



**MINISTRY OF FINANCE AND THE PUBLIC SERVICE**

**TERMS OF REFERENCE –  
CONSULTANT RESEARCH ASSISTANT,  
PUBLIC INVESTMENT MANAGEMENT SECRETARIAT**

**June 2019**

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

## **1.0. 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), 2014<sup>1</sup> 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

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<sup>1</sup> Gazette 31<sup>st</sup> day of March 2014, enacted April 1, 2014

## **1.1. 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.

## **1.2. 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.

### 1.3. 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.

### 1.4. 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)

## 1.5. 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.

## 1.6. 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.

#### **1.7. 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

#### **2.0. OBJECTIVES OF THIS CONSULTANCY**

Under the general direction of the M&E Director, and working in close collaboration with M&E Analyst and Project Analysis staff, the Research Assistant is responsible for providing support and assistance in identifying and establishing project M&E data and information needs; researching, collecting, collating, analyzing, and reporting on statistical information and data; and establishing a database of M&E related data and information, as a basis for evaluation of project performance, ensure evidenced based decision-making and the attainment of project objectives.

### **2.1. Key Outputs:**

- Technical expertise/support/advice provided
- Data model developed/implemented
- Data collection processes/tools developed/implemented/managed
- Database established/maintained/updated
- Survey instruments developed/tested
- Research/surveys conducted/supported
- Data/information collected/collated/interpreted/analysed/reported on
- Statistical reports prepared/submitted

### **3.0. SCOPE OF ACTIVITIES**

Specifically, the consultant will be required to execute the following functions:

#### **3.1. Technical / Professional Responsibilities**

- Works collaboratively with M&E and Project Analysis staff in providing project related technical support, advice and guidance to MDAs in:
  - developing M&E framework for projects
  - identifying and implementing data collection and related system needs
  - establishing baseline data for tracking changes from baseline conditions
- Develops, tests and implements a data model for documenting and organizing data for M&E activities in support of MDAs
- Supports the Director in the development and implementation of M&E tools for data collection, analysis and reporting on project indicators by MDAs
- Participates in developing research and survey instruments and in the collection and collation of research and evaluation data as a basis for establishing baseline and end-line data and identifying models of best practices and benchmarks
- Analyzes quantitative and qualitative research data and contributes to the reporting and interpretation of findings to inform project appraisals
- Identifies strengths and weaknesses in existing data collection systems and propose solutions
- Ensures data collected is credible, user friendly and aids and facilitates development and refinement of M&E Plans
- Develops spreadsheets and database to support project M&E activities in the MDAs
- Participates in the analysis, interpretation and verification of MDA M&E framework in order to assess adequacy for use in identify trends, patterns and changes in project activity and performance

- Supports the Director in preparing periodic and special statistical and narrative reports as required, including, chart, tables and graphs indicating trends, patterns and relationships, on the basis of data collected and analysed
- Stays abreast of trends and developments in the field of research and statistical analysis by participating in conferences, workshops and seminars; reading professional publications; maintaining professional networks; and participating in professional organizations

### **3.2. Management/Administrative**

- Supports the Director in making presentations to stakeholders on the findings of data analysis
- Prepares internal periodic and special reports on areas of responsibility including the status of assignments, problems and solutions
- Provides inputs into the development of the Management Information Systems that tracks and monitors progress on projects

### **3.3. Other**

- Performs other related duties and responsibilities as may be determined by the Director

### **4.0. Performance Standards**

- Sound and timely advice and support is provided in identifying and establishing data collection and related system needs
- A data model is developed, tested and implemented that effectively and efficiently meets M&E data needs
- Effective systems, procedures, methodologies and mechanisms for the collection, analysis and evaluation of data and information are developed and implemented
- Proactive support is provided in undertaking research, surveys and comparative studies as a basis for driving best practices and continuous improvements
- A database of information and data is established and maintained that is current, relevant, reliable and accessible and aid and facilitates M&E activities
- Data is analyzed and interpreted and trends, patterns and changes in activity and performance identified, verified and reported on
- Statistical reports are thorough and insightful and are prepared and submitted in accordance with stipulated/agreed format and timelines
- Effective working relationships and networks are developed and maintained with a range of internal and external stakeholders
- Training needs are identified and communicated and facilitated in a timely manner



**5.0. Internal and External Contacts (specify purpose of significant contacts:**

**Contacts Internal to the Entity & MOF&PS:**

<b>Contact (Title)</b>	<b>Purpose of Communication</b>
<ul style="list-style-type: none"> <li>• Project Analysis and M&amp;E staff</li> </ul>	<ul style="list-style-type: none"> <li>• Re data inputs in the assessment of proposals; sharing of data analysis findings</li> </ul>
<ul style="list-style-type: none"> <li>• MIS staff, MOF&amp;PS</li> </ul>	<ul style="list-style-type: none"> <li>• Re IT infrastructure and database support for M&amp;E data/information needs</li> </ul>
<ul style="list-style-type: none"> <li>• PIMSEC Administrator</li> </ul>	<ul style="list-style-type: none"> <li>• Collaboration and support on the development and maintenance of records and database</li> </ul>
<ul style="list-style-type: none"> <li>• M&amp;E Manager</li> </ul>	<ul style="list-style-type: none"> <li>• Data access, Direction and reporting</li> </ul>
<ul style="list-style-type: none"> <li>• Executive Director</li> </ul>	<ul style="list-style-type: none"> <li>• Quality Assurance, Direction</li> </ul>

**Contacts external to the organisation required for the achievement of the position objectives:**

<b>Contact (Title)</b>	<b>Purpose of Communication</b>
<ul style="list-style-type: none"> <li>• MDAs</li> </ul>	<ul style="list-style-type: none"> <li>• Re support &amp; advice in identifying &amp; establishing project data and system needs; surveys, data collection and verification exercises</li> </ul>
<ul style="list-style-type: none"> <li>• Auditors (external)</li> </ul>	<ul style="list-style-type: none"> <li>• Re conduct of audit and requests for supporting information</li> </ul>

**6.0. Methodology:**

The Consultant is expected to perform the services required in accordance with the highest professional standards and international best practices, bearing in mind the objective of the assignment, the desired outputs and the Secretariat. The Consultant will deliver, and submit outputs as specified in these Terms of Reference. The Consultant will be expected to relate to stakeholders at various levels within the GoJ in the conduct of the assignment. The assignment should be conducted in a spirit of consultation with the SPS/MDA process owners and stakeholders and other key stakeholders that support the administration of the PIMS.

## 7.0. DELIVERABLES

The deliverables under this engagement are to be presented in keeping with the highest professional standards and as specified in the table below. All documents submitted must conform to the following minimum standards:

- a) should use language appropriate for a non-technical audience;
- b) should be comprehensive, properly formatted and well presented;
- c) should be developed through a consultative process, ensuring feedback from key stakeholders.

7.1. The key deliverables under this engagement are as specified below:

- A. Monthly reports detailing activities related to research support provided for the review of project proposals monitoring and evaluation appraisal submitted to the M&E Manager of the PIM Secretariat
- B. Contributions to quarterly and Ad Hoc Reports from the M&E unit submitted to the PIM Committee

### 7.2. *Sign-off” Procedure*

The Consultant, will report directly to the Manager M&E PIMSEC and functionally to the Executive Director, PIMSEC. The Manager will review and recommend acceptance on all deliverables produced, under these Terms of Reference. Monthly reports will be reviewed by the Manager and submitted to the Executive Director for quality assurance before submission to the Technical Coordinator, Component 1, for sign off for payment.

### 7.3 *Variations*

All proposed changes to the deliverables must be discussed with the Project Manager SPSTP and recommended by the Technical Coordinator Component 1, on the advice of the Executive Director, PIMSEC and as guided by the Procurement & Administrative Manager, SPSTP. Revisions to the TOR may be accommodated through mutual discussion and agreement with the parties within the SPSTP as detailed above.

## 8.0. CHARACTERISTICS OF THE CONSULTANCY

Level of Effort	Full time level of effort, 8 hours per day – 20 days per month
Duration of Contract	12 months with option for renewal
Location	Kingston, Jamaica at offices provided by the MOF&PS
Type of Consultancy	Individual
Type of Contract	Lump sum

## **9.o. REQUIRED COMPETENCIES & QUALIFICATION:**

### **Core**

- Ability to work independently as well as with cross-functional teams
- Ability to communicate effectively, orally and in writing and with diverse stakeholders
- Ability to articulate technical information clearly and effectively to both technical and non-technical audiences
- Well-developed planning, analytical and organizing skills
- Ability to forge effective working relationships internally and externally
- Ability to demonstrate sound and objective judgment in decision making
- Performance and outcome oriented
  
- Meticulous attention to detail
  
- Ability to work under pressure in meeting demanding schedules and timelines

### **Technical**

- Knowledge of research and data collection and analysis methodologies and techniques
- Ability to design surveys, tools and mechanisms for data collection and analysis
- Ability to quality assure, verify and validate data
- Ability to analyze and synthesize quantitative and qualitative information and data to produce reports
- Proficiency in data analysis packages such as SAS and SPSS and database management systems such as Access and Excel

### **Minimum Required Education and Experience**

- Bachelor's Degree or equivalent, preferably in, Economics, Statistics or other relevant Social Science field
- Specialized Training in Monitoring and Evaluation or Project Planning
- Two (2) years of proven experience conducting research, data collection and statistical analysis in a multi-sectoral/agency setting
- Proven experience in data model design and implementation and database management

## **10. AUTHORITY:**

- Identify system/data needs and recommend/undertake initiatives
- Participate in data collection/analysis working groups

**11. SPECIFIC CONDITIONS ASSOCIATED WITH THE JOB:**

- Work is performed in normal office conditions
- May be required to work beyond normal working hours in order to meet deadlines

**12. EVALUATION CRITERIA**

Qualification	10%
Relevant experience in conducting socio-economic research	25%
Specific experience and competence in the disciplines set out in these terms of reference	25%
Performance in the Interview	25%
References (3)	15%