# MID YEAR REVIEW (MYR) 2016

# **CENTRAL GOVERNMENT BUDGET**

# **MINISTRY OF FINANCE**

## September 2016

(Contact Information can be put inner part of the cover page as is in the GGBF)

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#### Statement by the Minister of Finance

As part of the Ministry of Finance (MOF) strategy towards adhering to fiscal transparency and comprehensiveness in publishing fiscal data in accordance with international standards, the MOF is issuing the first mid-year review (MYR) to present a comprehensive review of the implementation of the budget's execution six months into the budget year, additionally examines year-to-date performance.

The MYR aims at promoting accountability and sound management, for the monitoring and evaluation of the budget by providing information to the legislative bodies, citizens, and international community during the implementation process.

Issuing the MYR goes in line with the MOF core values on transparency and disclosure: Exchange and simplifying information with the highest professional means and transparency, on another hand Excellence in providing services according to international standards

The MYR includes a table of main economic indicators that covers the last four years as well as the most recent available data for various sectors of the economy. A guide to methodology and statistical concepts is also included in the Bulletin. In addition, charts and memorandum items which contain important ratios are presented below the many tables of the Bulletin.

THE MOF publishes this edition of the MYR in collaboration with the Jordanian Budget Alliance.

#### I. Methodology and Concepts

#### METHODOLOGY AND CONCEPTS

THE MYR includes six months and annual data of budgetary government finance statistics.

#### First: Coverage of the Government Sectors

**Budgetary central government:** represents the ministries and governmental departments, whose annual budgets are included within the General Budget Law. The budgetary government finance statistics section includes summary budget, revenues, and expenditures of central government budgets. Also, domestic debt, external debt and external debt service of central government (budget) are included, while domestic debt of own-budget agencies, external guaranteed debt and its service are not included in this section.

#### Second: Some concepts and methodology used in this report as well as

**Taxes:** which form the dominate share of revenue for government units, is composed of compulsory transfers to the general government sector. Fines and forfeits collected from Customs Department are excluded from taxes in this bulletin; they are classified as other non-tax revenues.

**Taxes on Goods & Services:** represent all taxes imposed on producing, selling, transferring of ownership, leasing, goods importing or offering services.

**Other Additional taxes:** includes additional taxes on electricity, services of Land and Survey Department, vehicle and driver licenses and insurance contacts taxes.

**Compensation of Employees:** total remuneration, in cash, payable to a government employee in return for work done during accounting period.

**Subsidies:** current transfers that government units make to enterprises on the basis of the levels of their production activities, or on the basis of quantities or values. Included are transfers to public corporations and other enterprises that are intended to compensate for operating losses.

**Grants**: are non compulsory current or capital transfers from one government unit to another government unit or an international organization

**Social benefits**: current transfers to household to provide for needs arising from events such as sickness and retirement.

**Social contributions:** represent insurance revenues of Social Security Corporation, government pension contributions, and employee's contributions in Health Insurance Fund.

**Primary balance to the central government:** equals domestic revenues minus non-interest total expenditures.

Current balance to the central government: equals domestic revenues minus current expenditures.

**Conciliated deficit**: equals budget deficit for central government and entities government deficit.

Net domestic debt: represents gross domestic debt minus deposits with banking system.

#### II. Executive Summary (first half 2016)

First: Total Revenues and Grants

Total revenues and grants amounted to JD 3528.2 million during first six months of 2016 compared to JD 3349.9 million during same period of 2015, reflecting an increase of JD 178.3 million or 5.3%. Foreign grants amounted to JD 240.7 million during first six months of 2016 compared to JD 294.6 million during same period of 2015.

Domestic revenues amounted to JD 3287.5 million during first six months of 2016 compared to JD 3055.3 million at the same period of 2015, reflecting an increase by JD 232.2 million or 7.6%. This increase in domestic revenues was a result of an increase in "tax revenues" by JD 137.7 million, and an increase in "other revenues" by JD 94.8 million. In the first half of the year, the Government collected 97% of estimated domestic revenues.

The rise in tax revenues was mainly an outcome of an increase in taxes on "income and profits" by JD 65.7 million or 11%, and an increase in "goods and services" by JD 76.5 million or 5.7%, and an increase in "financial transactions taxes (real-estate)" by JD 1.3 million or 2.3%. The only tax sub-item that decreased is that of "international trade and transactions" by JD 5.9 million or 3.6%.

The increase in "other revenues" was an outcome of an increase in "Miscellaneous revenues" by JD 155.7 million, and decrease in "selling of goods and services" revenues by JD 16.2 million. The only decrease is in "Property income" by JD 44.6 million or 21.2%.

Second: Total Expenditures

Total expenditures amounted to JD 3819.4 million during first six months of 2016 compared to JD 3573.4 million during same period of 2015, reflecting an increase by JD 246.1 million or 6.9%.

This rise in total expenditures was a result of an increase in current expenditures by JD 229.5 million or 7.2% and an increase in capital expenditures by JD 16.6 million or 4.3%.

Third: Overall Deficit/ Surplus

The above mentioned fiscal developments have resulted in a budget deficit of JD 291.2 million during the first six months of 2016 compared to a deficit of JD 223.5 million during the same period of 2015. Excluding foreign grants, the budget deficit amounted to JD 531.9 million compared to a deficit of JD 518.1 million during same period of 2015.

Forth: Primary Balance

Represents domestic revenue minus non-interest total expenditures; these amounted to JD 109.6 million during first six months of 2016 compared to a deficit of JD 70.4 million during the same period of 2015.

#### **III. Economic Outlook**

- Growth has gradually increased to 2.3% during the first half of 2016, supported by construction, mining, and agriculture and is estimated to reach to 2.7% in 2016 and 3.7% in 2017.
- Inflation has dropped to -0.9 % by the end of 2016, as a result of decline in global oil prices while reach about -1.4 at the end of first half 2016.
- The current account deficit, including grants, registered 9.2% of GDP by the end of 2015 and reached 9.0% of GDP by the end of 2016, according to IMF projection.

	2016	2015	2014	2013	2012	_
	Jan-June					
Real Sector						_
Real GDP	2.3*	2.4	3.1	2.8	2.7	
Nominal	3.8*	4.7	6.6	8.6	7.3	
GDP						
Inflation rate	-1.4	-0.9	2.8	5.6	4.8	
(based on						

Main Economic Indicators

Consumer Index)					
Current	NA	-9.2	-7.3	-10.4	-15.2
account as a					
share of GDP					
• These nu	mbers refers	to first quarter	r of 2016		

These numbers refers to first quarter of 2016

#### **IV. Fiscal Outlook**

#### **IV.1 Summary Presentations**

	Jan-Jun	2016				
			2015	2014	2012	2012
	2016	bud	2015	2014	2013	2012
TOTAL REVENUES	3528.2	7589.0	6796.4	7267.6	5758.9	5054.3
Taxes	2300	4597.0	4096.2	4037.1	3652.5	3351.4
Non tax Revenues	978.7	2161.5	1795.2	1973.0	1445.2	1351.2
of which privatization revenues	0	0	0	0	0	0
TOTAL EXPENDITURES	3819.4	8495.7	7722.9	7851.1	7077.1	6878.2
Non Interest Expenditures	3397.1	7575.6	6808.5	6925.2	6340.4	6291.9
Current Expenditures	3418.9	7185.1	6624.5	6713.6	6056.1	6202.8
Compensation of Employees	679	1406.4	1344.6	1320.1	1267	1176.4
Purchases of Goods and Services	201	450.1	402.6	479.5	270.5	235.5
Social Benefits	52.1	104.2	99.4	86.0	83.0	67.4
Other Current Exp.	1998	4081	3672	3690	3442	3248
Capital Expenditures	400.4	1310.6	1098.4	1137.5	1021	675.4
Subsidies and Grants	118.9	327.4	291.0	297.9	339.8	956.6
Interest Expenditures	422.3	920.0	914.4	925.9	736.5	582.9
Budget Balance	-291.2	-906.7	-926.5	-583.5	-1318.2	-1824.0

#### **IV.2 Expenditure Analysis**

#### **Detail Analysis of Expenditures Updates**

The current expenditure decreased until end of June 2016 by 4.8%, compared with estimates of the general budget for the same period, largely due to the government to take some measures to reduce expenses.

Actual capital expenditure fell even half of the current year by 40%, compared with the budget estimates for the same period, largely due to that payment to contractors at intervals and depending on the actual verification of projects where they are paying dues by achievement and is usually payment at the end of the year

With reference to the rate of capital spending for the first half of 2016, it is close to the rate of spending for the same period in 2015, which enhances the justification above that the spending decline for the first half is consistent with the estimate for the same year.

#### **Detail Analysis of Expenditure Programs**

Below is a table explaining the programs under the Ministry of Education and Ministry of Health \*.

<u>Ministry of</u>	<b>Education</b>	2016 Jan-	2016 Estimati	2015 on	5 2	2014	2013	2012
NO.Prog	<u>Program</u>	June <u>s</u>	2016 Jan-June	2016 Estimation	2015	2014	2013	2012
1105	1. Commun s Commun		5	10	10	10	5.5	4.8
2260	2. Supporti educatio training	n and	4.5	6.7	5	5	4.4	4.4
4401	3. Adminis and Supp Services	tration oort	23.8	55.5	57.8	56.5	55.1	53.6
4405	4. Vocation Educatio	nal	9.7	24.9	24.4	23.3	24.1	22.1
4415	5. Special Educatio	n	1.2	3.7	3.9	3.4	3.4	2.9
4420	6. Kinderga Educatio		2.5	6.7	5.4	6.1	4.6	3.3
4425	7. Basic Ed	ucation	366.1	716.5	703.1	703.1	666.9	600.4
4430	8. Seconda: Educatio	-	42.7	111.8	97	104.8	95.4	84.1
4435	9. Eradicati Illiteracy Adult Ed	and	0.15	0.68	0.68	0.6	0.52	0.56
4501	10. Adminis and Supp Services		1.7	4.1	3.3	2.8	2.8	2.9
4505	11. Governn colleges universit	and	55	121.5	120	90.7	80.2	55.1
	Tota		512.2	1062.3	1030.9	1006.3	943.3	834.3

• Sources: General budget department

Minist	try of 2016	2016		2	2014	2013	2012
<b>Education</b>	n(follow) Jan- June	Estimat	ion				
NO.Prog	<b>Programs</b>	2016	2016	2015	2014	2013	2012
		Jan-June	Estimation				
8141	Administration     and support     services	0	2.7	2.3	1.9	1.9	1.9
8142	Rehabilitation     and training	0	11	10.8	9.7	9.1	8.8
8261	Administration     and Support     Services.	0	0.33	0.28	0.24	0.28	0.25
8262	Training	0	0.6	0.45	0.27	0.29	0.31
8301	<ul> <li>Administration and Support Services.</li> </ul>	0	0	0	7.2	8.6	5.4
8302	<ul> <li>Supporting educational projects</li> </ul>	0	0	0	1.2	0.06	2.4
9081	Administration and Support Services.	0	1.01	0.9	0.8	0.75	0.8
9082	<ul> <li>Accreditation of Higher Education Institutions</li> </ul>	0	0.37	0.37	0.31	0.24	0.23
9083	• The National Center for tests	0	0.1	0.08	0.08	0.01	0
9351	Administration     and Support     Services	0	0.8	0.78	0.6	0.4	0
9352	• Research	0	8.2	6.1	4	2.2	0
9411	<ul> <li>Administration and Support Services</li> </ul>	0	0.05	0.2	0.03	0	0
9412	• Employment and training	0	24	20.3	8.2	7.5	0
9413	<ul> <li>Vocational and Technical Education</li> </ul>	0	0.35	0.3	0.36	0.21	0
	Total	0	50	43	34.2	31.8	20.3

• Sources : General budget department

Ministry of	<b>Health</b>	Mi	<u>llion JD</u>				
NO.Prog	<u>Programs</u>	2016 Jan-June	2016 Estimation	2015	2014	2013	2012
1120	12. The security and protection unit own	4.2	8.4	8.4	8.4	8.5	7.3
1201	13. Administration and Support Services.	88.6	176.1	168.1	163.1	150.4	145.1.
4601	14. Administration and Support Services	11.3	19.8	26.9	21.5	20.9	17.8
4605	15. Manpower Development	2.4	5.2	5.4	13.8	10.3	2.8
1205	16. Primary health care medicine field	0	0	0	0	.7	.9
1210	17. Secondary Health Care/ Hospitals	17.9	80.7	52.7	56.6	41.8	19.4
2250	18. Support for health affairs	9.9	12.5	22.2	19.1	10.9	13.7
4610	19. Primary Health Care/ Health Services Centers	51.3	105.2	113.1	136.3	72.1	65.9
4615	20. Secondary Health Care/ Hospitals	117.3	270.2	236.8	209.7	242.2	215.7
4620	21. Serums, Vaccines, Medicines and Medical Consumables	60.1	99.0	89.3	88.1	54.4	69.3
4625	22. Expanding Health Insurance Coverage	76.1	155.0	155.0	154.4	100	105
	Total	439.1	<b>931.9</b>	<b>878.1</b>	870.9	712.4	662.9

## Ministry of Health (follow)

<u>NO.Prog</u>	<b>Programs</b>	2016 Jan-June	2016 Estimation	2015	2014	2013	2012
8181	• Administration and support services	0	45.6	45.5	38	32.3	28.2
8182	<ul> <li>Medical treatments</li> </ul>	0	108.5	104	88.9	182.3	146.2
8281	• Administration and Support Services	0	0	0	8.6	8.6	7.2
8661	Administration and Support Services	0	2.6	2.4	2.1	1.7	1.6
8662	• Food	0	0.1	0	0	0	0
8663	• Drug	0	2.9	2.6	2.5	2.3	1.9
8861	<ul> <li>Administration and Support Services</li> </ul>	0	0.16	0.1	0.1	0.1	0.1

	Total	0	<b>193.8</b>	186.8	167.9	254.3	201.7
9432	<ul> <li>Support Services</li> <li>Training and Rehabilitation</li> </ul>	0	0.5	0.44	0.18	0	0
9431	<ul><li>care</li><li>Administration and</li></ul>	0	0.78	0.77	0.44	0	0
9242	<ul><li>Support Services</li><li>Secondary health</li></ul>	0	26.8	26.2	22.7	23.1	13.2
9241	<ul><li>coordination</li><li>Administration and</li></ul>	0	1.5	1.2	0.7	0.7	0.5
8862	• Policies and	0	0.2	0.1	0.1	0.15	0.15

#### IV.3 Revenue Analysis

• While revenues and grants increased at the first half of 2016 by 5.3%, as compared to the same period last year, the total revenues and grants decreased until end of June 2016 by 7%, compared with the budget estimates for the same period; the reasons for the decrease are:

1. Foreign grants decreased by JD 165 million, since the periods of receipt of the grants is usually at the last month of 2016. At the last month of 2016 the government receives around 48% of total grants scheduled for the year. The remaining 52% of foreign grants are distributed throughout the year.

2. A decrease in non-tax revenues by JD100 million is expected until the end of the year by about 300 million, and the reason for that is a decline in trading volume by 6% in the real estate market during the first half in 2016, which led to a decline in non-tax revenues by 9 %.

3. The government has to approve the actions and commitments that have been agreed upon with the International Monetary Fund, which began to apply effective 01.07.2016, these measures include an increase in revenue of up to about 310 million a year, which will be achieved, including through 2016 of about 155 million in addition to reducing the running costs of the institutions and independent units worth 169 million, which leads to an increase in tax revenue for the general budget law for 2016 and is also the target of ongoing decline in expenses.

4. These included actions required by the IMF program to reduce the public debt to GDP ratio. It is expected that the ratio of total public debt / output be decreased annually by 77%.

#### V. Economic and Functional Classification of Current and Capital Expenditures.

### DISTRIBUTION OF CURRENT EXPENDITURES OF BUDGETARY CENTRAL GOVERNMENT ACCORDING TO FUNCTIONAL TYPE

#### **JD** Million

	2016	2015	2014	2013	2012
	Budget		А	ctual	
General public services	1415.0	1326.6	1398.6	1089.3	875.6
Defense	986.6	905.7	869.2	820	853.8
Public order and safety	1038.9	979.6	941.4	863.8	812.8
Economic affairs	141.3	130.3	119.6	108.4	107.2
Environmental protection	2.2	1.7	1.5	1.3	1.3
Housing and community amenities	24.8	21.5	20.1	18.3	17.5
Health	789.4	760.7	730.5	570.2	564.6
Recreation, culture and religion	121.4	110.6	102.0	97.3	90.4
Education	941.0	899.7	902.2	874.3	783.7
Social protection*	1724.6	1488.1	1628.5	1613.2	2095.9
Total	7185.1	6624.5	6713.6	6056.1	6202.8

\* Includes goods subsidies.

# DISTRIBUTION OF CAPITAL EXPENDITURES OF BUDGETARY CENTRAL GOVERNMENT

### ACCORDING TO FUNCTIONAL TYPE

#### **JD** Million

	2016	2015	2014	2013	2012
	Budget		Actua	al	
General public services	63.4	44.3	45.9	45.6	39.3
Defense	39.8	30.1	30.0	29	31.2
Public order and safety	81.3	64.1	64.1	55.2	70.3
Economic affairs	531.3	382.0	458.0	299.1	177.4
Environmental protection	33.3	42.1	39.2	63	9.1
Housing and community amenities	224.7	217.3	199.5	260.9	150.8
Health	142.5	115.5	140.4	144.6	103.9
Recreation, culture and religion	57.0	44.8	38.5	38	28.7
Education	121.4	142.7	104.2	69.1	50.7
Social protection	15.9	15.5	17.7	16.5	14
Total	1310.6	1098.4	1137.5	1021.0	675.4

# ECONOMIC CLASSIFICATION OF CAPITAL EXPENDITURES OF BUDGETARY CENTRAL GOVERNMENT

#### **JD** Million

		2016	2015	2014	2013	2012
		Budget		Actu	ıal	
Compensations of employees		11.4	9.1	12.2	20.2	19.6
	Wages, Salaries and Allowances	10.871	8.8	11.1	18.9	18.2
	Social Security Contributions	0.517	0.3	1.1	1.3	1.4
Purchase of Goo	ods and Services	132.8	123.0	200.2	144.7	107.9
Grants		251.1	251.4	249.8	178.4	137.4
	Grants to other General Government Units\Capital	251.4	251.4	249.8	178.4	137.4
Other Expenditures		41.0	20.2	15.7	16.8	12.1
	Miscellaneous Expenditures	41.0	20.2	15.7	16.8	12.1
Non- Financial Assets		687.0	555.7	532.1	541.9	282.5
	Fixed Assets	653.0	467.1	486.9	441.6	245
	Inventories	6.7	57.0	31.8	15.6	20.8
	Unproductive Assets	27.3	31.6	13.4	84.7	16.7
Military Expend	Military Expenditures		139.0	127.5	119.0	115.9
Total		1310.6	1098.4	1137.5	1021.0	675.4

#### VI. Developments in Government Debt.

- Net outstanding public debt (domestic and external) increased at the end of June 2016 above the 2015 level by JD 650.4 million or 2.8% to finance the budget deficit and the guaranteed loans for National Electricity Company (NEPCO) and Water Authority (WAJ). The net outstanding public debt reach JD 23497.9 million or 86.2% of projected 2016 GDP by the end of June, compared to JD 22847.5 million or 85.8% of GDP in 2015, reflecting an increase by 0.4 percentage points.
- Outstanding external public debt (government and government-guaranteed) increased by JD 36.6 million to reach JD 9427.1 million at the end of June 2016, an equivalent to 34.6% of projected 2016 GDP by the end of June, compared to JD 9390.5 million or 35.3% of GDP by the end of 2015.
- Net outstanding domestic debt (budgetary and own-budget agencies) increased at the end of June 2016 to reach JD 14071 million or 51.6% of projected 2016 GDP by the end of June compared to JD 13457 million or 50.5% of GDP at the end of 2015, reflecting an increase of JD 613.4 million.

#### **VII. Programs of Special Interest**

Any issues of particular concern that parliament and public are interested in namely, gender, child, education and pension funds:

Pension Expenditures N		Nur	nbers of Pen	sioners		
Total	Survivor	Original	Total	Survivor	Original	years
861.5	106.8	754.7	276,752	84,138	192,614	2011
982.4	122.8	859.6	289,471	87,763	201,708	2012
1046.4	134.9	911.5	301,797	90,878	210,919	2013
1115.4	142.3	973.1	308,261	93,794	214,467	2014
1161.8	149.5	1012.2	320,255	96,237	224,018	2015
						2015
97.4	12.0	85.4	314,797	93,235	221,562	June
97.2	12.9	84.2	315,364	93,664	221,700	July
98.8	13.0	85.8	316,044	94,014	222,030	August
98.3	12.5	85.8	317,734	95,236	222,498	September
98.2	12.8	85.4	318,334	95,288	223,046	October
98.5	12.6	86.0	319,330	95,748	223,582	November
100.2	13.7	86.5	320,255	96,237	224,018	December
						2016
97.6	12.2	85.3	320,783	96,502	224,281	January
97.8	12.2	85.6	321,475	96,736	224,739	February
98.5	12.4	86.1	322,490	97,086	225,404	March
98.9	12.5	86.4	323,923	97,907	226,016	April
99.0	12.5	86.4	323,882	97,781	226,101	May
98.9	12.5	86.4	323,817	97,466	226,351	June

#### Numbers of pensioners and pension Expenditures

Memorandum Items	Jan Jun. 2016	2015	2014	2013
%Total Pension Expenditures/GDP	2.2	4.3	4.4	4.4
%Total Pension Expenditures/Current Expenditures	17.3	17.2	16.6	17.3
%Total Pension Expenditures/Total Expenditures	15.5	14.8	14.2	14.8







<u>NO.Prog</u>	<b>Programs</b>	2018 <u>Million JD</u>	2017	2016	2015	2014
4401	Administration and Support Services	31.5	31.6	31.6	32.9	32.2
4405	Vocational Education	14.1	14.1	14.2	13.9	13.3
4410	Social, Sports and Educational Activities	1.5	1.6	1.3	1.3	1.1
4415	Special Education	2.1	2.1	2.1	2.2	1.9
4420	Kindergarten Education	2.8	2.9	3.8	3.1	3.5
4425	Basic Education	419.3	412.5	404.7	395.9	396.4
4430	Secondary Education	67	64.5	63.7	55.3	59.7
4435	Eradication of Illiteracy and Adult Education	0.4	0.3	0.4	0.4	0.3
	Total	538.7	529.8	521.9	505.2	508.5

# **Ministry of Education Programs for women**

## Ministry of Education Programs for child

<u>NO.Prog</u>	<b>Programs</b>	2018 <u>Million JD</u>	2017	2016	2015	2014
4401	Administration and Support Services	55.3	55.5	55.5	57.8	56.5
4405	Vocational Education	24.7	24.7	24.8	24.4	23.3
4410	Social, Sports and Educational Activities	2.6	2.8	2.3	2.3	1.9
4415	Special Education	3.6	3.7	3.7	3.9	3.4
4420	Kindergarten Education	4.9	5.2	6.7	5.5	6.1
4425	Basic Education	735.6	723.7	708.5	695.6	695.4
4430	Secondary Education	117.5	113.2	111.8	97	104.8
	Total	944.4	928.9	913.6	886.6	891.4

### Ministry of Health programs for women

NO.Prog	<u>Programs</u>	2018 <u>Million JD</u>	2017	2016	2015	2014
4601	Administration and Support Services	6.9	6.9	6.5	8.7	7
4605	Manpower Development	2.9	2.9	2.8	2.9	7.4
4610	Primary Health Care/ Health Services Centers	52.3	51.3	49.5	53.2	63.9
4615	Secondary Health Care/ Hospitals	181.2	191.8	177.5	151.6	129.7
4620	Serums, Vaccines, Medicines and Medical Consumables	68.3	65.9	6	54.2	53.4
4625	Expanding Health Insurance Coverage	86	86	86	86	85.7
	Total	397.6	404.7	328.4	356.7	347.2

#### Ministry of Health Programs for child

<u>NO.Prog</u>	<b>Programs</b>	2018 <u>Million JD</u>	2017	2016	2015	2014
4610	Primary Health Care/ Health Services Centers	39.1	38.4	37.1	39.9	47.9
4615	Secondary Health Care/ Hospitals	104.8	111	102.7	87.9	75.2
4620	Serums, Vaccines, Medicines and Medical Consumables	44.9	43.3	39.7	35.8	35.3
625	Expanding Health Insurance Coverage	55.8	55.8	55.8	55.8	55.6
	Total	244.7	248.5	235.3	219.5	214.1