

# STRATEGIC PUBLIC SECTOR TRANSFORMATION PROJECT

## TERMS OF REFERENCE

### COMPONENT 2. STRENGTHENING THE BUDGET PREPARATION PROCESS AND RESULTS BASED BUDGETING

#### CONSULTANT TO DEVELOP AN INTEGRATED RESULTS BASED MANAGEMENT POLICY FOR THE GOVERNMENT OF JAMAICA

##### I. BACKGROUND

- 1.1 In order to strengthen public resource management and support selected public sector institutions in facilitating a more enabling environment for private sector growth., the World Bank hereafter refer to as “*the Bank*” approved *the Strategic Public Sector Transformation Project* which provides reimbursable resources to finance related activities, in which the GOJ will benefit in advancing its state administration to a level that is competitive at international standards. In doing so, it will function more effectively in contributing to greater economic stimulation.
- 1.2 The implementation of this Project is closely considered complementarity with other development partner’s activities. The operation will support a comprehensive program of fiscal adjustment and growth enhancing structural reforms; in this sense, the Project is broadly aligned with the fiscal consolidation framework and structural benchmarks identified in the IMF Extended Fund Facility (EFF) program. Additionally, the Technical Assistance (TA) in the Project is anticipated to be provided in tandem with the IMF program timeline to support activities that will enable the authorities to meet the structural benchmarks.
- 1.3 The Project has six components divided into two main thematic areas: Reinforcing Fiscal Discipline and Revenue Enhancement and Public Sector Institutional Strengthening to Remove Barriers that Impede Trade Facilitation. Transforming and rationalizing Jamaica’s public sector is central to improving service delivery, enhancing competitiveness and growth. In order to achieve this, there is the need for increased efficiency and accountability in the use of public resources and improved management of fiscal risks.
- 1.4 The components of the first thematic area specifically component (a) Strengthening the Public Investment Management System (PIMS) and (b) Strengthening the Budget Preparation Process and Results Based Budgeting are integral components in operationalising what is to be Integrated Results Based Management for the GoJ. The GoJ has consistently sought to develop frameworks and systems that would institutionalise a systematic approach to effective planning, budgeting, improving and delivering results through evidence-based decision making, continuous organizational learning, and a focus on accountability for performance.

1.5 In 2006, the GoJ embarked on a Programme to Strengthen Managing for Results with the help of the Inter-American Development Bank (IADB). The project was later institutionalised, as a strategic direction of the Government's modernisation programme, and was guided by Government at Your Service: Public Sector Modernisation Vision and Strategy 2002-2012 (MVSP). As a result of this project and to support improved transparency, accountability and results based management across Government, the Cabinet approved the following frameworks;

- the Accountability Framework for Permanent Secretaries & Senior Officers;
- the Performance Monitoring and Evaluation System (PMES) Framework; and
- the Corporate Governance Framework.

The effective operationalisation of these existing frameworks as well as Public Investment Management System (PIMS) and the Results Based Budgeting System requires a clear policy direction that will allow for integration of the objectives and mechanisms of each framework, providing guidance and direction to ministries and agencies in the achievement of overarching results for our citizens, as well as the tools to support accountability and transparency in the achievement of performance at a whole-of-government, portfolio and agency level. This policy in effect will facilitate the integration of all frameworks for planning, performance based budgeting; performance monitoring and evaluation; and accountability for performance at all levels of the GoJ

1.6 The GoJ intends to develop a policy that will provide the basis for strengthening the existing components for integrated results based management designing new ones as necessary, and integrating them to create a stable foundation for managing the performance of Government. The policy being proposed would be guided by the principle that the entire Public Sector must operate in an environment that focuses on the appropriate and timely achievement of goals and objectives. It is intended to facilitate the achievement of national outcomes through effective application and integration of the aforementioned components. It is also intended to institutionalise monitoring, measurement and reporting of performance and the systematic usage of performance information to improve policy making and programme monitoring at all levels of the Public Sector.

1.7 The development of this policy is in keeping with the objectives of Strategic Public Sector Transformation Project to transform and rationalise Jamaica's public sector so as to improve service delivery, enhance competitiveness and growth, by increasing efficiency and accountability in the use of public resources and improve management of fiscal risks.

## II. CONSULTANCY OBJECTIVES

- 1.8 The main objective of the consultancy is to design the government's framework for an Integrated Results Based Management. The framework will embody the Government of Jamaica's overarching policy that will :
- Assess the current environment and determine the requirements for establishing an effective IRBM Framework for the GoJ;
  - Design an appropriate IRBM policy framework that will govern the development and operation of such an integrated performance management system; (legislative and operational frameworks); and
  - Include an implementation strategy and plan to facilitate the full integration of the various components and the effective operationalization of IRBM for the GoJ

## III. ACTIVITIES

### Scope of Work:

- 1.9 Working closely with the Ministry of Finance and the Public Service and the Cabinet Office, the consulting firm will define the government's framework for an Integrated Results Based Management System by developing an overarching policy that will;
- a. Assess the current environment and determine the requirements for establishing an effective IRBM Framework for the GoJ by;
    - i. Reviewing the existing legislative, policy and operational frameworks and guidelines for planning; performance management and evaluation, results based budgeting and accountability against international best practices and identify what gaps (including but not limited to statutory, policy, operational and technical) and detail the steps required to operate and institutionalise IRBM within the GoJ;
    - ii. Reviewing the application of IRBM in other jurisdictions and provide options for the development/amendments to legislation and policy frameworks to support IRBM; and
    - iii. Undertaking a systematic assessment and evaluation of possible alternative approaches available for developing, implementing and operationalising an IRBM for the GoJ.
  - b. Design an appropriate IRBM policy framework that will govern the development and operation of IRBM in the GoJ by;
    - i. Defining the basic components required for IRBM for the GoJ;
    - ii. Developing the governing principles and modalities for the operation of the IRBM by the GoJ;

- iii. Define the governance arrangements and general management guidelines within all levels of the Public Sector to support the integration of strategy, resources and processes to operationalize the IRBM for the GoJ including;
  - the roles and responsibilities of all the key stakeholders in the development and management of the IRBM System;
  - the relationships between these various stakeholders including who has responsibilities for ownership and implementation of the policy; and
  - the required changes to the existing governance arrangements for the various components to support the efficient and effective operation of the IRBM System.
- c. Formulate an implementation strategy and plan to facilitate the full integration of the various components and the effective operationalization of IRBM for the GoJ by;
  - i. Developing the approach to be undertaken by the GoJ and the methodologies to be employed to operationalise;
    - The broad objectives and targets for developing and operationalizing and IRBM System for the GoJ;
    - The development/amendment of legislative and operational frameworks to support IRBM;
    - Capacity building, Institutional strengthening and change management initiatives to support IRBM
    - The development of appropriate frameworks, guidelines and tools to support implementation and operationalization of all components of IRBM; and
    - Continuous improvement and research to continuously develop IRBM within the GoJ;
  - ii. Provide detailed costs, timelines and resource requirements to execute the implementation plan

#### **IV. METHODOLOGY**

- 1.10 The selected Consulting Firm will be expected to provide the knowledge and experience required to apply the most appropriate standards and methodologies for developing a policy on an Integrated Results Based Management System for Government. The Cabinet Office will work closely with the selected Consulting Firm to ensure the successful completion of the assignment, and will provide all necessary project administrative support.
- 1.11 The prospective Consulting Firm will therefore be required to prepare a detailed methodology and work plan indicating how the objectives of the assignment will be achieved identifying all resource inputs and the specific tasks that each resource will be required to fulfil.

- 1.12 The Consulting Firm should develop a work plan in Gantt-chart format showing the allocation of time to each of the key components of the project with detailed scheduling provided to support the methodology proposed to produce the deliverables as outlined in this TOR.

## V. REPORTS AND DELIVERABLES

- 1.13 The deliverables under this project are as specified in the table below. All documents submitted must conform to the following minimum standards:
- be based on the draft outline that is to be submitted to and approved by the Steering Committee prior to the deliverable being formally submitted;
  - use language appropriate for a non-technical audience;
  - be comprehensive, properly formatted and well presented;
  - provide justifications for all assumptions;
  - show evidence of extensive consultation;
  - be presented to the Steering Committee in draft ahead of formal submission to allow for feedback and comments;
  - final version of deliverables to incorporate Steering Committee feedback and be submitted in both electronic editable and non-editable formats and three hard copies.

<b>KEY DELIVERABLES</b>	<b>STANDARDS FOR DELIVERY</b>
1. Inception Report, including Stakeholder Engagement/Consultation Strategy and Revised Work Plans.	<p>Inception Report based on a review of available documentation and initial meetings with stakeholders; identifying key issues to be addressed within the scope of the assignment, and any issues related to the availability of information, and required resources.</p> <p>Stakeholder assessment including the identification of the groups to be mobilised and engaged around each aspect of the scope of work; and the specific mode and frequency of engagement recommended for each stakeholder group/ aspect of data collection;</p> <p>Revised Work and Implementation plan outlining the agreed methodology, and providing a detailed schedule that includes tasks, duration, start and finish dates, and resources required;</p> <p>Submitted within fifteen (15) working days of contract signing.</p>
2. 1 <sup>st</sup> Monthly Performance	A report detailing all the activities, deliverables achieved, issues and challenges, change requests etc during the 1 <sup>st</sup>

KEY DELIVERABLES	STANDARDS FOR DELIVERY
Report	month of the consultancy. Submitted within twenty (20) working days of contract signing.
3. 2 <sup>nd</sup> Monthly Report	A report detailing all the activities, deliverables achieved, issues and challenges, change requests etc during the 2 <sup>nd</sup> month of the consultancy.  Submitted within forty (40) working days of contract signing.
4. Situational/Gap Analysis	A Situational/Gap Analysis Report detailing; <ul style="list-style-type: none"> <li>• the requirements of the scope of work in 3.1a,</li> <li>• status of existing components, systems and guidelines related to strategic planning, performance management, evaluation and accountability; and</li> <li>• identify what steps are required to effectively create an effective IRBM System for the GoJ.</li> </ul> Submitted within forty five (45) working days of contract signing.
5. 3 <sup>rd</sup> Monthly Report	A report detailing all the activities, deliverables achieved, issues and challenges, change requests etc during the 3 <sup>rd</sup> month of the consultancy.  Submitted sixty (60) working days of contract signing.
6. Options Analysis and Recommendations Report	The Options Analysis and Recommendations Report detailing; <ul style="list-style-type: none"> <li>• the results of a systematic Assessment and evaluation of possible alternative approaches available for developing, implementing and operationalising an IRBM System; and</li> <li>• providing sound recommendations as to which of the options are be most appropriate and effective in implementing and operationalising an IRBM for the Government of Jamaica.</li> </ul> Submitted within seventy five (75) working days of contract signing.
7. 4 <sup>th</sup> Monthly Report and Draft Outline of Policy Document	A report detailing all the activities, deliverables achieved, issues and challenges, change requests etc during the 4 <sup>th</sup> month of the consultancy.  Draft Outline of Policy providing the Table of Contents and annotated outline of the final Policy Document Submitted within eighty (80) working days of contract signing.

KEY DELIVERABLES	STANDARDS FOR DELIVERY
<p>8. 5<sup>th</sup> Monthly Report (Final Consultancy Report)</p>	<p>Submitted within one hundred and five days (105) working days of contract signing.</p> <p>A report outlining the process for executing the assignment indicating the opportunities, challenges and strategies used to overcome these. The report should also indicate lessons learnt, best practices observed in planning and performance management which are to be promoted and bad practices which should be mitigated.</p> <p>All information collected and used during this Consultancy should be submitted along with this report as appendices.</p>
<p>9. Integrated Results Based Management Policy, Detailed Implementation Strategy and Plan, and a Monitoring and Evaluation Strategy.</p>	<p>A policy document and supporting guidelines in clear and concise language that can be understood by all stakeholders.</p> <p>The policy document should be developed in accordance with the standards and guidelines include at a minimum;</p> <ul style="list-style-type: none"> <li>- An overall situational analysis of IRBM in Jamaica including; <ul style="list-style-type: none"> <li>o The historical context;</li> <li>o The issues that require the development of an IRBM;</li> <li>o Current Institutional arrangements;</li> <li>o The legislative and policy environment;</li> <li>o Linkages to other policies, programmes, initiatives and multilateral agreements of the GoJ</li> </ul> </li> <li>- The vision for an IRBM System for the GoJ and the broad targets for achieving this vision and the principles and values for achieving this vision;</li> <li>- The objectives of the IRBM Policy and the strategies required to effect its implementation;</li> <li>- The governance and institutional arrangements for the effective operationalisation of the policy.</li> <li>- The proposed legislative framework to support the implementation and operationalization of the GoJ IRBM System;</li> <li>- A detailed description of the operating framework for the Government of Jamaica’s IRBM System</li> </ul>

KEY DELIVERABLES	STANDARDS FOR DELIVERY
	<ul style="list-style-type: none"> <li>- A costed implementation strategy and plan and to effect the operation of IRBM.</li> <li>- A Monitoring and Evaluation Strategy for the implementation of IRBM.</li> <li>- The guidelines, tools and frameworks to support the integration of the various components/systems required to operationalise IRBM including the accountability mechanisms.</li> </ul> <p>Submitted within ninety (105) working days of contract signing.</p>

#### 1.14 Duration and Period of Execution

The duration of the Consultancy is 105 days from the signing of the contract. The Consultancy must be completed on or before the 20<sup>th</sup> of July, 2018

#### 1.15 Sign Off Procedure

A Steering Committee will be established with the Ministry of Finance and The Public Service and the Office of the Cabinet as well as other key stakeholders and will be considered approved when they are accepted by the Steering Committee and signed-off by the Chief Technical Director Public Sector Modernisation Division (PSMD), Office of the Cabinet, Chief Technical Director Performance Management and Evaluation Branch (PMEB), Office of the Cabinet and the Deputy Financial Secretary, Public Expenditure Division (PExD), Ministry of Finance and Planning based on the defined and agreed performance standards for delivery.

#### 1.16 Variations

All proposed changes to the work plan and deliverables must be submitted to the Steering Committee for approval. Where such changes are considered to be significant and alter the standards of delivery, they will have to be further authorised by the Chief Technical Director PSMD, Chief Technical Director CPSD and the Deputy Financial Secretary, (PExD), MOFP.

### VI. TECHNICAL QUALIFICATIONS REQUIRED

- 6.1. The development of the Integrated Results Based Management Policy will be conducted by a competent and experienced Consulting Firm that will be selected through a transparent and thorough selection process in keeping with the Government of Jamaica's Procurement Guidelines and the Procurement Guidelines of the Bank.
- 6.2. Competencies of the selected Consulting Firm should include but not be limited to the following:

- At least 15 years' experience in successfully developing and implementing similar Results Based Management projects at a (macro) level;
- Implemented at least two similar projects in the last 5 years;
- At least 5 years' experience in developing and executing Results Based Management Policy and an implementation strategy to support institutionalisation of Results Based Management within a public sector environment
- Experience in strategic planning, performance monitoring, evaluation, results based budgeting and accountability frameworks systems, frameworks and processes of the GOJ or any other developing country with similar systems, frameworks and processes.

### **Team Skills, Experience and Competencies**

#### **i. Project Lead/Lead Policy Expert**

- Masters Degree in the Social Sciences with specialisation in Public Administration/Public Sector Management, Public Financial Management, Development Studies, Management Studies, Operations Management, Economics, or a related discipline;
- Specialised certification and/or training in Results Based Management from a recognised organisation;
- At least 15 years' experience and knowledge in developing and implementing results based management policy, systems and frameworks in the public sector of a developing country;
- At least 15 years' experience in working in the field of results based management, establishing and implementing the systems tools and frameworks to integrate strategic planning performance monitoring, evaluation, results based budgeting and accountability;
- Management of at least two major projects of similar scope successfully completed in the last five years;
- Experience in using qualitative and quantitative research methods (e.g. case studies, survey research, statistical analysis, economic analysis, gap analysis, needs analysis etc);
- Experience and expertise in using the participatory evaluation approach, methods and tools; and
- Excellent writing and communication skills.

#### **ii. Secondary Policy Expert/Results Based Management Policy**

- Master's Degree in the Social Sciences with specialisation in Public Administration Public Financial Management, Management Studies, Economics, Business Administration or a related discipline;
- Specialised certification and/or training in Results Based Management from a recognised organisation
- At least 8 years of work experience in developing results-based monitoring and evaluation policy frameworks, tools and performance reporting templates and systems in a public sector/multilateral international development assistance agency environment;

- Experience in using qualitative and quantitative research methods (e.g. case studies, survey research, statistical analysis, economic analysis, gap analysis, needs analysis etc);
- Experience and expertise in using the participatory evaluation approach, methods and tools;
- Experience and knowledge in developing and implementing results based management policy and systems in the public sector of a developing country would be an added advantage; and
- Excellent writing, and communication skills.

iii. Legal Specialist

- Bachelor's Degree in Law
- Certificate in Legal Education to practice law in the local jurisdiction
- At least 8 years Post Qualification experience in the assessment and development of legal frameworks to support public policy objectives
- Extensive knowledge of statutory and/or policy requirements of the GoJ related to strategic planning, performance management, financial management and the corresponding accountability arrangements (e.g. Public Service Regulations, Financial Administration and Audit Act, Financial Management Regulations, Financial Administration and Audit Regulations, Interpretation Act, Performance Management and Evaluation System (PMES) Framework, Medium Terms Results Based Budgeting (MTRBB), Public Investment Management System (PIMS) etc;
- Experience in conducting legislative reviews and providing recommendations for the development/amendment of the appropriate statutory prescriptions to effect policy outcomes; and
- Excellent writing, and communication skills.

## **VII. PROJECT MANAGEMENT AND ACCOUNTABILITY**

- 7.1. The Consulting Firm will report directly to the Project manager (PSMD, Cabinet Office) on all aspects related to the administration and execution of the project. The project team will have the responsibility of reviewing and providing quality control with respect to the deliverables of the project. The project team in turn will report to the Integrated Results Based Management Steering Committee who are the project sponsors.

## **VIII. LOCATION AND SUPPORT**

- 8.1. The MOFPS and the Office of the Cabinet will facilitate access to information and relevant Government personnel as needed to enable the execution of the assignment as outlined in this TOR. The Office of the Cabinet will provide administrative support.
- 8.2. The Consulting Firm will be required to conduct this assignment in Kingston, Jamaica and provide own office accommodation and related facilities for the period of the

assignment. The Consulting Firm will be expected to make adequate provision in the Financial Proposal for all anticipated travel.

- 8.3. The Consulting Firm will provide own computers and mobile telephones and will make provision for office consumables such as paper and other stationery.

## **IX. SELECTION PROCESS**

- 9.1. The most suitable Consulting Firm to undertake this exercise will be selected based on:
- i. evaluation of Technical Proposal against the criteria provided below;
  - ii. professional references; and
  - iii. evaluation of financial proposal

The selected Consulting Firm will meet the minimum score of 75% in relation to the criteria listed below.

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