

2017/2018 Call for Strategic Business and Operational Plans: Performance Management Operating Policy and Procedures (PMOPP)

1. Introduction

This Performance Management Operating Policy and Procedures (PMOPP) document has been prepared to provide guidance to Permanent Secretaries, Heads of Departments and Agencies and Senior Managers in implementing and sustaining the Performance Monitoring and Evaluation System (PMES) of the Government of Jamaica (GoJ).

The PMES seeks to strengthen results-based management of public sector policies, programmes and projects, through improved linkages between planning, budgeting, monitoring, evaluation and reporting mechanisms. With the introduction of the PMES in all Ministries and selected portfolio Departments and Agencies since 2010, its implementation is focused on establishing and sustaining a system that meets the demand for relevant performance information required to better support the decision-making processes of Government. As such, the provision of reliable and credible information, performance accountability, and consistent building of human and technological capacities are critical to the sustainability of the PMES.

In strengthening the implementation of the PMES, the PMOPP supports the planning, budgeting, monitoring, evaluation and reporting processes and activities within Ministries, Departments and Agencies (MDAs); and the development and strengthening of management capacity in the integration of Results-Based Management in the decision-making processes of Government.

The PMOPP seeks to encourage the clear identification of appropriate strategies, measurable objectives, targets and indicators for key policies, programmes and projects; the development and maintenance of performance management processes that systematically monitor, analyse and report on actual results *versus* planned targets and outcomes; and the use of evaluation techniques and findings, resulting in the improvement in decision-making, internal management accountability and resource allocation.

2. Context of 2017/2018 Planning Cycle

The PMES which was approved by way of Cabinet Decision No. 42/10, dated 15 November 2010, strongly supports *Vision 2030 Jamaica: National Development Plan*, the *Medium Term Socio-Economic Policy Framework (MTF) 2015-2018*, *Medium Term Economic Programme (MTEP)* and the *Results-Based Budgeting* approach, as well as the *Medium-term Strategic Priorities* of Government for 2017/2018. These priorities are as follows:

- Inclusive Sustainable Economic Growth and Job Creation;
- Rule of Law and Timely Justice Outcomes;
- Debt Reduction, Macro-Economic Stability and Fiscal Prudence;
- Human Capital Development; and
- Social Protection.

Please see Appendix 1 (page 9) which provides the following:

- A description of each of the strategic medium-term priorities and the success variables by which they will be measured;
- An alignment of the medium-term strategic priorities and proposed focus areas for MDAs to the national goals, medium-term themes and priority national outcomes of *Vision 2020 Jamaica National Development Plan* (1A – page 16); and
- A Strategy Map demonstrating the Whole-of-Government (WoG) integrated planning and implementation approach (1B – page 18).

The Strategic Business and Operational Plans should, therefore, be aligned to *Vision 2030 Jamaica National Development Plan*, by way of the MTF and the strategic priorities of Government, whilst being congruent with the objectives of the MTEP.

It is imperative that each Ministry identify the **cross-cutting initiatives** to be implemented across the public sector and recognize its leadership and/or contributory role in their implementation in order to facilitate and/or accommodate the coordination efforts that are required. These cross-cutting initiatives identified by Ministries will be incorporated in the Whole-of-Government Business Plan. The Plan will link the priority National Goals and the Government's Strategic Priorities with the medium term financial and non-financial contributions of MDAs by aligning their key three-year cross-cutting initiatives to goals, strategies and performance indicators to ensure desired outcomes are realized.

The following templates for planning are available on the website of the Office of the Cabinet at www.cabinet.gov.jm: Ministry Strategic Business Plan; Operational Plan for MDAs; and Minimum Standards/Guidelines for Strategic Business Plans for DAs.

A glossary of key results-based management terms supporting the PMES is provided at Appendix 2 (page 19).

3. Setting the Strategic Direction of the Ministry

3.1. *Strategic Direction*

The Government's priorities and strategic direction are communicated through a unified vision, long-term goals, and the actions of supporting MDAs. The Ministry's Strategic Plan features strategic goals and objectives that state what Ministries and their portfolio departments and agencies want to accomplish in terms of outcomes or results in keeping with Government's priorities.

3.2. Start to Plan (Analyse)

The management team of the Ministry should ensure that the performance analysis process of the Ministry and its portfolio Departments and Agencies begins in the 2nd Quarter (early August of each year). In this analysis process, the gathering, reviewing and analysis of existing information/data of the past and present performance of policy initiatives, programmes and projects should take place in a systematic way, and the conclusion should inform the planning process, particularly in the development of strategies and activities.

3.3. Strategic Planning Approach

The Strategic Plan is the foundation of a Ministry, Department and Agency's planning system as it provides direction to execute the strategies needed to achieve organisational goals. Permanent Secretaries should use the strategic planning process to provide guidance to portfolio departments and agencies in planning the implementation of their programmes and projects. This guidance should include the alignment of information technologies and human capital resource to support improved outcomes and cost effectiveness. The Strategic Plan should not be a static document but a rolling Plan that allows MDAs to learn from experiences and adopt/adapt strategies to meet changing circumstances.

The management teams of the Ministry and its portfolio Departments and Agencies should ensure that the planning process begins in the 2nd Quarter – 3rd Quarter (late August or early September of each year). During this period, the Office of the Cabinet will issue an alert advising Ministries to commence the planning processes. The Permanent Secretary, with the support of the Corporate/Strategic Planning Unit, should share this reminder with Heads of Departments/Agencies and with Senior Managers for the commencement of the Ministry's strategic planning meetings. These meetings should provide the basis for planning at the departmental/unit level and establish and confirm cross-departmental work to be implemented toward the execution of the Ministry's strategic initiatives. Care must be taken to ensure that planning is done within the limited fiscal space in which the GoJ currently operates and the approved budget ceiling.

In the planning process, the desired medium to long-term goals and objectives of the Ministry should be clearly articulated, effective strategies identified and criteria on which to assess successful implementation developed. The planning process should build on the results of the analysis process (Start to Plan) to ensure that the available information and data informs future actions for implementation, monitoring, evaluation and reporting.

During the planning process the Ministry management team should establish and use the strategic objectives to guide the planning and implementation of policies, programmes and projects. Each strategic objective should be supported by a suite of strategies and expected outputs. These, in turn, should be supported by performance measures and targets used to monitor and interpret progress. Also during this process, consideration should be made of the organisation's key business processes, human resource capacity, information technology capabilities, procurement and supply chain requirements and budget ceilings, to ensure adequate support is given to the effective and

efficient implementation of the initiatives. Efforts should be made to align all resources to performance expectations.

As part of the planning routine, each Head of Department/Agency (HoD) should have established departmental planning meetings to facilitate discussions around the drafting of its Strategic Business Plan/Corporate Plan and Departmental Operational Plan/Annual Business Plan. Both Plans should include all the elements required by its parent Ministry in accordance with the requirements and standards of Government.

Both Plans of portfolio Departments and Agencies are then to be submitted to the Permanent Secretary for review and/or approval, after which their contents should be appropriately subsumed into the Ministry's Strategic Business and Operational Plans, based on the requirements and standards of Government.

Ministries, Departments and Agencies with established employee appraisal systems should recognise that the Annual Business/Corporate and Operational Plans provide the basis for the development of divisional/unit and individual work plans. These Plans must act as work charters to guide the achievement of objectives for a division, unit and/or individual. The individual work plan, in particular, must be aligned to the organisation's strategic objectives and must be used as reference for the employee performance appraisal process and reflect the employee's job description.

Plans for fully funded or partially funded Public Sector Enterprises, and information for self-financed Public Sector Enterprises should be incorporated in the Strategic Business Plan of the Ministry, as required in Section 5 and 6, respectively, of the *Strategic Business Plan Template for Ministries*.

3.4. Operational Planning Approach

In the Operational Plan a description of the level of performance to be achieved during the financial year in which the plan is submitted, should be included. A critical link between the Strategic Business Plan and the Operational Plan is that the Operational Plan provides the major tasks for the programmes and projects that are necessary to execute the first year of the Strategic Business Plan. The plan should also be specific in describing the strategies the entity will follow, explaining the objectives of those strategies that have been chosen, and identifying performance targets and key milestones that will be accomplished in the current fiscal year.

An Operational Plan is prepared to communicate the Ministry, department or agency's strategic objectives and performance goals along with other elements of the MDAs budget request. The plan describes how the goals and strategic objectives will be achieved, identifies priorities among planned initiatives and explains how the MDA will monitor progress. The operational plan also updates the previous operational plan to reflect changes in plans, funding decisions and changes in the environment.

An Operational Plan should align to the entity's strategic objectives, explaining how they will be achieved. For each strategic objective, the operational plan should show the supporting strategies, performance measures and targets. The indicators and targets that will be used to track, interpret or improve progress on planned initiatives must also be included in the operational plan.

The Operational Plan supports the entity's budget request by identifying related performance measures and targets that it will pursue in the coming year, as well as the resource requirements at the programme, project, department and unit levels that the entity will need to utilize. Results of an entity's progress on strategic objectives and performance measures and targets outlined in the Operational Plans are presented and discussed in Quarterly and Annual Reports. MDAs may choose to drop or add measures in the Operational Plan in consultation with the Cabinet Office and or parent Ministry.

With the introduction of Results-based Budgeting each Ministry will need to improve its capability in clearly identifying, aligning and integrating programme and project-level resource needs to related activities and well-defined outputs. This will require systematically and logically linking strategic objectives to programme and project-level results (outputs and immediate outcomes) to budgetary data.

4. Monitoring of Policies, Programmes and Projects

The management team of the Ministry should ensure the smooth implementation and monitoring of all its initiatives (policies, programmes and projects). A detailed Monitoring Framework (see Monitoring Plan at Appendix C in the revised Strategic Business Plan Template) should be developed to systemically track the progress of key initiatives, through established performance indicators that have been agreed on. It is also critical that monitoring of the financial resources allotted to the initiatives be carried out so as to track spending against key milestones.

5. Evaluation of Policies, Programmes and Projects

The management team of the Ministry should ensure that a planned mechanism is in place to periodically assess the success and/or failure of the key policy initiatives/policies/programmes/projects of the Ministry and its portfolio Departments and Agencies so as to determine the status of the Ministry in achieving its overall desired organisational outcomes. The timing for undertaking evaluations should be considered in tandem with the stage of implementation of each key initiative (policy/programme/project). Therefore, an initial (ex-ante) evaluation can be undertaken at the commencement of an initiative to focus on its relevance; a mid-term/formative evaluation should be undertaken to focus on the relevance, effectiveness and efficiency of the initiative; a final/terminal or summative evaluation should be undertaken at the completion of the initiative to focus on effectiveness and sustainability; and an impact (ex-post/summative) evaluation, focusing on impact and sustainability, should be undertaken after 2 to 5 years of completing the implementation of the initiative.

A detailed Evaluation Framework (see Evaluation Plan at Appendix D in the revised Strategic Business Plan Template) should be developed to schedule periodic assessments of the Ministry's key initiatives (programmes/projects).

Evaluation findings of programmes and projects funded by International Development Partners (IDPs) should be brought to the attention of Cabinet.

6. Reporting on Priority Policies, Programmes and Projects

Standardised formats for quarterly and annual performance reports will be issued by the Office of the Cabinet to guide the management team of the Ministry in reporting on its key initiatives. The management team should ensure that quarterly and annual performance reports are prepared and submitted for the policy initiatives, programmes and projects that are being implemented by the Ministry and its portfolio departments and agencies.

The following requirements should be considered as a guide in the preparation of quarterly performance reports:

- Summary of the Ministry's major programmes and projects (in keeping with the priorities of Government), as outlined in year one of the Strategic Business Plan (detailed in the Operational Plan) and inclusive of specific quarterly targets;
- Summary of the major programmes and projects of portfolio Departments and Agencies as outlined in the Strategic Business Plan;
- Update on the status of these programmes and projects for the quarter under review;
- Comparison of actual performance/results against planned performance targets as outlined in your Operational Plan;
- Explanation outlining the reasons in cases where the projected levels of performance were not achieved; and
- Description of the strategy and/or new schedules, and recommended actions to address the unmet targets.

Ministries should submit half-yearly progress and annual performance reports per request of the Cabinet Office and in the required format or template provided/directed by the Cabinet Office. The half-yearly progress and annual performance reports are for contribution to the Whole-of-Government (WoG) Progress and Annual Performance Reports, respectively. The Cabinet Office will make request for information on the progress of key initiatives of Ministries at the beginning of September of each year (ie for information on the progress being made on the implementation of these key initiatives – half-yearly). All Ministries should submit such information within one (1) week of the date of request, or as stated within the request letter.

The Cabinet Office will again make request for information on the performance of the key initiatives of Ministries at the beginning of March of each financial year (ie for status of achievement for these key initiatives at the end of the FY - annual). All Ministries should submit such information within 1 week of the date of request, or as stated within the request letter.

The WoG Progress and Annual Performance Reports will outline the results of the key initiatives of Government that are documented in the WoG Business Plan and for which the measures of performance have to be accounted for.

Though the annual performance information on key initiatives requested by Cabinet Office are useful to the development of the Annual Reports of Ministries, the information submitted by each Ministry should not be regarded as a submission of the overall/general Annual Report of the Ministry.

The preparation of an overall/general Annual Report of each Ministry is a recommended practice and should provide information on the progress of the Ministry and its portfolio departments and agencies in achieving the goals and objectives outlined in their Strategic Business Plan and Operational Plan. This report should also include achievement on strategic objectives and planned performance. It is best to be prepared and published by the end of June of each year, which is three (3) months after the end of the Financial Year.

This Annual Report should clearly articulate how the work of the entity benefits the public; how it enables the public to understand the actions MDAs have taken to make progress; and explains what the MDAs are doing to improve performance.

The following principles are presented to assist in the preparation of all performance reports:

- Focus on the critical aspects of the performance of all the initiatives being implemented, particularly those relating to the priorities of Government;
- Be prospective and retrospective in reporting on achievements against previously established expectations;
- Acknowledge key risks and their influence on the overall performance of the Ministry while relating them to the achievements of its objectives;
- Acknowledge capacity challenges to improving and sustaining results and meeting expectations, and the considerations made with regard to choices in strategic objectives, strategies and resource allocation;
- Integrate financial and non-financial information by linking results with the financial resources utilized to achieve them. Assess how much money has been spent on key strategies and how changes in spending affect results;

- Compare information to indicate the trend in the performance of the initiatives of the Ministry, in order to determine whether their performance is stable, improving or deteriorating, as well as if the current results are reasonably linked to long term goals; and
- Information provided should be credible, evidence-based, reliable, relevant and easily understood.

Care should be taken to ensure that quarterly and annual reports are distributed in a timely manner to the relevant stakeholders and in keeping with the legislative requirements.

Please contact the Performance Management and Evaluation Unit (PMEU) of the Cabinet Support and Policy Division of the Office of the Cabinet for further guidance.

DEFINING GOVERNMENT MEDIUM-TERM STRATEGIC PRIORITIES 2017/2018 – 2019/2020

The following are the medium-term strategic priorities of the Government for 2017/2018 – 2019/2020:

1. Inclusive Sustainable Economic Growth and Job Creation
2. Rule of Law and Timely Justice Outcomes
3. Debt Reduction, Macro-Economic Stability and Fiscal Prudence
4. Human Capital Development
5. Social Protection

1. **Inclusive Sustainable Economic Growth and Job Creation**

- i. The government's highest focus is economic growth and its aim is to increase the capacity of the economy to produce goods and services and create the conditions for sustained growth through significant improvement in the fiscal and debt positions, and in investments and competitiveness,¹ through proactive partnerships with the private sector. The Government intends to create a socio-economic environment that allows businesses to grow and jobs to be created. The Government has established the Economic Growth Council (EGC) which is made up primarily of representatives from the private sector. The EGC advises the government on a broad set of policy reforms, as well as a framework of proposed initiatives that are expected to yield economic growth, and on the removal of the barriers that retard growth.
- ii. The Government aims to strengthen its focus on the reform agenda (including tax reform, financial sector reform, pension reform, and structural reform to boost growth and employment), as well as on strategies that support increased public sector efficiency; improved ease of doing business; automation of business processes; increased employment opportunities; labour market reform; development and expansion of entrepreneurial opportunities; increased international competitiveness and productivity; increased investments and participation of the diaspora; and the maximisation of the benefits related to the effective implementation of major strategic projects.

¹ IMF – Jamaica Request for Extended Arrangement Under the Extended Fund Facility – April 17, 2013, p. 2.

- iii. The efforts of the Government to enhance Jamaica's capacity in energy sustainability and improve water supply are expected to create jobs, as well as increase housing construction and development, which will further create more jobs.² Thus, businesses will be generated in the areas of water and energy, so that the construction of houses and other physical infrastructure can engage businesses for the retrofitting of water catchment mechanisms and installation of solar power facilities.
- iv. In the medium term more jobs are expected to be created in sectors such as tourism, transportation, road works, foods, sport, culture, entertainment, urban planning and engineering, information and communication technology, and business process outsourcing (BPO). It is also expected that expansion of businesses will take place, as the Government aims to provide opportunities for Small and Medium Enterprises (SMEs) to have greater access to financial support.
- v. The success of economic growth will be measured using the real GDP annual growth rate; foreign direct investment net inflow; inflation rate, etc. The success of job creation will be assessed using the measure for the rate of unemployment; new business; net employment growth; productivity; increase in household income; etc.
- vi. The Government is strident in its efforts to make the public sector more efficient and effective in its institutional framework, operation and service delivery through the Public Sector Transformation and Modernisation Programme (PSTMP). The Programme is aimed at assisting with reducing the cost of Government and improving the business environment. Therefore, it is expected that the public sector will be more facilitative of development and contribute to the economic growth of Jamaica, through improvement in productivity and reduction in the costs of operation in public sector entities.
- vii. The Government has been making efforts in establishing performance-based institutions through its modernisation efforts and strengthening key processes to improve the facilitation of investment and delivery of service excellence. However, the reduction of the cost on its budget, reduction of bureaucracy and increasing public sector efficiency will be achieved through the provision of corporate services, merging, privatising and the dissolution of targeted public sector organisations; the reengineering of business processes and improvement of service delivery systems to make doing business with Government easier and more efficient; and the strengthening of public financial management capabilities.

² JLP Manifesto 2016, *Partnership for Prosperity*, p. 14.

- viii. The success of the PSTMP will be measured using indicators relevant to the following:
- Innovation and business excellence, specifically as they relate to modernised business processes that result in new and improved products and services;
 - Increased use of technology, specifically as it relates to the number of online services and the rate of digitisation of government records;
 - Number of public sector organisations that have been merged, privatised and dissolved;
 - Customer satisfaction, specifically as it relates to ease in doing business by local and international investors and service delivery;
 - An increase in the rate of development approvals, and
 - Improved transparency and accountability.
- ix. The Government is also pursuing sustained economic growth and job creation through its efforts with strengthening environmental management and climate change mitigation and adaptation. With the objective to ensure less costly recovery and rehabilitation in the event that natural and/or man-made disasters occur, the Government is engaging in strategies that support sustainable management and utilization of the country's natural and environmental resources; sound management of chemical and hazardous wastes; as well as risk reduction and climate change mitigation and adaptation.
- x. Sustainable development in the areas of water and land are inextricably linked to economic growth and the levels of success must be measured separately. Consequently, the results will be captured in the success measures for economic growth and job creation.
- xi. The success of environmental and climate change resilience will be measured by assessing the effectiveness of intervention programmes that are geared towards improving the capacity of communities to cope with the effects of climate change. The evaluation of lessons learned from strategies to reduce deforestation; restore damaged coastal ecosystems, build coastal protection works and enhance disaster risk reduction will be an important mechanism in realizing the contribution made to the achievement of the desired economic outcomes for the county.

2. Rule of Law and Timely Justice Outcomes

- i. Governance is the exercise of economic, political and administrative authority to manage a country's affairs at all levels. It comprises the mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences.³ Government will further promote and ensure adherence to the Rule of Law, which is one of the characteristics/tenets of '*good governance*'.
- ii. The Government's priority to improve public security and crime control is interdependent and mutually reinforced with the Rule of Law. This is evident in the need to and efforts made to strengthen security forces and institutions that are entrusted to protect and secure the nation, its borders and citizenry. These security forces and institutions are seen as part and parcel of the foundation that create resilient societies based on the Rule of Law and the supporting legislative framework in which they operate, as there is a demand for and expected demonstration of respect for human rights; and promotion of peace, discipline and order in society.
- iii. The promotion of the Rule of Law⁴ will see legal principles, which embody widely-supported social values and receive broad-based public support, effectively governing Jamaica and its people. This is currently being done through actions to protecting the rights and freedom of all citizens, and modernising laws, regulations and codes of conduct that are fair and enforced impartially. Tighter coordination will be encouraged among institutions within the broader governance environment in consideration of the scope within which the society operates. The availability of and public access to information, particularly relating to judicial and administrative redress (access to justice), as well as the promotion of substantive laws that govern civil and criminal procedures (procedural rights), will provide an enabling framework where enhanced institutional changes, accountability and improved service delivery will enrich the justice system.
- iv. In addition to the Government's efforts at strengthening strategies to reform the Justice System and reinforcing the legislative framework to support justice, it is also focused on the transformation of the Jamaican society into one which conforms to the Rule of Law, respects the rights of all, and coalesces around a set of agreed values.⁵

³ Jassen, Woolrick, *Towards Good Governance* (referencing UNDP's definition and Characteristics of Governance), http://reform.gov.bb/page/GOOD_GOVERNANCE.pdf

⁴ Ibid. pg 2 (Rule of Law)

⁵ Vision 2030 Jamaica: National Development Plan (2009), p. 99.

- v. The success of improved justice will be measured through indicators that relate to improvement in the rule of law index, access to and confidence in the justice system; confidence in the rules of society; adherence to the rules of society; reduced corruption; reduction in back log of cases; conviction rate; judicial performance; and increase in the number of judges, prosecutors and courtrooms.
- vi. The Government aims to continue its focus on the reduction of crime and violence in communities; renewal of communities; protection of children and youth; reduction in organized crime and human trafficking; and the securing of Jamaica's borders; improving the capacity and professionalism of the security forces; and strengthening the relationship between the security forces and communities; reforming the correctional system.
- vii. The success of improved security and safety will be measured through indicators that relate to reduced crime and violence and anti-social behaviour; public satisfaction with the performance of the police and perception of safety.

3. **Debt Reduction, Macro-economic Stability and Fiscal Prudence**

- i. Fiscal prudence (consolidation) is aimed at reducing government deficits and debt accumulation⁶. The key emphasis of a fiscal consolidation plan is on cutting expenditure, while enhancing revenue collections. As such, the Government continues to review its medium and long-term spending pressure on public finances and make fiscal adjustments geared towards stabilizing the economy and revitalizing growth. One of the major strategies employed by the Government was the implementation of the Economic Reform Programme (ERP). The ERP was vital to the Government's four-year Memorandum of Economic and Financial Policies (MEFP), and one of its four goals was to achieve sustained economic growth.⁷ The government's macro-economic stability and debt-reduction strategies will continue to be pursued under a new successor agreement, of which actions will be strengthened to address national debt, contain public expenditure, eliminate waste and corruption, divest selected public assets and reform the tax system and public sector.
- ii. Therefore, the success of the macroeconomic programme being pursued by the Government will be measured by indicators related to debt to GDP ratio; fiscal balance; primary balance; current account balance; the primary budgetary surplus and contained public expenditure. The measures of success of maintaining fiscal discipline will be assessed on a scale, ranging from low to high, looking at budget management, aggregate financial management, governance and fiscal responsibility.

⁶ OECD (2001) Glossary of Statistical Terms

⁷ Fiscal Policy Paper FY 2014/15 dd April 17, 2014

4. Human Capital Development

- i. Human capital development is strategically linked to economic growth⁸ and poverty reduction – both of which are relevant to improving the well-being of the citizens. The Government, in partnership with the private sector and non-government organisations, is focusing its efforts on improving the pillars that are critical to advancing human capital development. These pillars include health and wellness; education; labour market reform; and institutional infrastructure and arrangements⁹. To effectively invest in human capital, the Government will employ strategies that are geared toward strengthening primary health care, and the system of surveillance of treatment of infectious diseases¹⁰, and improving productivity, creativity and innovation in the workplace. These strategies are supported by a policy development mechanism which focuses on the elimination of discrimination and the facilitation of gender equality and equity in the work place. These strategies will also continue to be supported through business processes that create improvement in health infrastructure, improved access to quality health care services and products by all, as well as protocol and standards for the containment of communicable and non-communicable diseases.
- ii. In addressing the gaps in education and labour force, the Government aims to invest in initiatives that are geared toward the strengthening of early childhood development, and improving student outcomes at the primary, secondary, skills-based (vocational) and tertiary levels. These strategies will be buttressed by a policy development mechanism that mandates greater access to education by all, and improvement in the ICT infrastructure. The strategies will be supported by specific strategic value-added actions that promote full employment through improvement in education facilities and infrastructure, expansion of knowledge-based and vocational learning opportunities that result in a well-trained and certified labour force that drives innovation and takes advantage of entrepreneurial prospects.
- iii. The success of human capital development strategies will be assessed based on access to education; certification and accreditation; literacy and numeracy; improved teaching skills; pass-failure rate; expanded school facilities and infrastructure; the level of skilled employment; improved efficiency in the public sector; access to primary health care; expanded and improved health care facilities; improved preventative and primary healthcare services; and the incidence of communicable and non-communicable diseases

⁸ According to modern growth theory, the accumulation of human capital is an important contributor to economic growth.

⁹ World Economic Forum, *The Human Capital Report*, 2013

¹⁰ Planning Institute of Jamaica, *Medium Term Socio-Economic Policy Framework (2012-2015)*, Jamaica, 2013

5.

Social Protection

- i. In improving social protection and the general well-being of Jamaicans the Government is focusing on the social inclusion and protection of the vulnerable in society, and is seeking ways to improve the abilities, opportunities, and dignity of people in the society, especially for those who are vulnerable and are at a disadvantage on the basis of poverty, their identity, age, disability and illness. The primary focus is on social transformation, enhancement of values and attitudes, social equality and civic involvement, all of which are embodied in the strategies being pursued, such as poverty reduction; social security; and social welfare; and legislative and policy formulation consultation.
- ii. The Government is also focusing on increasing opportunities for Jamaicans to own lands and houses; have access to potable water, feel safe and secure on the nation's roads, and live in a clean environment.
- iii. The success of social inclusion and protection will be measured using the indicators relevant to the programmes relating to national insurance; social intervention; child care and protection; advancement in health and education (eg. PATH); inclusion and protection of the disabled; and rehabilitation of unattached youth. Other measure of success will focus on improvement in road safety; environmental stewardship and protection; and home and land ownership.

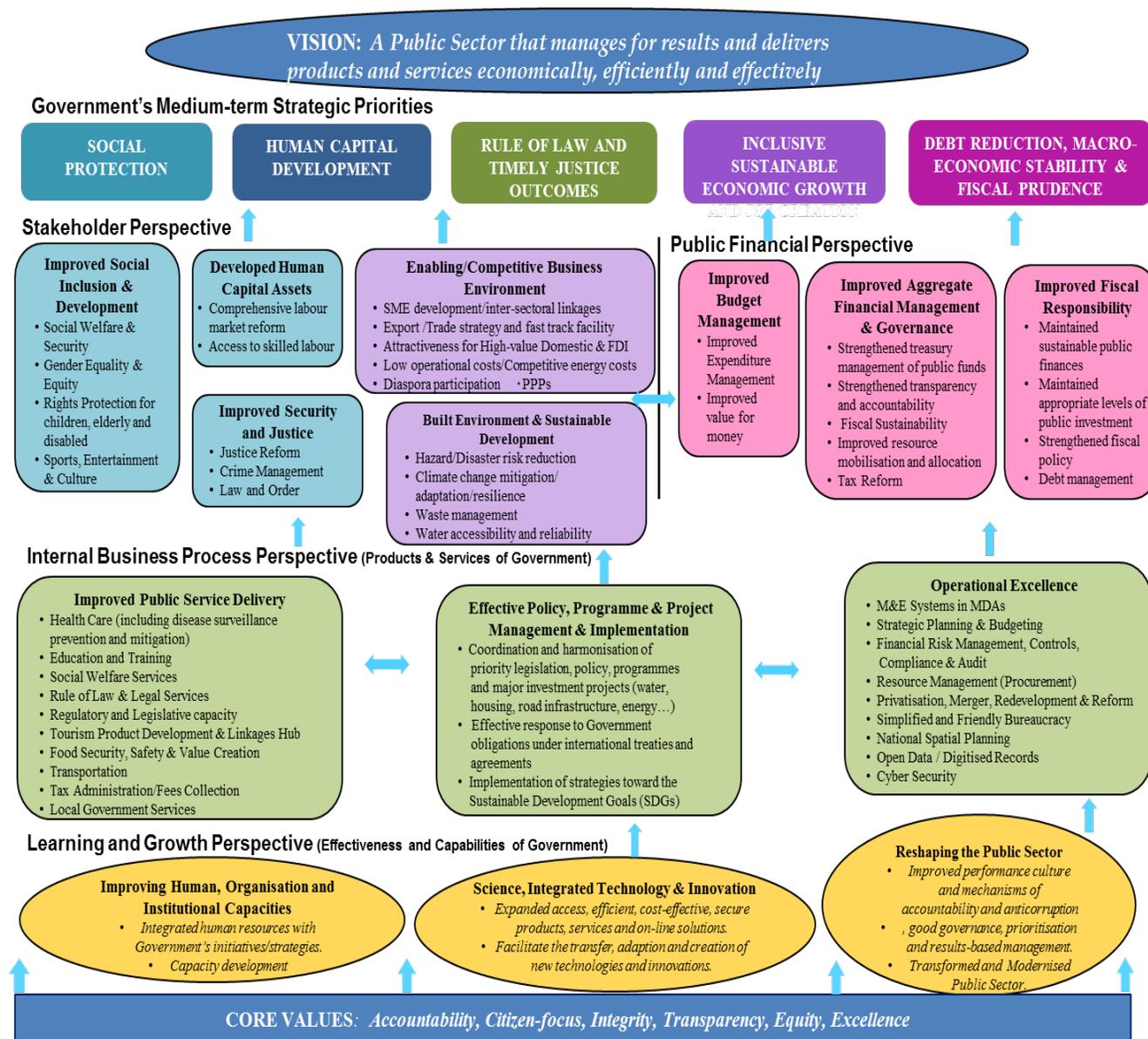
Alignment of the GoJ's Strategic Business Priorities and Focus Areas for 2017/2018 - 2019/2020 to National Goals, Medium Term Themes and Priority National Outcomes

NATIONAL GOALS	MEDIUM TERM THEMES	PRIORITY NATIONAL OUTCOMES	GOVERNMENT STRATEGIC PRIORITIES	PROPOSED FOCUS AREAS OF MINISTRIES, DEPARTMENTS AND AGENCIES			
National Goal #1: Jamaicans are Empowered To Achieve Their Fullest Potential	Development and Protection of Human Capital	A Healthy and Stable Population	Human Capital Development	- Primary Health Care Services			
				- Health Care Access			
				- Disease Surveillance, Prevention and Mitigation			
		World Class Education and Training		- Educational System Reforms			
				- Labour Force Training & Certification			
				- Labour Market Reform & Productivity			
		Effective Social Protection	Social Protection	Social Inclusion & Development:-			
				- Social Welfare and Social Security			
				- Rights Protection (Children, Elderly, Disabled)			
National Goal #2: The Jamaican Society is Secure, Cohesive and Just	National Security and Justice	Security and Safety	Rule of Law and Timely Justice Outcomes	Security:-			
					- Investment and Capacity Building of Security Forces		
					- Anti-Crime Strategy		
				- Community Safety, Recidivism and Rehabilitation			
		Effective Governance		Justice:-			
					- Protection and Care for Children and Youth		
	- Justice System Reform & Rule of Law						
				- Local Governance & Waste Management			
National Goal #3: Jamaica's Economy is Prosperous	Economic Stability, Competitiveness and Employment	A Stable Macroeconomy	Debt Reduction, Macro-economic Stability and Fiscal Prudence	Fiscal Balance & Consolidation (Debt Reduction)			
					Tax Reform		
					Financial Sector Reform		
		An Enabling Business Environment	Inclusive Sustainable Economic Growth & Job Creation			Public Sector Transformation & Modernisation	
							- Development Approval
							- Technology & Innovation
							- Privatisation, Merger, Redevelopment & Reform
						Competitive Business Environment	
							SMEs
							Tourism Markets, Investments, Products and Partnerships & Linkages Hub
							Trade Facilitation, Foreign Investment & Increase Market Access
							Mining Sector Diversification

National Goals	Medium Term Themes	Priority National Outcomes	Government Strategic Priorities	PROPOSED FOCUS AREAS OF MINISTRIES, DEPARTMENTS AND AGENCIES
		An Enabling Business Environment (Cont'd)	Inclusive Sustainable Economic Growth & Job Creation (Cont'd)	Leveraging Sport, Entertainment, Culture & Heritage
				Diaspora Participation and Investment
				Local and Overseas Employment
				Major Investment Projects
				- Road Infrastructure Development
				- Agro Economic Zones
				- Logistics Hub
				- Special Economic Zones (SEZs)
				- Transport & Road Safety
				- Alternative Energy Solutions
				- Irrigation Expansion
				- Major Water Treatment Projects
				- Major Housing Projects
National Goal #4: Jamaica has a Healthy Natural Environment	Environmental Resilience and Climate Change Response	Hazard Risk Reduction and Adaptation to Climate Change		
				- Hazard Risk Reduction
				- Environmental Resilience and Sustainable Planning
				- Climate Change Adaptation & Mitigation

WHOLE-OF-GOVERNMENT INTEGRATED PLANNING AND IMPLEMENTATION STRATEGY MAP

This integrated planning and implementation framework outlines the strategic objectives being pursued at the Whole-of-Government level to ensure that all Ministries are focused on preparing Strategic Business Plans that are aligned to the Strategic Priorities of Government, as well as selecting appropriate performance measures to report on the progress of implementing key priority programmes and projects that support these Strategic Priorities.



PERFORMANCE MONITORING AND EVALUATION SYSTEM

GLOSSARY OF TERMS

Accountability: The obligation to demonstrate and take responsibility both for the means used and the results achieved in light of agreed expectations.

Activities: Actions taken or work performed through which inputs, such as funds, technical assistance and other types of resources are mobilized to produce specific outputs.

Actual Results: The outcome that the implementation of a programme, project, policy or initiative has achieved.

Annual Report: A report on the MDA's performance that provides information on the entity's progress towards achieving the goals and objectives outlined in the entity's Strategic Business Plan and Operational Plan, including contribution and progress on Government Priorities.

Appropriations Bill: An Act to apply a sum out of the Consolidated Fund to service public sector programs and the appropriate the sums granted annually by the Parliament. It gives authority to the Government to incur obligations and to make payments for specified purposes. Appropriations do not represent actual cash; rather they represent amounts that Ministries, Departments and Agencies (MDAs) may require during the period of time specified in the respective Appropriation Act.

Balanced Budget: A budget in which revenue/receipt equals expenditure.

Balanced Scorecard: A strategic performance management framework that allows organizations to manage and measure the delivery of their strategy.

Baseline: A measure by which the resulting change occurs that is caused by some intervention that has been implemented.

Baseline data: Basic information gathered before a programme begins and/or during a midterm evaluation. It is used later to provide a comparison for assessing programme impact.

Benchmark: Reference point or standard against which performance or achievements can be assessed.

Note: A benchmark refers to the performance that has been achieved in the recent past by other comparable organisations, or what can be reasonably inferred to have been achieved in the circumstances.

Budget Calendar: A schedule indicating the key dates in the budget process, specifically for preparation and approval of the budget. The Budget Calendar includes the date the Budget Circular is issued, dates for the submission of Corporate Plans/ Strategic Business Plans with budget estimates by MDAs and public bodies; dates for the negotiating period where estimates are discussed with the MDAs; the date the budget is tabled in Parliament; the time period of Budget Debate; and the date by which the Appropriations Bill should be passed by Parliament.

Budget Deficit: A budget deficit occurs when tax revenues are insufficient to fund government spending, meaning that the state must borrow money, usually in the form of government bonds.

Budget Execution: Budget execution is the process by which the financial resources allocated to MDAs are expended and controlled in order to achieve the objectives and purposes for which budgets were approved.

Budget Preparation: Budget preparation, or budget formulation, is the process by which the Government produces the budget. The current process involves updating of the macroeconomic framework: setting of the budget ceiling and allocation of resources to each MDA; and collection of budget estimates from MDAs.

Budget Surplus: The amount by which the government's revenues exceed its expenditure for a given period, usually a fiscal year.

Cash Management: Cash management includes the strategies and processes employed for managing the government's short-term cash flows and cash balances in a cost-effective way.

Central Treasury Management System (CTMS): The CTMS is a system to enable the consolidation of the cash resources of the Government and public bodies within a single account to be called the Treasury Single Account under the control of the Accountant General (AG). This will result significant cost savings and unproved customer service

Cost: The monetary valuation of effort, material, resources, time and utilities consumed and risk incurred in the delivery of goods and services.

Cost Effectiveness: The extent to which an organization, programme, policy or initiative is using the most appropriate and efficient means in achieving its expected results relative to alternative design and delivery approaches.

Cross Cutting: The key policies, programmes and projects that are aligned to the government's medium term strategic priority(ies), and are to be/being implemented across organizational boundaries within/between a Ministry and its department and agencies, or across multiple ministries, department and agencies, through close collaboration and cooperation.

Current Year: A term used in the budget preparation formulation process to refer to the fiscal year immediately preceding the budget year under consideration.

Data Analysis Method: The application of appropriate quantitative and/or qualitative techniques used to evaluate data through analytical and logical reasoning in order to discover facts about a particular phenomenon.

Data Collection Method: The methodology applied in order to gather empirical evidence about a policy, programme or project and its outcomes.

Note: Data collection methods often used in monitoring and evaluation include literature research, survey, observations, case studies, focus group discussions, etc.

Data Source: The people, documents, activities, events, organizations and records from which data we required are obtained.

Debt Sustainability: Debt sustainability is the ability of a country to meet its debt obligations without requiring debt relief or accumulating arrears.

Economic Reform Programme (ERP): The Economic Reform Programme (ERP) is the Government of Jamaica's strategic plan of action to generate sustained economic growth and long-term development of Jamaica. The Economic Reform Programme (ERP) consists of a number of key reforms components and framework geared towards reducing the public debt, maintaining macroeconomic stability, facilitating job creation and improving labour force productivity.

Effectiveness: The extent to which an organisation, policy, programmes or initiative is meeting its expected results.

Efficiency: The extent to which an organisation, policy, programmes or initiative produces outputs in relation to the resources used. Efficiency gains at the programme, project or operational level may be outlined as maintaining a level of performance at the lowest cost, improving performance levels/ outputs at a lower cost, improving performance levels/ outputs at the same cost, or improving performance levels/ outputs to a greater degree than cost are increasing.

Evaluation: The systematic collection and analysis of evidence on the outcomes of programmes to make judgments about their relevance, performance and alternative ways to deliver them or to achieve the same results.

Expected Result: An outcome that a programme, policy or initiative is designed to produce.

External Evaluation: The evaluation of a development intervention conducted by entities and/or individuals outside the donor and implementing organizations.

Feedback: The transmission of findings generated through the evaluation process to parties for whom it is relevant and useful so as to facilitate learning. This may involve the collection and dissemination of findings, conclusions, recommendations and lessons from experience.

Fiscal Sustainability: Fiscal sustainability is the ability of a government to sustain its current spending, tax and other policies in the long run without threatening government solvency or defaulting on its liabilities or financial commitments.

Fiscal Year: Any yearly accounting period, regardless of its relationship to a calendar year. The fiscal year for the Government of Jamaica begins on April 1 of each year and ends on March 31 of the following year; it is designated by the calendar year in which it ends.

Goal: The higher-order objective or results to which a development intervention is intended to contribute. Goal refers to a statement of result or achievement to which effort is directed. Goals can be longer or short-term and may be expressed specifically or broadly. Progress against goals should be monitored using a suite of supporting indicators.

Governance: The processes and structures through which decision-making authority is exercised. E.g. an effective governance structure ensures individuals or groups of individuals are responsible for setting policy directions, priorities, taking investment decisions, re-allocating resources and designing programmes.

Government Initiative: A priority outcome and the means to achieve it articulated by the Government. It may involve one or more Ministries, and one or more programmes.

Impacts: Positive and negative, primary and secondary long-term effects or changes produced by a development intervention, directly or indirectly, intended or unintended.

Indicators: Quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to an intervention, or to help assess the performance of a programme.

Inputs: The financial, human and material resources used for the development intervention.

Key Results Indicator: A measure that tells how you have done in a perspective.

Key Performance Indicator: A measure that tells you what to do to increase performance dramatically.

Lessons Learned: Generalizations based on evaluation experiences with projects, programmes, or policies that abstract from the specific circumstances to broader situations. Frequently, lessons highlight strengths or weaknesses in the preparation, design, and implementation that affect performance, outcome and impact.

Macroeconomic Framework: The Macroeconomic Framework is a national policy document that reviews past and present economic developments and provides an outlook for the domestic, regional and world economies. This provides the basis for recommendations concerning the future course of the Government's fiscal policy.

Medium Term Economic Framework (MTEF): The MTEF is a medium term strategic programme complete with priority strategies: actions and outcomes aimed at moving Jamaica towards growth and sustainable development. It is a transparent planning and budget preparation process wherein the Government through the Ministry of Finance & Public Service allocates public resources to its strategic priorities while ensuring overall fiscal discipline. The process entails setting fiscal targets over the medium term and allocating resources to strategic priorities within these targets.

Medium Term Results-Based Budgeting (MTRBB): The MTRBB is a management and planning tool which seeks to align resource allocation to specific, measurable results within a medium term macroeconomic planning framework. It is an internationally leading practice that enables better alignment of policy and planning to budgeting, the integration of performance information into budgeting, and the creation of multi-year budgets. This tool links plans and budgets over the medium term and help managers make decisions on how best to strategically allocate financial resources in line with government policy.

Mid-term Evaluation: Evaluation performed towards the middle of the period of implementation of the intervention.

Ministry Business Plans (MBP): The MBPs provide information on plans and expected performance over a three-year period. These reports are tabled in Parliament annually, after resource allocation deliberations. They include information on the department or agency's mission or mandate, strategic outcomes, strategies, plans and performance targets.

Ministry Performance Reports (MPR): The MPRs are tabled in Parliament four months after the end of the financial year. Their fundamental purpose is to present a report on results and accomplishments as established in the corresponding Ministry Business Plans (MBPs) in order to provide Parliamentarians with knowledge and understanding of the government's stewardship of public resources.

Mission: The fundamental purpose for the existence of an organisation which forms the baseline for effective business planning.

Monitoring: An on-going activity that uses the systematic collection of data on specified indicators to provide management with an indication of the extent to which, physical and financial progress has been made on a planned programme, project or policy initiative.

Related term: performance monitoring

Monitoring Frequency: The number of times data regarding an on-going activity will be collected in order to assess if the objectives of the activity are being met.

National Outcome: The long-term and enduring benefits to citizens that more than one Ministry, Department or Agency are working to achieve.

National Strategic Outcome: The end result of a plan of action implemented in order to achieve the long-term and enduring benefits to citizens that more than one Ministry, Department or Agency are working to achieve.

Objective: Specific result(s) that the organization aims to achieve.

Operational Planning: Operational planning is a subset of strategic work planning. It describes short-term ways of achieving milestones and explains how, or what portion of, a strategic plan will be put into operation during a given operational period. Operational Plan outlines the level of performance to be achieved during the planned year in which the plan is submitted.

Organizational Strategic Outcome: The end results of a plan of action implemented in order to achieve the long-term effect of an intended project, programme or policy.

Outcome: The likely or achieved medium-term effects of an intervention's outputs.

Related terms: result, outputs, impacts.

Outputs: The products, capital goods and services which result from a development intervention; may also include changes resulting from the intervention which are relevant to the achievement of outcomes.

Out-year: An out-year is any fiscal year (or years) beyond the budget year for which projections are made.

Performance: The degree to which a development intervention or a development partner operates according to specific criteria/ guidelines or achieves results in accordance with stated goals or plans.

Performance Evaluation: An independent analysis undertaken at a fixed point in time to determine the degree to which stated objectives or results have been reached. This is generally used as a basis for decision making, including updating plans.

Performance Indicator: A performance indicator or performance measure is a particular value or characteristic used to measure output, outcome or efficiency of a program. A variable that allows the verification of changes in the development intervention or shows results relative to what was planned; see **Performance measure**. The indicator will be used to track progress towards a goal, objective or target within a time frame. In general, the indicators for which agencies set targets with time lines are performance indicators. Other indicators include, output indicator, process efficiency indicator and result indicator.

Performance Management: The ongoing monitoring and reporting of program accomplishments, particularly progress toward pre-established goals. Performance measures may address the type or level of program activities conducted (process), the direct products and services delivered by a program (outputs), or the results of those products and services (outcomes).

Use of goals, measurement, evaluation, analysis, and data-driven reviews to improve results of programmes and the effectiveness and efficiency of agency operations. Performance management activities often consist of planning, goal setting, measuring, analysing, reviewing, identifying performance improvement actions, reporting, implementing, and evaluating. The primary purpose of performance management is to improve performance and then to find lower cost ways to deliver effective programmes.

Performance Measure: A qualitative or quantitative means of measuring an output or outcome, with the intention of gauging the performance of an organisation, programme, policy or initiative. Quantitative performance measures are composed of a number and a unit of measure. The number provides the magnitude (how much) and the unit gives the number its meaning (what). E.g. number of written complaints received.

Performance Monitoring: The on-going, systematic process of collecting, analysing and using performance information to assess and report on an organization's progress in meeting expected results and, if necessary, make adjustments to ensure these results are achieved.

Performance Monitoring and Evaluation System (PMES): A comprehensive framework that includes an inventory of activities, resources, results, performance measurement and governance information. PMES will provide a formal process through which the Government of Jamaica will be able to monitor and report on results; support the setting of broad strategic priorities and the reflection of these priorities in the plans of MDAs through the development of performance indicators and targets.

Performance Report (Quarterly): A quarterly performance report is an interim report that management issues to shareholders each quarter during the fiscal year.

Performance Report (Whole-of-Government): A government-wide performance report tabled annually in Parliament. This report provides parliamentarians and Jamaicans with a whole-of-government perspective from which to assess the performance of MDAs in the delivery of agreed plans, programmes and resource allocation and the achievement of results.

Performance Reporting: The process of communicating evidence-based performance information in an effective and timely manner. Performance reporting supports decision-making, accountability and transparency.

Plans: The articulation of strategic choices, which provide information on how an organisation intends to achieve its priorities and associated results. Generally a plan will explain the logic behind the strategies chosen and should focus on actions that lead to the expected result.

Policy: A course of action taken by Government to address a given problem or related set of problems. A statement of principles by Government that informs legislation, regulation, official guidelines and operating practices intended to influence behaviour towards a stated outcome.

Programme: A group of related activities that are designed and managed to meet a specific public need and is often treated as a budgetary unit.

Programme Evaluation: A periodic assessment to determine how well a program is working. A program evaluation typically examines achievement of program objectives in the context of other aspects of program performance or in the context in which it occurs. It may be conducted by experts external to the program as well as by program managers.

Evaluation of a set of interventions, marshalled to attain specific global, regional, country, or sector development objectives. It is a systematic study which is used to assess how well programmes are working to achieve its intended results or outcomes. Evaluations may address questions related to the overall performance of the program, the effectiveness of particular programme strategies, or factors that relate to variability in effectiveness of the programme or strategies.

Note: A development programme is a time bound intervention involving multiple activities that may cut across sectors, themes and/or geographic areas.

Project: A task or planned programme of work that has a start and end date and requires significant time and effort in initiating, planning, executing and monitoring to complete.

Project Evaluation: Evaluation of an individual development intervention designed to achieve specific objectives within specified resources and implementation schedules, often within the framework of a broader programme.

Priorities: Specific areas that an organisation has chosen to focus and report on during the planning period. They represent the things that are most important or what must be done first to support the achievement of the desired Strategic Outcome(s).

Public Financial Management (PFM): PFM refers to the set of laws, rules, systems and processes used by the governments to mobilize revenue, allocate public funds, undertake public spending, account for funds and audit results. It encompasses a broader set of functions than financial management.

Public Sector Investment Programme (PSIP): The PSIP is a planning tool intended to provide details of the Government of Jamaica's investment programmes over a rolling three-year period. The PSIP outlines the administration's infrastructure and investment programme, as part of the medium term economic framework.

Relevance: The extent to which the objectives of a government intervention are consistent with beneficiaries' requirements, country needs global priorities and partners' and donors' policies.

Note: Retrospectively, the question of relevance often becomes a question as to whether the objectives of an intervention or its design are still appropriate given changed circumstances.

Reliability: Consistency or dependability of data and evaluation judgements, with reference to the quality of the instruments, procedures and analyses used to collect and interpret evaluation data.

Note: evaluation information is reliable when repeated observations using similar instruments under similar conditions produce similar results.

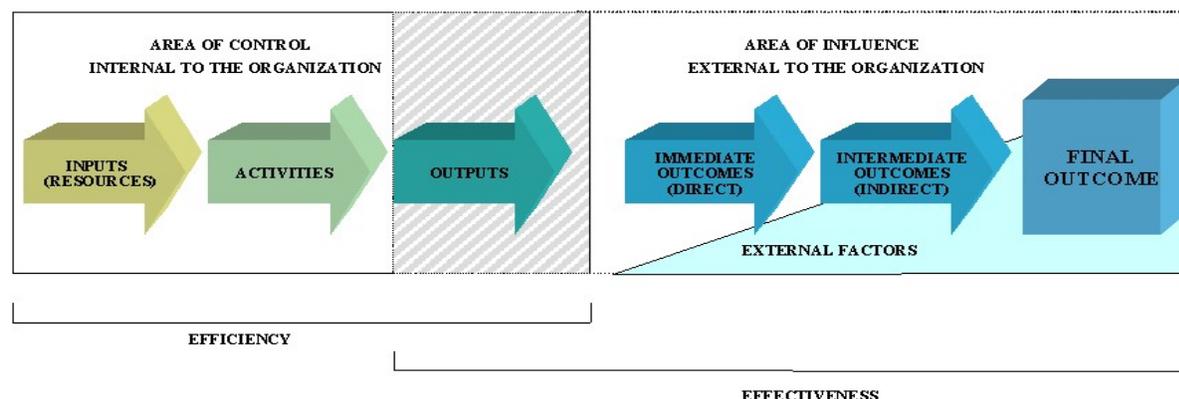
Result: The output, outcome, or impact (intended or unintended, positive and/ or negative) of a development intervention.

Results-based Budgeting: Results-Based Budgeting or Performance-Based Budgeting is generally understood to refer to the integration of performance information into the budget preparation process.

Results-based Management: A comprehensive, lifecycle, approach to management that integrates strategy, people, resources, processes and measurements to improve decision-making and drive change. The approach focuses on getting the right design early in a process, focusing on outcomes, implementing performance measurement, learning and changing, and reporting performance.

Results-based Medium Term Budget: A medium term programme budget which seeks to align budget allocations with anticipated results.

Results-based Model (Results Chain): A depiction of the causal or logical relationships between inputs, activities, outputs and the outcomes of a given policy, programme or initiative.



Results Indicator: A measure that tells you what you have done.

Strategic Business Plan: The SBP presents the long-term objectives an agency hopes to accomplish, set at the beginning of the Financial Year. It describes general and long-term goals the agency aims to achieve, what actions the agency will take to realize those goals and how the agency will deal with the challenges likely to be barriers to achieving the desired results. An agency's SBP should provide the context for decisions about performance goals, priorities and budget planning, and should provide the framework for the detail provided in agency annual plans and reports.

Strategic Objective: A broadly defined objective that an organization must achieve to make its strategy succeed. It provides a clear sense of direction for the organisation and its employees. It is also referenced to targets that can be measured.

Strategic Outcome: A long-term and enduring benefit to Jamaicans that stems from a ministry, department or agency's mandate, vision and efforts. It represents the difference a ministry, department or agency wants to make for Jamaicans.

Strategic Planning: Determines the general direction and goals of the organization in both the short and long term; the process of defining its strategy, or direction, and making decisions on allocating its resources to pursue this strategy.

Strategic Priorities: A ranking of an organization's strategic objectives by importance; a description of what organization's decision-makers believe is more important or less important.

Strategies: Strategy refers to a plan of action designed to achieve a particular goal.

Strategy Map: A diagram which outlines the primary strategic objectives being pursued by the organisation and its management team. It provides the specificity needed to translate general statements about high-level direction and strategy into specific objectives that are more meaningful for all employees and on which they can act.

Sustainability: The continuation of benefits from a government intervention after major developmental programme has been completed. The probability of continued long-term benefits.

Tactics: Actions taken or tools used to help implement the organization's strategies, achieve objectives and attain goals.

Target: A measurable performance or success level that an organization, programme or initiative plans to achieve within a specified time period. Targets can be either quantitative or qualitative and are appropriate for both outputs and outcomes. In setting and communicating targets where applicable/available, entities must include baseline value for which the target change is included.

Transparency: Transparency is a general quality. It is implemented by a set of policies, practices and procedures that allow citizens to have accessibility, usability, information, understandability and auditability of information and process held by centres of authority.

Validity: The extent to which the data collection strategies and instruments measure what they purport to measure.

Vision: The category of intentions and desires for the organisation that are broad, all-intrusive and forward-thinking.

Whole-of-Government: All Ministries, Departments and Agencies including Statutory Bodies (Public Sector Enterprises/Public Bodies) working across portfolio boundaries to achieve a shared goal and an integrated government response to particular issues. This approach requires MDAs using formal and informal strategies to achieve effective outcomes of policy development, program management and service delivery.

Whole-of-Government Business Plan: A Plan that sets out the broad functional and fiscal goals of Government over a 3-year horizon. The plan also outlines how the GoJ's strategic priorities will be pursued and the specific performance indicators and targets that will be used to monitor and report on results.