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REGIONAL

SUPPORT FOR THE IMPLEMENTATION OF THE ECONOMIC PARTNERSHIP AGREEMENT IN THE CARIBBEAN

(RG-T1598)

PLAN OF OPERATIONS

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BASIC SOCIOECONOMIC DATA

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

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

ABBREVIATIONS

CARICOM	Caribbean Community
CDB	Caribbean Development Bank
CIDA	Canadian International Development Agency
CRNM	Caribbean Regional Negotiating Machinery
CSME	CARICOM Single Market and Economy
DFID	(UK) Department for International Development
EC	European Commission
ECLAC	UN Economic Commission for Latin America and the Caribbean
EPA	European Partnership Agreement
ESR	Environmental and Social Review
EU	European Union
FSO	Fund for Special Operations
GATT	General Agreement on Tariffs and Trade
INT	Integration and Trade Sector of the Inter-American Development Bank
OAS	Organization of American States
OECS	Organization of Eastern Caribbean States
PCR	Project Completion Report
PPMR	Project Performance Monitoring Report
RPTF	Regional Preparatory Task Force
TC	Technical Cooperation

I. EXECUTIVE SUMMARY

Beneficiary: CARICOM countries and the Dominican Republic

Team Leader /Members: Mario A. Umana (INT/INT), Paolo Giordano (INT/INT), Team Leaders; Matthew Shearer (INT/INT), Carolyn Robert (INT/INT), Lesley Cassar (INT/INT), Diego Buchara (LEG/SGO), and Martha Skinner (INT/INT), who assisted in the preparation of the document.

Executing Agency: The Inter-American Development Bank

Target Beneficiaries: CARICOM countries and the Dominican Republic

Source of Funding: IDB: (FSO net income) \$ 400,000
Total: \$ 400,000

Objectives: The general objective of the project is to strengthen the capacity of the CARIFORUM countries to efficiently implement the EPA. The specific objectives are to: i) establish a strategy for Bank support to implement the EPA; ii) strengthen regional institutions providing support to EPA implementation; and iii) strengthen complementary national institutions with responsibility for EPA implementation.

Execution Timetable: Execution Period: 24 months
Disbursement Period: 30 months

Special Contractual Conditions: None.

Exceptions to Bank Policies and Procedures: None.

Environmental and Social Review: The operation was cleared by the ESR team on September 8, 2008. No further action is required in the ESR process.

Coordination with other Official Development Finance Institutions: This TC project will be closely coordinated with other donors that are currently supporting the EPA implementation, in particular the European Commission (EC) and EU member states, but also the UK Department for International Development (DFID) and the Canadian International Development Agency (CIDA), inter alia, in order to complement their efforts and to avoid duplication of efforts.

II. BACKGROUND AND JUSTIFICATION

A. Problem Definition

- 2.1 The Caribbean Community (CARICOM) was established in 1973 to foster economic integration, foreign policy coordination and functional cooperation among its member states. In the early years of CARICOM, economic integration efforts were largely limited to the liberalization of intra-regional merchandise trade. In 1989, however, member states agreed to move toward much deeper levels of integration through the creation of a CARICOM Single Market and Economy (CSME), thus embarking on a process of wide-ranging institutional, legal and administrative reforms at both the national and regional level. In 2006, the single market entered into force among twelve of the Community's 15 member states.¹ It covers the free movement of goods, services, capital and persons across the region, the right of CARICOM nationals to establish a business presence anywhere in the region without restrictions, and the implementation of a common external tariff and trade policy.
- 2.2 CARICOM and the Dominican Republic, under CARIFORUM,² and the European Commission (EC) concluded Economic Partnership Agreement (EPA) negotiations on December 16, 2007. This comprehensive agreement covers such areas as market access in goods and services, investment, intellectual property, and development cooperation, *inter alia*. The negotiations were motivated by the need to replace the unilateral preferences provided under the Cotonou Agreement with reciprocal trade agreements compliant with Article XXIV of the General Agreement on Tariffs and Trade (GATT). Preparation for the signature of the final text and agreement is currently underway.
- 2.3 Implementation of the agreement raises a number of issues for Bank members in the Caribbean that are distinct from the demands of the negotiating process, among them, making the transition to liberalized goods imports, competing in a framework of eroding preferences in the EU market, and building comparative advantage in goods and services. Thus, there is an urgent need to develop a comprehensive strategy for the transition to freer trade in order to address the challenges and opportunities arising from the EPA. This requires a comprehensive approach that focuses simultaneously on the macroeconomic, microeconomic, institutional and social policy reforms that are required to make trade work for all levels of society.
- 2.4 EPA implementation demands a wide array of institutional reforms, and presents a generalized need for institutional strengthening of both public sector and private

¹ The twelve CSME members are Antigua and Barbuda, Barbados, Belize, Dominica, Grenada, Guyana, Jamaica, St. Kitts and Nevis, St. Lucia, St. Vincent and the Grenadines, Suriname, and Trinidad and Tobago. The Bahamas, Haiti and Montserrat are members of CARICOM but do not participate in the CSME.

² CARIFORUM consists of the 14 independent CARICOM member states and the Dominican Republic.

sector organizations in order to better implement the agreement, expand export opportunities in the new trade environment, and comply with the rigorous standards of the EU regulatory framework. This will necessitate extensive technical and financial support at the regional level, complemented by parallel support for national efforts to establish enabling legislation, regulations, and institutions.

- 2.5 A CARIFORUM Regional Preparatory Task Force (RPTF) has been established with funding from the European Commission to determine support needed in order to implement the EPA commitments. The RPTF has commissioned a series of studies that should be completed in early 2009.
- 2.6 The EPA implementation program is a prominent part of the Aid for Trade agenda for Caribbean countries. The Bank has been an active participant in the implementation of the WTO Aid for Trade initiative. At the Symposium on Aid for Trade for the Caribbean held in Kingston, Jamaica June 16-17, 2008, the issue of EPA implementation arose as one of the priority areas on the region's agenda.

B. Relation with Bank Regional and Sector Strategies

- 2.7 This project is closely linked with the first area of strategic focus of the Bank's Regional Strategy for CARICOM (2007-2010), since it is designed in part to help align CARICOM's external liberalization efforts with full intra-regional market liberalization. The project is also consistent with the Strategy's second strategic area of enhancing regional cooperation to improve CARICOM's social and economic infrastructure, with particular relevance to "management of the integration process".
- 2.8 More generally, the project is also linked to the Bank's Regional Integration institutional strategy. Specifically, the TC is consistent with the priority action area of strengthening integration institutions. Furthermore, within the priority action area of "consolidation of regional markets", it is stated that, "given the importance of some extraregional markets and the potential benefits of agreements to secure access to those outlets, the Bank will, on request, support countries' participation in North-South integration initiatives [...]."

C. Coordination with Other Official Development Institutions

- 2.9 This TC project will be closely coordinated with other donors that are currently supporting the EPA implementation, in particular the EC and EU member states, but also the UK Department for International Development (DFID) and the Canadian International Development Agency (CIDA), *inter alia*, in order to complement their activities and to avoid duplication of efforts.

D. Value Added

- 2.10 The value added of the TC consists of the provision of institutional support to regional and national subsidiary mechanisms for implementation of the EPA,

generating efficiencies in donor coordination and strengthening of institutional capacity for project design and execution.

III. DESCRIPTION

A. Objective

- 3.1 The project's purpose is to strengthen the capacity of the CARIFORUM countries to efficiently implement the EPA. The specific objectives are to: i) establish a strategy for Bank support to implement the EPA; ii) strengthen regional institutions providing support to EPA implementation; and iii) strengthen complementary national institutions with responsibility for EPA implementation.

B. Components

- 3.2 In keeping with the objectives mentioned in paragraph 3.1, the project comprises the following three components: (1) design of a strategy for Bank support for EPA implementation; (2) technical support for the strengthening of regional institutions and capacity to prepare projects; and (3) technical support for the strengthening of complementary national institutions.

1. Component I: Strategy to implement the EPA (\$75,000)

- 3.3 This component will finance:

- (i) Design of a strategic work plan for Bank support identifying short- and medium-term priorities, including the following activities, among others: consultations with countries, identification of available sources of funding and gaps, identification of institutional bottlenecks at regional and national levels. This work program will draw upon the technical needs assessment being carried out by the RPTF; and
- (ii) Consensus-building process with relevant stakeholders at the national and regional levels in order to establish a strategy for the implementation of the EPA, resource mobilization strategies, and other actions deemed necessary to support the work program design and otherwise move the project forward.

- 3.4 The work will be led by an international consultant, with support from additional local national consultants. A stakeholder validation forum will be organized as part of this component.

2. Component II: Strengthening of regional institutions to facilitate EPA implementation (\$219,000)

- 3.5 This component will finance the design and implementation of actions to support the region in implementing the EPA in the long-term, including providing

enhanced capability to access financial resources that are currently available or that will be available in the future, specifically:

- (i) Technical support for the implementation of a strategy at a regional level based on the recommendations that emerged from the consensus building process undertaken as part of the activities under Component I; and
- (ii) The organization of an implementation mechanism with the mandate to prepare specific projects to be financed by international donors, design operational manuals, respond to funding and other requests by regional stakeholders, and coordinate with donors. Activities to be financed include hiring international consultants, local national consultants as necessary, and investments in goods (e.g., computers, software, etc) in accordance with the Bank's TC rules.

3. Component III: Strengthening of complementary national institutions (\$94,000)

- 3.6 This component will finance actions aimed at strengthening the institutional capacity to identify, design, execute, monitor, and evaluate EPA-related projects at the regional and national levels;
- 3.7 These activities will be undertaken in close coordination with national points of contact (to be identified by the Bank in coordination with local governments and regional institutions), through the set up of a call-down fund.
- 3.8 Activities to be financed include procurement of consultancy services.

IV. COST, FINANCING AND DISBURSEMENTS

A. Cost

- 4.1 The project's total cost is estimated at US\$400,000. The distribution of funds among the components is as follows:

Budget (US\$)

Category	Total
Component I: Strategy to implement the EPA	75,000
1. Consulting fees - technical assistance	35,000
2. Stakeholder Forum	40,000
Component II: Strengthening of regional institutions	219,000
1. Consulting fees - technical assistance	198,000
2. Procurement of equipment	9,000
3. Procurement of services (Telecom)	12,000
Component III: Strengthening of complementary national institutions	94,000
1. Consulting fees - technical assistance	94,000
Contingencies (3%)	12,000
TOTAL	400,000

- 4.2 The allocation of resources among the components can be revised during the execution of the project to adjust to the dynamic nature of the EPA implementation process.

B. Financing

- 4.3 The IDB contribution will be on a non-reimbursable basis, chargeable to the net income of the Fund for Special Operations (FSO).

V. EXECUTING AGENCY AND EXECUTION STRUCTURE

A. Executing Agency

- 5.1 This Project will be executed by the Bank. In this regard, the Integration and Trade Sector (INT/INT) will have both technical and fiduciary responsibilities for the project. Given the special nature of the project, the Bank will need to work with several regional stakeholders from different but inter-related regional integration processes (e.g.: CARICOM Secretariat, CARIFORUM, and CRNM), other donors (e.g.: EU, DFID, CIDA, OAS and ECLAC), and local champions. In order to ensure ownership of the project, the terms of reference for all the consultancies and the procurement of goods will be carried forward in coordination with a consultative committee composed of representatives from major stakeholders, mostly from selected local officials. That Committee shall be installed immediately after project approval.

B. Role of the CDB

- 5.2 As regards to the CDB's role in this operation, the "*de-minimis*" approach (meaning no direct technical or financial role for the CDB) will be used. IDB statutes require the Bank to work with the CDB in cases where the OECS countries, which are non-Bank members, are direct beneficiaries of Bank funds.

In this operation, however, the bulk of the proposed financing is directed toward activities that will provide common benefits to all CARICOM countries, including both IDB members and non-members. That portion of funds that is directed exclusively towards non-member countries represents a small – *de-minimis* – amount of the total financing, estimated at approximately 10 percent. In such cases, a direct CDB role in the project is not foreseen under existing Bank rules. Given the limited funds available, priority will be given to activities with member countries. The Bank is designing a separate Technical Cooperation for the support of the OECS Trade Unit.

- 5.3 The CDB will be invited to participate in any regional workshops taking place under this TC. Likewise, coordination will be sought in order to foster donor coordination and the involvement of OECS countries.

C. Execution and Disbursement Periods

- 5.4 The project will be executed over a period of 24 months with a disbursement period of 30 months.

D. Procurement

- 5.5 Procurement will be carried out according to the Bank's policies and procedures set forth in documents GN-2349-7 (Policies for the Procurement of Works and Goods Financed by the IDB) and GN-2350-7 (Policies for the Selection and Procurement of Consulting Services Financed by the IDB).

VI. MONITORING, REPORTS AND EVALUATION

A. Monitoring

- 6.1 INT will prepare a Project Performance Monitoring Report (PPMR) every six months during execution and a Project Completion Report (PCR) within 90 days of the last disbursement date.

B. Technical and basic responsibility.

- 6.2 Technical and basic responsibility for the implementation of the TC rests in the project team. Specifically, the Integration and Trade Sector (INT/INT) will have both technical and fiduciary responsibilities for the project.

C. Progress and final reports.

- 6.3 The monitoring of the project's progress will be made through the bi-annual PPMR updates. The final report will be the PCR. Because the project consists exclusively of technical assistance in the form of consultancy services, workshops and some technical equipment, an independent evaluation is not deemed necessary. Instead, the PCR should include an assessment of how successful the operation has been in meeting its stated objectives and goals.

VII. BENEFITS AND RISKS

A. Benefits

- 7.1 The project seeks to improve the ability of the region to take advantage of the economic benefits of an economic partnership with Europe. Regional integration institutions and national agencies with mandates related to EPA's implementation will be strengthened, while effective access to funding from international donors will be enhanced through the strengthening of regional and national capacity to prepare projects.

B. Risks

- 7.2 The political support in the region for the EPA process has been recently challenged by various sectors, particularly from civil society. Implementation of the agreement may be delayed or slowed down and this may in turn set back project execution. While these factors are beyond the control of the TC, the project aims at addressing some of the concerns in the region by enhancing the region's ability to attract donor funding for implementing the EPA, and in expediting the formulation and execution of projects designed to take advantage of opportunities and respond to challenges created by the agreement. Another mitigating factor is the current Bank project ATN/MT-8694-RG, which is financing efforts to improve understanding of the agreement from regional stakeholders, including civil society.

VIII. ENVIRONMENTAL AND SOCIAL REVIEW


- 8.1 In view of the nature of the operation and that project activities will center on design of a work plan, resource mobilization, trade-related technical assistance and capacity building programs, the project team is of the view that there will be no negative environmental or social impact. The overall impact of the activities is expected to be positive as the outputs will focus on policy actions that support the implementation of the EPA. The project is classified as a category "C" operation and does not need environmental assessments or consultations (Assessment No. 2008-09055516-2).

IX. RECOMMENDATION

- 9.1 Paolo Giordano and Mario A. Umaña, designated team leaders for the project of the reference, recommend the approval of this operation and the use of resources from the Fund for Special Operations (FSO) totaling up to \$400,000 in order to finance the corresponding project

X. CERTIFICATION

- 10.1 The Grants and Co-financing Management Unit (VPC/GCM) certifies that \$400,000 from the net income of the Fund for Special Operations is available for the financing of the project activities proposed in this Plan of Operations.



Marguerite S. Berger, Chief
CU VPC/GCM

11/7/08
Date

XI. APPROVAL



Antoni Esteveordal
Manager

NOV 12 2008

Date

ANNEX I – RESULTS FRAMEWORK

SUPPORT FOR THE IMPLEMENTATION OF THE ECONOMIC PARTNERSHIP AGREEMENT IN THE CARIBBEAN (RG-T1598)

Objectives	Indicators	Means of Verification	Assumptions
<p>GOAL/PURPOSE</p> <p>To strengthen the capacity of the CARIFORUM countries to efficiently implement the Economic Partnership Agreement with the European Union.</p> <p>Specific objectives are to:</p> <p>(i) Establish a strategy to implement the EPA.</p> <p>(ii) Strengthen regional institutions providing support to EPA implementation.</p> <p>(iii) Strengthen complementary national institutions with responsibility for EPA implementation.</p>	<p>Baseline 2008: Lack of an efficient mechanism for EPA implementation.</p> <p>Goal at the end of the project:</p> <ul style="list-style-type: none"> • Implementation of EPA mechanism. • Institutional strengthening. • Increased capacity of regional and national entities to manage and address challenges of EPA implementation. • Strengthened institutional capacity for project design and execution. • Strengthened human resources, tools and services that facilitate implementation of the EPA. 	<ul style="list-style-type: none"> • Ex-post evaluation of the project. • Consultations with countries and regional entities reveal progress in the set-up of a regional mechanism for EPA implementation. 	<ul style="list-style-type: none"> • Strong interest and governments' commitment to policy adjustments with respect to EPA commitments. • Effective coordination with donors currently supporting the EPA implementation. • Governments contribute the human and financial resources necessary to implement and support the EPA. • Continued institutional willingness to support the private sector and other stakeholders.
<p>COMPONENTS</p> <p>Component 1: Strategy to Implement the EPA</p> <p>1. Roadmap for Bank support for process.</p> <p>2. Consensus-building activity for stakeholders.</p>	<p>Baseline: Lack of strategy for EPA implementation both in the Bank and local institutions.</p> <p>Goal at the end of the project:</p> <ul style="list-style-type: none"> • 1 strategic work plan with short and medium term priorities for Bank support in EPA implementation by month 12. • 1 regional Stakeholder Validation Forum by month 12. • At least 100 participants from diverse levels of the public and private sectors involved directly or indirectly. 	<ul style="list-style-type: none"> • Consultants' reports and outputs. • Forum participation and evaluation reports. 	<ul style="list-style-type: none"> • The technical needs assessment being carried out by the Regional Preparatory Task Force for the EPA will be available to the Bank. • Countries and stakeholders are open to the recommendations. • Private Sector and civil society participate in consultations.

Objectives	Indicators	Means of Verification	Assumptions
Component II: Strengthening of Regional Institutions to Facilitate EPA Implementation 1. Technical support for implementation efforts at a regional level. 2. Organization of a regional implementation mechanism for EPA.	<p><u>Baseline:</u> Lack of existence of a regional implementation mechanism.</p> <p><u>Goal during project execution:</u></p> <ul style="list-style-type: none"> • Direct technical support provided at a regional level by month 12. • Regional implementation mechanism developed by month 12. <p><u>Goal at the end of the project:</u></p> <ul style="list-style-type: none"> • Enhanced regional capacity to access financial resources for EPA implementation. 	<ul style="list-style-type: none"> • Consultants' reports & outputs • IDB missions • Bank-financed report on the first year of EPA execution. 	<ul style="list-style-type: none"> • Definition of a regional mechanism for EPA implementation agreed upon.
Component III: Strengthening of Complementary National Institutions 1. Technical support for implementation efforts at a national level.	<p><u>Baseline:</u> National implementation mechanisms are insufficient and dispersed.</p> <p><u>Goal during project execution:</u></p> <ul style="list-style-type: none"> • Countries benefit from direct technical support by month 18. • Development of national action plans in selected countries by month 18. • Strengthening of EPA implementation units by month 18. 	<ul style="list-style-type: none"> • Consultants' reports & outputs 	<ul style="list-style-type: none"> • Sufficient progress is made at the regional level in order to make progress at the national level.

Project: Support for the Implementation of the Economic Partnership Agreement in the Caribbean
Project Number RG-T1598

Period comprised in this Procurement Plan: From September 2008 to August 2010

Ref. No. ¹	Description of and category of procurement contract	Estimated cost in (US\$ thousand)	Procurement method ²	Review (ex-ante or ex-post)	Source of financing and percentage		Prequalification ³ (Yes/No)	Estimated Dates		Status ⁴ (pending, in process, awarded, cancelled)	Comments
					IDB %	Local / Other %		Publication of specific procurement notice	Completion of contract		
1 GOODS											
1.1 Component I											
	Stakeholder Validation Forum - logistics for meeting, printed material, audiovisual equipment, airline tickets etc.	40,000	PC	N/A	100%		No	Sem I 2009	Sem IV 2009		
1.2 Component II											
	3 computers with software (MS Office, etc) & printers to install at office in Caribbean	7,000	PC	N/A	100%		No	Sem IV 2008	Sem III 2009		
1.3 Component II											
	Equipment for office in Caribbean	2,000	PC	N/A	100%		No	Sem IV 2008	Sem III 2009		
1.4 Component II											
	Telecommunications for office in Caribbean	12,000	PC	N/A	100%		No	Sem IV 2008	Sem III 2009		
1.5 Component III											
	Travel (tickets/per diem)	14,000	PC	N/A	100%		No	Sem I 2009	Sem III 2010		
	WORKS										
	N/A										
	Non-consulting services										
	N/A										
2 CONSULTING SERVICES											
2.1 Component I											
	Contracting of 1 individual consultant for the design of a strategic work plan and to build consensus with stakeholders at national and regional levels	35,000	QCII	Ex-ante	100%		No	Sem IV 2008	Sem IV 2009		

Ref. No. ¹	Description of and category of procurement contract	Estimated cost in (US\$ thousand)	Procurement method ²	Review (ex-ante or ex-post)	Source of financing and percentage		Prequalification ³ (Yes/No)	Estimated Dates		Status ⁴ (pending, in process, awarded, cancelled)	Comments
					IDB %	Local / Other %		Publication of specific procurement notice	Completion of contract		
2.2	Component II Contracting of 1 individual consultant to coordinate Bank support for implementation strategy of EPA at the regional level and strengthening of regional institutions	96,000	QCII	Ex-ante	100%		No	Sem IV 2008	Sem III 2010		
2.3	Component II Contracting of 2 individual consultants for Bank support for implementation strategy of EPA at the regional level and strengthening of regional institutions	102,000	QCNI	Ex-ante	100%		No	Sem IV 2008	Sem III 2010		
2.4	Component III Contracting of approx. 8 individual consultants for strengthening of complementary national institutions	80,000	QCII	Ex-ante	100%		No	Sem III 2009	Sem III 2010		These resources will be channeled to a call down fund and will be used according to the needs identified by the beneficiaries during project execution.

¹ If there are a number of similar individual contracts to be executed in different places or at different times, these can be grouped together under a single heading, with an explanation in the comments column, indicating the average individual amount and the period during which the contracts would be executed. For example: an education project that includes school construction might include an item labeled "School Construction" for an estimated cost of US\$20 million and an explanation under the Comments column such as this: "This item encompasses some 200 contracts for school construction averaging US\$100,000 each, to be awarded individually by the participating municipal governments over a three-year period between January 2006 and December 2008."

² **Goods and Works:** ICB: International competitive bidding; LIB: limited international bidding; NCB: national competitive bidding; PC: price comparison; DC: direct contracting; FA: force account; PSA: Procurement through specialized agencies; PAs: Procurement agents; IA: Inspection agents; PLFI: Procurement in loans to financial intermediaries; BOO/BOT/BOOT: Build, own, operate/build, operate, transfer/build, own, operate, transfer; PBP: Performance-based procurement; PLGB: Procurement under loans guaranteed by the Bank; PCP: Community participation procurement; **Consulting Firms:** QCBS: Quality- and cost-based selection; QBS: Quality-based selection; FBS: Selection under a fixed budget; LCS: Least-cost selection; CQS: Selection based on the consultants' qualifications; SSS: Single-source selection; **Individual Consultants:** QCNI: Selection based on comparison of qualifications of national individual consultants; QCII: Selection based on comparison of qualifications of international individual consultants.

³ Applicable only to Goods and Works in case the new Policies apply. In the case of previous Policies, it is applicable to Goods, Works and Consulting Services.

⁴ Column "Status" will be used for retroactive procurement and when updating the procurement plan.