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Report No: 14037

RESTRUCTURING PAPER

ON A

PROPOSED PROJECT RESTRUCTURING OF THE

JAMAICA ENERGY SECURITY AND EFFICIENCY ENHANCEMENT PROJECT

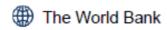
IN THE AMOUNT OF US\$15 MILLION TO JAMAICA

APPROVED ON MARCH 10, 2011

DECEMBER 22, 2015

Energy and Extractives Global Practice Latin America and the Caribbean Region

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ABBREVIATIONS AND ACRONYMS

DBJ Development Bank of Jamaica
ESET Electricity Sector Enterprise Team
ISR Implementation Status Report

LOC Line of Credit

LNG Liquefied Natural Gas

MEM Ministry of Energy and Mining MoFP Ministry of Financing and Planning

MSTEM Ministry of Science, Technology, Energy and Mining

OUR Office of Utilities Regulation
PCJ Petroleum Corporation of Jamaica
PDO Project Development Objective
PIU Project Implementing Unit
SME Small and Medium Enterprises

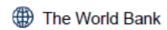
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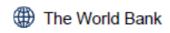


JAMAICA

ENERGY SECURITYAND EFFICIENCY ENHANCEMENT PROJECT

CONTENTS

A.	SUMMARY	1
B.	PROJECT STATUS	2
C.	PROPOSED CHANGES	3
ANN	EX 1: RESULTS FRAMEWORK AND MONITORING	8



DATA SHEET

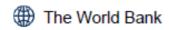
Jamaica

Jamaica Energy Security and Efficiency Enhancement Project (P112780)

LATIN AMERICA AND CARIBBEAN

Energy & Extractives

Report No: RES14037 **Basic Information** Project ID: P112780 Lending Instrument: Specific Investment Loan Regional Vice President: Jorge Familiar Original EA Category: Partial Assessment (B) Acting Country Director: Karin Kemper Current EA Category: Partial Assessment (B) Senior Global Practice Anita Marangoly Original Approval Date: 10-Mar-2011 Director: George Practice Antonio Alexandre Current Closing Date: 31-Dec-2015 Manager/Manager: Rodrigues Barbalho Mark Lambrides Team Leader(s): Borrower: Government of Jamaica Responsible Ministry of Science, Technology, Energy and Mining Agency: **Restructuring Type** Full Restructuring Paper Decision Authority: Country Director Approval Form Type: Restructuring Level: Level 2 Financing (as of 04-Dec-2015) **Key Dates** Effectiveness Original Revised Approval **Project** Ln/Cr/TF Status Signing Date Date Date **Closing Date** Closing Date P112780 | IBRD-80070 Effective 10-Mar-2011 19-May-2011 16-Aug-2011 31-Dec-2015 31-Dec-2015 Disbursements (in Millions) Origin Cancelle Undisbur Revised Disbursed Project Ln/Cr/TF Status Currency Disburse sed P112780 | IBRD-80070 USD Effective 15.00 0.00 9.96 5.04 66 15.00 **Policy Waivers** Does the project depart from the CAS/CPF in content or in other significant Yes [] No[X]



respects?		
Does the project require any policy waiver(s)?	Yes []	No [X]

A. Summary of Proposed Changes

The objective of the proposed Level II Restructuring is to introduce three changes from the original project: (i) extending the project by 22 months until October 31, 2017 to allow for the completion of all components/sub-components and to enable achievement of the project development objective (PDO), following the initial delays in project implementation; (ii) reallocating unused funds from Component Ito Component II, to support expansion of the Line of Credit, and to Component III for strengthening the capacity and extend the duration of the project implementing unit (PIU) to carry out the remaining project subcomponents; and (iii) revising several PDO and intermediate results indicators that are outside the scope of the project, while extending the end target date of all indicators.

There are no changes to the PDO.

Change in Implementing Agency	Yes [] No [X]
Change in Project's Development Objectives	Yes [] No [X]
Change in Results Framework	Yes [X] No []
Change in Safeguard Policies Triggered	Yes [] No [X]
Change of EA category	Yes [] No [X]
Other Changes to Safeguards	Yes [] No [X]
Change in Legal Covenants	Yes [] No [X]
Change in Loan Closing Date(s)	Yes [X] No []
Cancellations Proposed	Yes [] No [X]
Change to Financing Plan	Yes [] No [X]
Change in Disbursement Arrangements	Yes [] No [X]
Reallocation between Disbursement Categories	Yes [X] No []
Change in Disbursement Estimates	Yes [X] No []
Change to Components and Cost	Yes [X] No []
Change in Institutional Arrangements	Yes [] No [X]
Change in Financial Management	Yes [] No [X]
Change in Procurement	Yes [] No [X]
Change in Implementation Schedule	Yes [X] No []
Other Change(s)	Yes [] No [X]
Appraisal Summary Change in Economic and Financial Analysis	Yes [] No [X]
Appraisal Summary Change in Technical Analysis	Yes [] No [X]
Appraisal Summary Change in Social Analysis	Yes [] No [X]
Appraisal Summary Change in Environmental Analysis	Yes [] No [X]
Appraisal Summary Change in Risk Assessment	Yes [] No [X]

B. Project Status



The latest Implementation Status Report (ISR) rates the PDO and project implementation progress as moderately unsatisfactory. The implementation delays during the first two years of the project were due to PIU staff turnover, delays in the passage of policy reforms, and fiscal space limitations. These issues have now been largely resolved and project implementation progress has been steady over the past year with a number of subcomponents completed and underway. As of December 4, 2015, US\$9.96 million has been disbursed (66% of the loan amount). However, given the slow start of the project, there are several project components pending completion before the current loan closing date.

The project continues to involve the World Bank (WB) in key regulatory, policy, and institutional issues for the energy sector in Jamaica. The new Electricity Act supported by the project recently became effective (August 2015), and has resulted in changes in the electricity sector governance framework. In particular, the role of the Ministry of Science, Technology, Energy and Mining (MSTEM) will be enhanced, to include primary responsibility for planning in the sector. Under the new Act, the Office of Utilities Regulation (OUR) will no longer be responsible for procuring new renewable energy generation capacity. In addition, the public entity responsible for promoting new renewable energy and gas investments has not yet been assigned under the new Act.

The line of credit (LOC), supported by the project, through the Development Bank of Jamaica (DBJ), enables on-lending to approved financial institutions (subcomponent 2.4) that provide retail financing to small and medium enterprises (SMEs) for energy efficiency and renewable energy investments. The LOC is now fully subscribed, whereby USD\$3,920,355.43 have already been disbursed with confirmed demand reaching the total of US\$4,600,000. DBJ estimates that there is considerable excess demand (exceeding US\$1,000,000) for this LOC.

Continued WB involvement in the power sector is needed to complete the remaining project subcomponents, in particular to support MSTEM to carry out its new and existing functions (for integrated resource planning and developing natural gas and renewable energy policy), and also to expand the very successful LOC to scale-up energy efficiency and renewable energy investments.

C. Proposed Changes

Development Objectives/Results

Project Development Objectives

Original PDO

The objective of the Project is to increase energy efficiency and security through the implementation of the Borrower's National Energy Policy.

Change in Project's Development Objectives

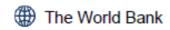
Change in Results Framework

Explanation:

It is proposed to remove the PDO indicator tied to "a reduction in electricity costs for generation," which is now outside the scope and control of the project.

It is proposed that the PDO indicator tied to "a reduction in energy costs for SMEs" be dropped as energy cost reductions are not a good proxy for energy consumption reductions through efficiency and diversification (with renewables) measures.

It is proposed that the intermediate indicator on electrical appliances "labeled" be revised to electrical appliances "tested". This is because subcomponent 2.1 allocates funds for the upgrading and acquisition of



new test chambers for assessing the efficiency of various appliances. The labeling of the appliances is outside the scope of what is funded by this project.

Financing

Change in Loan Closing Date(s)

Explanation:

This will be the first restructuring and extension of the loan closing date. This restructuring proposes to extend the project closing date by 22 months until October 31, 2017 in order to allow more time needed for the achievement of the project's development objectives.

This extension is needed due to implementation delays during the first two years of the project, which were caused by the following: a) delays in passage of reform activities (new Electricity Act passage and a change in policy related to the introduction of Liquefied Natural Gas (LNG) into Jamaica's fuel mix); b) difficulties in initial staffing of the PIU; c) subsequent turnover in staff during project implementation; and uncertainties regarding who bears the exchange rate risk for the Line of Credit; and d) fiscal space restrictions which limited the amount of expenditures. These issues have now been largely resolved and project implementation has begun accelerating over the past year, however, the closing date extension is essential to allow for implementation of the remaining subcomponents which will contribute to achieving the PDO. During recent meetings between the Bank and the MoFP, MoFP agreed to work to ensure that sufficient fiscal space is available for spending under the project during the next two years. The Government prepared an Action Plan currently being finalized by the PIU in coordination with the WB team to complete several key components of the project, including the second round of hydro feasibility studies and several activities related to the introduction of LNG in Jamaica. Given that policies for the LNG industry structure are to be finalized under the project, the PIU expects to start this work within one year, once the roles of the various key players involved have been defined (currently in progress). Further, the PIU expects to carry out a closing workshop related to their work in LNG no later than the end of October 2017 which coincides with the proposed new closing date.

Neither the Project itself nor the country is under suspension of disbursements. In addition, the Project does not have any outstanding audit reports, and the ones submitted to the Bank have been satisfactory.

Ln/Cr/T F	Status	Original Closing Date	Current Closing Date	1	Previous Closing Date(s)
IBRD-80 070	Effective	31-Dec-2015	31-Dec-2015	31-Oct-2017	31-Dec-2015

Reallocations

Explanation:

Given the modified responsibilities under the new Electricity Act, the OUR will no longer be responsible for procuring new renewable energy or natural gas capacity. The installation of new capacity in Jamaica is private sector led and the Government authority responsible for interacting with these private generators to promote expansion of generation capacity has not been defined under the new law. As such, it is proposed that the scope of subcomponent 1.2 "Strengthening the Regulatory Framework and PPP Monitoring Capacity of the Energy Sector", 1.3 "accelerating the development of cost-effective privately financed generation in the power sector" [which make up Expenditure Category 2], and subcomponent 1.4 "introduction of LNG in the borrower's energy matrix to support off-oil diversification" [part of Expenditure Category 1] be reduced. Various activities under these subcomponents have already been completed and given the reforms several of the remaining activities will no longer be part of OUR's mandate.

The World Bank

With regards to promoting private sector investments in renewable energy, the recent reform (Electricity Act) has reduced the scope of the previous actors involved (MSTEM and Petroleum Corporation of Jamaica - PCJ) and has placed the responsibility with the new transitional entity "Electricity Sector Enterprise Team" (ESET), which is not an implementing entity under this project. Therefore, while MSTEM will continue working on streamlining procedures for private investment, they no longer will actively support feasibility studies for future investments. Therefore, US\$ 238,368 from subcomponents 2.2 and 2.3 [Expenditure Category 4] has been made available to reallocate.

For subcomponent 2.1[Expenditure Category 3], this restructuring will re-allocate US\$981,368 funds from categories whose scope is being reduced including Expenditure Categories 1, 2, and 4. Based on competitive solicitation, market conditions indicate that this equipment is considerably more expensive than originally anticipated, therefore the re-allocation accommodates the shortfall in the original budget.

As mentioned previously, the LOC is now fully subscribed and DBJ has indicated that there is significant excess demand for it. Since this is a high priority activity for the Government and DBJ, it is proposed that US\$1,000,000 in funding that becomes available from Expenditure Category 2. Further, by extending and expanding the resources of the LOC, the DBJ will seek to build in sustainability to the program so that the LOC could continue operating even after the project closes.

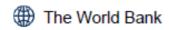
Ln/Cr/TF	Currency	Current Category of Expenditure	Allocation		Disbursement % (Type Total)		
			Current Proposed		Current	Proposed	
IBRD-80070	USD	GO,CS,Non-CS - Pts A1, A4, A5, A6,C	3,112,500.00	2,952,693.00	100.00	100.00	
		GO,CS,Non-CS - Pts A2, A3	2,770,000.00	1,186,807.00	100.00	100.00	
		CW,GO,CS,Non-CS - Pt B1	1,550,000.00	2,531,368.00	100.00	100.00	
		GO,CS,Non-CS - Pts B2, B3	2,930,000.00	2,691,632.00	100.00	100.00	
		CW,GO,CS,Non-CS Subprojects - Pt B4	4,600,000.00	5,600,000.00	100.00	100.00	
		Premia for CAPS/COLLARS	0.00	0.00	0.00	0.00	
		Designated Account	0.00	0.00	0.00	0.00	
		Designated Account	0.00	0.00	0.00	0.00	
		FRONT END FEE	37,500.00	37,500.00	0.00	0.00	
		Total:	15,000,000.00	15,000,000.00			

Disbursement Estimates

Change in Disbursement Estimates

Explanation:

The disbursement schedule has been revised to reflect the 22 month extension of the project. The revised Action Plan and implementation schedule is being prepared by the PIU in coordination with the WB team. Based on this revised schedule, it is expected that of the US\$5.5 million in project funds that have not yet been disbursed, US\$3.33 million will be disbursed in FY16, US\$1.45 million will be disbursed in FY17, and



the remaining US\$754,5	500 will be disbursed in FY18.		
Fiscal Year	Current (USD)	Proposed (USD)	
2011	50	00,000.00	2,037,000.00
2012	3,00	00,000.00	1,916,650.00
2013	4,00	00,000.00	1,429,640.00
2014	4,00	00,000.00	2,564,281.64
2015	2,50	00,000.00	1,512,428.36
2016	1,00	00,000.00	3,334,580.00
2017		0.00	1,450,920.00
2018		0.00	754,500.00
	Total 15.00	00.000.00	15.000.000.00

Components

Change to Components and Cost

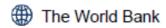
Explanation:

It is proposed that the Cost of Component I "Strengthening the Regulatory and Institutional Framework to Improve Sector Performance, Increase Private Investment and Transition to Cleaner Fuels" be reduced by US\$1,856,500 to reflect the reduced scope of subcomponent 1.2, 1.3 and subcomponent 1.4, due to OUR's more limited responsibilities under the new Electricity Act and the uncertainty regarding the appointment of a new renewable energy and gas investment promotion agency.

This restructuring also proposes to increase the cost of Component II "Developing Energy Efficiency and Renewable Energy Potential" by US\$1,743,000 as these funds would be used to increase the funding available for subcomponent 2.4, the LOC, since this is a high priority area for the Government and DBJ where there is significant excess demand and a demonstrated ability to deliver positive results. This re-allocation will also fund the budgetary shortfall in subcomponent 2.1, which resulted from higher than expected costs of equipment.

In addition, it is proposed that the cost of Component III "Project Management, Monitoring and Evaluation" is increased by US\$113,500 to so that the PIU can continue operating over the extended life of the project and also hire a technical specialist consultant to help with implementing the remaining project subcomponents so that the development objectives of the project can be achieved.

Current Component Name	Proposed Component Name	Current Cost (US\$M)	Proposed Cost (US\$M)	Action
Strengthening the Regulatory and Institutional Framework to Improve Sector Performance, Increase Private Investment and Transition to Cleaner Fuels		5.13	3.27	Revised
Developing Energy Efficiency and		9.08	10.82	Revised



Renewable Energy Potential				
Project Management, Monitoring and Evaluation		0.75	0.87	Revised
	Total:	29.92	14.96	

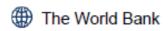
Other Change(s)

Change in Implementation Schedule

Explanation:

Due to delays in project implementation, there is a need to extend the project to allow sufficient time for all subcomponents to be completed. The PIU is finalizing an Action Plan with a revised implementation schedule to execute the remaining subcomponents under the project that was agreed with the World Bank. Based on this action plan it is proposed that the project be extended by 22 months and for all subcomponents to be completed by October 31, 2017.

Due to the technology and mining policy-making functions being added to the Ministry of Energy's mandate, they are now called the Ministry of Science, Technology, Energy, and Mining and thus MEM's name has changed to MSTEM. Furthermore, since based on the new Electricity Act, MSTEM is now responsible for energy sector planning, the loan agreement should be revised to indicate that MSTEM is responsible for implementing subcomponents 1.2 and 1.3 [A2 and A3 in Loan Agreement] under the Project (originally envisioned to be implemented by OUR). OUR has already managed several of the completed contracts under these sub-components and MSTEM is proposing for the new activities to be jointly implemented by MSTEM and OUR, with MSTEM as the lead implementing agency. This does not constitute a change in implementing agency or institutional arrangements as MSTEM was always the lead implementing agency for the project and retained fiduciary responsibility for these subcomponents.



ANNEX I: RESULTS FRAMEWORK

Project Name:	Jamaica Energy Security and Efficiency Enhancement Project (P112780)			Project Stage:	Restructuring	Status:	DRAFT		
Team Leader(s)	Mark Stephen Lambrides	Requestin Unit:	g LCC3C	Created by:	ated by: James Victor Pannett on 10-Mar-2014				
Product Line:	IBRD/IDA	Responsib Unit:	ole GEE04	Modified by:	Mark Lambrides of	on 22-Dec-2015			
Country:	Jamaica	Approval	FY: 2011	•					
Region:	LATIN AMERICA AND CARIBBEAN Lending Instrument: Specific Investment Loan								
Project D	evelopment Objectives								
Original P	Project Development Objective	e:							
The objecti	ive of the Project is to increase en	nergy efficie	ncy and security th	hrough the imple	ementation of the Bor	rower's National Er	nergy Policy.		
Results									
Core secto	or indicators are considered: Y	es		Results report	ing level: Project L	evel			
Project D	evelopment Objective Indica	ators							
Status	Indicator Name	Cor	e Unit of Meas	sure	Baseline	Actual(Current)	End Target		
Marked for	3	osts	Number	Value	21.00		12.00		
deletion	(per unit of energy) for generation - US\$/MWh			Date	31-Dec-2010		31-Dec-2015		
	generation OS\$, N2 WI			Commer	Indicator marked for deletion				
Revised	Increase in Energy Securi	ty	Percentage	Value	91.00	89.00	73.00		

				Date	31-Dec-2010	31-Oct-2012	31-Oct-2017
				Comment	Percentage of electricity generation from oil		Revised end target date to align with extended project closing date
Original	Increase in Energy Security		Percentage	Value	91.00	89.00	67.00
				Date	31-Dec-2010	31-Oct-2012	31-Dec-2015
				Comment	Percentage of electricity generation from oil	Note that the PDO and intermediate results indicators are in the process of being revised and will be updated following the next supervision mission planned for April 2014.	
Marked for	Reduction in energy costs of		Number	Value	100.00		80.00
deletion	SMEs			Date	31-Dec-2010		31-Dec-2015
				Comment	Indicator marked for deletion		
Intermediate	e Results Indicators						
Status	Indicator Name	Core	Unit of Measure		Baseline	Actual(Current)	End Target
Revised	New Energy Sector Regulations		Number	Value	0.00	4.00	12.00
	Under Preparation or Approved			Date	31-Dec-2010	31-Aug-2015	31-Oct-2017
				Comment			Revised end target date to

						align with extended project closing date
Original	New Energy Sector Regulations	Number	Value	0.00	4.00	12.00
	Under Preparation or Approved		Date	31-Dec-2010	31-Oct-2012	31-Dec-2015
			Comment			
Revised	New electricity generating	Megawatt	Value	0.00	200.00	267.00
	capacity assigned, negotiated or under construction/installed		Date	31-Dec-2010	31-Aug-2015	31-Oct-2017
	(MW of generating capacity)		Comment		FO/Gas.	Revised end target date to align with extended project closing date
Original	New electricity generating capacity assigned, negotiated or under construction/installed (MW of generating capacity)	Megawatt	Value	0.00	200.00	520.00
			Date	31-Dec-2010	25-Oct-2012	31-Dec-2015
			Comment		FO/Gas.	FO/Gas: 460, RE: 60)
Revised	Implementation of the natural gas/LNG program	Text	Value	-	LNG sourcing finalized	LNG import and regasification facilities under construction
			Date	31-Dec-2010	31-Aug-2015	31-Oct-2017
			Comment	This indicator is being added because it was missing from operations portal system, but is part of results		Revised end target date to align with extended project closing date

				framework in PAD		
Revised	Information/Communication	Number	Value	0.00	10.00	18.00
	Activities (Project and National Energy Programme)		Date	31-Dec-2010	31-Aug-2015	31-Oct-2017
			Comment			Revised end target date to align with extended project closing date
Original	Information/Communication	Number	Value	0.00	6.00	18.00
	Activities (Project and National Energy Programme)		Date	31-Dec-2010	25-Oct-2012	31-Dec-2015
	Energy Programme)		Comment	Number of workshops held, advertisement sponsored, publications distributed		
Marked for	Electrical appliances labeled,	Number	Value	3000.00	4000.00	8500.00
Deletion	Information/Awareness campaigns		Date	31-Dec-2010	25-Oct-2012	31-Dec-2015
	campaigns		Comment	This indicator is marked for deletion as "labeling" appliances is outside the project scope		value refers to # of labels.
Revised	Electrical appliances tested,	Number	Value	0.00	0.00	250.00
	Information/Awareness campaigns		Date	31-Dec-2010	31-Aug-2015	31-Oct-2017
			Comment	This indicator		Revised end

				is being added to replace the intermediate indicator on "Electrical appliances labeled"		target date to align with extended project closing date
Revised	Prefeasibility, feasibility and other investments studies underway or completed on Renewable Energy (Hydros, Wind, Solar)	Number	Value	0.00	5.00	10.00
			Date	31-Dec-2010	31-Aug-2015	31-Oct-2017
			Comment			Revised end target date to align with extended project closing date
Original	Prefeasibility, feasibility and other investments studies underway or completed on Renewable Energy (Hydros, Wind, Solar)	Number	Value	0.00	3.00	10.00
			Date	31-Dec-2010	25-Oct-2012	31-Dec-2015
			Comment			
Revised	Commitments and Disbursements on the Line of Credit	Number	Value	0.00	3.90	5.60
			Date	31-Dec-2010	31-Aug-2015	31-Oct-2017
			Comment			Revised end target date to align with extended project closing date; Number of commitments (amount in millions) - Revised to show original PAD cumulative

						disbursements estimates
Original	Commitments and Disbursements on the Line of Credit	Number	Value	0.00	1.00	35.00
			Date	31-Dec-2010	25-Oct-2012	31-Dec-2015
			Comment	Number of commitments		
Revised	Investment commitments to Electricity Sector	Number	Value	0.00	240.00	625.00
			Date	31-Dec-2010	31-Aug-2015	31-Oct-2017
			Comment			Revised end target date to align with extended project closing date
Original	Investment Commitments to the Electricity Sector	Number	Value	0.00	240.00	625.00
			Date	31-Dec-2010	25-Oct-2012	31-Dec-2015
			Comment			
No Change	Personnel Assigned to Project	Text	Value	0		3
			Date	31-Dec-2010	25-Oct-2012	30-Jun-2015
			Comment		Project Manager, Financial Management, Procurement Officer	
Revised	Capacity building activities regarding Project Management, Financial Management and Procurement	Number	Value	0.00	5.00	12.00
			Date	31-Dec-2010	31-Aug-2015	31-Oct-2017
			Comment			Revised end target date to align with extended project

							closing date
Original	Capacity building activities regarding Project Management, Financial Management and Procurement		Number	Value	0.00	1.00	12.00
				Date	31-Dec-2010	25-Oct-2012	31-Dec-2015
				Comment			
Revised	Financial management, procurement, Safeguards, internal and external audits		Number	Value	0.00	6.00	12.00
				Date	31-Dec-2010	31-Aug-2015	31-Oct-2017
				Comment	This indicator is being added because it was missing from operations portal system, but is part of results framework in PAD		Revised end target date to align with extended project closing date
Revised	Reporting on the implementation of the National Energy Policy (number of reports submitted)		Number	Value	0.00	6.00	9.00
				Date	31-Dec-2010	31-Aug-2015	31-Oct-2017
				Comment			Revised end target date to align with extended project closing date
Original	Reporting on the implementation of the National Energy Policy (number of reports submitted)		Number	Value	0.00	1.00	9.00
				Date	31-Dec-2010	25-Oct-2012	31-Dec-2015
				Comment			