

**Strategic Public Sector Transformation Project**  
**Terms of Reference**

**PROGRAM MANAGER - ENTERPRISE CONTENT MANAGEMENT SYSTEM  
IMPLEMENTATION, MINISTRY OF FINANCE AND THE PUBLIC SERVICE**

**BACKGROUND**

Jamaica is the third largest island in the Caribbean, with an area of 11,000-square kilometres (km<sup>2</sup>), an estimated population of 2.83 million people (52% of which reside in urban areas), and a Gross Domestic Product (GDP) of US\$11.4 billion. While Jamaica remains the fifth largest economy in the Caribbean, it is currently ranked 19<sup>th</sup> in terms of its per capita. From 1960 until 2011 the average per capita is US\$2053.8, with the highest value of US\$5562.2 being recorded in December of 2011, and real GDP growth has averaged just 0.9% for the period 1990 – 2012. However, growth has declined to an estimated -0.3% in 2012/2013. This is due mainly to the global economic downturn which has adversely impacted Jamaica's economy and led to an increase of Jamaica's public debt, estimated currently at about 140% of GDP.

Over the last two decades GDP growth has failed to keep pace with population growth, resulting chiefly in higher rates of unemployment and social fragmentation than previous years, greater dependence on commodity imports (petroleum represents 88% of total imports) and higher reliance on remittances and tourism, which account for about 15% and 20% of GDP respectively. The Jamaican economy has also been experiencing a gradual structural transformation. This has involved the gradual decline of the manufacturing sector and the concomitant increasing contribution to GDP of the service industries, particularly tourism.

The Government of Jamaica (GOJ) adopted a proactive approach to address the challenging economic and fiscal situation in order to regain macroeconomic stability and return to a sustainable path of growth and development. This is supported by a Stand-By Arrangement (SBA) with the International Monetary Fund (IMF).

One key development under the SBA has been the Economic Reform Programme (ERP), an initiative designed to reduce the national debt burden, promote fiscal discipline, increase revenues, improve efficiency in its operations and the implementation of key reforms namely in the public sector, pensions and taxation. The key components of the ERP include Tax Reform, Public Sector Transformation, Pension Reform, Debt Management, Central Treasury Management System and Corporate Governance.

Coupled with other national and global imperatives, and the objectives articulated in GOJ Ministry Paper No. 114 as well as Vision 2030 Jamaica, the GOJ accelerated the modernisation and restructuring of the Public Sector to become leaner, more efficient, flexible, responsive and accountable. The rationalisation of the public sector will demand a radical restructuring of established organisations and systems, including a review of their mandates and related objectives, introduction of incentives, development of an accountability framework, decentralisation of authority and rationalizing the organizational culture.

The Ministry of Finance and the Public Service (MOFPS) is a critical entity in the ERP and public sector transformation. It has the overall responsibility for developing the national economic policy framework, collecting and allocating public revenues, and playing an important role in the socio-economic development of the country in creating a society in which each citizen has every prospect of a better quality of life. The ERP agenda therefore relates directly to the MOFPS and is aimed at strengthening its Public Financial Management (PFM) system and profile, consistent with the achievement of Vision 2030. In undertaking the PFM reforms, several studies have already been conducted, and, in almost every instance, implementation is underway to improve institutions and operationalise the respective policies identified.

With the proposed reform initiatives, the GOJ recognised the need to realign the MOFPS with the appropriate organisational structure and machinery to execute its revised mandate. The MOFPS must therefore be transformed as a priority to integrate Public Financial Management (PFM) and other reform initiatives with its existing operations to better facilitate sustainable growth in the national economy, effective regulation of the country's financial institutions and the cost-effective delivery of public services.

In light of the foregoing and its central role to ensure that the fiscal principles introduced are in keeping with best practice, the MOFPS completed an organisation review in 2013. Funded by the Inter-American Development Bank (IDB), the strategic review aimed to identify opportunities for improved efficiency and effectiveness across the Ministry which will, in turn, be implemented over the next three years through an agreed transformation programme. One of the recommendations arising from the strategic review called for the creation of a Programme Management Office (PMO) to coordinate and implement the transformation of the Ministry.

In order to accomplish the above, the MOFPS will seek support from International Development Partners to secure technical assistance to design and initiate a strategic behavioural change management framework which can lead the GOJ/World Bank supported Strategic Public Sector Transformation Programme.

MOFPS is seeking to adopt a best practice approach to change management. Accepting that the successful reform of institutions and organisations comes through the symbiotic linkages of people, systems and processes, MOFPS is seeking to develop a behavioural focused change programme to support a change in perspectives, mental models and mindsets to bring about complete transformation.

## **TRANSFORMATION PROGRAMME OBJECTIVE**

The objectives of the Transformation Programme are to: (1) make the operations, machinery and internal processes of the MOFPS more efficient; (2) improve the development and execution of policy associated with public fiscal management; (3) improve the policy making capacity and, in particular, strengthen institutional arrangements to analyse and formulate economic and fiscal policy; and, (4) develop the relevant organisation structure, culture and accountabilities required for sustained operations of the MOFPS and execution of its strategic objectives.

The Transformation programme is expected to enhance the MOFPS's capacity and capability to more effectively and efficiently operate. This is in order to fully realise its mandate to provide the policy and governance framework which will support economic development and stimulate growth of the national economy. This will be achieved through: (1) project management and implementation strategies for the MOFPS Transformation Programme (Component 1); and (2) capacity building to support change and culture management (Component 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**

The program is structured in six components, briefly described in the following paragraphs. A full description of the components is found in the Project Appraisal Document.

#### **Component I. Strengthening the Public Investment Management System (PIMS)**

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 public investments; and (vi) provision of technical assistance for the implementation of the Public Financial Management Action Plan.

#### **Component II. Strengthening the Budget Preparation Process and Results Based Budgeting (RBB)**

The objective of this component is to link budgeting with government policy priorities through a gradual transition from annual expenditure planning to a medium-term results-based expenditure framework.

#### **Component III. Adaptive Public Sector Approaches to Promote Fiscal Sustainability**

This component will support measures to institutionalize the process of behavioural change to support new policy processes and provide just-in-Time Technical Assistance (TA) to take into account ad hoc needs of the government and to effectively take advantage of opportunities of intervention when they arise, enabling to bridge policy and implementation gaps revealed in the course of project implementation.

#### **Component IV. Strengthening Property Tax Compliance and Administration.**

This component will support the Government in improving the Property Tax compliance and updating the fiscal cadastre..

#### **Component V. Fostering Industrial Growth and Trade Facilitation**

The main objective of this thematic area is the development and implementation of an integrated border clearance process through an National Single Window mechanism in which Customs and the participating border agencies will eliminate sequential interventions/inspections and either conduct joint inspections or delegate discrete primary functions to Customs.

#### **Component VI. Project Management**

This component will ensure adequate Project management is in place for the implementation of the Project. The activities under this component will include: (i) carry out Project audits; (ii) comply with the financial management and procurement obligations under the Project; (iii) monitor and evaluate Project activities; (iv) provide training, and the acquisition of goods required thereof and finance Operating Costs.

#### **Executing Agency and Beneficiary**

The executing agency will be the Ministry of Finance and Public Service (MOFP), and it will also be the main beneficiary of many of the activities proposed by this IPF. The Project Implementation Unit (PIU) that will be established within the MOF will be responsible for implementing the project. Institutional arrangements have been designed and an implementation support plan will be in place to ensure that if capacity problems arise, these will be addressed promptly. MOFP will coordinate activities across other beneficiaries of the Project which are mainly executive agencies and divisions spread across Ministries. 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 Public Service 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. The two key entities reporting to the MOFP that will be the key actors for the second thematic area on industrial growth and trade facilitation covered by Component V are Jamaica Customs Agency, the Bureau of Standards of Jamaica as well as other border agencies that may eventually also be supported by the project.

Under Component 3 the Project will be supporting a Program Manager ECM as part of the overall change management strategy of the Ministry of Finance and Public Service.

#### **WHAT IS ECM**

Enterprise Content Management (ECM) is a formalized means of capturing, organizing and storing an organization's documents and other content that relate to its business processes. The term encompasses strategies, methods, and tools used to capture, manage, store, preserve, and

deliver documents and other content within the entire scope of the organization, and throughout the lifecycle of the content. (*Association of Information and Image Management*)

Specific benefits of ECM include:

- Transformation of paper-based systems into online digital records systems.
- Enhanced efficiency through easier access and retrieval of records.
- Increased security through transparent and auditable processes.
- Elimination of instances of loss, misfiling or duplication of documents.
- Reduced storage and distribution costs.
- Ability to manage unstructured and unanticipated content (like emails).
- Automated and optimized workflows that enhance productivity.
- Potential for improved motivation and mobility of staff.
- Greater collaboration and faster turnaround with automated workflows.

## **ECM IN THE MINISTRY OF FINANCE**

The Ministry of Finance in collaboration with Fujitsu Caribbean (Jamaica) Limited and Newgen is implementing the OmniDocs Enterprise Content Management (ECM) solution to enable secure, efficient and systematic control of the vital records of the Ministry and select entities.

Fujitsu will deliver the Hardware (including operating systems) and peripherals, in accordance with the bid response and as outlined in sections 1-4 of the schedule. Products and Configurations are updated from time to time under a mutually agreed change process. Delivery of all hardware products will be based on the agreed project schedule and associated statement of work.

The configurations are based on the general product guidelines as provided by the relevant third party software/hardware manufacturers and Fujitsu's understanding of MOFP's technical requirements. Configurations are subject to adjustment under change control based on:

- Change in scope of requirements
- The desire of MOFP to increase performance standards at extra cost
- Expansion of the scope of the project such as Inclusion of additional sites

## **OBJECTIVE OF THE CONSULTANCY**

To support the reform and transformation of Ministry of Finance and the Public Service through:

1. Leading and directing the deployment of the Enterprise Content Management (ECM) solution across the Ministry and specified departments and agencies (MOF); and
2. Overseeing the re-engineering of identified processes and workflows, including the design and implementation of change management strategies to support business process optimization.

## **SCOPE OF WORK**

The Program Manager ECM - is responsible to:

- Coordinate and control the execution of the budget, plans, procurement and project activities associated with the implementation of the ECM program
- Align the ECM projects with the transformation goals of Ministry of Finance, Jamaica Customs Agency, Tax Administration Jamaica, and Accountant General's Department
- Develop legislative and policy recommendations, and ensure all deliverables conform to best practices and industry standards
- Establish reporting and quality metrics, and monitor milestones, resources, deliverables and project scope
- Present updates and matters for decisions, to the Steering Committee; and provide guidance and support to the Project Manager(s)
- Conduct reviews of identified business processes and determine opportunities to achieve improvements
- Design new process maps in order to optimize and streamline workflows and lower operational costs
- Develop recommendations for the reengineering and support the implementation of practical and sustainable processes and workflows
- Ensure appropriate change management mechanisms are in place to support the reengineering activities
- Design a communications strategy to support the Change Management Plan and promote employee engagement
- Present updates and matters for decisions, to the Steering Committee; and provide guidance and support to the Project Manager(s)

## **DELIVERABLES & OUTPUTS**

1. Implementation/Work Plan
2. Monthly Reports
3. Comprehensive Change Management Plan appropriate to MOF strategic and transformation objectives
4. ECM Program Management Plan in accordance with contract terms, governance structure and project requirements
5. Reengineered process maps and automated workflows

## **REQUIRED KNOWLEDGE, SKILLS, ABILITIES**

- ❖ Demonstrated abilities in managing multiple projects of significant scope and complexity;
- ❖ Exceptional interpersonal, human resource and performance management skills and abilities;
- ❖ Knowledge and experience in strategic Public Service, change management, risk management, records management and project management;
- ❖ Strong leadership, problem-solving, decision-making, communication, and negotiation skills;

- ❖ Demonstrated abilities in balancing competing demands;
- ❖ Excellent budgeting and financial management skills;
- ❖ Exceptional Negotiation and conflict management skills;
- ❖ Excellent ability to influence decisions and policies at the highest levels.

#### **QUALIFICATIONS AND EXPERIENCE**

- ❖ Post Graduate qualifications in Management, Business Administration, Human Resource Management or other related discipline, or Post-graduate training in Project Management
- ❖ Extensive experience leading Change Management and ECM initiatives
- ❖ Qualifications/training in strategic management and risk management
- ❖ Over eight (8) years' experience working with and facilitating the implementation of multiple large ICT projects con-currently in a dynamic setting.
- ❖ Knowledge of relevant GOJ legislation, policies and guidelines is an asset

#### **CONSULTANCY**

- Individual consultant
- Consultancy will be for 12 months
- Consultant will report directly to the Steering Committee
- Payment will be as determined and agreed