



MINISTRY OF FINANCE AND THE PUBLIC SERVICE

**TERMS OF REFERENCE –
CONSULTANT TECHNICAL ASSISTANT,
PUBLIC INVESTMENT MANAGEMENT SECRETARIAT
(PIMSEC)**

November 2019

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



1.0. BACKGROUND:

1.1. 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.

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

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

1.2. Strategic Public Sector Transformation Project: This is a project that is financed through a loan from the World Bank and is being implemented by the Ministry of Finance and Planning. 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:

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| Component I: | Strengthening the Public Investment Management System (PIMS) |
| Component II: | Strengthening the Budget Preparation Process and Results Based Budgeting (RBB) |
| Component III: | Adaptive Public Sector Approaches to Promote Fiscal Sustainability |
| Component IV: | Modernizing of the Accountant's General's Department |
| Component V: | Fostering Industrial Growth and Trade Facilitation |
| Component VI: | Project Management |

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 capital, 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.

1.3. THE PUBLIC INVESTMENT MANAGEMENT COMMITTEE (PIMC): Under Section 48A, FAA Act Amendments 2014, a Public Investment Management Committee is to be appointed to:

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

1.4. 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.

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:

- I. ***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.

- II. ***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 Ecosystem*: 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.

- *PIM Committee* - 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, and therefore, without being submitted for approval through PIMSEC.

2.0. INTRODUCTION:

PIMSEC is a creature of statute as conferred under the FAA Act, 2014 with a parallel amendment under the PBMA Act, 2015, giving recognition to the regulations surrounding the GOJ’s FMS. These revisions enabled a screening and approval process that allows for the standardization of the treatment of public investments with respect to the entire project cycle. The revised FAA Act identifies three important characteristics of a public investment which are:

- non-recurrent expenditure on goods, works and services

- carried out by any public entity within the specified public sector on its own, or by one or more public entities in conjunction with one or more non-public entities through public private partnerships or any other approved modality under the PIMS Guidelines.
- aimed at accumulating new physical or intangible assets or enhancing human resource capacities, or improving or rehabilitating existing physical or intangible assets or human resource capacities, to achieve development objectives.

In standardizing the treatment of public investments, the GOJ aims to:

- streamline the preparation, appraisal, approval and management of all Government projects in Jamaica, regardless of the source of funding, the type of procurement or implementation method used.
- ensure that the Government receives value for money, and over time, sustained economic growth and development from each project that is implemented.
- promote growth and development and encourage capital formation for future investment.
- maximize efficiency of public investment through better project selection and management of investment expenditure.
- improve the quality of social and economic infrastructure in the country.

This gives PIMSEC an important role in Jamaica's financial management system. PIMSEC plays a support role to PIMC which could be regarded as the 'gatekeeper' of the PIMS; PIMSEC is intended to provide focus, coordination and administration, at the entry level, for prospective public investments under the PIMS so as to bring about beneficial improvements in how public investment in Jamaica is undertaken, and assist in realising the expected outcomes of the PIMS. These are:

- a. increased capital formation for future investment, improved growth, and development.
- b. enhanced efficiency in public investment.
- c. results-based project selection and management of investment expenditure.
- d. improved quality of social and economic infrastructure in the country.

- e. having a sound and transparent prioritization process for public investments, to maximize the financial, economic, environmental and social benefits of infrastructure investments, but also to attract additional financing, including from the private sector.

The functions of PIMSEC therefore are inherently aligned to the functions of the Ministry of Finance, impacting the Financial Management System (FMS) through the entry of public investments in the Public Sector Investment Programme (PSIP) and ultimately the annual budget. For this reason, the institutionalization of PIMSEC will allow for continued transparency and accountability under GOJ's FMS in a way that is sustainable, providing as it were, an established/entrenched personality for the entity within the MOF&PS. For that function to be sustained in the long term, the operational arm of PIMC should not continue to be projectized given that the project under which it currently operates [SPSTP], is scheduled to end by early January 2020. The decision was therefore taken to institutionalise PIMSEC's functions within the MOF&PS. It is not envisaged that there will be any significant change in PIMSEC's purpose once institutionalised within the MOF&PS, it will undertake the assessments of project proposals, which are deemed to be public investments, presented for screening and appraisal; it will also provide technical support and advice to the PIMC to facilitate its decision making, as defined by legislation.

The Technical Assistant is being engaged under contract to provide support to the head of PIMSEC, an entity that will be in transition to be incorporated into the civil service under the ministry of Finance & the Public Service. To this extent therefore, the assignment will be time-bound and tenure once institutionalised is not guaranteed.

3.0. OBJECTIVES OF THE ASSIGNMENT:

It is intended that the Technical Assistant will provide support to the head of PIMSEC so as to enable the efficient operations of the entity in respect of its secretariat services to PIMC, in relation to the implementation of the PIMS. The period of the assignment may coincide with the transitioning of the unit into the MOF&PS and as such the Consultant

will be required to facilitate, in line with the duties herein ascribed, the demands emanating from the transitioning process.

4.0. SCOPE OF WORKS: Specifically, the Technical Assistant shall execute the following functions as detailed below:

- i. Provides a high level of coordination and organizational support to the Team leader;
- ii. Visits MDAs as directed by the Team Lead to collect data or validate submissions;
- iii. Manages the logistics of and coordinating content development/agenda for meetings, sensitization sessions, and other PIMSEC events in collaboration with the Programme Associate;
- iv. Manages communication with MDAs and other stakeholders of the PIMS, to ensure timely organization and facilitation of activities relating to PIMSEC's functions;
- v. Designs and develops databases catalogue to support PIMSEC's activities and records;
- vi. Follows up with Project and Evaluation Analysts on submission of monthly reports;
- vii. Reviews letters before sign-off by the Team Leader and dispatch by the Programme Associate;
- viii. Assists the Team Leader in coordination and monitoring of work assignments and case load management;
- ix. Assists with other administrative functions as directed by the Team Leader;
- x. Manages the communication [in-coming & out-going calls] and schedules appointments for the Team Leader in support of the effective execution of the functions of that office;
- xi. Conducts research and collect and collates information in preparing special and routine reports which are mandated outputs of the Team Leader's Office;
- xii. Prioritizes and follows-up on issues and concerns addressed to the Team Leader and refers and/or responds as deemed appropriate;

- xiii. Functions as a liaison for effective communication between the Team Leader’s Office and key internal and external stakeholders in a manner that serves to maintain credibility and trust and foster teamwork;
- xiv. Maintains general knowledge of PIMS systems, policies, procedures and practices so as to be able to respond appropriately to enquiries, complaints or issues;
- xv. Prepares monthly status/activity reports relevant to the assignment including issues encountered, action taken and work programme planned for the next month.

5.0. 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 of the Secretariat. The Technical assistant is expected to work collaboratively with the consultants engaged to PIMSEC in providing support to the head of PIMSEC so as to contribute to a harmonious working environment. The Consultant shall interact with the various stakeholders of the PIMS so as to engender trust and respect and uphold the credibility of the entity in executing the duties under the assignment.

6.0. INTERNAL AND EXTERNAL CONTACTS:

Contacts Internal to the organisation:

• Executive Director/head PIMSEC	• Re request for and provision of information; and arrangements for meetings, conferences, events travel, etc.
• Project Analyst & M&E staff	• Re request for and provision of project relation information; and submission of reports
• Procurement staff, SPSTP	• Re procurement of goods and services
• Programme Associate	• Direction and work assignment, reporting
• SPSTP Accounting staff	• Re processing and payment for goods and services
• Support staff	• Re documentation and training/sensitization matters

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

Contact (Title)	Purpose of Communication
<ul style="list-style-type: none"> MDAs, IDPs 	<ul style="list-style-type: none"> Re project related matters; re arrangements for meetings, conferences, events, etc.
<ul style="list-style-type: none"> GOJ Agencies 	<ul style="list-style-type: none"> Re request/provision of information; arrangements for meetings, conferences and events
<ul style="list-style-type: none"> Goods and service providers 	<ul style="list-style-type: none"> Re provision of goods and services and related payments

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 in the table below:

Key Deliverables	Expected Outputs/Performance Standards
Logistic Support: Reports, schedules maintained, meetings arranged, communications followed up etc.	Service delivered in keeping with professional standards required and as detailed at Section 4 of the SOW - items i, iii, iv, xii, xv.
Technical Support: Visits to MDAs as required done, database catalogue developed and maintained, issues identified and resolved or referred, undertake research for report preparation.	Service delivered in keeping with professional standards required and as detailed at Section 4 of the SOW items – ii, v, vi, vii, xi, xiii, xiv, xv.
Administrative Support: Prepares and or reviews outgoing letters for Supervisor’s sign-off, manages Supervisor’s incoming & outgoing call log, support administrative functions related to the office of the Executive Director/Head PIMSEC as required.	Service delivered in keeping with professional standards required and as detailed at Section 4 of the SOW items – i, iii, iv, vi, viii, ix.
Reporting: Prepares monthly	Service delivered in keeping with professional

Key Deliverables	Expected Outputs/Performance Standards
status reports, support the ED in preparation of special reports, presentations etc.	standards required and as detailed at Section 4 of the SOW items – xv.

7.2. Sign-off Procedure

The Consultant, will report directly to the Executive Director/Head of PIMSEC. The ED will review and recommend acceptance on all deliverables produced, under these Terms of Reference. Monthly reports, special reports & minutes prepared will be reviewed by the ED, for quality assurance before dissemination and or submission to the Technical Coordinator, Component 1, for sign off for monthly 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.o. 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 in the first instance
Location	Kingston, Jamaica at offices provided by the MOF&PS
Type of Consultancy	Individual
Type of Contract	Lump sum

9.o. SPECIFIC CONDITIONS ASSOCIATED WITH THE ASSIGNMENT:

Work is performed in normal office conditions; the Consultant may however be required to work beyond and outside normal working hours in meeting deadlines or in providing support services at meetings and other events. Information and materials accessed in the course of fulfilling the requirements of the assignment are to be kept confidential and may not be used for any other purpose outside of this assignment unless specifically approved in writing by the Financial secretary MOF&PS.

10.0. QUALIFICATION, EXPERIENCE & COMPETENCIES REQUIRED:

Qualifications & Experience: -

- Minimum of a first degree in Public Administration, Business Administration or Management Studies from a recognised tertiary institution;
- Certificate or training in Project Management would be an asset;
- Minimum of 3 years working in a similar capacity in project environment;
- Knowledge of Public Sector processes & protocols;
- Minimum 2 years' experience working in the Public Sector.

Competencies: -

I. Professional:

- Demonstrated ability to manage processes and maintain accurate records.
- Ability to work independently and to maintain flexibility in working hours.

II. Good Planning and Organising Skills.

- Demonstrated effective organisational skills and ability to handle work in an efficient and timely manner.
- Demonstrated ability to coordinate tasks to meet deadlines.

III. Team Player.

- Good interpersonal skills; ability to work in a fast-paced environment with sensitivity and respect for diversity.
- Demonstrated ability to develop and maintain effective work relationships with counterparts.

IV. Excellent Communication Skills.

- Ability to write in a clear and concise manner and to communicate effectively orally – to be demonstrated by sample of writing.