

CHAPTER 5:

IMPLEMENTATION, MONITORING AND EVALUATION FRAMEWORK

Implementation, monitoring and evaluation of Vision 2030 Jamaica require strong and transformational leadership at all levels of the society. Champions of change and accountability within the various institutions of Government in partnership with the private sector, civil society and the international development community must participate in achieving the desired results. The success of this Plan is also dependent on a high level of social responsibility by each citizen.

The Vision, National Goals, National Outcomes and the related processes must resonate with every citizen of this country. Jamaicans in the public sector, the private sector and civil society will need to acquire new knowledge and develop new skills to manage our modern nation state, and to build a more diversified and developed economy. Building and strengthening technical and institutional capacity are critical for the effective implementation, monitoring and evaluation of the Plan. We recognize that substantial investments - financial, technical, material, and human – are required to make Vision 2030 Jamaica a reality. We have made the choice and, now, we all must play our respective roles in achieving our vision.

Framework for Implementation

The Plan will be implemented through a series of 3-yearly Medium Term Socio-Economic Policy Frameworks (MTFs) underpinned by a results-based monitoring and evaluation mechanism that establishes specific indicators and targets to measure and track performance. The 31 sector plans provide the framework for implementation at the sectoral level, and also represent the basis on which the various MTFs will be developed. The Plan is implemented at the sectoral level by ministries, departments and agencies (MDAs) of Government as well as civil bodies including NGOs, CBOs, the private sector and International Development Partners.

Given that Vision 2030 Jamaica is a long-term development plan, it is not practical to identify the total cost of implementation, nor all the performance measures, over 21 years. However, each 3-yearly MTF will include the priority programmes and projects for implementation of the Plan, along with project costs where available.

Accountability for Implementation and Coordination

The Cabinet, as the principal body with responsibility for policy and the direction of the Government, has ultimate responsibility for implementation of the National Development Plan. This will be achieved through Cabinet directives to its MDAs. The Cabinet will be responsible to Parliament for reporting on the implementation and coordination of Vision 2030 Jamaica.

Through existing and/or new arrangements, the Office of the Prime Minister and Cabinet Office will drive the implementation of Vision 2030 Jamaica and ensure that essential complementary reforms within the public sector are made. The role of the Ministry of Finance and the Public Service involves timely resource allocation for achievement of medium- and long-term goals. The Planning Institute of Jamaica will provide support through continued technical analysis and policy advice on the strategic areas for sustainable economic, social and environmental development.

The framework for accountability in the public sector extends from the highest levels of Government to each Government entity. The soon-to-be enacted 'Whole of Government Business Plan' will ensure full alignment of the Government-wide strategic priorities with the goals and outcomes of Vision 2030 Jamaica, and with the priority areas of focus from the National Planning Summit. Within this framework each ministry and agency will be accountable for implementing the National Development Plan through various

policies, programmes, and interventions that are aligned with the strategies and actions of the MTF and sector plans.

The process will be strengthened by the introduction of major operational planning and budgeting tools, in the form of a Medium Term Expenditure Framework (MTEF) and a Medium Term Sectoral Expenditure Framework (MTSEF). This will allow for further alignment and integration of planning at the national and sectoral levels with the Corporate²⁴⁹ and Operational Plans of the public sector Ministries, Departments and Agencies and other implementing organizations. The sector plans through their action plans and the MTF will be the mechanisms for linking the National Development Plan to the Corporate and Operational Plans of the MDAs.

For the fiscal years 2009/2010 – 2011/2012 existing priorities of the Corporate and Operational Plans of public sector entities have been incorporated as key actions for years 1-3 of Vision 2030 Jamaica (see Chapter 4). It is expected that successive MTFs and the sector plans will form the overarching guide for Corporate and Operational Plans of public sector MDAs.

Institutional Structures for Resource Allocation

One weakness of previous national plans was the inadequacy of the resources for implementation. Resources were often not released on a timely basis and were insufficiently aligned with planning priorities and targets. Vision 2030 Jamaica will ensure that effective

²⁴⁹ Under the Managing for Results process it is planned that corporate plans for MDAs will be replaced by 3-yearly business plans on a phased basis over the period 2009 to 2012

resource allocation mechanisms are integral to the implementation of the National Development Plan. Resources for the implementation of Vision 2030 Jamaica will be provided over time from a range of sources, including the GOJ budget, private sector investment, civil society projects, IDPs and the Diaspora.

There are two (2) main steps to ensure effective resource allocation within the public sector for implementation of the Vision 2030 Jamaica - National Development Plan:

1. aligning the 3-year corporate/business plans and 1-year Operational Plans of MDAs with the strategies and actions of the MTF and sector plans, and by extension, the National Development Plan;
2. ensuring consistency of the fiscal budget with the 3-year corporate/business plans and 1-year Operational Plans of MDAs.

To achieve these steps, there are a number of key requirements:

- Introduction of a 3-year Medium Term Expenditure Framework (MTEF) to complement the Medium Term Socio-Economic Policy Framework (MTF) and provide continuity of financial programming and coherence with the MTF timeframe
- Rationalization of the roles of the Cabinet Office, GOJ Prioritization Committee, Public Sector Investment Programme (PSIP) and fiscal budgeting process in setting priorities
- Increased coordination among corporate planners, policy analysts, project managers and budget and finance officers across ministries and agencies in preparation of

MDAs' business plans and budgets (including greater use of and information sharing in the Planning and Budgeting Network, Policy Analysts Network and GOJ Corporate Planning Committee)

- Increased coordination between Cabinet Office and the Public Expenditure Division of the Ministry of Finance and the Public Service to review public sector business plans (to ensure the NDP/MTF focus), and finalize public sector budgets

Coordination of the Implementation Process

Coordination among institutions is essential to determine successive medium term priorities, share information, debate and build consensus, negotiate trade-offs, integrate actions, and communicate learning. Integrative and coordinating mechanisms for the implementation of Vision 2030 Jamaica - National Development Plan will include the following:

- Coordination mechanisms between agencies and sectors including Inter-Ministry, Inter-Agency and Inter-sectoral Committees and Memoranda of Understanding (MOUs)
- Cabinet Sub-Committees
- Permanent Secretaries Board (chaired by the Cabinet Secretary with membership of Permanent Secretaries from all ministries)
- IDP coordinating committees
- Community and local governance structures
- Coordination of planning and information systems including Threshold 21 Jamaica, National Spatial Data Infrastructure Management System and GIS Network, JamStats, and the MTF.

Consultation and Participation

The involvement of stakeholders is fundamental to the successful implementation of the National Development Plan. The main mechanisms for securing consultation and participation of stakeholders are elaborated in the Vision 2030 Jamaica communication plan,²⁵⁰ and will conform to the Government's Consultation Code of Practice.

Framework for Monitoring and Evaluation

Vision 2030 Jamaica recognizes that monitoring and evaluation (M&E) are important components of successful national development planning exercises. Consequently, a robust results-based monitoring and evaluation system will be established to ensure that goals and outcomes of the Plan are achieved. This system will build on existing national and sectoral monitoring and evaluation frameworks.

The Vision 2030 Jamaica monitoring system will be highly participatory and will involve the following stakeholders: Government; private sector; civil society; and international development partners (IDPs). The system defines roles and responsibilities at three levels: political, technical and consultative. At the highest

level – the political level – are the Parliament and the Cabinet. These institutions provide legitimacy and political leadership to the system.

Institutional Arrangements

A number of institutions and agencies, including the following, will be involved:

1. **Parliament:** The key output of the M&E system, the Vision 2030 Jamaica Annual Progress Report, will be presented to the Parliament for deliberations and discussion. It is expected that the relevant parliamentary committees will review policy recommendations proposed by the Vision 2030 Jamaica monitoring and evaluation regime.
2. The **Economic Development Committee (EDC)** is a committee of Cabinet chaired by the Prime Minister. The EDC will ensure that implementation issues are addressed based on reports submitted by the Vision 2030 Jamaica Technical Monitoring Committee. The EDC will deliberate on the recommendations made by the monitoring and evaluation regime and subsequently inform Cabinet and Parliament on progress and emerging policy implications.



Photograph by Warren Hutchinson

²⁵⁰ See Appendix I: Vision 2030 Jamaica Plan Preparation Process – Communicating Vision 2030 Jamaica.

While a report on the implementation of Vision 2030 Jamaica is expected to have a consistent place on the agenda, it also is expected that a minimum of two meetings annually of this committee will focus entirely on the achievement of results and progress towards the goals and outcomes of Vision 2030 Jamaica.

3. **The National Planning Council (NPC)** is a consultative and advisory body which brings together top decision-makers in the private sector, Government, labour and civil society to contribute to the formulation of economic policies and programmes, to assess economic performance and to identify measures designed to achieve broad-based development and growth in productivity, and the national product.²⁵¹ A restructured NPC will support the Vision 2030 Jamaica Monitoring and Evaluation regime by:
 - Providing advice to the Technical Monitoring Committee in the execution of its monitoring and evaluation functions;
 - Assessing the outputs/results of the monitoring and evaluation system and providing feedback and recommendations on issues relevant to the successful implementation of the Plan.

It is proposed that the NPC accommodate discussion on the Plan at least once every quarter and that its membership should have broad

stakeholder representation from the public and private sectors, trade unions, civil society and international development partners.

4. The **Vision 2030 Jamaica Technical Monitoring Committee (TMC)**, or Steering Committee, is to be chaired by the Office of the Prime Minister. Other members of this body will include the Director General of the Planning Institute of Jamaica, the Financial Secretary of the Ministry of Finance and the Public Service, select Permanent Secretaries, and the Director General of the Statistical Institute of Jamaica (STATIN).

The primary role of this body is to provide oversight for the technical coordination and monitoring of the Plan. It also has responsibility for reporting to the EDC and NPC on the progress of implementation.

The Technical Monitoring Committee along with the Technical Secretariat has responsibility for the timely preparation and submission of progress reports to stakeholders within the system. An important function of the Technical Monitoring Committee is to coordinate the comprehensive review of the MTF and its achievement over its three year time-frame. This in turn will guide the preparation of the successor MTF.

It is expected that the TMC will meet a minimum of four times each year.

²⁵¹ Government of Jamaica, Ministry Paper No. 18.

5. The **Vision 2030 Jamaica Technical Secretariat** is the essential support mechanism for the Technical Monitoring Committee. This Secretariat should be institutionalized within the PIOJ and be provided with the necessary human and financial resources to effectively fulfil its supporting and monitoring and evaluation functions. The Secretariat will:

- Play a leading role in coordinating the efforts of public and private participants in the various Vision 2030 Jamaica processes
- Analyze and interpret social and economic data and information and appraise public and private sector programmes and activities based on goals and outcomes articulated in Vision 2030 Jamaica
- Consolidate information submitted by sectoral and other interests into comprehensive reports on Vision 2030 Jamaica's achievements/results²⁵²
- Conduct ongoing and systematic monitoring and reporting on the National Outcomes as well as maintain ongoing and frequent liaisons with sectoral focal points in MDAs
- Provide impetus for the establishment and operation of Thematic Working Groups

6. **Ministries, Departments and Agencies (MDAs)** represent very important bodies within the

monitoring and evaluation system. They are the Sectoral Focal Points that will:

- Provide a direct link to the corporate and strategic directions of each sector
- Identify units within MDAs that will be assigned responsibility for monitoring and assessment of the sectoral components of Vision 2030 Jamaica
- Identify counterparts to be the chief interface between the technical specialists within the technical secretariat and the relevant MDAs
- Provide data/information on a timely basis on the selected indicators and other strategic information required on the sector
- Ensure compliance with the data and other monitoring and evaluation requests of the Vision 2030 Jamaica performance monitoring framework
- Be responsible for the timely preparation of sector reports that will feed into the Vision 2030 Jamaica Annual Progress Report

Where monitoring and evaluation units are already operational, these will be strengthened and expanded to link their monitoring specifically to Vision 2030 Jamaica.

7. **Thematic Working Groups** are consultative bodies aimed at improving coordination, planning, implementation and monitoring of programmes and projects. TWGs will be chaired by Permanent Secretaries

²⁵² Given the existing divisional arrangement within the PIOJ, the Institute is well placed to spearhead the monitoring of indicators and targets under Vision 2030 Jamaica. Performance monitoring of Vision 2030 Jamaica indicators and targets will become a core function to be incorporated into the work programmes of divisions within the PIOJ.

or senior Government officials and shall comprise technical representatives of MDAs, National Focal Points, the private sector, civil society organizations, trade unions and International Development Partners. Their functions include: reviewing sectoral strategies to achieve Vision 2030 Jamaica goals; making input with respect to resource gaps in sectoral programmes; providing feedback on monitoring performance relative to sectoral targets; and facilitating effective partnerships towards the achievement of Vision 2030 Jamaica goals.

TWGs will meet a minimum of twice annually.

Indicator Framework and Data Sources

Appropriate indicators are the basic building blocks of monitoring and evaluation systems. A series of results-based monitoring policy matrices will be used to monitor and track progress towards achieving the targets. These policy matrices comprise a mix of impact, outcome and output indicators spanning the 15 National Outcomes.

The results-based performance matrix at the national level currently comprises:

- 60 proposed indicators aligned to the 15 National Outcomes
- Baseline values for 2007 or the most recent past year

- Targets which outline the proposed values for the national outcome indicators for the years 2012, 2015 and 2030
- Data sources which identify the MDAs or institutions that are primarily responsible for the collection of data to measure and report on indicators
- Sources of targets
- Links to existing local and international monitoring frameworks such as the MDGs

Some gaps still exist within the performance matrix and a process of review to validate the proposed indicators and targets is being undertaken. This process is very technical and time consuming and requires significant cooperation and support from stakeholders and partners.

The performance monitoring and evaluation framework will be heavily dependent on ministries for quality and timely sectoral data and monitoring progress. The system will benefit from our existing and relatively large and reliable statistical databases within the Statistical Institute of Jamaica (STATIN) and the PIOJ.²⁵³

Reporting

The timely preparation and submission of progress reports and other monitoring and evaluation outputs form an integral part of the monitoring process.

²⁵³ The decennial census, the annual Jamaica Survey of Living Conditions (JSLC), the annual Economic and Social Survey Jamaica (ESSJ) are key data sources produced by STATIN and the PIOJ. The JamStats database which provides a standard set of time series on social and economic data and Threshold 21 which is a quantitative model for simulating the impact of various policies on a set of important outcome variables are also located in the PIOJ.

The main reports/outputs of the performance monitoring system are listed below.

1. **The Vision 2030 Jamaica Annual Progress Report** will be the main output of the performance monitoring and evaluation system. The document will be produced annually and will: provide an update on progress on implementation; identify weaknesses that are likely to hinder the achievement of the goals and objectives; recommend measures to address the concerns; and make adjustments to ensure the relevance of the Plan.

The Vision 2030 Jamaica Technical Monitoring Committee through the Technical Secretariat will prepare and submit the Annual Progress Report to the NPC and the EDC.

2. **The annual sectoral reports** compiled by the Sectoral Focal Points for submission to the Vision 2030 Jamaica Technical Monitoring Committee. These will be integrated into the Annual Progress Report.
3. **Other products** of the performance monitoring system include issues/sector briefs and research reports. A schedule for delivery of outputs will be finalized by the various stakeholders.

Information Dissemination

An important element of the monitoring system is a feedback mechanism into the policy review process. Providing information on the progress towards achieving outcomes and targets will impact on decision-making and mobilize and sustain public participation. The communication and information



Plan preparation workshop

dissemination strategies of Vision 2030 Jamaica will ensure that the outputs of the system are specifically tailored to different stakeholders and utilize various forums including the media to stimulate public debate and enhance accountability.

Capacity

There is recognition that building and strengthening technical and institutional capacity for the effective implementation, monitoring and evaluation of the Plan is critical for its achievement. This calls for substantial resources, partnership and long-term commitment to training MDA staff. Training needs will have to be identified at all levels of the system; a re-orientation of work processes, instruments, procedures and systems development will have to be undertaken; and staffing and institutional arrangements will need to be put in place.

Some capacity building efforts have already taken place but these have to be strengthened. The Cabinet Office under the Medium Term Action Plan (MTAP)²⁵⁴

– Managing for Results Component, will support the achievement of Vision 2030 Jamaica through implementation of strategies which include efforts to:

- Improve planning, resource allocation and performance across Government
- Improve financial management systems
- Build capacity for managing MTEF in key ministries and the MFPS
- Build capacity in MDAs to design performance indicators and monitoring systems
- Define common data requirements across Government and establish integrated data sharing mechanisms

Partnership with the Management Institute for National Development (MIND) and other institutions will also be required to provide training in critical areas such as results-based project management and analysis, monitoring and evaluation, and data management to public sector staff and others.

“ ...a plan is made not for a government but for a people, and most of the problems with which it deals are unaffected by changes in government. ”

(1966) Sir W. Arthur Lewis,
Nobel Laureate

²⁵⁴ Government of Jamaica: Public Sector Modernization – Government at Your Service: A Medium Term Action Plan, December 2007.

Figure 24: Institutional Framework for Implementation, Monitoring and Evaluation

IMPLEMENTATION, MONITORING...

