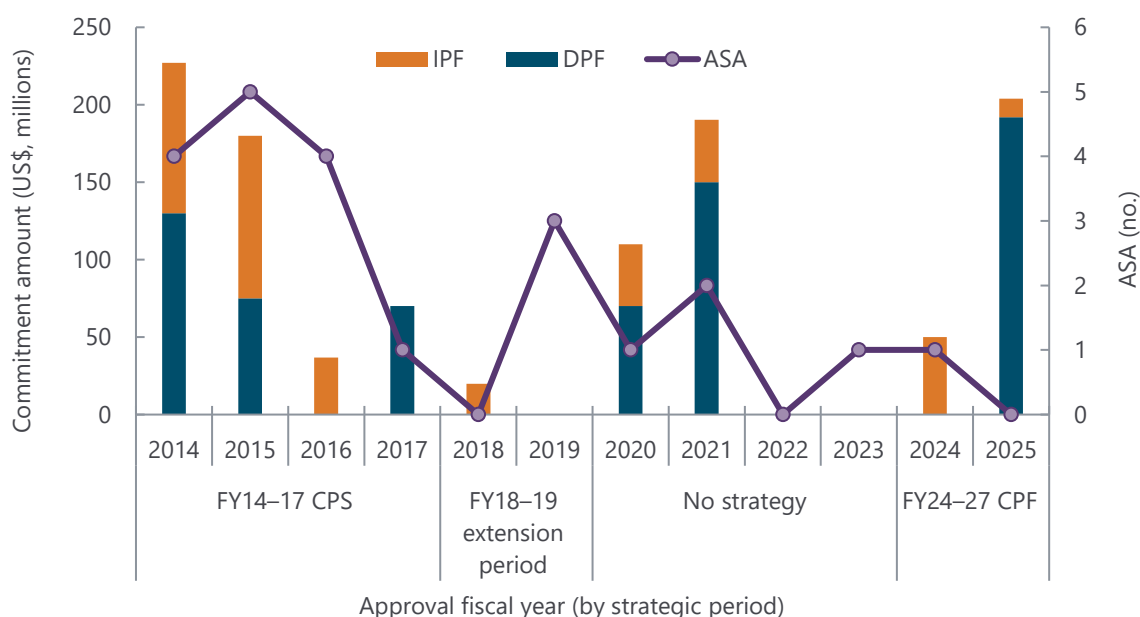


Source: Independent Evaluation Group.

Note: CPF = Country Partnership Framework; CPS = Country Partnership Strategy; IDB = Inter-American Development Bank; IMF = International Monetary Fund; JLP = Jamaica Labour Party; PM = prime minister; PNP = People’s National Party.

4.4 During the evaluation period, the World Bank approved 24 lending operations in Jamaica totaling US\$1.1 billion. During the FY14–19 CPS period, the World Bank approved 14 operations totaling US\$533.7 million (figure 4.4). During the no-strategy period of FY20–23, the World Bank approved 6 operations totaling US\$300.3 million, including 2 development policy operations (DPOs) totaling US\$220.0 million.⁵ During the ongoing FY24–27 CPF period, the World Bank has approved 4 projects totaling US\$254.0 million through the end of FY25. The World Bank has also approved 5 investment project financing (IPF) projects financed by trust funds over the evaluation period, with a total commitment of US\$44.9 million.

Figure 4.4. Evolution of World Bank Lending by Instrument and Engagement Cycle, FY14–25



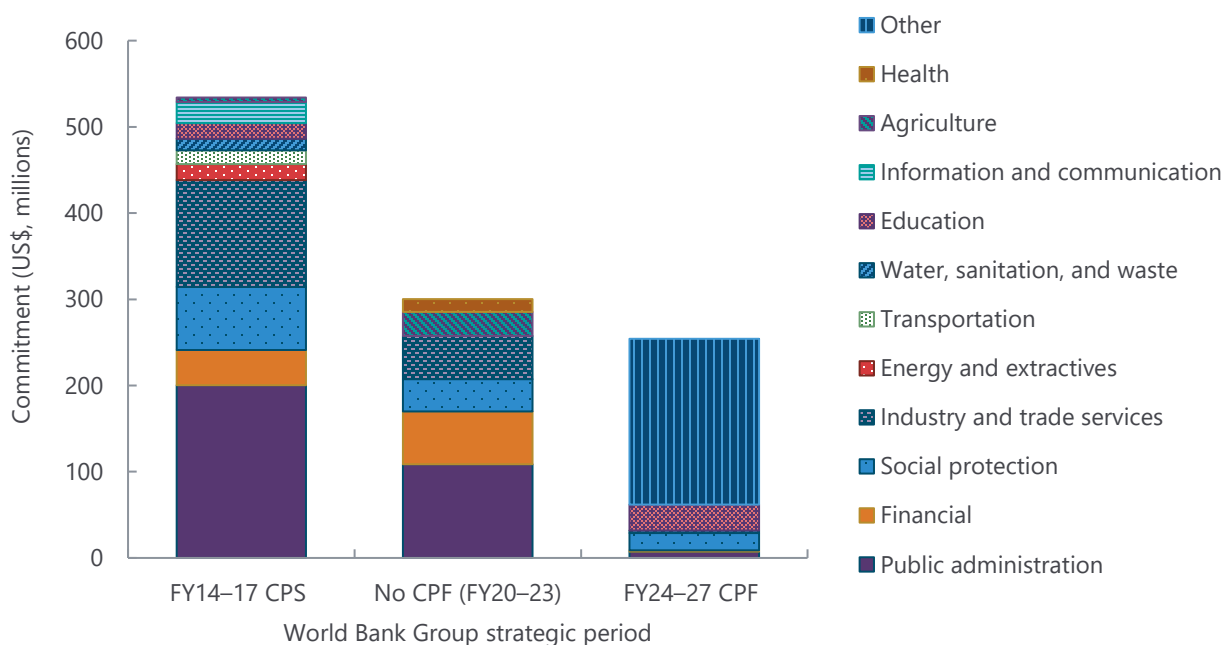
Source: Independent Evaluation Group, Datahub, May 2025.

Note: ASA = advisory services and analytics; CPS = Country Partnership Strategy; CPF = Country Partnership Framework; DPF = development policy financing; IPF = investment project financing.

4.5 Policy-based lending made up the largest share of the portfolio (by lending volume). The World Bank approved 6 DPOs, which comprise 63 percent of total commitments (US\$687.0 million), whereas 18 IPF projects totaled US\$400.9 million (37 percent). In addition, Jamaica benefited from 3 regional operations totaling US\$6.1 million. The Macroeconomics, Trade, and Investment Global Practice (GP) led the largest share of projects (45 percent), followed by Finance, Competitiveness, and Innovation (26 percent). While the lending portfolio spanned a range of sectors, it was primarily concentrated in public administration, with additional focus on industry and trade services and social protection, indicating alignment with institutional reform and private sector-enabling priorities (figure 4.5). Eight projects approved and closed during the evaluation period were evaluated by the Independent Evaluation Group

(IEG), half of which were IPF and half DPOs. Seven of the eight projects received an overall outcome rating of moderately satisfactory or above.

Figure 4.5. Evolution of World Bank Lending by Sector and Engagement Cycle



Source: Independent Evaluation Group, Datahub, May 2025.

Note: *Other* refers to a development policy financing catastrophe deferred drawdown option operation, which was not assigned to a specific sector. CPF = Country Partnership Framework; CPS = Country Partnership Strategy.

4.6 The World Bank initiated 22 advisory services and analytics (ASA) over the evaluation period with the majority (17 ASA) approved during the earlier period (figure 4.4). ASA covered a range of sectors, with the largest number prepared by the Finance, Competitiveness, and Innovation GP, including the Financial Sector Assessment Program Development Module and technical assistance support for the Financial Inclusion Strategy, the Development Bank of Jamaica’s Credit Enhancement Facility, and the Code of Conduct for Deposit-Taking Institutions. The Poverty and Equity GP had three activities, including analytic and advisory support for poverty and youth surveys. The Social Protection and Jobs GP also had 3 ASA activities focused on enhancing disaster preparedness and response, integrating delivery systems to promote economic inclusion, and improving case management services for the vulnerable. The Education GP’s 3 ASA activities included a Public Expenditure Review, analysis of youth activities, and support for quality teaching. The Health, Nutrition, and Population GP activities included Public Expenditure Reviews and a supplementation study. For the Environment, Natural Resources, and Blue Economy GP, the World Bank supported the assessment and update of Jamaica’s Nationally Determined Contribution and the creation of an enabling environment for the blue economy. The Macroeconomics, Trade, and Investment GP carried out 2 ASA projects on trade competitiveness and logistics.

4.7 The International Finance Corporation (IFC) had five investments over the evaluation period, and its advisory services expanded in FY25, with a large number of advisory projects covering public-private partnerships (PPPs). IFC approved five investments over the evaluation period totaling US\$147.6 million in net commitment. Three investments were made during FY14–15, and two additional were approved in FY21. These investments were concentrated in trade finance, accounting for 56 percent of the portfolio. The remaining investments were directed toward the financial markets (27 percent), media and technology (10 percent), and infrastructure (7 percent). IFC approved 21 advisory projects amounting to US\$25.4 million over the evaluation period, with substantial growth in the FY24–27 CPF period, when 11 advisory projects totaled US\$17.3 million. Almost half of the advisory projects were transaction advisory projects designed to support the government of Jamaica in structuring and implementing PPP projects, which were concentrated in the infrastructure, information and communication technology, renewable energy, and water sectors. For the performance of IFC projects approved over the evaluation period, IEG validated one Expanded Project Supervision Report for an IFC investment operation and one Project Completion Report for an IFC advisory project. The Expanded Project Supervision Report, which pertained to the Infrastructure and Natural Resources industry group, was rated mostly successful. The Project Completion Report, which related to the financial institutions business line, was rated unsuccessful.

4.8 The Multilateral Investment Guarantee Agency (MIGA) did not underwrite any new guarantees in Jamaica during FY14–25. Only one MIGA guarantee was active during the evaluation period, supporting port infrastructure, with a guaranteed amount of US\$37.4 million.

5. World Bank Group Support for Addressing Key Priorities

Evaluation Focus Area 1: Macroeconomic Stabilization and Sustainability and Improving Public Sector Resilience

Country Partnership Strategy, FY14–17

5.1 During the FY14–19 CPS, the Bank Group support prioritized strengthening public sector management. Collaborating with IMF and IDB, the Bank Group delivered three DPOs supporting the reform program in FY14 (US\$130.0 million), FY15 (US\$75.0 million), and FY17 (US\$70.0 million; figure 5.1). In addition to business environment reforms, these DPOs focused on advancing reforms in budget management, fiscal risk management, debt management, public investment management, treasury operations, procurement, pension reform, civil service efficiency, and tax reform. The reform program was complemented by the FY15 Public Sector Transformation IPF (US\$35.0 million), which supported public investment management, budgeting reforms, and property tax compliance. IFC advisory services provided technical support to reduce the complexity of the tax system to help encourage compliance for small and medium enterprises.

5.2 In FY16, the World Bank approved two projects to support strengthening public sector resilience to shocks. The Disaster Vulnerability Reduction Project (US\$30.0 million) supported the government with improving the generation and analysis of targeted hazard and risk information for decision-making. In addition, the Improving Climate Data and Information Management Project (US\$6.8 million) grant from the Strategic Climate Fund's pilot program for climate resilience aimed to improve the quality and use of climate-related data and information for effective planning and action at the local and national levels.

Strategy Gap Years, FY20–23

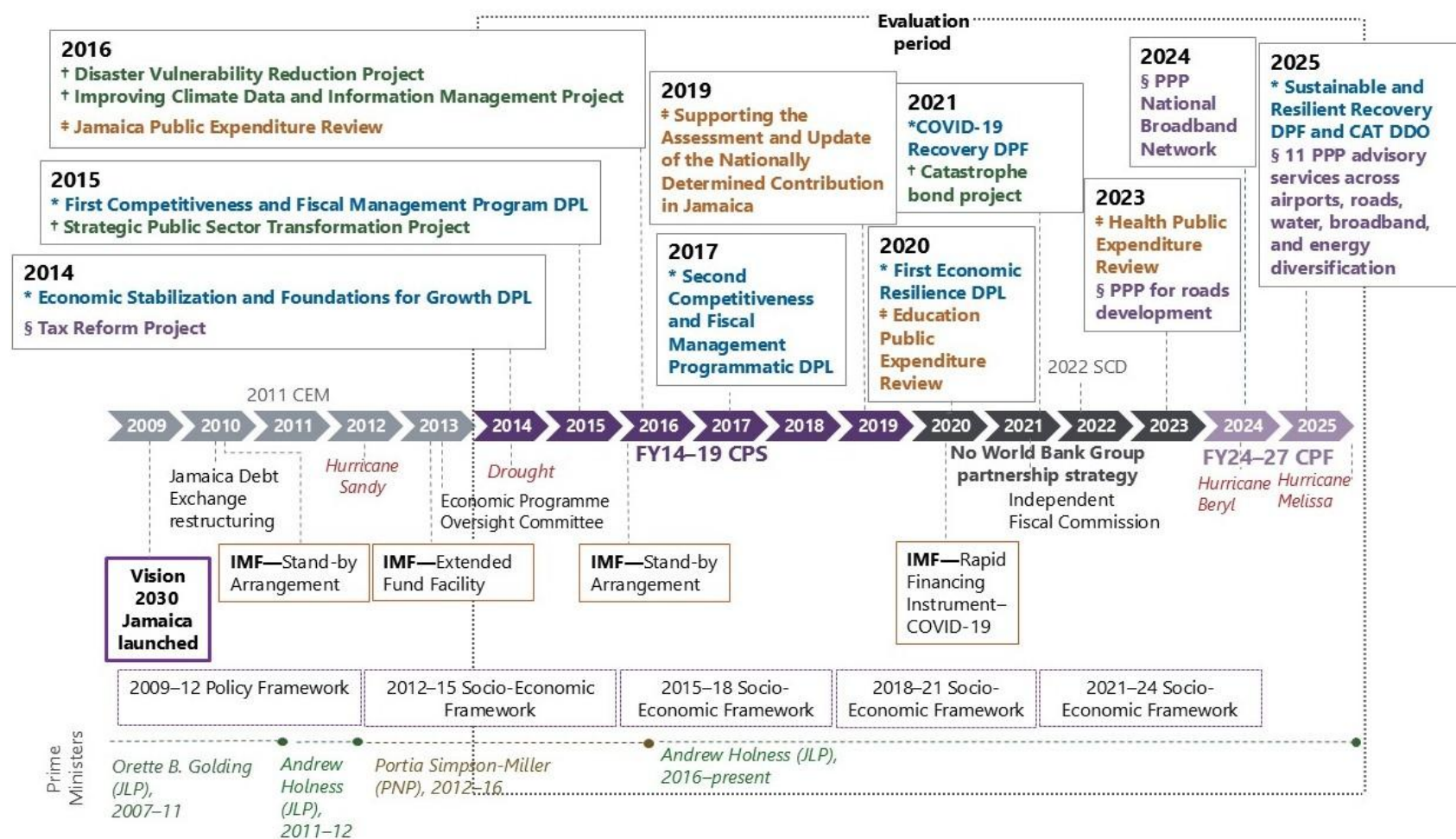
5.3 Although there was no formal CPS during FY20–23, the Bank Group continued supporting the country to help it address macrofiscal and public sector resilience challenges. This assistance included the FY20 First Economic Resilience DPO (US\$70.0 million), which supported reforms to sustain fiscal consolidation, including the establishment of the Independent Fiscal Commission and the merger or closure of six public bodies (statutory bodies, statutory authorities, or state-owned enterprises). In addition, the FY21 COVID-19 Response and Recovery DPO (US\$150.0 million) further supported reforms related to the establishment of the Independent Fiscal Commission and increased central bank independence.

5.4 The World Bank also supported reforms to enhance fiscal and financial resilience to natural disaster risks through the FY20 DPO and the issuance of a catastrophe bond. The FY20 DPO supported reforms approving a public financial management framework for natural disaster risk financing, raising the ceiling of the contingencies fund, and issuing guidelines for emergency budgetary procedures in postdisaster situations. In addition, the World Bank supported the government of Jamaica in issuing a US\$185.0 million catastrophe bond to provide financial protection against tropical cyclones through December 2023.

Country Partnership Framework, FY24–27

5.5 The FY24–27 CPF focuses one of its three pillars on reducing Jamaica's vulnerability and enhancing resilience to shocks by improving the response to economic shocks and strengthening disaster risk management. Through FY25, the World Bank has approved a US\$192.0 million development policy financing and catastrophe deferred drawdown option, which, among other reforms, includes a pillar to increase fiscal and physical resilience to climate change and disasters such as natural hazard and health shocks. This support included a reform to establish the National Natural Disaster Reserve Fund. It also supported a reform to provide income tax incentives for residential solar power. In addition, in April 2024, the World Bank renewed US\$150.0 million in catastrophe bond coverage for four hurricane seasons. The World Bank also increasingly integrated contingent emergency response components into projects as of FY24. Moreover, IFC is supporting PPPs across a range of sectors (such as roads, water, energy, and health), which could bolster macrofiscal resilience and help reduce fiscal risks from state-owned enterprises.

Figure 5.1. World Bank Group Projects for FY14–25 for Evaluation Focus Area 1—Macroeconomic Stabilization and Sustainability and Improving Public Sector Resilience—and Timeline of Events in Jamaica



Source: Independent Evaluation Group.

Note: * blue = DPL; † green = investment project financing; ‡ orange = advisory services and analytics; § purple = International Finance Corporation advisory services; CAT DDO = catastrophe deferred drawdown option; CEM = Country Economic Memorandum; CPF = Country Partnership Framework; CPS = Country Partnership Strategy; DPF = development policy financing; DPL = development policy loan; IMF = International Monetary Fund; JLP = Jamaica Labour Party; PNP = People’s National Party; PPP = public-private partnership; SCD = Systematic Country Diagnostic.

Evaluation Focus Area 2: Strengthening Household and Community Resilience

Country Partnership Strategy, FY14–17

5.6 The third pillar of the FY14–17 CPS focused on social and climate resilience and specified three outcomes: (i) strengthening social protection programs, (ii) increasing opportunities for poor people and vulnerable populations, and (iii) improving institutional capacity to plan for and respond to climate change and natural disasters. The World Bank program was delivered via IPF projects and focused on strengthening the conditional cash transfer program—the Programme of Advancement Through Health and Education—with the Social Protection Project additional financing (US\$40.0 million) through improvements in its administrative system, including monitoring and evaluation capacity-building support for the implementation of pension reform for public sector employees (figure 5.2).

5.7 World Bank operations in support of climate resilience were delivered later in the CPF period by (i) approving a major scale-up via the Disaster Vulnerability Reduction Project (FY16, US\$30.0 million), risk information, resilient public infrastructure, coastal risk management, and emergency response capacity; (ii) strengthening building regulation; and (iii) laying the groundwork for disaster risk financing layering and fiscal risk management. On community development, operations continued to integrate community and neighborhood upgrading and services provisions with the Integrated Community Development Project (FY14, US\$42.0 million), which linked basic infrastructure, services, and safety outcomes in vulnerable communities. The program included a US\$4.9 million project grant (financed by the Strategic Climate Fund), which focused on community-based coastal and fisheries resilience.

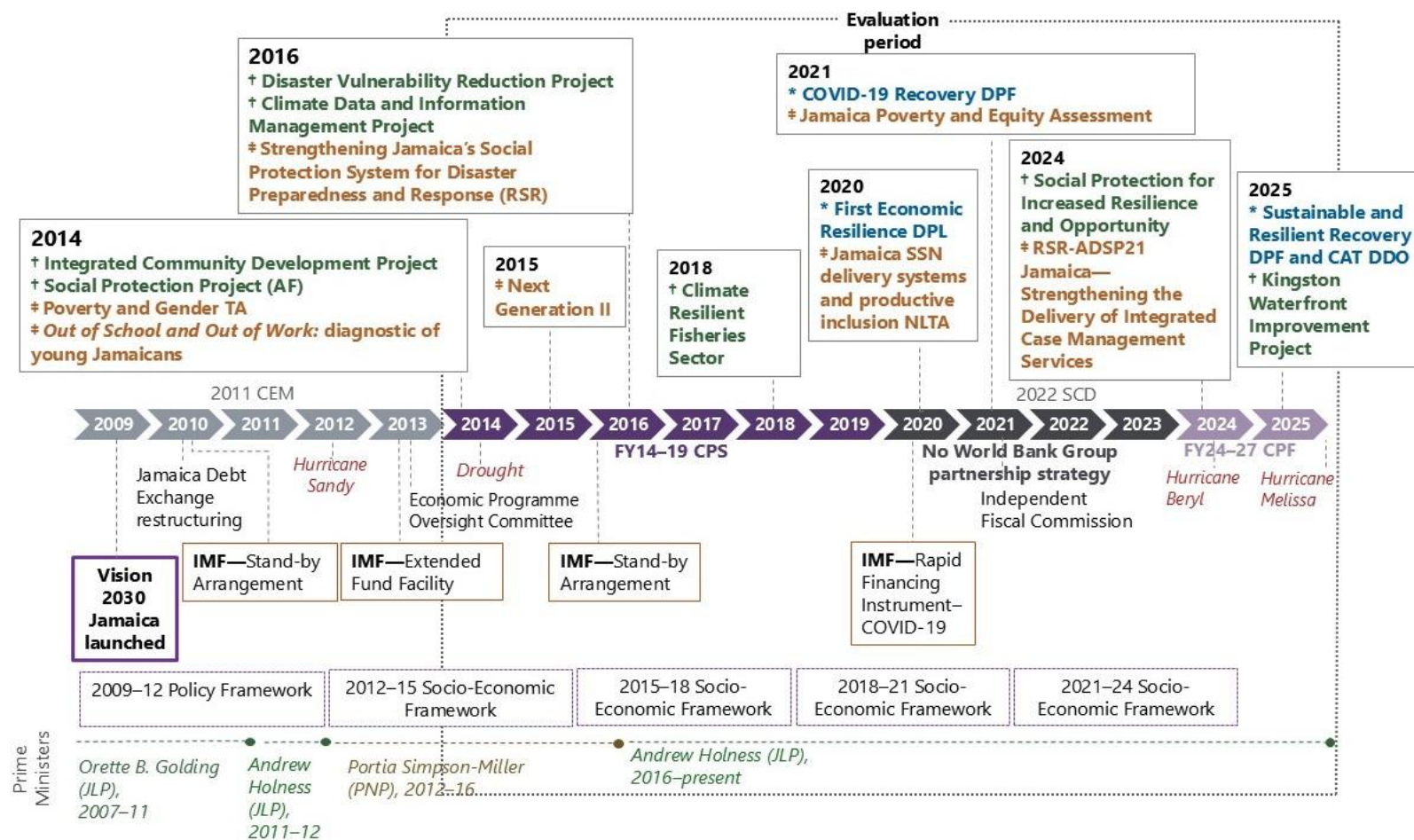
Strategy Gap Years, FY20–23

5.8 During the no-strategy period of FY20–23, the World Bank program focused on supporting Jamaica’s COVID-19 response while continuing to support investments and technical assistance for disaster and climate resilience and advancing analytic work on jobs and climate. The FY20 First Economic Resilience DPO (US\$70.0 million) supported reforms to the social protection system. In addition, the COVID-19 Response and Recovery DPO (2021), in the amount of US\$150.0 million, was designed to bolster the government response to and recovery from the health, social, and economic impacts of the pandemic. The operation supported the scaling-up of social protection and a vaccination plan for COVID-19 to allow for a safe reopening of the economy. During the strategy gap years, the Jamaica Systematic Country Diagnostic was completed; it informed the FY24–27 CPF while the Poverty and Equity Assessment for the country was developed.

Country Partnership Framework, FY24–27

5.9 Reducing vulnerabilities and enhancing household and community resilience to shocks remain core themes in the FY24–27 CPF. The third pillar, which focuses on reducing vulnerability and enhancing resilience to shocks, defines two objectives in this area – (i) objective 5: Strengthen disaster risk management, and (ii) objective 6: Improve response to economic shocks. The World Bank approved the Social Protection for Increased Resilience and Opportunity Project (FY25, US\$20.0 million), which expands coverage of social protection and strengthens its delivery system, particularly the system’s capacity to respond to shocks. The World Bank also supported unemployment insurance and integrated employment services. In addition, the World Bank approved a project to strengthen community resilience with the Kingston Waterfront Improvement Project (FY25, US\$12.0 million), which supports climate-resilient urban upgrading and economic development. Finally, as highlighted earlier, the World Bank approved a US\$192.0 million catastrophe deferred drawdown option, which, among other reform areas, supported a reform to increase the resilience of the built environment to natural hazards and to improve the accessibility of the built environment for individuals with disabilities.

Figure 5.2. World Bank Group Projects for FY14–25 for Evaluation Focus Area 2—Strengthening Household and Community Resilience—and Timeline of Events in Jamaica



Source: Independent Evaluation Group.

Note: International Finance Corporation investment and advisory activities are not included in the timeline. * blue = DPL; † green = investment project financing; ‡ orange = advisory services and analytics; AF = additional financing; CAT DDO = catastrophe deferred drawdown option; CEM = Country Economic Memorandum; CPF = Country Partnership Framework; CPS = Country Partnership Strategy; DPF = development policy financing; DPL = development policy loan; IMF = International Monetary Fund; JLP = Jamaica Labour Party; NLTA = nonlending technical assistance; PNP = People’s National Party; RSR-ADSP = Rapid Social Response Adaptive and Dynamic Social Protection Program; SCD = Systematic Country Diagnostic; SSN = social safety net; TA = technical assistance.

6. Purpose, Objectives, and Audience

6.1 The objective of this evaluation is to assess how the Bank Group has supported Jamaica in addressing its critical development challenges and how that support adapted to both an evolving context and lessons learned. The evaluation will discuss the overall evolution of the Bank Group's engagement in the country. It will assess the relevance, effectiveness, and coherence of Bank Group support in two priority areas: (i) promoting macroeconomic sustainability and public sector resilience, and (ii) strengthening household and community resilience to climate change and shocks. The evaluation will cover the FY14–25 period, and its findings will inform the upcoming CPF.⁶ The audience for this evaluation is the Bank Group's Board of Executive Directors, the Bank Group's Committee on Development Effectiveness, the Country Management Unit and staff working on issues related to Jamaica, stakeholders in Jamaica, and Bank Group teams working in the Latin America and the Caribbean Region and middle-income countries facing similar development challenges.

7. Evaluation Questions and Scope

7.1 The evaluation will focus on two EQs. The EQs reflect the strategic relevance of the Bank Group's engagement over the evaluation period, Jamaica's own development priorities (including Vision 2030 Jamaica), and the Bank Group portfolio over the past decade. The evaluation will focus on the activities of all three institutions (the International Bank for Reconstruction and Development, IFC, and MIGA) during the evaluation to the extent that they are part of the two EQs identified; as such, MIGA activities may not be included. The deep-dive areas were selected with careful consideration of Jamaica's development needs and the Bank Group's portfolio concentration and then refined based on discussions with the country team.

7.2 This evaluation will consider Bank Group engagement in the context of a dense development partner landscape where the Bank Group was the second-largest development partner. In this context, the evaluation will assess how the Bank Group leveraged its comparative advantages to support macrofiscal stability, strengthen public sector resilience, and bolster the resilience of households and communities in Jamaica; evaluate the coherence of the Bank Group's support; and clarify the Bank Group's contributions toward achieving higher-level outcomes.

7.3 The proposed scope of the evaluation will include the majority of the World Bank's engagement in Jamaica. The scope is expected to include 15 lending projects—representing 63 percent of the portfolio by number and 82 percent by volume—and 10 nonlending projects (45 percent of the portfolio by number). While IFC's 4 investment projects during the evaluation period fall outside the scope of the EQs, the evaluation is expected to cover 13 of the 21 IFC advisory projects. The evaluation is not expected to cover the one ongoing MIGA guarantee.

EQ1: How Relevant, Effective, and Coherent Was the World Bank Group's Contribution to Supporting Jamaica's Path to Restore Macroeconomic Sustainability and Stability, and How Has It Strengthened Public Sector Resilience to Shocks?

7.4 EQ1 will assess two aspects that contributed to the Bank Group's support for macroeconomic sustainability and stability and public sector resilience to shocks. The first one is on the relevance, effectiveness, and coherence of the Bank Group's support to restore macroeconomic and debt sustainability. This assessment will largely focus on DPO-supported reforms and complementary investment projects. With this focus, the evaluation will consider how the World Bank supported the management of the trade-offs to fiscal consolidation and its impact on social spending and investments, in particular to vulnerable households and communities. This focus will include whether the trade-offs were considered adequately at the time of fiscal consolidation and what lessons can be applied when handling this trade-off moving forward.

7.5 The second aspect is the relevance, effectiveness, and coherence of the Bank Group's support to strengthening public sector resilience to shocks, including disaster risk financing and management. This aspect includes DPO-supported reforms and investment projects for improving disaster risk management and climate information, as well as support for expanding disaster risk financing, including the catastrophe deferred drawdown option and catastrophe bonds. EQ1 will also consider how IFC's work on supporting tax reforms, PPPs, and disaster risk financing supported macroeconomic resilience. With this focus, the evaluation will consider the Bank Group's role and contribution in relation to other development partners working in these areas, particularly IMF and IDB.

EQ2: How Relevant, Effective, and Coherent Was the World Bank's Support to Improving Household and Community Resilience to Climate Change and Shocks in Jamaica?

7.6 EQ2 will assess two different units of focus for World Bank support for resilience to climate shocks. One unit considered is the household, and the evaluation will assess the relevance, effectiveness, and coherence of the World Bank's support to improving household resilience to external shocks and climate change in the context of a period of fiscal consolidation. Social protection support was the main instrument for supporting household resilience. The assessment of this aspect will cover the World Bank's IPF support for social protection systems and reforms reinforced through various DPOs. In assessing this aspect, the evaluation will consider the World Bank's role compared with other development partners and how it contributed to higher-level outcomes.

7.7 The second unit of focus for World Bank support that EQ2 will consider is the community. Poverty, social exclusion, violence and crime, urban building decay, and

inadequate provision of public services or preparedness to withstand climate and natural disasters have critical community dimensions. The evaluation will consider macroeconomic and climate shocks by exploring the heterogeneity in vulnerabilities at the household and community levels; how these vulnerabilities were mitigated; and how households and communities were able to withstand, adapt, and recover in the aftermath of these shocks in a context of crime and violence. To assess household- and community-level resilience, the evaluation will explore the impact of interventions designed to strengthen disaster risk management and bolster the resilience of marginalized communities most affected by climate change. As such, this part of the evaluation will cover Bank Group IPF projects and DPO reforms related to community and urban resilience. The evaluation will consider how the World Bank's engagement contributed to resilience outcomes and assess its complementarity to other development partners. EQ2 covers only World Bank engagement.

7.8 The evaluation will exclude an analysis of how Bank Group interventions directly contributed to reduced rates of crime and violence in Jamaica and will not focus on other Bank Group support for growth and jobs. Jamaica's high level of crime is a binding constraint to job creation and growth. The ongoing CPF explicitly acknowledges that the World Bank does not possess a comparative advantage in combating crime and violence, whereas other key development partners have been very active in this area.⁷ As such, the evaluation will treat Jamaica's high rates of crime and violence as a contextual constraint and will instead analyze how the World Bank's interventions contributed to efforts to address crime and violence constraints by strengthening household- and community-level resilience, including through the revitalization of communities. The evaluation will not focus directly on other Bank Group support for job creation and growth.⁸

8. Evaluation Design

Evaluation Criteria

8.1 The evaluation will assess the Bank Group's country program using three criteria: relevance, effectiveness, and coherence.

- **Relevance.** Within each EQ, the team will assess the relevance of the Bank Group's contribution along three dimensions: (i) how well the Bank Group aligned with government priorities, as reflected in Vision 2030 Jamaica, associated sector plans, and a series of three-year medium-term plans; (ii) how well the Bank Group aligned with challenges identified through country diagnostics and CPFs; and (iii) how well the Bank Group aligned its engagement with the evolving context in Jamaica.
- **Effectiveness.** The evaluation will assess whether the Bank Group contributed to Jamaica's macrofiscal and debt sustainability, public sector resilience, and household and community resilience to shocks. The evaluation team will assess whether the

sequencing and complementarity of instruments were appropriate and amounted to more than the sum of their parts. The evaluation will also assess how effectively analytics have informed financing operations and influenced government reforms.

- **Coherence.** The evaluation will assess the internal and external coherence of the Bank Group’s support for Jamaica’s development outcomes. The evaluation will assess how well the approach was coordinated and synergetic within the Bank Group; how complementary, consistent, and harmonized the Bank Group’s approach was with other development partners’ approaches (for example, in relation to the IMF programs); and how the approach leveraged the Bank Group’s comparative advantage to build synergies.

Evaluation Approach

8.2 This evaluation will adopt a mixed methods and theory-based approach to answer the EQs. Analysis of the development context in Jamaica, including relevant indicators, will provide context in which the Bank Group program took place. An extensive portfolio review and analysis will inform the evaluation with regard to major developments (within each deep-dive theme) and the areas the Bank Group sought to influence. The evaluation team will use a theory-based approach to trace the role of analytics and strategy in identifying areas of work and projects to ensure relevance and effectiveness. Specifically, process tracing will be used to answer EQ1 and explore select change pathways where change processes contributed to achieving macrofiscal stability and sustainability and building public sector resilience. Process tracing is well suited to this evaluation because the Bank Group has been actively engaged in this area through intangible interventions, including analytics and knowledge work with aims to influence policies. Process tracing is particularly good at unpacking if, how, and through which processes the Bank Group had an impact on the achievement of macrofiscal stability and sustainability. The contribution analysis will focus on select change pathways to help answer EQ2 and explore the degree to which the Bank Group contributed to building households’ and communities’ resilience to shocks. Contribution analysis is well suited to this evaluation because the Bank Group is one of many development partners in Jamaica and is only the second-largest partner. Contribution analysis explicitly recognizes that multiple actors contribute to realized outcomes and can help the evaluation team assess the Bank Group’s contribution in this crowded environment. The evaluation design matrix in appendix A provides further information on the overall evaluation design.

8.3 To answer the EQs, the team will systematically follow a series of analytic steps for each outcome area. The team will review major trends for each high-level outcome—namely, (i) macrofiscal stability and sustainability and (ii) resilience for the public sector, households, and communities. The team will synthesize relevant information from key diagnostics and analytics produced by the Bank Group, development partners (including IMF, IDB, and the Caribbean

Development Bank), the government of Jamaica, and external researchers (including the Caribbean Policy Research Institute) to identify the main explanatory factors for effectiveness. The evaluation team will use the evidence gathered to assess the relevance of the Bank Group's contribution and the complementarity of instruments used to address Jamaica's development challenges. For assessing the Bank Group's effectiveness in contributing to development outcomes in Jamaica, the evaluation team will rely on theories of change (detailed in appendix A) and, if required, reconstruct these theories based on the analysis conducted in the initial phase.

8.4 The main documentation and information sources from which the evaluation team will draw include the following: (i) World Bank portfolio documentation during the period, including outputs of ASA, Project Appraisal Documents, Implementation Completion and Results Reports, Implementation Completion and Results Report Reviews, Implementation Status and Results Reports, restructuring documents, Project Completion Reports, aide-mémoire, meeting minutes, and project-related communications; (ii) IFC portfolio documentation, including Board of Executive Directors approval documents, supervision reports, Expanded Project Supervision Report Evaluative Notes, and Project Completion Report Evaluative Notes of IFC advisory services; (iii) MIGA portfolio documentation, including president's reports and Project Evaluation Reports; (iv) formal Bank Group strategies and diagnostics; (v) government of Jamaica strategic documents, associated sector plans, and three-year medium-term plans for all successive years within the evaluation period; and (vi) documentation and analyses from external development partners (including IMF, IDB, and the Caribbean Development Bank), think tanks, and other stakeholders. The team will supplement these sources with information from interviews with the Bank Group staff and stakeholders associated with the Jamaica country program (including government, development partners, and IFC clients). The team will use geospatial analysis—to the extent the data allow—to determine whether the Bank Group targeted interventions in areas vulnerable to natural hazards and economic shocks (EQ2). The evaluation design matrix in appendix A provides further information on the main data sources and how they pertain to each EQ.

Methods

8.5 To achieve its objective and answer the two EQs, the evaluation will use the following methods (see the evaluation design matrix in appendix A for how the methods relate to each EQ):

- **Portfolio review analysis.** The evaluation will review and analyze both the lending and nonlending portfolios to map projects and analytic work to the two priority areas—that is, macrofiscal stability and sustainability and resilience of public sector, households, and communities. The team will code relevant projects under the three areas from all three institutions (World Bank, IFC, and MIGA). Portfolio review analysis will also

inform the adaptation of the Bank Group program over time in response to shocks and other changing conditions in the country.

- **Document review.** The evaluation will review the Bank Group’s strategy documents and outputs of analytic activities, especially core ASA. The team will also review existing evaluative evidence from IEG. Finally, the team will review the government of Jamaica’s national strategy, associated sector plans, and medium-term plans. Content analysis of these documents will help the team assess the relevance of the Bank Group support, while the existing evaluative documentation will be used to triangulate the evidence on effectiveness of the Bank Group support.
- **Stakeholders and key informant interviews.** The evaluation team will conduct semistructured interviews with the Bank Group staff (current and former Country Management Unit staff, regional management, and task team leaders), development partners (IDB and others actively contributing to Jamaica’s development), and clients (both private sector clients and government officials). Stakeholder and key informant interview data will be used to triangulate findings from the portfolio review and the analysis and evidence from existing evaluations. The interviews will be used to gather additional information on areas with thinner empirical records (for example, on the outcomes of newer projects) and on areas not covered in documentary evidence (for example, client perceptions).
- **Statistical analysis of existing micro and macroeconomic data.** The evaluation team will use official statistics from the government of Jamaica; recognized international data sources, such as IMF, the World Bank, and the Organisation for Economic Co-operation and Development; and other reliable sources of microdata (for example, households and enterprise surveys) to analyze the trends in country and sectoral outcomes that the Bank Group has sought to influence.
- **Geospatial analysis.** The evaluation team will use geospatial analysis—to the extent allowed by the data—to assess the extent to which the design and implementation of the Bank Group interventions have targeted the most vulnerable households and communities (EQ2).
- **Process tracing.** The evaluation team will build a process theory of change (expanding on the draft in appendix A) for EQ1 on the effectiveness criteria, using literature, diagnostics, and interviews to understand change processes so they can identify the sequence of Bank Group activities and interventions, as well as of other stakeholders, that made the contributions to addressing key challenges. The evaluation team will also develop more specific causal chains for a specific case under the theme of macrofiscal stability and sustainability and public sector resilience to shocks. Process tracing

evidence tests will be conducted on the key events and processes identified for the key contribution claims being evaluated.

- **Contribution analysis.** The evaluation will reconstruct theories of change (expanding on the draft in appendix A) using literature, diagnostics, and interviews to assess the impact on the resilience of households and communities (EQ2). The resulting contribution claims will be validated with key stakeholders and triangulated with the other sources of evidence described.
- **Partnership analysis.** The evaluation will analyze the Bank Group interventions considering major development partners' interventions (mainly those of IMF and IDB) to assess the extent to which the Bank Group leveraged its comparative advantage. This analysis will also help the evaluation team assess whether, and in which conditions, the government of Jamaica sought support from the Bank Group rather than other development partners.

Limitations and Mitigation Strategies

8.6 The evaluation faces three main risks that may constrain the analysis: (i) data availability, (ii) attribution challenges, and (iii) access to key informants. Data in project documents or from other agencies might be missing or not sufficiently disaggregated; geospatial data in particular may not be sufficiently granular. The team will attempt to mitigate this risk by seeking multiple sources of data to overcome potential limitations of one source to the extent possible. Similarly, the Bank Group's influence may be difficult to observe, measure, or document, making attribution difficult. The team will mitigate these limitations by using multiple sources of information and data, as well as stakeholder interviews, to triangulate the information. The team will also gather a range of qualitative and quantitative evidence to reconstruct plausible contributions. Finally, it may be difficult to reach key counterparts and informants, particularly those involved with early years of the evaluation period. To the extent possible, the team will draw on the Jamaica country office and local consultants to assist with locating former government officials and others to ensure sufficient stakeholder representation for the early period of engagement.

9. Quality Assurance Process

9.1 Quality assurance will take place through peer review, close collaboration with IEG management, and triangulation of evidence. Peer reviewers for the Jamaica CPE include Christine Clarke, deputy dean and senior lecturer, University of the West Indies, Jamaica; Kishan Khoday, resident representative, United Nations Development Programme; and Therese Turner-Jones, former acting vice president of the Caribbean Development Bank and IDB general manager of the Caribbean Department and country representative for Jamaica.

10. Expected Outputs, Outreach, and Tracking

10.1 The main output of this evaluation will be a report that presents relevant findings and lessons that can inform the next CPF for Jamaica, expected for FY28. The CPE is intended to be submitted electronically in FY27.

11. Resources

11.1 The evaluation team will be led by Patrick Hettinger (senior economist, IEG, Economic Management and Country Programs) and Sonia Araújo (senior economist, IEG, Economic Management and Country Programs). Team members include Amit Patel (senior evaluation officer), Kevin Crockford (consultant), Tom Aston (consultant), Gilang Hardadi (analyst, IEG Economic Management and Country Programs), Sengphet Lattanavong (portfolio analyst and consultant), Cecilia De Santis (consultant), Elizabeth Friesen (intern), and Corky De Asis (evaluation assistant).

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¹ Agriculture and tourism are particularly vulnerable to weather-related events and account for more than half of employment. About 90 percent of GDP is produced in coastal zones. More than half of the population resides within one mile of the shoreline.

² GDP growth is estimated to be 2.5 percentage points lower in a climate disaster year and 0.5 percentage points lower the following year, and long-term public debt trajectory to increase by 7 percent of GDP (IMF 2018), whereas the estimated annual cost to cover the impact of damages from hurricanes and natural disasters is approximately 1 percent of GDP (World Bank 2018).

³ Jamaica has a large, well-educated diaspora of about 1 million (38 percent of the population), which contributes to remittances amounting to 21 percent of GDP in 2022 (World Bank 2024).

⁴ Macroeconomic challenges, disasters, and climate shocks have a more adverse impact on the bottom 40 percent of the income distribution and lower insurance rates, and higher reliance on informal savings increases the vulnerability of poor people to shocks (Henry et al. 2020; Strobl 2020). As a result, more frequent and intense climate shocks risk undermining progress in poverty reduction and reinforcing and perpetuating intergenerational cycles of poverty and inequality.

⁵ This total included the US\$75.0 million Economic Resilience Development Policy Loan (FY20), the US\$150.0 million COVID-19 Recovery Development Policy Financing (FY21), the US\$40.0 million Rural Economic Development Initiative II (FY20), and US\$10.0 million additional financing for the Competitiveness and Growth Project (FY21). In addition, the World Bank supported the government of Jamaica in issuing a US\$150.0 million catastrophe bond to provide financial protection against tropical cyclones through December 2023. It also benefited from a US\$13.9 million trust-funded Caribbean Hotspot Project (FY21).

⁶ Hurricane Melissa made landfall in Jamaica in October 2025. This evaluation covers through July 2025 (end FY25), and as such the impact of the hurricane will be outside the scope of this evaluation.

⁷ Key development partners, including IDB; the European Union; the United Nations; the Foreign, Commonwealth & Development Office, United Kingdom; Canada; and the United States Agency for International Development, have provided technical and financial support to combat crime and violence and to strengthen law enforcement, justice, and institutional and policy reforms in this area.

⁸ While a jobs and growth agenda will be important for Jamaica, discussions with the World Bank Country Management Unit indicated a priority to focus on the resilience agenda looking forward.

Appendix A. Evaluation Design Matrix and Theories of Change

Table A.1. Evaluation Design Matrix

| Evaluation Questions | Judgment Criteria or Evidence Threshold | Information Sources and Data Collection Methods | Data Analysis Methods | Risks and Mitigation Strategies |
|--|--|---|--|--|
| EQ1. How relevant, effective, and coherent was the World Bank Group's contribution to supporting Jamaica's path to restore macrofiscal sustainability and stability, and how has it strengthened public sector resilience to shocks? | | | | |
| EQ1.1. How relevant, effective, and coherent was the Bank Group's support to restoring macrofiscal and debt sustainability? | <p>Relevance</p> <p>Evidence on intervention of fiscal consolidation reforms in DPO PAs, IPF components, technical assistance, and Jamaica macroeconomic diagnostics.</p> <p>Evidence that the World Bank strategically selected its interventions based on its distinctive strengths relative to other partners (for example, IMF).</p> <p>Evidence that World Bank interventions supported the management of the impact of fiscal consolidation on social spending and investments, in particular for vulnerable households and communities.</p> <p>Effectiveness</p> <p>Evidence that World Bank interventions were contributing toward better fiscal consolidation.</p> <p>Evidence that World Bank interventions were contributing toward better fiscal discipline.</p> <p>Evidence of the expected and actual impact of the fiscal consolidation on vulnerable households and communities.</p> | <p>Bank Group program documents (DPOs and IPF projects on fiscal consolidation reform projects) and PFRs.</p> <p>World Bank CEM report and CPF document.</p> <p>IMF Article IV and staff reports.</p> <p>Brookings report on fiscal consolidation.</p> <p>External documents: PIMA, PEFA, IDB macro report, NGO reports, and news reports.</p> <p>Macrofiscal data from the World Bank and the Statistical Institute of Jamaica, such as debt-to-GDP ratio, inflation rate, and primary and fiscal balance.</p> <p>Interviews with government officials, CMU, TTLs, and IMF and IDB counterparts.</p> <p>Jamaica project portfolio data.</p> <p>ICRR documents on fiscal consolidation and public financial management projects.</p> <p>The Government of Jamaica Vision 2030 documents, sector plans, medium-term plans, and speeches.</p> | <p>Document review on fiscal consolidation reforms and debt servicing in Jamaica.</p> <p>Process tracing of a specific policy change or reform with trend analysis on macroeconomic pre- and postintervention indicators (debt-to-GDP, inflation rate, fiscal deficit), document reviews, and interviews, including analyzing changes in expenditure patterns before and after the consolidation, as well as changes in socioeconomic outcomes.</p> <p>Portfolio review of Bank Group lending and analytic activities in Jamaica on fiscal consolidation.</p> <p>Partnership analysis: review of the strategies and portfolios of the World Bank, IMF, and IDB in Jamaica relevant to macrofiscal context to assess their complementarity with the Bank Group's support.</p> <p>Content analysis of stakeholders and key informant interview data to triangulate findings.</p> | <p>Attribution challenges: Determining how much Bank Group interventions and technical assistance contributed to fiscal discipline and the budgeting process is difficult because of complex relationship among many macroeconomic and external factors. The evaluation will use process tracing to situate the Bank Group's specific role at specific stages of the change process.</p> <p>Stakeholder access: There may be challenges in contacting former and current country officials and other stakeholders whose inputs would have been particularly valuable for the early years of the evaluation. To limit these gaps, the team will draw on institutional memory from current staff and archived documents.</p> |

| Evaluation Questions | Judgment Criteria or Evidence Threshold | Information Sources and Data Collection Methods | Data Analysis Methods | Risks and Mitigation Strategies |
|--|---|--|--|---|
| EQ1.2. How relevant, effective, and coherent was the Bank Group's support to strengthening public sector resilience to shocks, including disaster risk financing and management? | Coherence | | | |
| | Evidence that the Bank Group coordinated internally and with external partners, especially IMF and IDB, on macrofiscal reforms. | | | |
| | Relevance | Bank Group program documents (DPOs and IPF projects on fiscal consolidation reform projects) and PFRs. | Process tracing: conducting data analysis on fiscal indicators pre- and postintervention, how the change unfolded, and where the Bank Group contributed. | Attribution challenges: Determining how much Bank Group interventions and technical assistance contributed to fiscal discipline and the budgeting process is difficult because of complex relationship among many macroeconomic and external factors. The evaluation will use process tracing to situate the Bank Group's specific role at specific stages of the change process. |
| | Evidence that the Bank Group supported increased disaster risk financing. Evidence that the Bank Group supported capacity building for disaster risk management and for the government to respond to various shocks. | World Bank CEM report and CPF document. <i>360° Resilience: A Guide to Prepare the Caribbean for a New Generation of Shocks.</i> | Document review and portfolio review and analysis of Bank Group lending and analytic activities in Jamaica on public sector resilience. | Stakeholder access: There may be challenges in contacting former and current country officials and other stakeholders whose inputs would have been particularly valuable for the early years of the evaluation. To limit these gaps, the team will draw on institutional memory from current staff and archived documents. |
| Effectiveness | Evidence that the Bank Group's support increased fiscal resilience to shocks. Evidence of increased capacity and lower delay in response to shocks. | Brookings report on fiscal consolidation. External documents: PIMA, PEFA, IDB macro report, NGO reports, and news reports. | Content analysis of stakeholder interviews. | |
| Coherence | Evidence that the Bank Group coordinated internally and with external partners to contribute to strengthened public sector resilience. | Macrofiscal data from the World Bank and the Statistical Institute of Jamaica, such as debt-to-GDP ratio, inflation rate, and primary and fiscal balance. Interviews with government officials, CMU, TTLs, and IMF and IDB counterparts. Jamaica project portfolio data. ICRR documents on fiscal consolidation and public financial management projects. | | |
| EQ2. How relevant, effective, and coherent was the Bank Group's support to improving households and community resilience to climate change and shocks in Jamaica? | | | | |
| EQ2.1. How relevant, effective, and coherent was the Bank Group's support to improving | Relevance | World Bank CEM report and CPF document. | Contribution analysis linking the Bank Group's support with observed improvements in household resilience. | Data availability: The evaluation team may encounter gaps in statistical data for household economic indicators (for |
| Evidence that the Bank Group's support for social protection and insurance programs targeted | | | | |

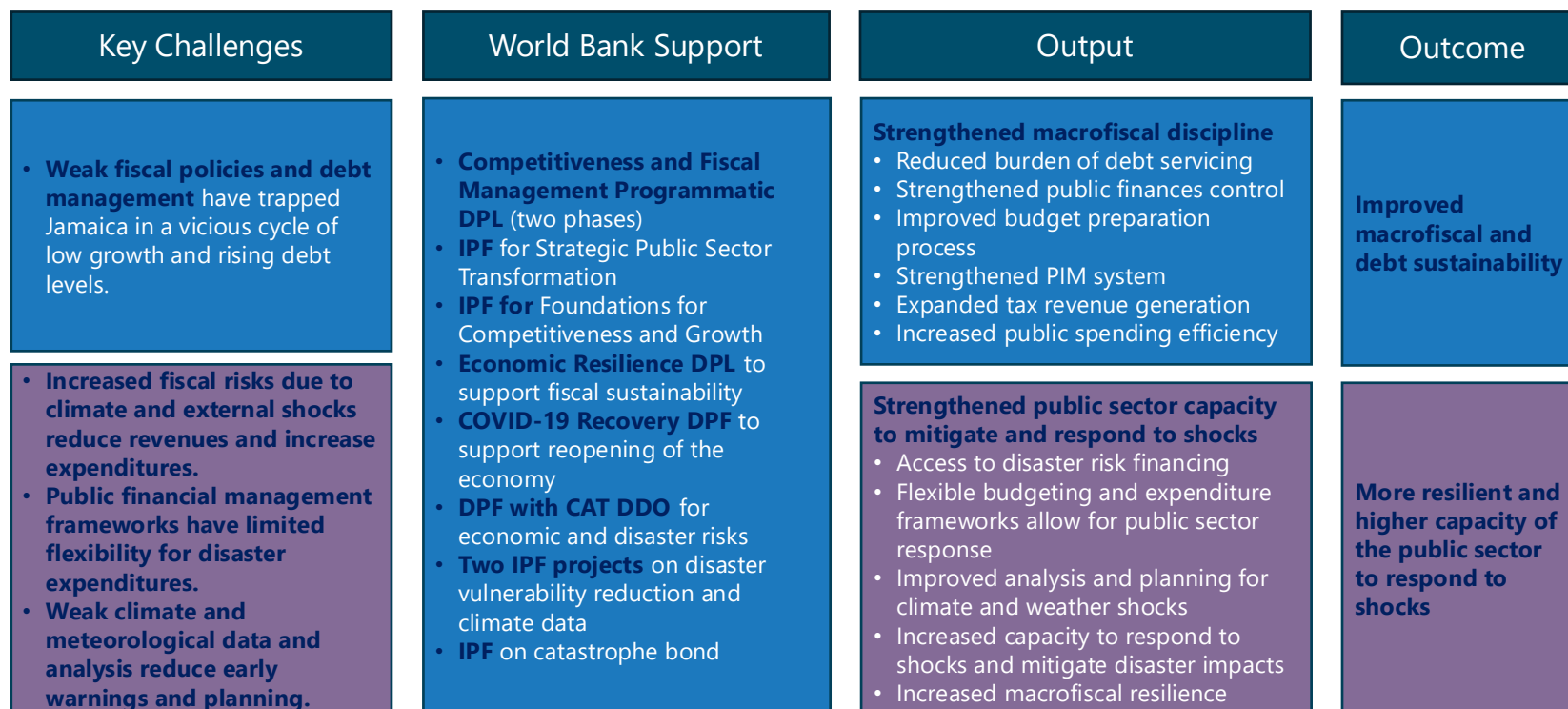
| Evaluation Questions | Judgment Criteria or Evidence Threshold | Information Sources and Data Collection Methods | Data Analysis Methods | Risks and Mitigation Strategies |
|---|--|--|--|---|
| household resilience to external and climate shocks in Jamaica? | <p>vulnerable households at the time, such as during the COVID-19 pandemic.</p> <p>Evidence that the Bank Group identified risk to types of shocks that are most frequent in Jamaica and provided support to relevant activities during Hurricanes Matthew and Beryl.</p> <p>Effectiveness</p> <p>Evidence that the Bank Group’s social protection and insurance initiatives improved households’ resilience to adapt to shocks.</p> <p>Coherence</p> <p>Evidence that the Bank Group coordinated internally to support various dimensions of household resilience in a context of high violence, in a targeted and coherent fashion, and with external partners (especially IDB, which was a major development partner in the social infrastructure, health, and education sectors) and that the Bank Group made complementary contributions to improve household resilience.</p> | <p><i>360° Resilience: A Guide to Prepare the Caribbean for a New Generation of Shocks.</i></p> <p>Statistical data from the Statistical Institute of Jamaica and other sources on households’ vulnerability to shocks (poverty, income levels, and so on).</p> <p>Geospatial data on disaster risks and poverty to identify vulnerable areas and households.</p> <p>Interviews with government officials, CMU, TTLs, and IMF and IDB counterparts.</p> <p>Jamaica project portfolio data.</p> <p>ICRR documents on social protection and insurance programs and projects.</p> | <p>Document review and portfolio review and analysis of Bank Group lending and analytic activities in Jamaica on building household resilience.</p> <p>Content analysis of stakeholder interviews.</p> <p>Geospatial analysis overlaying Bank Group project sites and vulnerability.</p> | <p>example, household income). Similarly, geospatial data may not be available on a granular level.</p> <p>Stakeholder access: There may be challenges in contacting former and current country officials and other stakeholders whose inputs would have been particularly valuable for the early years of the evaluation. To limit these gaps, the team will draw on institutional memory from current staff and archived documents.</p> |
| EQ2.2. How relevant, effective, and coherent was the Bank Group’s support to improving community-level resilience and development in Jamaica? | <p>Relevance</p> <p>Evidence that the Bank Group’s resilience-building support targeted vulnerable communities.</p> <p>Effectiveness</p> | <p>World Bank CEM report and CPF document.</p> <p><i>360° Resilience: A Guide to Prepare the Caribbean for a New Generation of Shocks.</i></p> | <p>Contribution analysis linking the Bank Group’s support with observed improvements on community development and resilience building.</p> | <p>Data availability: The evaluation team may encounter gaps in statistical data for household economic indicators (for example, household income). Similarly, geospatial data may</p> |

| Evaluation Questions | Judgment Criteria or Evidence | Information Sources and Data | | Risks and Mitigation |
|----------------------|--|--|---|--|
| | Threshold | Collection Methods | Data Analysis Methods | Strategies |
| | <p>Evidence that the Bank Group's support built vulnerable communities' resilience to economic shocks in Jamaica.</p> <p>Evidence that investments in disaster risk management and climate resilience (for example, community-based flood risk reduction) reduced communities' exposure to natural hazards, especially during Hurricanes Matthew and Beryl.</p> <p>Coherence</p> <p>Evidence that the Bank Group collaborated internally to support various dimensions of community resilience through coordinated sectoral support and with external partners to contribute to strengthened community resilience, especially by complementing major development partners (such as IDB, which was also active in the social infrastructure, health, and education sectors).</p> | <p>Statistical data from the Statistical Institute of Jamaica and other sources on communities' vulnerability to shocks.</p> <p>Geospatial data on disaster risks and poverty to identify vulnerable areas and communities.</p> <p>Interviews with government officials, CMU, TTLs, and IMF and IDB counterparts.</p> <p>Jamaica project portfolio data.</p> <p>ICRR documents on social protection and insurance programs and projects.</p> | <p>Document review and portfolio review of Bank Group lending and analytic activities in Jamaica on community and household resilience.</p> <p>Content analysis of stakeholder interviews.</p> <p>Geospatial analysis of vulnerable and disaster-prone communities receiving interventions.</p> | <p>not be available on a granular level.</p> <p>Stakeholder access: There may be challenges in contacting former and current country officials and other stakeholders whose inputs would have been particularly valuable for the early years of the evaluation. To limit these gaps, the team will draw on institutional memory from current staff and archived documents.</p> |

Source: Independent Evaluation Group.

Note: CEM = Country Economic Memorandum; CMU = Country Management Unit; CPF = Country Partnership Framework; DPO = development policy operation; ICRR = Implementation Completion and Results Report Review; IDB = Inter-American Development Bank; IMF = International Monetary Fund; IPF = investment project financing; NGO = nongovernmental organization; PA = prior actions; PEFA = Public Expenditure and Financial Accountability; PIMA = Public Investment Management Assessment; PFR = Public Finance Review; TTL = task team leader.

Figure A.1. Theory of Change for Evaluation Question 1



Source: Independent Evaluation Group.

Note: CAT DDO = catastrophe deferred drawdown option; DPF = development policy financing; DPL = development policy loan; IPF = investment project financing; PIM = public investment management.

Figure A.2. Theory of Change for Evaluation Question 2

| Key Challenges | World Bank Support | Output | Outcome |
|--|---|---|---|
| <ul style="list-style-type: none"> • Weak social protection hindered Jamaican households' capacity to recover from shocks. | <ul style="list-style-type: none"> • Two IPF projects on social protection • Two DPF projects on economic resilience • IPF on community development • IPF on socioeconomic inclusion | <p>Increased safety net for households</p> <ul style="list-style-type: none"> • Strengthened and increased coverage of social protection • Reduction of exclusion errors in social protection • Strengthened adaptive social protection | <p>More resilient households</p> <p>Higher capacity of the public sector to respond to shocks</p> |
| <ul style="list-style-type: none"> • Communities' structural fragilities exacerbated the impacts of climate shocks. | <ul style="list-style-type: none"> • IPF on socioeconomic inclusion • Two IPF projects on social protection • DPF projects on economic resilience • IPF on community development • Three IPF projects on climate-resilient fisheries, rural development, and biodiversity | <p>Increase in community resilience to shocks</p> <ul style="list-style-type: none"> • Improved urban infrastructure • Improved ecosystems to mitigate the impacts of climate shocks • Increased economic and social inclusion of communities | <p>More resilient communities</p> |

Source: Independent Evaluation Group.

Note: DPF = development policy financing; IPF = investment project financing.

Appendix B. World Bank Group Portfolio in Jamaica, FY 2014–25

The evaluation team conducted a preliminary identification and classification of the World Bank Group portfolio in Jamaica spanning 10 years: FY 2014–25. The Country Program Evaluation portfolio review highlights the Bank Group’s engagements in the country based on activities that were approved between FY14 (that is, after July 1, 2013) and FY25 (that is, by June 30, 2025). Portfolio identification is based on the data extracted from the World Bank’s standard reports database (World Bank advisory services and analytics) and the management information system and advisory services databases of the International Finance Corporation (investment and advisory projects). For World Bank advisory services and analytics, only activities that were approved during the evaluation period were included. The Multilateral Investment Guarantee Agency (MIGA) did not underwrite any new guarantees in Jamaica during FY14–25. Only one MIGA guarantee was active during the evaluation period, supporting port infrastructure, with a guarantee amount of US\$37.4 million.

Table B.1. Approved Lending and Nonlending Portfolio by Financing Instrument, FY14–25

| Financing Instrument | FY14–17 CPS (extended to FY19) | | Gap Period (FY20–23) | | FY24–27 CPF | | Total | |
|--------------------------------|-----------------------------------|---------------------|-------------------------|---------------------|-------------|---------------------|-------|---------------------|
| | (no.) | (US\$, millions) | (no.) | (US\$, millions) | (no.) | (US\$, millions) | (no.) | (US\$, millions) |
| DPO | 3 | 275.0 | 2 | 220.0 | 1 | 192.0 | 6 | 687.0 |
| IPF | 8 | 244.0 | 2 | 50.0 | 3 | 62.0 | 13 | 356.0 |
| PforR | — | — | — | — | — | — | — | — |
| RETF | 3 | 14.7 | 2 | 30.3 | — | — | 5 | 44.9 |
| World Bank ASA ^a | 17 | 2.8 | 4 | 0.9 | 1 | 0.2 | 22 | 3.9 |
| IFC investment | 3 | 109.6 | 2 | 55.0 | — | — | 5 | 164.6 |
| IFC advisory | 5 | 4.7 | 5 | 3.4 | 11 | 17.2 | 21 | 25.4 |
| MIGA | — | — | — | — | — | — | — | — |

Source: Independent Evaluation Group, Datahub, September 29, 2025.

Note: — = not available; ASA = advisory services and analytics; CPF = Country Partnership Framework; CPS = Country Partnership Strategy; DPO = development policy operation; IFC = International Finance Corporation; IPF = investment project financing; MIGA = Multilateral Investment Guarantee Agency; PforR = Program-for-Results; RETF = recipient-executed trust fund.

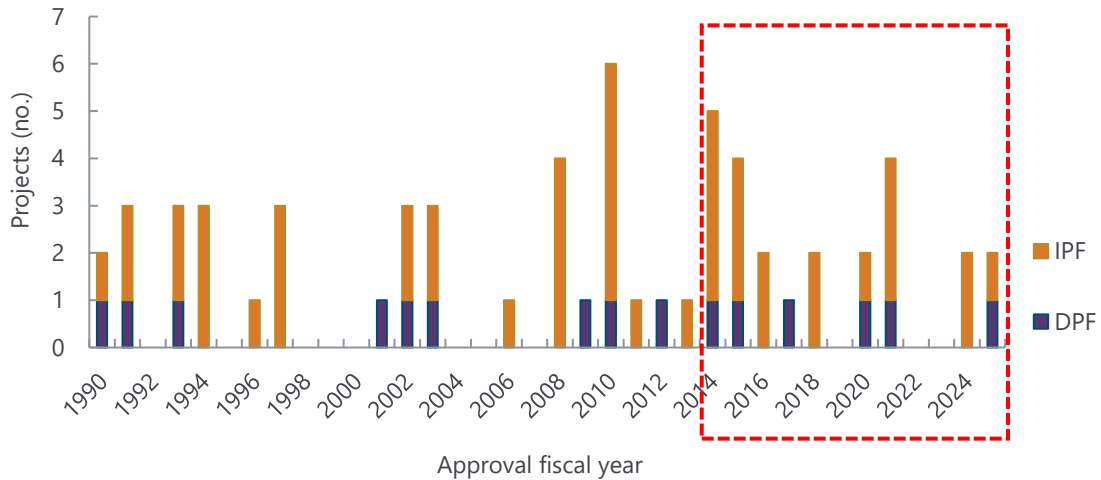
a. Number of ASA approved based on the activity initiation sign-off fiscal year. Thus, ongoing ASA are included.

World Bank Lending

There has been a sustained increase in the number of World Bank lending operations. Over the evaluation period, the World Bank approved 24 lending operations totaling US\$1.1 billion. This distribution reflects a strong emphasis on policy-based financing, with development policy operations encompassing 63 percent of total commitments

(US\$687.0 million). The Macroeconomics, Trade, and Investment Global Practice accounted for the largest share of projects (45 percent), followed by the Finance, Competitiveness, and Innovation Global Practice at 26 percent. While the lending portfolio spanned a range of sectors, it was primarily concentrated in public administration, with additional focus on industry and trade services and social protection, indicating alignment with institutional reform and private sector-enabling priorities. Even in the absence of a formal Country Partnership Strategy during FY20–23, the World Bank maintained a significant lending presence—approving 6 operations totaling US\$300.3 million, including 2 development policy operations valued at US\$220.0 million. Over the evaluation period, 5 projects were financed by trust funds with a total commitment of US\$44.9 million. All projects financed by trust funds were for investment project financing.

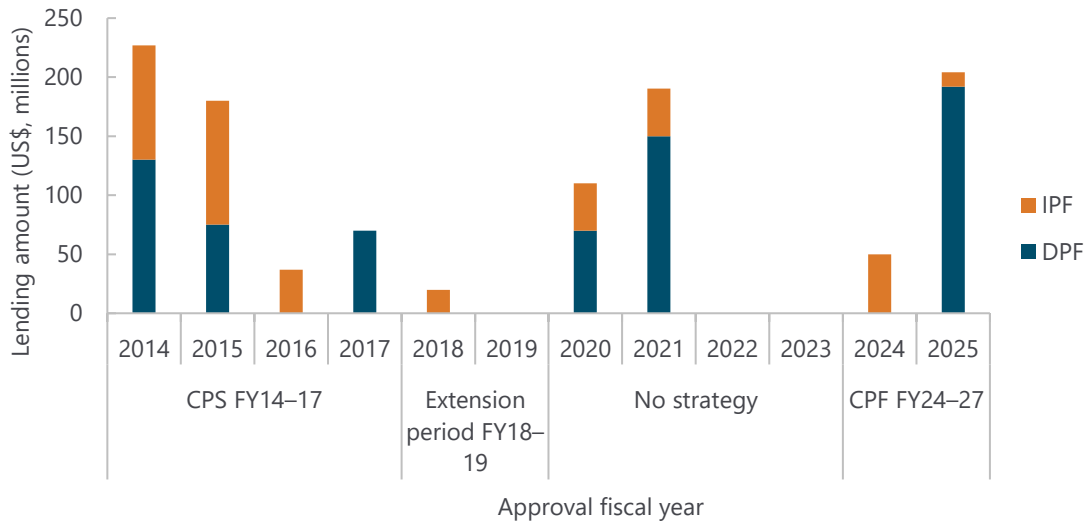
Figure B.1. Evolution of World Bank Lending Projects, FY14–25



Source: Independent Evaluation Group, Datahub, May 2025.

Note: DPF = development policy financing; IPF = investment project financing.

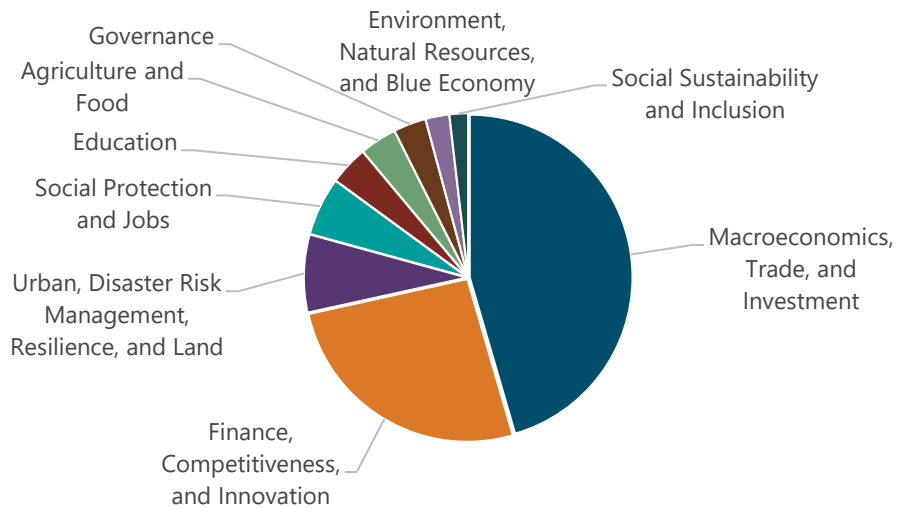
Figure B.2. Approved Lending Projects by Lending Instrument Type, FY14–25



Source: Independent Evaluation Group, Datahub, May 2025.

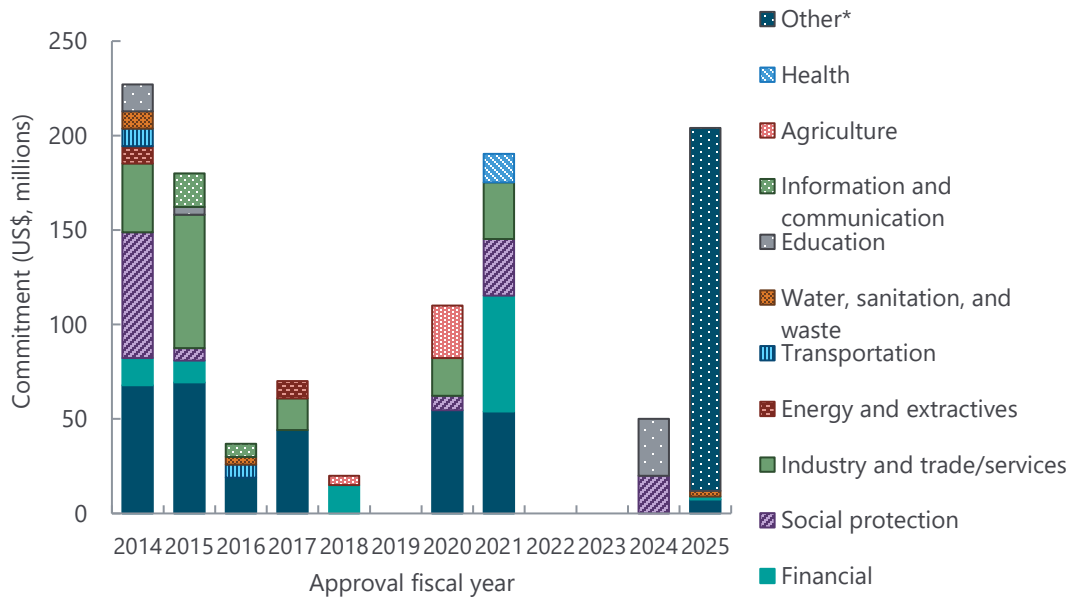
Note: CPF = Country Partnership Framework; CPS = Country Partnership Strategy; DPF = development policy financing; IPF = investment project financing.

Figure B.3. Approved Projects by Global Practice Group, FY14–25



Source: Independent Evaluation Group, Datahub, May 2025.

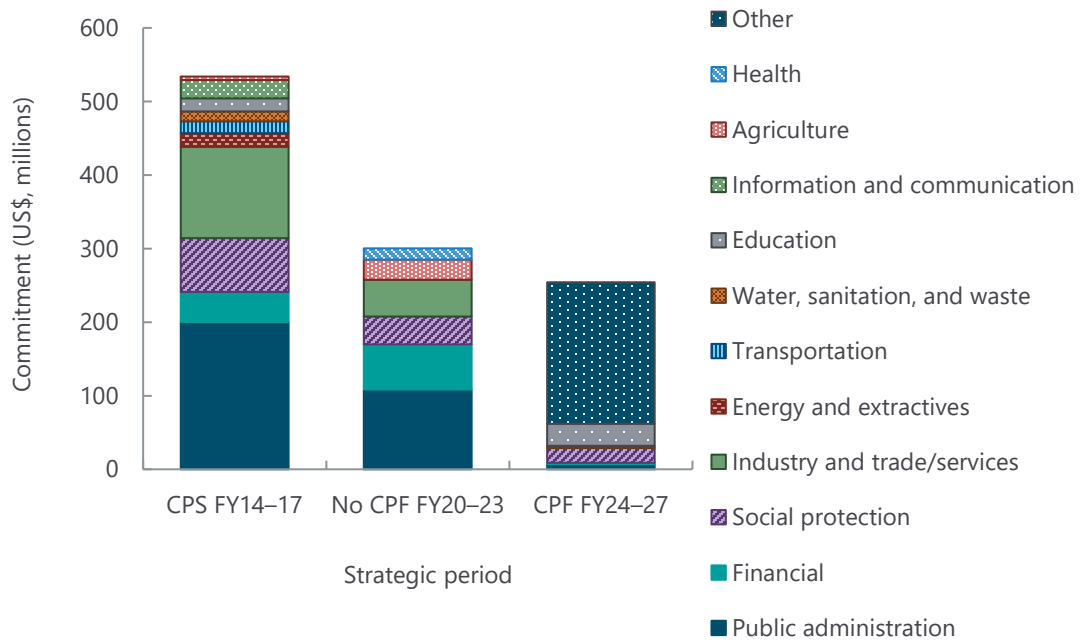
Figure B.4. Approved Projects by Sector, FY14–25



Source: Independent Evaluation Group, Datahub, May 2025.

Note: Other refers to a development policy financing catastrophe deferred drawdown option, which was not assigned to a specific sector.

Figure B.5. Approved Projects by Sector During World Bank Group Strategic Periods, FY14–25



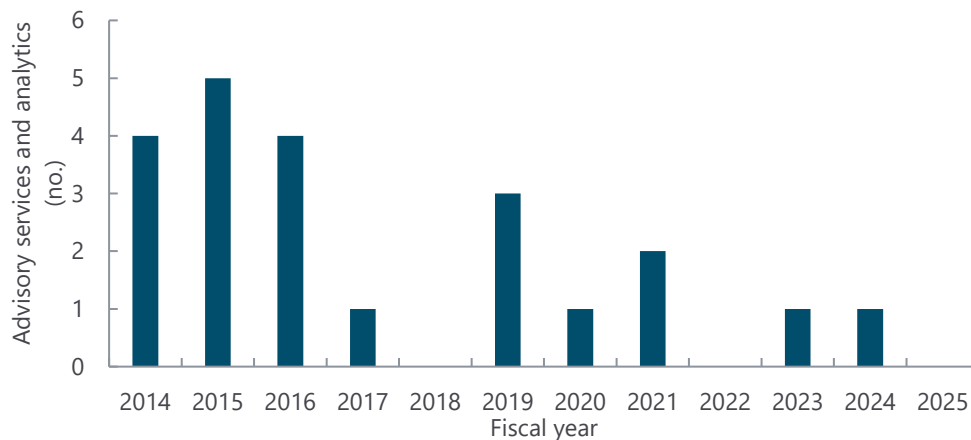
Source: Independent Evaluation Group, Datahub, May 2025.

Note: Other refers to a development policy financing catastrophe deferred drawdown option, which was not assigned to a specific sector. CPF = Country Partnership Framework; CPS = Country Partnership Strategy.

World Bank Advisory Services and Analytics

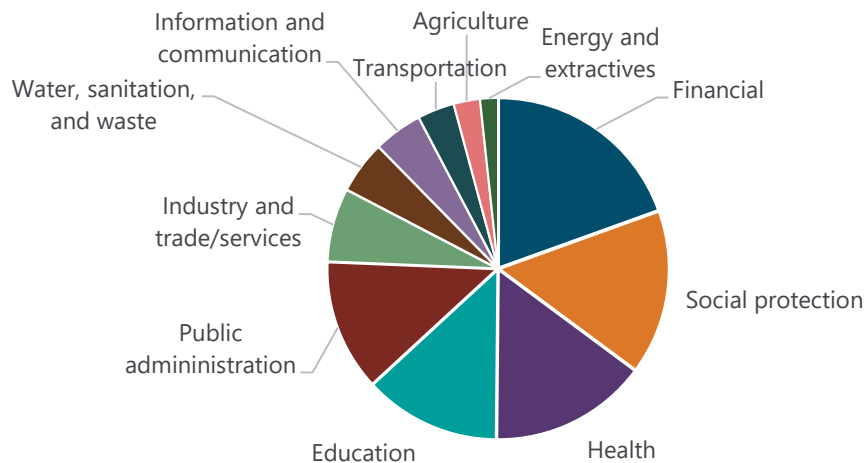
The number of advisory services and analytics to Jamaica decreased over time. Between FY14 and FY25, the World Bank initiated 22 advisory services and analytics, with the majority (17) approved during the earlier period (Country Partnership Strategy, FY14–17, extended to FY19; figure B.6). Throughout the evaluation period, the largest number of advisory services and analytics focused on the financial sector, followed by the social protection and health sectors.

Figure B.6. Evolution of World Bank Advisory Services and Analytics, FY14–25



Source: Independent Evaluation Group, Datahub, May 2025.

Figure B.7. Share of World Bank Advisory Services and Analytics by Sector, FY14–25

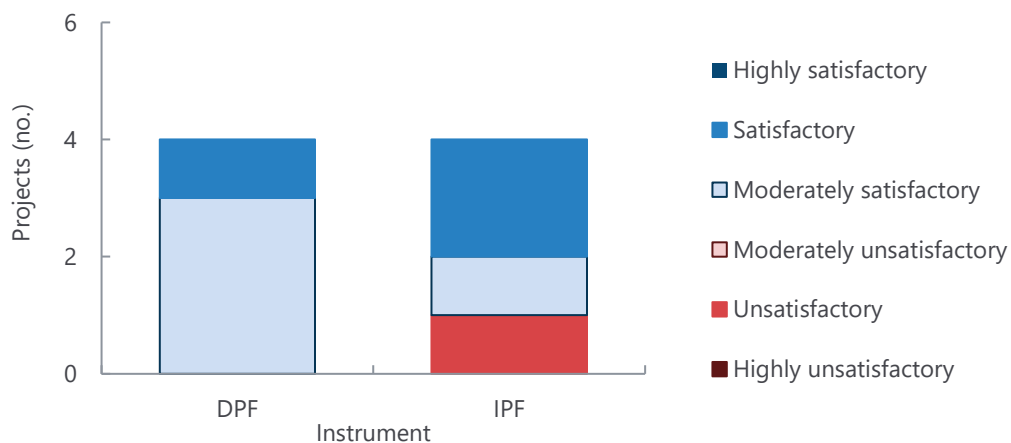


Source: Independent Evaluation Group, Datahub, May 2025.

Evaluated Projects

The overall performance of the World Bank’s lending projects in Jamaica was rated on average as moderately satisfactory over the review period. A total of eight projects approved and closed during the evaluation period were evaluated by the Independent Evaluation Group. This group included an even split between investment project financing projects and development policy operations, including programmatic series. Seven of the eight projects received an overall outcome rating of moderately satisfactory or above, indicating a generally positive performance (figure B.8). While this suggests a baseline level of effectiveness in achieving development objectives, it is worth noting that project outcomes remained at the moderately satisfactory level in the later period as well, reflecting limited progress in achieving higher outcome ratings than those received during the earlier period (figure B.9). The Youth Employment in Digital and Animation Industries Project (approved in FY15) received an outcome rating of unsatisfactory. In Jamaica, 87 percent of projects received an outcome rating of moderately satisfactory or above—slightly above the Latin America and the Caribbean regional average of 83 percent.

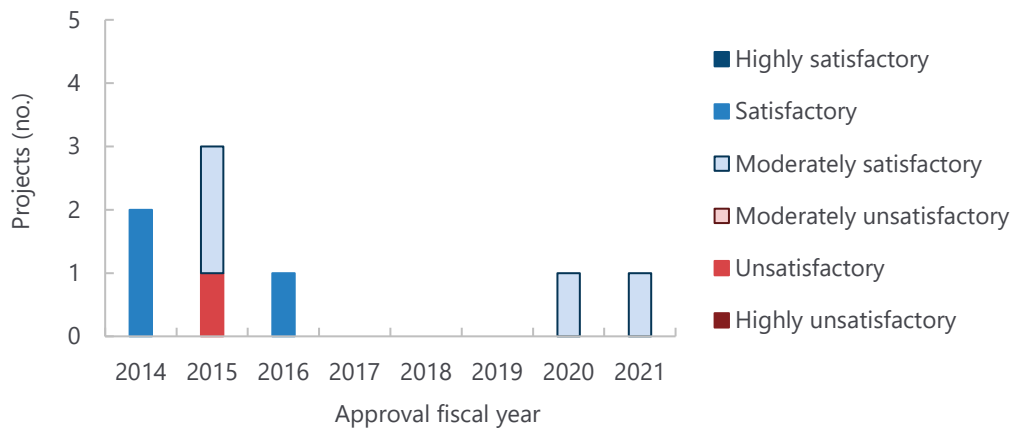
Figure B.8. Independent Evaluation Group Outcome Ratings, FY14–24



Source: Independent Evaluation Group, Datahub, May 2025.

Note: Approved projects during FY13–23 that received Independent Evaluation Group outcome rating ($n = 26$). DPF = development policy financing; IPF = investment project financing.

Figure B.9. Independent Evaluation Group Outcome Rating by Approval Fiscal Year

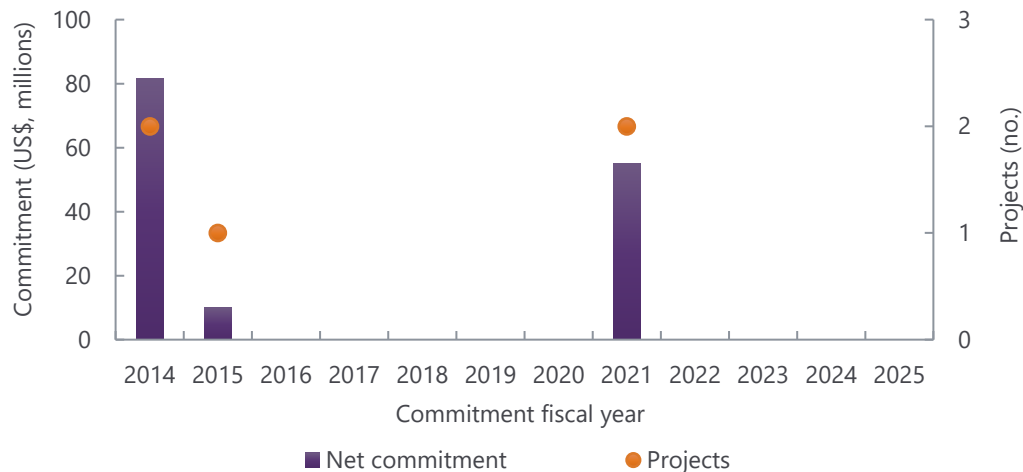


Source: Independent Evaluation Group, Datahub, May 2025.

International Finance Corporation Investment Projects

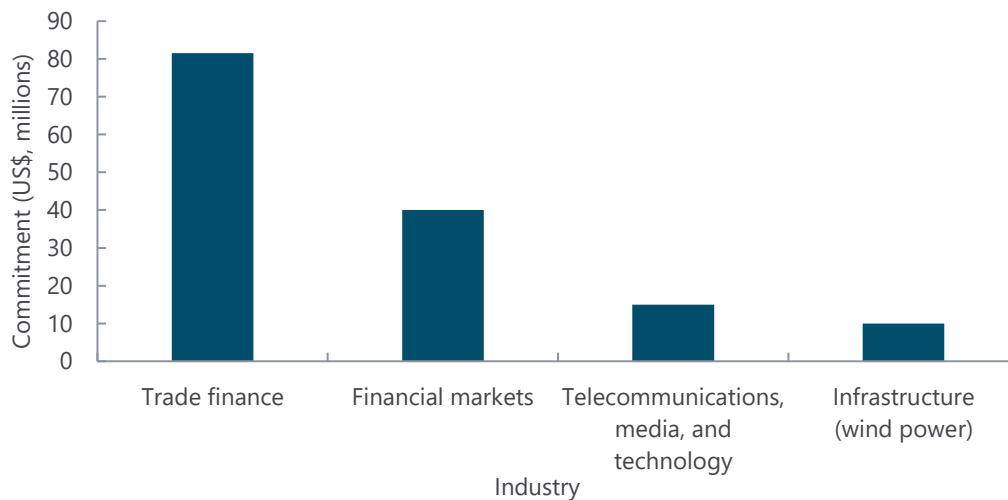
International Finance Corporation investment approvals remained limited throughout the evaluation period, with only five projects approved, totaling US\$147.6 million in net commitment (figure B.10). Three investments were made during the initial Country Partnership Strategy cycle, with the last occurring in 2015, whereas two additional approvals were in FY21. The distribution of these investments by industry reveals a strong concentration in trade finance, which accounted for 56 percent of the total portfolio. The remaining investments were directed toward the financial markets (27 percent); telecommunications, media, and technology (10 percent); and infrastructure (wind power; 7 percent), as shown in figure B.11.

Figure B.10. Evolution of International Finance Corporation Investments, FY14–24



Sources: Independent Evaluation Group staff calculation; International Finance Corporation iPortal, May 2025.

Figure B.11. Evolution of International Finance Corporation Investments by Sector, FY14–25



Sources: Independent Evaluation Group staff calculation; International Finance Corporation iPortal, May 2025.

International Finance Corporation Advisory Projects

The number of International Finance Corporation advisory projects grew markedly over the evaluation period, with 21 projects amounting to US\$25.4 million. Notably, the FY24–27 Country Partnership Framework period accounted for the largest share of this portfolio, both in volume and value—11 advisory projects totaling US\$17.3 million (figure B.12). Within this period, almost half of the advisory projects were transaction advisory projects designed to support the government of Jamaica with structuring and

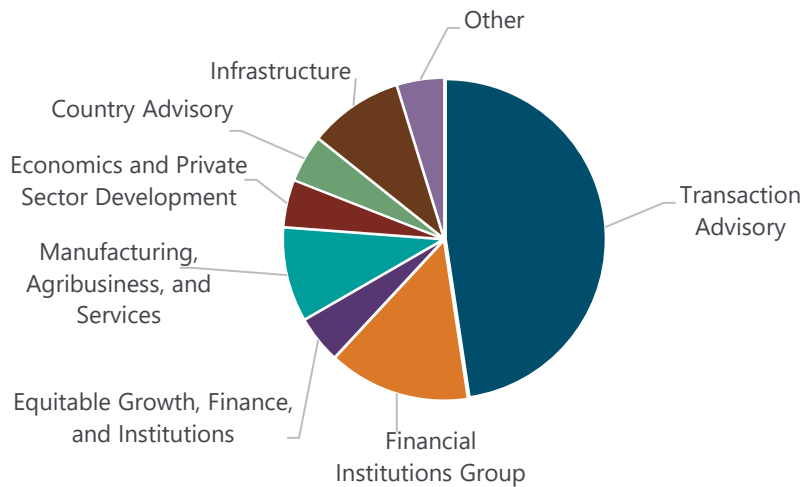
implementing public-private partnership projects, which were concentrated in the infrastructure, information and communication technology, renewable energy, and water sectors.

Figure B.12. International Finance Corporation Advisory Projects, FY14–25



Sources: Independent Evaluation Group staff calculation; International Finance Corporation iPortal, May 2025.
 Note: CPF = Country Partnership Framework; CPS = Country Partnership Strategy.

Figure B.13. International Finance Corporation Advisory Services by Sector by Business Group, FY14–25



Sources: Independent Evaluation Group staff calculation; International Finance Corporation iPortal, May 2025.

Multilateral Investment Guarantee Agency

MIGA did not underwrite any new guarantees in Jamaica during FY14–25. Only one MIGA guarantee was active during the evaluation period, supporting port infrastructure, with a guaranteed amount of US\$37.4 million.