



MINISTRY OF FINANCE AND THE PUBLIC SERVICE

**TERMS OF REFERENCE –
CONSULTANT MONITORING & EVALUATION ANALYST,
PUBLIC INVESTMENT MANAGEMENT SECRETARIAT**

**STRATEGIC PUBLIC SECTOR TRANSFORMATION PROJECT
IBRD LOAN NO.: 8406-JM**

1. RATIONALE FOR THE CREATION OF A PUBLIC INVESTMENT MANAGEMENT SYSTEM (PIMS) IN JAMAICA

The Government has committed to strengthen Jamaica's public investment management system, as part of a comprehensive public financial management (PFM reform) agenda. This reform has seen the incorporation of public investment management as part of an enhanced fiscal governance framework that seeks to increase fiscal surpluses over time and concurrently reduce the debt to gross domestic product (GDP) ratio so that public resources can be allocated to public investment and other activities that have the potential to contribute to growth in the economy.

Public investment projects are “**investments that require planning, execution, monitoring and evaluation carried out as an integrated set of activities aimed at meeting a development objective, at a specific cost and within a defined timeframe**” (Section 48A, FAA Act Amendments 2014). The Financial Administration and Audit Act (FAA Act) (Amended), 2014¹ sets out the elements of the strengthened Public Investment Management System (PIMS) which will seek to create a *common framework for the preparation, appraisal, approval and management of all public investments in Jamaica, irrespective of the source of funding or procurement and implementation modalities*. A key element of the system is the Public Sector Investment Programme (PSIP); a rolling 5 year plan of Cabinet approved public investment projects.

The Objectives of the PIMS are to:

- **Promote growth** and development and encourage capital formation for future investment
- **Maximize efficiency of public investment** “through better selection and management of investment expenditure.”
- **Improve** the quality of social and economic infrastructure in the country.

PIMS is an integrated approach to managing the public investment portfolio and projects, which is:

- **Extensive**; extends across all public entities and sectors
- **Inclusive**; includes all type of public sector expenditures (actuals and contingencies)
- **Complete**; covers all steps and phases that a project has to complete through its productive life, including the interaction with other administrative systems (budget, treasury, procurement, human resources, others).
- **Strategic**; all projects and overall portfolio will be selected and oriented to add value to a larger development purpose

¹ Gazette 31st day of March 2014, enacted April 1, 2014

2. STRATEGIC PUBLIC SECTOR TRANSFORMATION PROJECT

The Project Development Objective (PDO) is to strengthen public resource management and support selected public sector institutions in facilitating a more enabling environment for private sector growth.

COMPONENTS

Component I:	Strengthening the Public Investment Management System
Component II:	Strengthening the Budget Preparation Process and Results-Based Budgeting (RBB)
Component III:	Adaptive Public Sector Approaches to Promote Fiscal Sustainability
Component IV:	Strengthening Property Tax Compliance and Administration.
Component V:	Fostering Industrial Growth and Trade Facilitation
Component VI:	Project Management

COMPONENT I

The objective of this component is for the PSIP to incorporate public investment projects with estimated five-year operating and maintenance costs fully linked to long term development goals and medium-term priority areas.

This component will support the GOJ reform efforts through the following activities: (i) migration of the current web-based database to a robust platform to manage all information about public investment across the project cycle and linked to the budgeting and financial systems of the country (expected to be compiled into IFMIS); (ii) design and implementation of a public investment management training program for public sector; (iii) reviewing legislation and carrying out dissemination activities to integrate the PIMS with the administrative systems (including procurement and human resources); (iv) strengthening monitoring through Citizens Participation; (v) designing a fund for the funding of pre-investment financial and economic analysis and post-investment evaluations of the Borrower's public investments; and (vi) provision of technical assistance for the implementation of the Public Financial Management Action Plan.

3. EXECUTING AGENCY OF THE PROJECT

The executing agency for the project is the Ministry of Finance and Planning (MOFP) and Project Implementation Unit (PIU) is established within the MOFP to implement the project. The project will support activities across selected service delivery ministries, departments, and agencies (MDAs), particularly for components I, II and III with significant coordination efforts that will be contributed by the Public Expenditure Division in MOFP and the Planning Institute of Jamaica (PIOJ). The Tax Administration of Jamaica reporting to MOFP and possibly together with inter-alia but not limited to National Land Agency (NLA) which reports to Ministry of Water, Land, Environment and Climate Change as well as the local governments will be the key actors under component IV in the effort to improve the property tax administration.

4. THE PUBLIC INVESTMENT MANAGEMENT COMMITTEE (PIMC)

Under Section 48 B (2) D of the amendments a Public Investment Management Committee is to be appointed to:

- a. Screen all investment proposals for feasibility and consistency with government's strategies and objectives
- b. Review all projects for technical, financial, economic and environmental feasibility
- c. Prioritisation of projects for financing and recommending to Cabinet their inclusion in the Public Sector Investment Programme, and
- d. Reviewing project performance, monitoring risks to the achievement of objectives and continued relevance to government's policy priorities

Public Investment Monitoring and Evaluation System – This entails the systematic collection, analysis and use of project information to enable:

- ongoing review and monitoring of project during implementation, to ascertain financial and physical progress against performance objectives and a determination of whether projects are being executed effectively; and
- *ex post* assessments of impact and outcomes of investment projects and *ex ante* evaluations of projects to assess their achievement of outcomes and impacts.

5. GENERAL FEATURES OF THE PIMC

The main role of the Committee is to review/screen projects which are submitted for consideration for inclusion in the PSIP; review the recommendations of the PIMSEC concerning these projects and take a decision to approve, defer for further work or reject.

The two main functions of the PIMC in supporting this model are:

Project Approval - this is to ensure that project concepts and proposals are aligned with policy objectives and that submitted projects are technically, economically, and financially viable. Project approval is done in two phases

- **Phase one** – Project concepts/ideas are assessed for alignment with policy positions as articulated in the PSIP Policy Paper, the Medium Term Social and economic Framework and the National Development Plan Vision 2030. It is after this approval that projects are approved to be fully designed.
- **Phase two** – Project documents are appraised for financial and relevance approval, Funding agency for feasibility analysis, and submitted to Cabinet for final approval and inclusion in the PSIP.

Project Monitoring and Evaluation - covers the implementation and post implementation stages of the project cycle, and involves project progress and performance and financial reporting by executing agencies and analysis per project and overall portfolio. These reports are submitted to the PIMC through the PIMS Secretariat and are submitted to Cabinet on a quarterly basis or ad hoc reports may be generated through the Public Investment Management Information System (PIMIS)

6. INPUTS FOR PIMC DECISION MAKING

In order to undertake these roles functions the PIMC will be guided by information produced from the following sources:

- A. **VISION 2030 Jamaica** - National Development Plan is the 'roadmap' for making "Jamaica, the place of choice to live, work, raise families and do business”.
- B. **Growth Inducement Strategy** - a strategic framework and a structured program of actions designed to achieve a quick turnaround in the economy and build a platform and momentum for medium-term growth. In essence, it captures the reality of the present moment which demands re-orienting our economic policy towards a sharpened focus on enhancing growth as the necessary basis for realizing sustained improvements in the social well-being of citizens, consistent with the goals of Vision 2030 Jamaica.
- C. **PSIP Policy Paper:** This paper is developed by the Planning Institute of Jamaica to aid Cabinet’s decision making on the PSIP and is presented each year to the Cabinet for discussion and approval, prior to its approval of the Estimates of Revenue and Expenditure for the succeeding financial year and includes:
 - a. A diagnosis of the PSIP Performance
 - b. An analysis of the prevailing socio-economic and environmental conditions
 - c. Recommendations for adjustments based on review of recent socio-economic developments
 - d. A forecast of likely impact of the continuing PSIP on development indicators, and
 - e. Recommendation of prioritisation criteria for determining the size and composition of the PSIP
- D. **PIMS Guidelines:** This is a handbook of the rules, procedures, requirements and guidelines which shall be prescribed for the governance of all public investments (irrespective of source of funding and origin), in Ministries, departments, public bodies and public private partnership
- E. **PIM Information System (PIMIS):** This is a web-enabled system that will serve as the repository of information on all public investments projects (central government, public bodies and public private partnerships), at the various stages of the project cycle (inclusive of concepts, feasibility, approval, implementation and evaluation) thereby allowing access for tracking of status and performance information on all projects as they move through the project cycle.

7. PIMS SECRETARIAT AS INSTITUTIONAL SUPPORT FOR PIMC

The role and the responsibilities of the PIM Committee and the PIM Secretariat are laid out in the Fourth Schedule of the Financial Administration and Audit (Amendment) Act 2014 hereinafter referred to as ‘the Act’.

The PIM Committee (PIMC) and the PIM Secretariat (PIMSEC) have both been given central roles in the new PIM system. The establishment of these bodies and clarity about their roles and responsibilities is all the more critical since they exist currently in name only through the Act.

It is intended that PIMC will be the principle authority on PIMS in Jamaica and as such will be a key adviser to the Cabinet in terms of their executive decision making regarding the PSIP, in terms of which projects are included and which ones are not.

PIMSEC directly supports the work of PIMC and as such has a pivotal role in the whole system. It is PIMSEC that is the 'Gatekeeper' of the entire system. Its primary objective is to provide focus, co-ordination and direction to the PIM system and in doing so, improve the quality of the projects that are approved for funding whilst at the same time weeding out unsuitable or unaffordable projects early before they can waste the country's limited resources. Like PIMC, it has no executive powers, only an advisory role; therefore it can only be sustainable if it achieves credibility and respect. This will happen if its decisions, based objectively on policy and supporting data, are in the main accepted by PIMC and, subsequently, the Cabinet.

Whilst all project proposals have to pass through the PIMSEC to stand any chance of approval and funding, the PIMSEC reports to the PIMC with its technical recommendations. The PIMC in turn reports to and makes recommendations to the Cabinet, which legally has executive authority on the PSIP. Under the revised legislation, Projects cannot enter the PSIP without Cabinet approval.

8. OUTPUTS OF THE PIMSEC SUPPORT TO THE PIMC

Through effective oversight of the PSIP and partnership with MDAs the main outputs of the deliberations of the PIMC are:

- a. **Viable Project Proposals for inclusion in the PSIP** – Projects that are ready for implementation after being appraised and assigned financing through Bi-lateral, Multi-lateral, Public Private Partnership or the Budget resources of Ministries, Departments and Agencies
- b. **Public Investment Performance Reports** – This is a comprehensive performance report on the Government's PSIP which is produced periodically by the Minister of Finance and Planning.
- c. Administration of the PIMS through the Reports to Cabinet; Endorsed PSIP Policy Paper; Reports on ex-post evaluation of projects

9. OBJECTIVES OF THIS CONSULTANCY

The Analyst in the PIMSEC will ensure that only projects with well prepared, and sound monitoring and evaluation (M&E) framework are referred for selection

SCOPE OF ACTIVITIES

The Analyst in the PIMSEC will provide detailed process monitoring to ensure that project proposals are supported by a results-based M&E framework during the planning stage; which is in keeping with the requirements of the PIMS, to track project progress during implementation; and facilitate evidence base evaluation whenever it is required.

RESPONSIBILITIES

The M&E Analyst will be responsible for:

1. Liaising with sector agencies in interpretation of their specific project objectives.
2. Using the appropriate M&E techniques to determine the alignment and logics of the projects': risk strategies, governance plans, activities, outputs, and desired outcomes and impact.
3. Assist the M&E Coordinator in developing a strategy to establish the PIMS M&E System
4. Assist the M&E Coordinator in developing an Annual M&E Plan.
5. Prepare Quarterly and Annual M&E Reports on the performance of selected projects and the PSIP in general.
6. Attend Quarterly Review Meetings with Project managers of projects in the PSIP.

QUALIFICATION:

- A post graduate degree in Economics, Management, Public Administration or other relevant fields
- Training in results-based management methodologies especially for public sector projects
- Training in M&E framework planning, design and implementation

EXPERIENCE:

- At least 5 years of hands on analytical experience in assessing and scrutinizing capital projects in either the public or private sectors
- At least 3 years of experience in utilizing results-based management methodologies
- At least 5 years of experience of working within or with a governmental environment – in Jamaica or elsewhere

COMPETENCIES:

- An enquiring mind with an eye for detail

- Specialized training in project management, results-based management techniques and approaches
- Sound knowledge of most commonly used results-based management techniques
- Strong minded and objective thinker, unlikely to be swayed by external pressures

10. CHARACTERISTICS OF THE CONSULTANCY

- Level of effort: Full time level of effort of Twenty Four (24) consulting months will be required.
- Duration of contract: Twenty Four (24) consulting months will be required.
- Location: Jamaica
- Type of Consultancy: Individual Consultant.
- Type of contract: Lump sum.

11. DELIVERABLES

- A. Monthly reports detailing activities related to the review of project proposals submitted to the Executive Director of the PIM Secretariat
- B. Quarterly and Annual M&E Reports submitted to the PIM Committee through the Executive Director of the PIMS Secretariat

12. REPORTING

The consultant shall report all matters to the **Executive Director, PIMS Secretariat**, who will have overall responsibility for the delivery of this consultancy.