

# Jamaica's Preparedness Diagnosis

CARICOM

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# Welcome

This is the website for Jamaica's Preparedness Diagnosis Report by GEI and CLEAR LAC!



## Part I

# Preface





# Acknowledgements

The CLEAR LAC team wishes to thank everyone involved in preparing this document. Especially to:

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# Acronyms and abbreviations

**CARICOM** -The Caribbean Community

**CLEAR LAC** - Center for Learning on Evaluation and Results for Latin America and Caribbean

**EPMS** – Employee Performance Management System

**EPMP** – Employee Performance Management Policy

**FAAA** – Financial Administration and Audit Act

**GEI** – Global Evaluation Initiative

**GoJ** – Government of Jamaica

**MDAs** – Ministries, Departments and Agencies

**MIND** – Management Institute for National Development MOFPS -Ministry of Finance and the Public Service

**MTF** - Mid-Term Socio-Economic Policy Framework

**MTRBB** – Medium-Term Results Based Budgeting



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# Definitions and concepts

**Evaluation** - The systematic and objective assessment of an ongoing or completed project, programme, or policy, including its design, implementation, and results.

**Monitoring** – The continuous and systematic collection of data on specified indicators, to provide information on the extent to which resources have been used and what outputs have been achieved or produced.

**Result** - Clearly defined and demonstrable output, outcome, or impact (intended or unintended, positive and/or negative) of an intervention.

**Results-Based Management System (RBM System)**<sup>1</sup> - It is a global and systemic approach to management that orients all strategies, actions, and resources (both human and material) towards improving decision-making and the achievement and measurement of clearly defined and demonstrable results expected by governments and institutions, whether national, regional, or global.

This systemic approach can be analysed at three levels (considering all the relationships that may exist between them) for CARICOM: the national level, the regional institutions level, and the whole-regional / CARICOM level. These levels are individual and do not have a defined hierarchy, as they have their own institutional, human, financial and multidimensional contextual characteristics that make them independent of each other. Nevertheless, the articulation between them is relevant to understanding how RBM operates in the region.

The RBM system can, in turn, be composed of different sub-systems (that are systems by themselves). Some of the most important, but not the only ones, are: the monitoring and evaluation (M&E) sub-system (with the formal document that institutionalises it: the M&E Policy or Framework, if it exists); the data and information sub-system, which generates, processes, systematises and publishes relevant information to know and scale the multidimensional situation of the country or institution and thus identify problems to be addressed and guide decision-making; the human resources management sub-system, which builds and constantly strengthens the necessary capacities to have the staff with the

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<sup>1</sup>This concept was developed following internationally recognised standards and approaches and contextualised to the particular case of CARICOM

capabilities to carry out the M&E and RBM activities necessary to achieve and measure the expected results, etc.

RBM policies, on the other hand, are key elements of a sustainable RBM system but are not, by themselves, the system. RBM policies are the normative framework that: defines how the RBM system will be structured; establishes the guiding principles for the results-oriented approach; communicates what RBM entails for the country, institution or region; identifies stakeholders to be involved and their responsibilities; and identifies the needs to execute the necessary activities, among other elements. National, institutional, and regional RBM systems linkages may be established in RBM policies, which may have shared elements.

In this way, we should not confuse the RBM system with technological applications, platforms, software, or digital repositories with data or information contained and systematised, with the other sub-systems (described above) that conforms it, or with the RBM policies; but we should assume that to have a fully operational RBM system, it is necessary to seek a good articulation between all the sub-systems and levels, so we can achieve and measure the expected results, both at the national and regional levels.



## Part II

# Preparedness Diagnosis



# Chapter 1

## Introduction

In July 2014, the Conference of Heads of Government of the Caribbean Community (CARICOM), approved the CARICOM Strategic Plan 2015-2019 which articulated the need for a more results-focused approach to programme and project management, and committed the Caribbean Community Secretariat to establish a planning, monitoring and evaluation (M&E), and reporting system based on the principles of Results-Based Management (RBM). In executing the tenets of the Community Strategic Plan, all implementing partners have expressed concern about an *implementation deficit*. This has resulted in poor implementation of public policy and Regional Public Goods in many Member States, culminating in low rates of successful program and project implementation across the Community.

Efforts to address the *implementation deficit*, to promote a more results-focused approach to programme and project management, and to strengthen RBM in the Community commenced in 2016 with the engagement of the consulting firm Baastel, to develop the CARICOM RBM System and support its institutionalisation at the CARICOM Secretariat. In October 2019, the CARICOM Secretariat requested technical assistance<sup>1</sup> from the World Bank's Independent Evaluation Group (IEG) to continue these efforts by supporting CARICOM in strengthening a result-oriented culture across the Community, which includes three implementing partners, the Member States, Regional Institutions, and the CARICOM Secretariat.

As part of the collaboration, the IEG and CLEAR LAC under the Global Evaluation Initiative (GEI) agreed to provide technical assistance in the establishment and institutionalisation of RBM policies, in addition to the Secretariat, to three pilot Member States (Dominica, Jamaica, and Saint Lucia) and three pilot

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<sup>1</sup>With non-lending Technical Assistance (TA) the Bank helps clients to implement reform and/or strengthen institutions. Qualified TA activity must meet the following criteria: have a primary intent of enabling an external client to implement reform and/or strengthen institutions; be linked to a Bank unit with clear accountability for the service provided.

Regional Institutions (the Caribbean Development Fund, the Caribbean Examinations Council, and the CARICOM Implementation Agency for Crime and Security). These pilots will serve as champions to support capacity strengthening in the remaining Member States and Regional Institutions, in collaboration with IEG and the CARICOM Secretariat.

In order to establish a customized roadmap to strengthen the pilot's RBM Systems, a Preparedness Diagnostic was identified as a first step of the collaboration to assess the level of maturity of the systems and identify specific contextual and organizational features and milestones to be achieved over a five-year period.

This report presents the findings from the Preparedness Diagnostic for Jamaica. The report provides information on the existing strengths and opportunities to develop a sustainable RBM System in the Member State.

The report consists of six sections, including the introduction. Section 2 will present Jamaica's position on the results of the Preparedness Diagnostic. Section 3 presents the methodology (including the Theory of Change of this activity); the Preparedness Diagnostic stages; and the "Ideal RBM System," which consists of a four-dimension benchmark for this assessment).

Section 4 contains general and contextual information about Jamaica. This section also addresses the interest, expectations and challenges that may arise through the implementation of an RBM system using a whole of government approach. Additionally progress on the development of their RBM system based on the four dimensions is presented under this section.

Section 5 presents the main findings highlighting the level of progress for Jamaica in each of the four dimensions, and a stakeholder's analysis. Finally, Section 6 introduces the process for building a contextualized roadmap for advancing a sustainable RBM system for Jamaica, as well as a stakeholders' contribution analysis.

After reading this report, the reader will obtain a clear idea of the existing practices and elements to strengthen and advance towards achieving a sustainable RBM system based on key elements. The report may also be used to guide discussions among relevant stakeholders to support sensitization of key stakeholders in the area of RBM practices; to share best practices with other Member States; as well as to promote existing promising practices that are being implemented.

Specifically, within the framework of this collaboration, the report represents the main input for the development of the contextualized medium-term roadmaps which will be facilitated through participatory workshops and engagements.

## Chapter 2

# Jamaica's position on the Preparedness Diagnostic

Once the final report has been finalised including the development of the roadmaps, this section will present a position from the Member State (coordinated by the Executive Coordinator for this collaboration) on the process of the preparedness diagnostic, the main findings identified, and the role of the CLEAR LAC team and the CARICOM Secretariat while developing it.



## Chapter 3

# Methodology

This section presents the methodology and approach of the preparedness diagnostic used under this collaboration to strengthen RBM in the Community. It also presents the strengths and limitations of the methodology that should be considered when analysing the results or future replication exercises.

### 3.1 Theory of Change of a sustainable RBM System

The collaboration addresses an implementation deficit of public policies of CARICOM Member States that results in poor resolution of socio-economic problems which affects the well-being of the citizens..

The diagram below shows a summarized theory of change of the collaborations' activity. As described in previous sections, this report is intended to communicate the findings of a thorough RBM preparedness diagnostic which was conducted with Jamaica. The four stages of the preparedness diagnostic provided relevant information that served as inputs for this report. In addition, it provided a contextual framework, to identify a network of champions to support the process. These additional gains will inform the next steps required to develop the Jamaican RBM roadmap

This final report is the main input for the participatory workshops, for which specific processes have been defined and are presented in section 5. The workshops will lead to the development of a contextualized roadmap with activities and responsibilities to advance the implementation of a sustainable RBM system, aligned to the four dimensions: *Institutionalization, Operational Framework, Technical Capacity, and the Use of Evidence*. These dimensions are further described in the following subsection and Appendix A.

The fulfilment and continuity of the activities integrating the roadmap, together with the continuous promotion and support of an enabling environment and a system of incentives with a whole of government/institution approach are:

- expected to lead to the institutionalisation of the RBM system (understood as the existence, acknowledgement, and communication of clear rules);
- to the development of technical elements to support the system (understood as having developed capacity for generating and using the evidence that feeds the system);
- to having an organizational design and actual roll-out of the system (understood as having structures and processes designed and implemented for generating evidence and enabling the fulfilment of the normative framework);
- and finally, to a communication and persuasion strategy (understood as having timely access to evidence and knowing the paths to promote and measure its use).

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As these four dimensions advance and become solid practices, beyond compliance, the system moves towards an increase in evidence-based decision making across government/the institution and across planning, budgeting, and implementation that makes it possible to increase public policies' efficiency, efficacy, and effectiveness.

As the system stays in place and becomes mature, all the dimensions will be strengthened, the enabling environment will advance towards an RBM culture, and all of these will end up contributing to improve the socio-economic well-being of the member state and its population.

## 3.2 Ideal RBM system and working process

The development of an RBM System is a complex and nonlinear process that must be contextualized to the specific Member State. To establish a roadmap to strengthen or build an RBM system, the following three elements were considered:

1. A benchmark against which to assess the level of maturity dubbed as "Ideal RBM System"



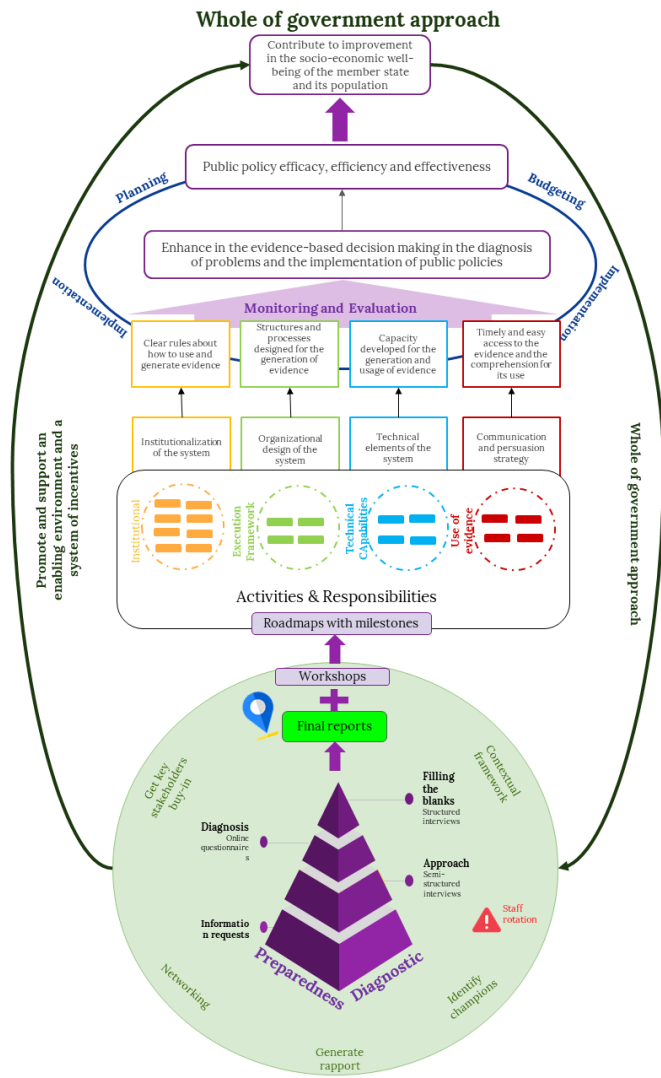


Figure 3.1: Theory of Change

2. A methodology to obtain general and specific recommendations and,
3. A working process and approach to generate ownership

To establish the Ideal RBM system, multiple efforts done over time allow us to learn from experiences in different settings and identify good practices. These good practices represented useful inputs to determine ideal features of an RBM System. The CLEAR LAC team engaged in this collaboration defined four dimensions of an ideal sustainable RBM system (see Figure 2):

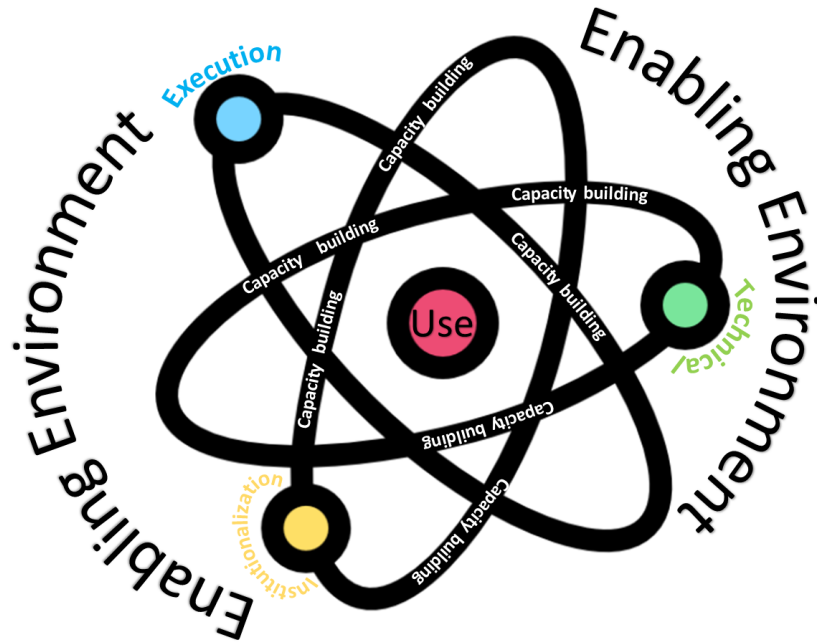


Figure 3.2: Dimensions of an ideal RBM system

- *Institutionalisation*: this dimension focuses on the formal rules that outline the RBM policy in the countries or regional institutions.
- *Execution framework*: this dimension focuses on the systems, resources, processes, methodologies, and tools necessary for the implementation of an RBM system, as well as on the enabling environment.

- *Technical capabilities*: this dimension focuses on the necessary capacities and abilities to implement an RBM System.
- *Use of evidence*: this dimension focuses on the dissemination strategies and incentives aimed at stakeholders with the purpose that they use the evidence generated by the RBM System.

Each dimension is integrated by key elements that constitute specific documents, normative frameworks, activities, incentives, among others. These different elements facilitate the operationalisation of the dimension as part of an RBM System. In a third level (beneath dimensions and elements), each element has sub-elements that list their ideal characteristics.

Once all the required information is gathered and analysed (based on the dimension-element-subelement structure) the dimensions will be assessed using a 3-level scale for each sub-element (no, yes, need of improvement)<sup>1</sup>.

For this last step, the progress rate in each sub-element within the element is added and a cumulative value will be generated to rate the element. Subsequently, all the element values within each dimension are added to determine the progress rate of each dimension.

Finally, the average from the progress of the four dimensions will place each Member State at a specific level of progress (Early initiatives; Committed development; Growing RBM system; Consolidated practices, or Mature state) in the development and implementation of an RBM System (see Appendix C for more details).

The working process, defined for this collaboration, identifies Monitoring and Evaluation (M&E) activities as central elements to be developed and applied in order to affect planning, budgeting, and implementation. Figure 3 presents the working process and highlights the importance of evidence-based decision making (guided and made feasible by M&E activities and supported, strengthened, and made sustainable through learning and accountability).



One significant component to strengthen RBM in the Community is to build, in a participatory process, specific roadmaps to continue the development of RBM Systems for each pilot member state and regional institution. The member states and regional institutions participating in the pilot have relevant but heterogeneous advances achieving this goal. To identify these advances, guide the analysis of the Preparedness Diagnostic stages, and develop ownership, the roadmap will be defined in workshops with key stakeholders involved in different levels (management, coordination, and operation).

<sup>1</sup>For more details on the 3-level scale see appendix C

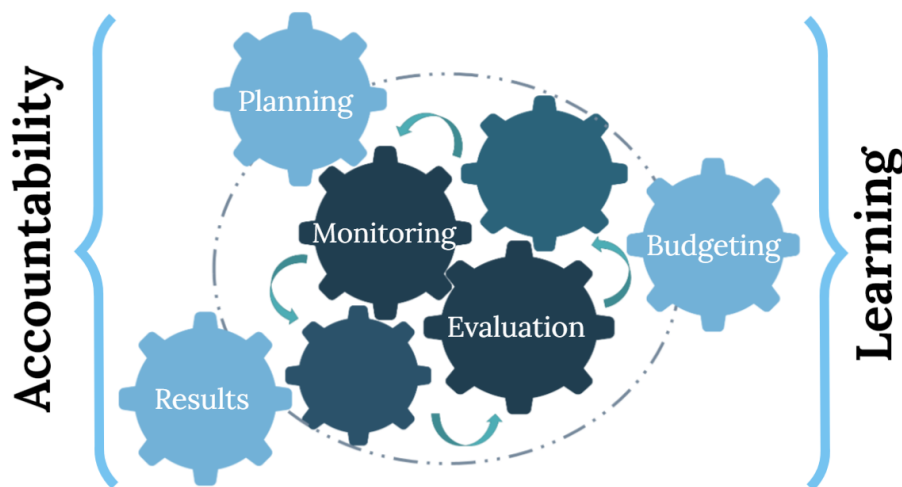


Figure 3.3: Working Process defined for the CARICOM Collaboration

### 3.3 Stages of the Preparedness Diagnostic

The Preparedness Diagnostic (PD) is a four-stage methodology designed to gain a deep understanding of the characteristics of the Member State to inform the development of an RBM System. One main assumption underpinning the methodological design of the PD, is that building a sustainable RBM System requires the active involvement of multiple stakeholders. The PD uses different data collection methods to identify and engage these stakeholders at different stages as well as to obtain information to understand the current policy environment; stakeholder's interests, their roles, motivations, relationship dynamics; map existing institutional structures, practices, and mechanisms; and define capacity building needs.

To successfully execute the PD, the CLEAR LAC team, in collaboration with the CARICOM Secretariat, selected Executive Coordinators who are representatives for the collaboration from the three Member States (Dominica, Jamaica and Saint Lucia) and the three Regional Institutions (the CARICOM Development Fund, the Caribbean Examinations Council and the CARICOM Implementation Agency for Crime and Security). The role of the Executive Coordinators was key to execute the PD as they have an overall knowledge of their Member State or Regional Institution and have experience in RBM. As Executive Coordinators and key informants, they acted as focal points and contributed to identifying and engaging relevant stakeholders at the different stages of the PD.

## Stages of the PD

The four stages of the PD (presented in Figure 4 ) are implemented according to a specific sequence and were customized based on the findings of the previous stage. They also involve the participation of different stakeholders to obtain a broad perspective of the pilot Member States and Regional Institutions. The figure below provides a brief description of the approach for implementing the stages.

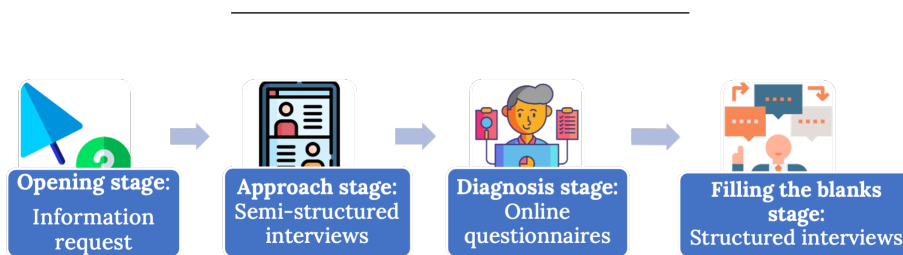


Figure 3.4: Stages of the Preparedness Diagnostic

The **Opening stage** consisted of a request for different documents from the Executive Coordinators, regarding the pilots' planning, budgeting, and M&E practices. The desk review and analysis of these documents, in addition to other publicly available information, allowed the design of targeted customized questions for each pilot in the next stage.


The **Approach stage** involved the identification of various key stakeholders with the support of the Executive Coordinators and the CARICOM Secretariat. The semi-structured interviews addressed general themes that allowed the team to develop rapport with relevant actors within the pilots, as well as obtain additional information about the pilots' current policy environment.

The **Diagnosis stage** consisted of a series of online questionnaires for the Ministries, Agencies, and Departments of Member States, and Units of Regional Institutions. This stage aimed to gather more in-depth information which would complement information gathered in previous stages and to strengthen the whole of government approach for RBM. The participants were able to respond to questions and upload documents in a timeframe of approximately four weeks, as well as consult with other stakeholders for any additional information within their pilot Member States or Regional Institutions.

Finally, the **Filling-the-blanks** was aimed at addressing information gaps from the previous stages through a series of structured interviews. This stage targeted

other stakeholders such as members of Parliament, representatives of multilateral international organizations, development partners, etc.

Table 3.1: Jamaica's Preparedness Diagnostic Numbers

<b>Stage 1 – Opening</b>	Information request to Executive Coordinator + document analysis (+50 documents) + research on official websites.
<b>Stage 2 – Approach</b>	6 semi-structured interviews were conducted by the CLEAR LAC team with relevant stakeholders from the Cabinet, PIOJ, Auditor General's Department, among others.
<b>Stage 3 – Diagnosis</b>	+100 online questionnaires were sent to MDAs and were answered with both the whole-of-government and MDA approaches.
	<b>Stage 4 – Filling the blanks</b>
	7 structured interviews were conducted by the CLEAR LAC team with relevant stakeholders from the Cabinet, PIOJ, Parliament and the Ministry of Finance and the Public Service, among others.

All the information gathered in the four stages was systematized and analysed to present the findings in this document.

### Strengths of the PD

- Different stages designed to identify specific stakeholders and to generate rapport with them.
- As the stages are implemented and analysed sequentially, different layers of information are gathered
- Participatory process that leads to the Member States or RI's ownership of the collaboration
- Qualitative and quantitative mixed methods used

- All stages are adapted for to consider the context of each Member State or RI

### **Limitations of the PD**

- Specific results for one pilot cannot be generalized to others given the customization of the instruments and contextual differences among them
- There are time limitations due to tight agendas of stakeholders that complicates reaching all the desired informants.
- All stages were implemented remotely, and it is preferred to have some face-to-face contact with the stakeholders in at least one of the stages to generate rapport
- The duration of the PD is approximately six effective months; however this was extended due to the whole of government/institution approach and the stakeholders' agendas.





## Chapter 4

# Jamaica's profile

Jamaica is the third largest island of the Caribbean islands, and the largest English-speaking Island in the Caribbean Sea, as well as one of the most populated ones with 2.961 million people. The country was a Spanish settlement from 1494 to 1655, when it was occupied by the English and was a British colony from 1707 to 1962. Under the English domain, the island became the primary exporter of sugar. In 1962, Jamaica declared its independence, however it remained a member of the Commonwealth, making the country a constitutional monarchy with a parliamentary system of government.

As a constitutional monarchy, the Executive power is vested in three figures: the head of State, a governor-general and a prime minister. The head of State is represented by the British monarch, currently exercised by Queen Elizabeth II. The governor-general is appointed by the monarch and has mostly ceremonial power and acts as a representative; Sir Patrick L. Allen has occupied this position since 2006. And finally, the head of the government is the prime minister, who is appointed by the leading political party from its parliamentary members- The constitution stipulates a five year-term for the Senate and the House of Representatives, this term applies to the selection of the prime minister. The prime minister position has been occupied by Andrew Holness, leader of the Jamaica Labour Party (JLP), since 2016.

The legislative branch is divided in two chambers: the House of Representatives, composed of 63 members, elected through universal vote for a five-year term; and the Senate, which has a total of 21 members appointed by the governor general, 13 on the advice of the prime minister, and 8 on the advice of the opposition leader. Two-thirds of both chambers is needed for major constitutional amendments.

Since its independence, Jamaica has alternated between the two major political parties, the social-democratic People's National Party (PNP) and the Jamaica Labour Party (JLP), however, each instance of change has been followed by a

minimum of two successive periods in which the majority party stays in office. This has signified somewhat political stability for Jamaica since most cabinet ministers and other government officials stay in office for longer periods of time than their counterparts in other Latin-American countries.

In 2020, the Prime Minister called for early elections with the purpose of ensuring a united response to the COVID-19 pandemic. The JLP got the majority, receiving 57% of the votes and winning 49 seats. The PNP remained the opposition party, losing 16 seats. Besides the obvious economic and health challenges derived from the COVID-19 pandemic, some of the biggest challenges the government has faced in late years have been the high rate of youth unemployment, poverty and crime and violence levels.

Regarding the foreign policy of the country, Jamaica is active in multilateral forums, such as the United Nations and the Organization of American States (OAS), as well as being member of the Caribbean Community (CARICOM) and the Association of Caribbean States; both memberships have allowed the country to strengthen its ties with other Caribbean countries as well as facilitated economic and diplomatic cooperation.

Jamaica is also an important promoter at the international level for status' review of small countries whose condition as middle-income countries prevents their access to funds under preferential conditions and aims for international institutions to take into consideration the particular characteristics and vulnerabilities that insular countries face and are exposed to<sup>1 2 3 4</sup>.

Table 4.1: General Statistics of Dominica<sup>5</sup>

<b>Gross Domestic Product</b>	13,812M USD (nominal, 2020) Position 135/216
<b>Main economic activities</b>	Services (71.2%) Agriculture (21.3%) Industry (7.5%)
<b>Inflation rate</b>	10.7% (Consumer Price Index) <sup>6</sup>
<b>Population</b>	2,961,161 (2020)
<b>Poverty</b>	23.3% (headcount ratio at national poverty lines, 2012) <sup>7</sup>

<sup>1</sup>BBC News. (January 10, 2018). Jamaica country profile. <https://www.bbc.com/news/world-latin-america-18784061>

<sup>2</sup>Centro de Estudios Internacionales Gilberto Bosques. (april, 2020). Jamaica Ficha Técnica. [https://centrogilbertobosques.senado.gob.mx/docs/F\\_Jamaica.pdf](https://centrogilbertobosques.senado.gob.mx/docs/F_Jamaica.pdf)

<sup>3</sup>Jamaica General Election Results 2016. (February 17, 2022). Knowledge Walk Institute. [http://www.caribbeanelections.com/jm/elections/jm\\_results\\_2016.asp](http://www.caribbeanelections.com/jm/elections/jm_results_2016.asp)

<sup>4</sup>Ministerio de Asuntos Exteriores de España. (october, 2021). Ficha País Jamaica. Overview. (April 13, 2020). World Bank. <https://www.worldbank.org/en/country/jamaica/overview#1>

## 4.1 Jamaica's RBM profile

Jamaica is considered the RBM Champion in the Caribbean region. The country has made many efforts that have served as a guide for the rest of the countries, and it is considered a leader in this matter. According to the Preparedness Diagnostic results, Jamaica seeks to have a fully functional RBM system in place to strengthen the Government of Jamaica (GoJ) accountability, to incorporate better and more recurrent evidence in the processes of decision making regarding planning, budgeting and implementation in order to:

1. improve performance;
2. measure the results and impacts of policies and programmes;
3. each MDA to become the leader in their respective sector of action (e.g. health, telecommunications, energy, etc.) and work vis-à-vis the private sector; and
4. reduce duplication of actions and waste of resources (financial and human).

There have been great steps in creating and strengthening Jamaica's RBM system. For example from the institutional side, branches/units and other institutions were created within the government to formalize the planning and execution of the RBM system, as is the case of the Performance Management and Evaluation Branch. From the regulatory side, since 2005, frameworks and regulatory documents have been developed, modified and strengthened to improve the planning and budgeting of MDAs, such as the case of the Medium-Term Results-Based Budgeting (MTRBB) Framework, that seeks to align budget to the planning and results (both intended and achieved), the Public Investment Management System (PIMS), intended to strengthen Public Investment Management through the development of a unified set of procedures, guidelines and requirements established to govern all public investments, the Strategic Business Plans that seek guide the actions of the MDAs towards the achievement of the goals established in the National Development Plan (Vision 2030), the Employee Performance Management System and Policy (EPMS & EPMP), the Performance Management and Appraisal System (PMAS), the Performance Management Evaluation Framework (PMEF) and the Performance Monitoring and Evaluation System (PMES, the main tool for RBM within MDAs), among many other. The GoJ has also reached out to international organisations, as well as to other countries, to seek support and to exchange best practices regarding M&E and RBM.

Despite the GoJ's efforts mentioned above regarding planning, budgeting, and performance management, there seem to be significant deficiencies in articu-

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<sup>5</sup>All data was consulted on the World Bank data website: <https://data.worldbank.org/indicator>

lating them to better implement, evaluate, and improve GoJ's policies, programmes, and projects. Regarding implementation, the GoJ Jamaica, as well as CARICOM, are associated with a deficit in terms of policies, programs, projects, and processes (planning, budgeting, adjustments, etc.). This deficit can be seen through the progress rates of the implementation of programs, which are usually around 60% , and whose terms of reference, plans and timeframes are often postponed, generating losses of resources and a lack of confidence of investors and donors in government. In addition, the deficit translates into a sharp decrease in the government's capacity to meet the demands of citizens, as well as the public problems that most afflict the country. In turn, the government's accountability and effectiveness undermine its position vis-a-vis the private, external sectors, and international aid.

For these reasons, the GoJ has prioritized the development and strengthening of its RBM system, to use the evidence generated from the system to improve decision-making and at the same time improve planning, budgeting, and the achievement of the results. In this sense, the Office of the Cabinet has been working on an RBM Policy that integrates all the efforts previously made and thus consolidates a comprehensive system that leverages the resources generated, now and in the future. According to this diagnosis, this RBM Policy will be comprehensive, coherent, exhaustive, and useful for the GoJ for identifying the main actions to be carried out to have a strong RBM system in place.

As mentioned before, having a whole-of-government RBM system in place and running will have effects on different processes, being planning and budgeting two of the most relevant ones. The GoJ has clearly defined planning and budgeting processes (see **Appendix C**) that should be considered as the national RBM policy is developed; this will help identify specific needs and guide the RBM policy towards its use. The overall national planning and budgeting processes are briefly explained below:

#### 4.1.1 National planning process

Jamaica's planning process is consistent over time and identifies the times, resources, and personnel necessary to carry it out. The process can be synthesized as follows:

1. The Cabinet determines the priorities of the Government for the short and medium terms based on the National Development Plan Vision 2030, the Sustainable Development Goals, and the Government's political objectives (usually before September 30).
2. The Office of the Cabinet at the same time issues a circular of "Planning Call" (Performance Management Operating Policy and Procedures) document for the Four-Year Strategic Business and Operational Plans that are aligned to the budget and priorities of the Government.

3. MDAs are required to submit Strategic Business and Operational Plans by November 30 to the Office of the Cabinet.
4. Strategic and Operational Plans are usually amended based on agreed budgetary allocations from the Ministry of Finance and the Public Service and approved by the relevant Ministers by March 30.
5. Planning translates into implementation, and it is monitored by quarterly reports sent to the Office of the Cabinet.

#### 4.1.2 National budgeting process

1. The Cabinet and the Ministry of Finance and the Public Service, determine budgetary ceilings by sector/ministry (usually before September 30).
2. The MOFPS issues a circular or "Budget Call" documents to all MDAs (Financial Management Regulations), at the same time the Office of the Cabinet issues the "Planning Call".
3. MDAs are required to submit Strategic Business and Operational Plans by November 30 to the Ministry of Finance and the Public Service (considering the Financial Administration and Audit Act and Financial Management Regulations). MDAs apply the MTRBB template to align the budget with expected results.
4. Discussions/negotiations between the MOFPS and MDAs regarding budget needs, options, and objectives.
5. The finalised budget (Estimates of Expenditure) is submitted to Cabinet for approval and laid before the Parliament through the House of Representatives before the end of the Financial Year (usually March 30).
6. Parliament debates the budget and approves allocation usually by the end of April (the beginning of the new financial year). The budget is supported and allocated based on the priorities of the Government.



## Chapter 5

# Main findings

As mentioned above, this Preparedness Diagnostic uses as a reference a four dimensions/bundles analysis, each one contains elements considered relevant to have an “Ideal RBM System”. This Ideal RBM System serves as a benchmark that allow to compare the current situation in Jamaica in relation to the best possible scenario regarding practices, uses, and results of RBM. In this way, figure 5 shows the rate of progress that Jamaica has in each of the dimensions of analysis, with respect to the ideal scenario.

The elements and sub-elements of the reference Ideal RBM System are not usually part of the status quo, they should be identified, designed and developed; following this, a country that has not considered adopting RBM practices would probably not comply or show advances in any of the analysed elements. In this sense, all the advances identified in this diagnosis represent valuable progress.

It is important to mention that, although there is a numerical value for each dimension, behind the numbers there was a qualitative analysis that determined the current situation of Jamaica regarding RBM. Furthermore, these “ratings” are in terms of the ideal scenario, so in no way does it represent an outright success or failure, but rather approximation to the best possible situation of the RBM.

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### DIMENSION

<sup>6</sup>Consulted in: <https://boj.org.jm/core-functions/monetary-policy/what-is-inflation/>

<sup>7</sup>Consulted in: <https://blogs.worldbank.org/latinamerica/return-paradise-poverty-perspective-jamaicas-covid-19-recovery-response> with data from the Statistical Institute of Jamaica

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### LEVEL OF PROGRESS

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INSTITUTIONALISATION	25%
EXECUTION	31%
FRAMEWORK	

DIMENSION	
<sup>6</sup> Consulted in: <a href="https://boj.org.jm/core-functions/monetary-policy/what-is-inflation/">https://boj.org.jm/core-functions/monetary-policy/what-is-inflation/</a>	
<sup>7</sup> Consulted in: <a href="https://blogs.worldbank.org/latinamerica/return-paradise-poverty-perspective-jamaicas-covid-19-recovery-response">https://blogs.worldbank.org/latinamerica/return-paradise-poverty-perspective-jamaicas-covid-19-recovery-response</a> with data from the Statistical Institute of Jamaica	
LEVEL OF PROGRESS	
TECHNICAL CAPABILITIES	34%
USE OF EVIDENCE	10%

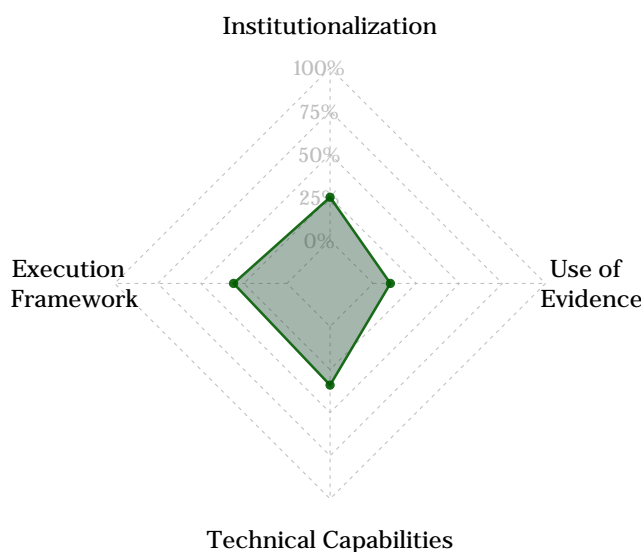


Figure 5.1: Level of progress of the Ideal RBM System

Considering this rate of progress, a metric was built to progressively identify five levels of maturity of RBM systems. In this way, the data presented above are averaged and a graph is generated for all the dimensions and a graph that contains the average of the dimensions, identifying the level in which the country falls. The 5 levels are:

1. Early initiatives
2. Committed development
3. RBM System
4. Consolidated practices
5. Mature State

For the case of Jamaica, the findings regarding the level of maturity of its RBM system are the following:



Jamaica is currently at the Committed development level. This occurs because even though the country has various RBM tools and activities in place, they are not articulated and regulated with a whole-of-government approach and incorporated in the planning and budgeting processes. Undoubtedly, one of the great efforts intended to correct this is the drafting of its RBM Policy, in which all government efforts will be articulated to strengthen the RBM system and obtain the expected results. However, as this Policy is not published yet, we cannot incorporate it into this diagnosis.

## 5.1 Results by dimension

The results of this diagnosis for each of the dimensions analysed (and their ideal elements) are presented below in a synthetic manner. For more detailed information on each dimension, elements, and sub-elements, please see appendix B and visit the interactive platform with all the disaggregated findings of this PD.

### 5.1.1 Institutionalisation

**Key Message:** Jamaica has regulations/frameworks to define its RBM system, identifying the relevant actors that coordinate and implement it (e.g., PMEB, PIOJ, MOFPS Performance and Monitoring Branch). However, although there are regulations/frameworks and processes in place regarding RBM, these are not articulated, so there is no connection between the RBM system and the continuous improvement of planning and budgeting decision-making to be more results-oriented.

Ideal Element	Main results/findings
<b>1. There is a documented, approved and binding RBM Policy within the government</b>	Jamaica has had a long process of drafting its whole-of-government RBM Policy, and this process has incorporated inputs from different relevant stakeholders (both internal and external). In the first semester of 2022 the draft of the policy is being finalised, to be approved by the Cabinet by the end of the year.
<b>2. There are laws/regulations/norms recognizing M&amp;E activities across the government</b>	Although there are M&E activities in some MDAs, there are no laws/regulations/norms recognizing them across all the government.
<b>3. There are guidelines that establish the rules and processes to perform monitoring activities</b>	The PIOJ oversees monitoring and evaluating the Medium-Term Socio-Economic Framework. For doing so, there are Technical Monitoring Committees (TMC) and thematic working groups (consultative bodies to improve planning, implementation, and monitoring). These are the only efforts to formally recognize policy monitoring in Jamaica. Though there are no guidelines regarding monitoring, there are monitoring activities across government in terms of budget and expenditure, however, in terms of the national plan and social policy, Jamaica does not have a mature set of indicators. Nevertheless, the ministries do the planning in accordance with the PMES framework.
<b>4. There are guidelines that establish the rules and processes to perform evaluation activities</b>	There is not a specific governing body or agency in Jamaica responsible for assisting/leading the evaluation function. However, there are some micro-projects evaluating practices within the

### 5.1.2 Execution Framework

**Key Message:** Jamaica has in the Office of the Cabinet the Performance Management and Evaluation Branch which acts as the coordinator of the RBM system and oversees the performance of the MDAs and harmonizing their Business Plans aligned with national objectives. The PMEB coordinates the development of a common language around M&E and RBM, and it is recognized across government at all levels. However, to consolidate the M&E system, it is necessary to guide and structure the processes and the management of human and financial resources to generate the evidence derived from M&E activities that link MDAs' planning, budgeting, and implementation of their activities to achieve the desired results.

Ideal Element	Main results/findings
<b>9. There are operative handbooks to implement the monitoring functions (i.e., Logic Framework)</b>	There are informal and dispersed monitoring functions in some of the MDAs, but no operative guidelines/handbooks/norms regarding Monitoring functions. However, some public agencies use monitoring tools such as the Logic Framework.
<b>10. There are operative handbooks that establish specific steps to develop each stage of the evaluation function</b>	There are informal and spread evaluation activities in some of the MDAs, but no operative guidelines/handbooks/norms regarding Evaluation functions.
<b>11. There is an operating and functioning coordination of M&amp;E at the national or/and subnational levels</b>	There is no formal M&E system in Jamaica, however, the PMES works as a system for the setting of performance goals; selecting useful performance indicators and targets; reporting on results; and implementing the core components of the managing for results programme.
<b>12. There is a defined human resources structure for M&amp;E activities</b>	There are different and heterogeneous M&E capacities among MDAs, and there are no homogeneous structures within them regarding M&E.

### 5.1.3 Technical capabilities

**Key Message:** Although there are some efforts to strengthen RBM and M&E capabilities within the GoJ, there is no sufficient offer (both private or public) or demand (from the government) for M&E services and capacity building in RBM. Also, there are no sufficient skilled personnel within the government with the capability to identify M&E needs and conduct M&E activities to orientate planning and budgeting towards results.

Ideal Element	Main results/findings
<b>13. There are sufficient private and public entities providing M&amp;E services, including training, to the public sector</b>	Both Public and Private entities are not producing evaluations. The University of West Indies (UWI) has done some studies of public policies, probably those have some information on M&E, but there are no verification means, as they are not publicly available. Regarding training, the Management Institute for National Development (MIND) offers a diverse set of services on performance, and hard/soft skills needed in the public sector. The Strategic and Corporate and Planning course is one of the most relevant for Jamaica in terms of some M&E components. There has also been some training in M&E and RBM tools, however, training is focalized in the MOFPS, Ministry of Health and Wellness, the PIOJ and the Office of the Cabinet. The PMEB has begun to implement its capacity building project with one course in MEAL recently completed. This could be extended to the rest of the government.
<b>14. There are skilled personnel in government with technical capacity and competencies to conduct planning and budgeting for results</b>	There are skilled personnel in government with technical capability and competencies to conduct planning and budgeting for results. However, these personnel are widely dispersed throughout the government and without the possibility (time and material resources) to effectively plan and budget for results.
<b>15. There are skilled personnel in government with technical capacity and</b>	In general, there are skilled personnel in government with the technical capacity and

#### 5.1.4 Use of evidence

**Key Message:** Jamaica has some planning and budgeting information publicly available, but not regarding GoJ's performance. Also, there are no incentives to undertake knowledge management activities and use that knowledge. The evidence derived from the RBM system and M&E practices is not systematically included in the planning, budgeting, and implementing processes. A strategy to generate a culture of evidence use is not identified.

Ideal Element	Main results/findings
<b>17. RBM documents and government performance information are available and accessible for consultation</b>	Although the RBM Policy document is not yet available, there are some documents regarding the RBM system available. However, these documents are fragmented and dispersed, so there is no alignment to have a whole of government RBM system approach.
<b>18. There is an enabling environment for the use of M&amp;E results</b>	Although there are still some challenges, there are efforts to grow and strengthen the enabling environment for the use of M&E results within the government. Nevertheless, they are not well articulated and coordinated, so their benefits are not achieved yet.
<b>19. M&amp;E results are systematically included in the planning and budgeting</b>	M&E results are not systematically included in the planning of Jamaica's programmes, policies, and projects. Regarding budgeting, there is the MTRBB template and system, however, there is no information derived from M&E contemplated when preparing the budget.
<b>20. The government has mechanisms to measure the use of the evidence that the RBM system generates</b>	The GoJ does not have mechanisms in place to measure the use of the evidence that the RBM system generates, both internally and externally.

## 5.2 Main challenges to strengthen the RBM system

As mentioned in section 2.2, the development of an RBM System is a complex, nonlinear, and continuous process that must be contextualized in each country. In doing so, it is important to consider the main challenges that Dominica faces when it comes to strengthening its RBM system. This diagnosis identifies three major challenges:

1. Changing the culture and fostering the enabling environment to have an RBM system in place implies a change of mindset of public servants at all levels. It should be considered that throughout the process there must be a constant awareness/sensitization strategy, both in the short and medium term, that allows public servants to identify the importance to have this mindset change in pursuit of RBM. In other words, on a regular basis, there needs to be reminders on the importance of RBM and its impact on improving performance and lives of all citizens
2. Since this collaboration constitutes a whole-of-government approach, it is necessary to have a top-bottom commitment in which leaders and decision-makers demonstrate the benefits of the RBM system through evidence informed actions that are generated by the RBM system. This means that we need a top-bottom approach to use, and thereby demonstrate its usefulness, the information and evidence derived from the RBM system to improve planning and budgeting decisions.
3. For the RBM system to be sustainable, it is critical to generate a system of incentives and ensure that there is a balance between positive and negative incentives (such as potential penalties for non-compliance), to advance and sustain the system. The positive incentives can take different forms, from monetary to symbolic, such as the presentation of awards to staff and units and recognition for good performance in public service.



## Chapter 6

# Next steps to building the roadmap

RBM entails more than compliance to specific requirements. Compliance is just not enough; it has to do with a change of mindset on the way things are done. This change of mindset involves different areas and stages of the administration. Having reviewed the main results from the Preparedness Diagnostic in terms of the dimensions of elements considered as part of an ideal RBM system, this section introduces the next steps that will be carried out as part of the process of building contextualized roadmaps.

The roadmap will present pathways to influence planning, budgeting, implementation, and the M&E functions, as well as accountability and learning promotion. The main objective is for Jamaica to have a defined action course that also specifies responsibilities and shows the importance of the participation of all relevant stakeholders.

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The whole process has a coproduction approach, were aside of the CLEAR LAC team, the CARICOM Secretariat, and the Executive Coordinators, key stakeholders will be involved in a fluid process to develop a learning loop for feedback and process improvement.

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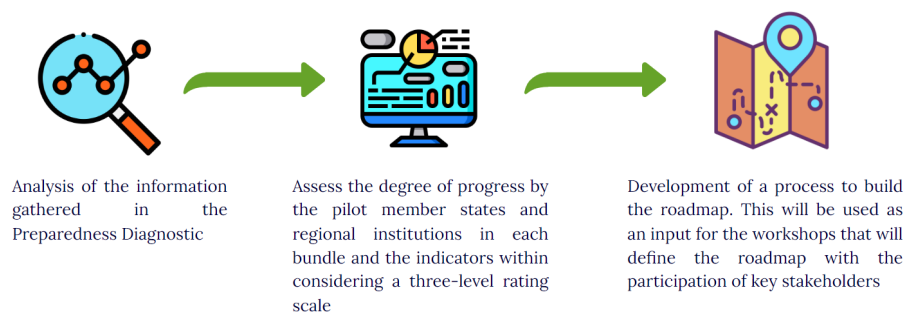


Figure 6.1: From an ideal RBM system to the roadmaps



Figure 6.2: Learning loop

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This report is considered as the *starting point* in this process; take into consideration that, as figure 7 illustrates, the process started before its publication.

Once the first draft was completed, it will be shared with key stakeholders for review and validation, starting with the Executive Coordinators. Once the feedback period concluded, the report itself became an input for what is to come and will be distributed with multiple purposes (including generating knowledge, aiding in empowering key stakeholders in the path of strengthening RBM practices, and promoting appropriation of the next steps).

The next steps start with *defining the road*, engaging key stakeholders to co-produce contextualized mid-term roadmaps that will include specific activities and milestones that sought to materialize their implementation. To develop the roadmap, the CLEAR LAC team has designed a series of workshops with the participation of stakeholders involved in the different areas and levels of what is to be the national RBM system, and that have been carefully identified as part of the Preparedness Diagnostic process.

To *move forward*, this first draft of the roadmap is presented to other relevant stakeholders to build a consensus and support for the process. It is crucial to gain whole-of-government ownership, so it is important to define and implement a dissemination strategy for *sharing clearly define milestones* in different levels: internal, external, and regional once they have been clearly defined and responsibilities have been assigned. Finally, it is important to *track the progress* of implementation and communicate results to assure that the Member State learns from the process, adjusts, and stays on the recommended path, as well as communicating results. The continuum process of identifying, sharing, reviewing, and adjusting represents a learning loop.

## 6.1 Stakeholders' contribution analysis

This section presents an analysis of stakeholders to identify which of them are relevant to strengthening the RBM system, identifying the main actors that should be involved in the process. Each of these stakeholders are involved in the decision making and execution at varied levels. Based on the CLEAR LAC's team analysis, a proposal of the possible contribution of the stakeholders (considering positions and experience) is summarised below to support the improvement of the system which will generate the necessary evidence and results for decision-making regarding planning, budgeting and thus achieve the expected results of the GoJ is presented here based on the CLEAR LAC's team analysis considering their positions and experience.

The analysis is summarized in the following table (the list of stakeholders that could take part of the RBM systems is not limited to those presented in Table

3; due to the continuous changes in dynamics within governments and other contextual factors, additional stakeholders may become relevant). During the roadmap development workshops that will be held with government stakeholders, new stakeholders could be identified or some of those presented here could be discarded. For the special case of Jamaica, it is important to recognize that, once its RBM Policy is approved and published, we will be able to have greater clarity on the roles, responsibilities, capacities, and relevance of the stakeholders that will integrate the system both at MDA and whole-of-government approach.

Table 6.1: Stakeholders' contribution analysis

Stakeholder / Position	Responsibilities / Role in the system	Incentives to be part of the system
<b>Cabinet Secretary</b>	<ul style="list-style-type: none"> <li>• Under the direction of the Prime Minister, the Cabinet Secretary is responsible for the development, approval, and implementation of the RBM across government</li> </ul>	<ul style="list-style-type: none"> <li>• Good performance of MDAs (oversee, promote and communicate)</li> </ul>
	<ul style="list-style-type: none"> <li>• Provides direction and guidance to the Performance Monitoring and Evaluation Branch in coordinating the development and implementation of RBM frameworks and guidelines and outputs of the RBM</li> </ul>	
	<ul style="list-style-type: none"> <li>• Administers the GoJ Performance Management and Accountability System</li> </ul>	
	<ul style="list-style-type: none"> <li>• Provide leadership guidance and direction to Permanent Secretaries on the implementation of RBM</li> </ul>	
	<ul style="list-style-type: none"> <li>• Reviews the performance of Permanent Secretaries in accordance with GoJ Performance Management and Accountability guidelines</li> </ul>	
<b>CARICOM Secretariat</b>	<ul style="list-style-type: none"> <li>• Demand better results from the GoJ</li> </ul>	<ul style="list-style-type: none"> <li>• Achieve better results to the region</li> </ul>



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- World Bank. Return to paradise: A poverty perspective on Jamaica's COVID-19 recovery response. Consulted in: <https://blogs.worldbank.org/latinamerica/return-paradise-poverty-perspective-jamaicas-covid-19-recovery-response> , with data from the Statistical Institute of Jamaica.

The rest of the sources are official websites of the Government of Jamaica or regional institutions/initiatives, such as (but not limited only):

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## Appendix A

# Conceptual framework (CLEAR LAC)

### A.1 Key dimensions of a sustainable RBM System

The development of an RBM System is a complex and nonlinear process that must be contextualized to the specific region, country, or regional institution. However, the multiple efforts done over time allow us to learn from experiences in different settings and identify good practices. These good practices represent useful inputs to be considered when embarked on this road.

One significant component to strengthen RBM in the Community is to build, in a participatory process, specific roadmaps to continue the development of RBM Systems for each pilot member state and regional institution. The member states and regional institutions participating in the pilot have significant but heterogeneous advances achieving this goal. To identify these advances and guide the analysis of the Preparedness Diagnostic stages, the CLEAR LAC team defined four dimensions of an ideal and sustainable RBM System:

- *Institutionalisation*: this dimension focuses on the formal rules that defines, outlines and formalize the RBM Systems in the countries.
- *Execution framework*: this dimension focuses on the systems, resources, processes, methodologies, and tools necessary for the implementation of the RBM system, as well as incentives that promote an enabling environment.
- *Technical capabilities*: this dimension focuses on the capacities, abilities, and resources necessary to implement and sustain the RBM System.

- *Use of evidence*: this dimension focuses on the dissemination strategies and incentives aimed at stakeholders with the purpose that they use the evidence generated by the RBM System and its measurement.

## A.2 Ideal elements & sub-elements

The four dimensions previously mentioned were conceptualized as necessary components when building an operating and sustainable RBM system. To have a better understanding of what the progress in each dimension entails, we propose a set of ideal elements and sub-elements taken from different contexts and experiences where they have been successfully implemented or recommended. Each dimension has a set of elements that represent activities, documents, normative frameworks, skills, incentives, etc.; and every element has a set of sub-elements that describe the ideal characteristics of the element. The sub-elements allow to translate concepts into practice, and, after gathering and analysing information, this knowledge can be translated into specific actions.

Unlike the dimensions, as RBM Systems are designed and built considering contextual factors, some elements and sub-elements should be taken as a guide as different contexts will result in variations on their interpretation and level of relevance/priorities. This framework allows for adaptations, recognizing that every context is particular and that there is no unique checklist that may apply to all contexts.

## A.3 Levels of progress

The Preparedness Diagnostic methodology is designed to gain a deep understanding of a country or institution's relevant aspects/characteristics when developing an RBM System. The different stages are meant to gather information from different stakeholders to achieve a whole of government / institutional outlook. The dimensions with ideal elements and sub-elements guide the analysis of the information gathered in order to identify the level of progress of a specific government or institution.

The scale used to assess the sub-elements are:

- No: there is no documented advance in the sub-element
- Needs improvement: there is documented advance in the sub-element, but do not cover all the criteria express in the sub-element.
- Yes: there is documented proof that the sub-element complies with the needed/ideal characteristics

Each scale level has an assigned value, and every element will have a result obtained from the total sum of its sub-element's scores. The average score of

I. Institutionalisation Ideal elements
<b>1. There is a documented, approved and binding RBM Policy within the government:</b>
It is relevant across the government at all levels
It outlines guiding principles / pillars that are alligned to a results-oriented approach
It communicates what RBM entails (i.e., clear definitions for key concepts) and clearly states how it works
It identifies key actors who are responsible for the coordination and the measurement of the overall results of the RBM
It identifies key actors who are responsible for supervising the implementation of the RBM policy and their functions
It is use-oriented in planning, budgeting and implementing towards results (cronograma)
The funding for M&E activities and the responsables are identified
<b>2. There are laws/regulations/norms* recognizing M&amp;E activities across the government</b>
They are additional to the RBM Policy
They delegate M&E responsibilities to a single national body or to multiple MDAs
It is relevant across the government at all levels and branches (i.e. scope of action) and defines the M&E subject
They establish that the M&E results affect planning, budgeting and implementing activities
(If more than one) They are consistent with each other
It establishes the need to designate focal points in each MDA across government
<b>3. There are guidelines that establish the rules and processes to perform monitoring activities:</b>
• They identify indicator types and the dimensions they want to measure (e.g., efficiency, efficacy), and monitor them
• They identify specific timeframes to collect indicator data and develop monitoring tools to measure the indicators
They have criteria to ensure data collection quality (design, measurement, report)
They integrate the indicators as a monitoring system
The monitoring system has a established process to update its information periodically
The monitoring system has a established process to update its indicators periodically
There are rules providing all parts in the monitoring process with a way of presenting their opinion (i.e. institutionalized)
<b>4. There are guidelines that establish the rules and processes to perform evaluation activities:</b>
They identify key stakeholders to be part of the evaluation process (e.g. evaluation process coordinators, evaluators)
They identify specific evaluation types
They identify specific timeframes for each evaluation type
They identify specific characteristics and functions of evaluators
It establishes an iterative process of evaluation (i.e. is not a one-time exercise)
They identify the elements to be included in the evaluation's ToRs (e.g. objectives of the evaluation, the role and responsibilities of the evaluators)
They outline the operationalization process of the national evaluation agenda (i.e. it is agreed among relevant stakeholders)
There are quality control mechanisms for evaluation activities (e.g. quality attribute listings, quality evaluation criteria)
There are rules providing all parts in the evaluation process with a way of presenting their opinion (i.e. institutionalized)
<b>5. There are guidelines that establish the rules and processes to address and use of M&amp;E results</b>
They identify instruments to measure the RBM System results
They identify mechanisms to use monitoring results
They identify mechanisms to use evaluation results
They establish rules and processes that require the budgeting process to consider the results of M&E activities
<b>6. There are formal actions towards building an enabling environment</b>
There are key stakeholders identified as responsables for these formal actions.
There are strategies to enhance or attenuate positive or negative incentives for the use of monitoring
There are strategies to enhance or attenuate positive or negative incentives for the use of evaluation
There are mechanisms for the participation of stakeholders in the definition of monitoring activities and needs
There are mechanisms for the participation of stakeholders in the definition of evaluation activities and needs
There are periodic meetings involving relevant stakeholders to review the M&E information as an RBM System
There is a permanent strategy to communicate and sensitize about the benefits and challenges of RBM.
<b>7. There is a Results Oriented National Plan defined for a given period in the country:</b>
It has defined objectives
It is constructed in a participatory process
It is constructed using the information generated by the RBM System
It has defined strategies to implement the plan
It has defined indicators and monitoring tools by mandate, and they measure outcomes and outputs
It is evaluated by mandate

II. Execution Framework Ideal elements
<b>9. There are operative handbooks to implement the monitoring functions (i.e. Logic Frameworks)</b>
They identify all the relevant activities to develop each stage of the process (e.g. specific activities within the process)
They outline specific timeframes to implement every stage of the process
They identify the responsible in every stage of the process (specific MDAs and units within the MDAs)
They outline a dissemination strategy of the LF results (what, how, when and to who do you want to disseminate)
The indicators are oriented to results and outcomes
<b>10. There are operative handbooks that establish specific steps to develop each stage of the evaluation process</b>
They identify all the relevant activities to develop each stage of the evaluation process (e.g. evaluation process)
They outline specific timeframes to implement every stage of the process
They outline a dissemination strategy of the evaluation results (what, how, when and to who do you want to disseminate)
They identify the responsible (specific MDAs and units within the MDAs) in every stage of the process
<b>11. There is an operating and functioning coordination of M&amp;E at the national or/and subnational level</b>
It is homogeneous across the government and holds a common language in concepts of M&E
It is integrated at various levels of government (national and subnational)
It is known by all sectors and MDAs* in government
It is relevant (e.g. it collects indicator data that is necessary, pertinent, and timely, it involves key stakeholders)
It generates timely documents for specific evidence users*
It generates use-oriented documents for specific evidence users*
It is sufficiently funded (specific financial resources are allocated)
<b>12. There is a defined human resources structure for M&amp;E activities:</b>
It has specific focal points in each MDA across the government
The MDA focal points constitute a coordinated network that is part of the M&E System
The MDA focal points have clear functions, responsibilities and expected outcomes
The MDAs focal points become recognized strategic areas of information about the performance and

III. Technical Capabilities Ideal elements
<b>13. There are sufficient private and public entities providing M&amp;E services, including training, to t</b>
They provide a variety of M&E services (e.g conduct diagnostics, evaluations, assessments)
MDAs demand those M&E services based on their needs
They provide a broad academic offer for RBM capacity building (e.g continous courses / diplomas in M&E topics)
There is an M&E capacity building strategy demanding RBM training, that is periodic, targeted to the capacity
<b>14. There are skilled personnel in government with technical capacity and competencies to conduct</b>
They have technical skills to use derived evidence from M&E to improve planning (identify priorities, vulnerable
They have competences to use M&E results to define results-oriented budgeting ( e.g., identify priorities, new pr
They have competences to coordinate with other MDAs and relevant actors
<b>15. There are skilled personnel in government with technical capacity and competencies to conduct</b>
They have technical skills to collect indicator data
They have technical skills to use monitoring tools
They have the competences to identify monitoring needs in order to collect relevant, pertinent and timely data
<b>16. There are skilled personnel in government with technical capacity and competencies to conduct</b>
They have the competences to perform different evaluation types (e.g. design, process, impact) and use different
They have the competences to identify evaluation needs and match them with proper evaluation types and meth
They have the competences to formulate reports that include relevant, pertinent and timely information for diff
There is a capacity strengthening plan for on-going training in RBM and M&E

the elements per dimension results in the dimension's score, and the average score of the four dimensions will place the Member state/regional Institution in one of the following **levels of progress** of their RBM Systems:

- Level 0. No RBM
- Level 1. Early initiatives: there are some initiatives to develop RBM-related structures and focus on monitoring activities
- Level 2. Committed development: there are RBM-related structures being established and limited evaluation activities
- Level 3.. Growing RBM system: there are RBM-related structures being established and limited evaluation activities
- Level 4. Consolidated practices: there are integrated efforts (political will, capacity building and some whole-of-government consensus) to develop the RBM System
- Level 5. Mature state: Functioning and sustainable RBM System in place that generates credible, reliable and timely information that improves public policies

## IV. Use of Evidence Ideal elements

**17. RBM documents and government performance information are available and accessible**

National planning documents are publicly available

National budget plans are publicly available

Documents that mention the results/findings/recommendations of monitoring and evaluation activities

M&amp;E manuals / guidelines /ToRs are publicly available

There is a dissemination strategy of evidence about government performance targeted to different stakeholders

**18. There is an enabling environment for the use of M&E results:**

There are explicit positive or negative incentives for the use of monitoring results

There are explicit positive or negative incentives for the use of evaluation results

There are knowledge management practices

**19. M&E results are systematically included in the planning & budgeting:**

They are used in an institutionalized way: they follow a established procedure

There are action plans or other management instruments to ensure M&amp;E results/recommendations are used

They justify the creation and design of government interventions

They identify the target population of government interventions

They identify general and specific recommendations to improve the implementation of government interventions

They inform the design/redesign of government interventions

They inform the initial budget allocations of government interventions

They inform the budget increase/decrease/suspension of government interventions

Evaluation findings/reports are updated periodically

The M&amp;E results are used to define the MDAs budget

**20. The government has mechanisms to measure the use of the evidence that the RBM system has**

There are mechanisms to know how much the reports and publications on M&amp;E are downloaded or accessed

There are use-of-evidence measurements to improve the use of M&amp;E results strategy

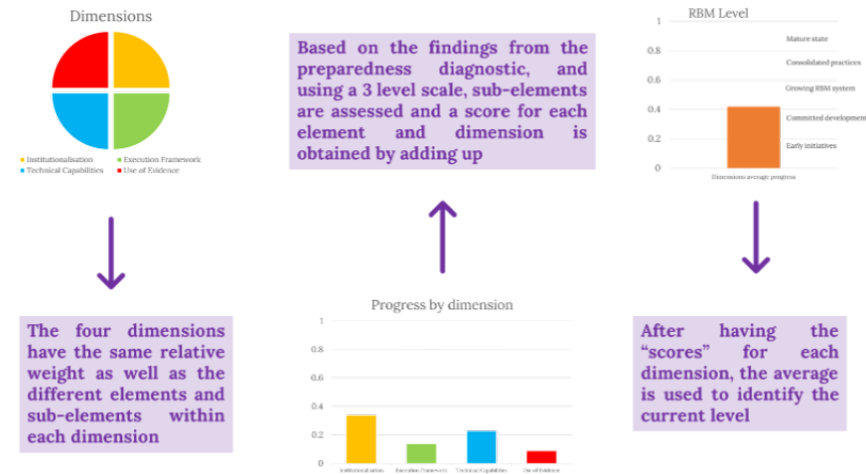


Figure A.1: How to identify the current level of the RBM system maturity



## Appendix B

### Detailed findings

In the following table, you can consult all the findings found in this PD in detail.

## I. Institutionalisation Detailed Findings

**1. There is a documented, approved and binding RBM Policy within the government:**

- 1.1 It is relevant across the government at all levels
- 1.2 It outlines guiding principles / pillars that are aligned to a results-oriented approach
- 1.3 It communicates what RBM entails (e.g., clear definitions for key concepts) and clearly states how it is implemented
- 1.4 It identifies key actors who are responsible for the coordination and the measurement of the overall RBM
- 1.5 It identifies key actors who are responsible for supervising the implementation of the RBM policy
- 1.6 It is use-oriented in planning, budgeting, and implementing towards results, transparency and accountability
- 1.7 The funding for M&E activities and the responsible are identified

**2. There are laws/regulations/norms\* recognizing M&E activities across the government:**

- 2.1 They are additional to the RBM Policy
- 2.2 They delegate M&E responsibilities to a single national body or to multiple MDAs
- 2.3 It is relevant across the government at all levels and branches (e.g., scope of action) and defines the M&E activities
- 2.4 They establish that the M&E results affect planning, budgeting and implementing activities
- 2.5 (If more than one) They are consistent with each other
- 2.6 It establishes the need to designate focal points in each MDA across government

**3. There are guidelines that establish the rules and processes to perform monitoring activities:**

- 3.1 They identify indicator types and the dimensions they want to measure (e.g. efficiency, efficacy)
- 3.2 They identify specific timeframes to collect indicator data and develop monitoring tools to measure the indicators
- 3.3 They have criteria to ensure data collection quality (design, measurement, report)
- 3.4 They integrate the indicators as a monitoring system
- 3.5 The monitoring system has a established process to update its information periodically
- 3.6 The monitoring system has a established process to update its indicators periodically
- 3.7 There are rules providing all parts in the monitoring process with a way of presenting their opinions

**4. There are guidelines that establish the rules and processes to perform evaluation activities:**

- 4.1 They identify key stakeholders to be part of the evaluation process (e.g., evaluation process coordinators)
- 4.2 They identify specific evaluation types
- 4.3 They identify specific timeframes for each evaluation type
- 4.4 They identify specific characteristics and functions of evaluators
- 4.5 It establishes an iterative process of evaluation (e.g., is not a one-time exercise)
- 4.6 They identify the elements to be included in the evaluation's ToRs (e.g., objectives of the evaluation)
- 4.7 They outline the operationalization process of the national evaluation agenda (e.g., it is agreed and approved)
- 4.8 There are quality control mechanisms for evaluation activities (e.g., quality attribute listings, criteria)
- 4.9 There are rules providing all parts in the evaluation process with a way of presenting their opinions

**5. There are guidelines that establish the rules and processes to address and use of M&E results:**

- 5.1 They identify instruments to measure the RBM System results
- 5.2 They identify mechanisms to use monitoring results
- 5.3 They identify mechanisms to use evaluation results
- 5.4 They establish rules and processes that require the budgeting process to consider the results of M&E

**6. There are formal actions towards building an enabling environment**

- 6.1 There are key stakeholders identified as responsible for these formal actions
- 6.2 There are strategies to enhance or attenuate positive or negative incentives for the use of monitoring results
- 6.3 There are strategies to enhance or attenuate positive or negative incentives for the use of evaluation results
- 6.4 There are mechanisms for the participation of stakeholders in the definition of monitoring activities
- 6.5 There are mechanisms for the participation of stakeholders in the definition of evaluation activities
- 6.6 There are periodic meetings involving relevant stakeholders to review the M&E
- 6.7 There is a permanent strategy to communicate and sensitize about the benefits and challenges of M&E

**7. There is a Results Oriented National Plan defined for a given period in the country:**

- 7.1 It has defined objectives
- 7.2 It is constructed in a participatory process
- 7.3 It is constructed using the information generated by the RBM System
- 7.4 It has defined strategies to implement the plan
- 7.5 It has defined indicators and monitoring tools by mandate, and they measure outcomes and outputs
- 7.6 It is evaluated by mandate

II. Execution Framework Detailed Findings	
<b>9. There are operative handbooks to implement the monitoring functions (i.e. Logic Framework):</b>	
9.1 They identify all the relevant activities to develop each stage of the process (e.g., Specific activities within the	
9.2 They outline specific timeframes to implement every stage of the process	
9.3 They identify the responsible in every stage of the process (specific MDAs and units within the MDAs)	
9.4 They outline a dissemination strategy of the LF results (what, how, when and to who do you want to diffuse	
9.5 The indicators are oriented to results and outcomes	
<b>10. There are operative handbooks that establish specific steps to develop each stage of the evaluation</b>	
10.1 They identify all the relevant activities to develop each stage of the evaluation process (e.g., evaluators sele	
10.2 They outline specific timeframes to implement every stage of the process	
10.3 They outline a dissemination strategy of the evaluation results (what, how, when and to who do you want	
10.4 They identify the responsible (specific MDAs and units within the MDAs) in every stage of the process	
<b>11. There is an operating and functioning coordination of M&amp;E at the national or/and subnational</b>	
11.1 It is homogeneous across the government and holds a common language in concepts of M&E	
11.2 It is integrated at various levels of government (national and subnational)	
11.3 It is known by all sectors and MDAs in government	
11.4 It is relevant (e.g., it recollects indicator data that is necessary, pertinent, and timely, it involves key stakeh	
11.5 It generates timely documents for specific evidence users	
11.6 It generates use-oriented documents for specific evidence users	
11.7 It is sufficiently funded (specific financial resources are allocated)	
<b>12. There is a defined human resources structure for M&amp;E activities:</b>	
12.1 It has specific focal points in each MDA across the government	
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16.3 They have the competences to formulate reports that include relevant, pertinent, and timely in
16.4 There is a capacity strengthening plan for on-going training in RBM and M&E

IV. Use of Evidence Detailed Findings
<b>17. RBM documents and government performance information are available and accesible for consul</b>
17.1 National planning documents and are publicly available
17.2 National budget plans are publicly available
17.3 Documents that mention the results/findings/recommendations of monitoring and evaluation activities are
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<b>18. There is an enabling environment for the use of M&amp;E results:</b>
18.1 There are explicit positive or negative incentives for the use of monitoring results
18.2 There are explicit positive or negative incentives for the use of evaluation results
18.3 There are knowledge management practices
<b>19. M&amp;E results are systematically included in the planning &amp; budgeting:</b>
19.1 They are used in an institutionalized way: they follow an established procedure
19.2 There are action plans or other management instruments to ensure M&E results/recommendations are imp
19.3 They justify the creation and design of government interventions
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19.6 They inform the design/redesign of government interventions
19.7 They inform the initial budget allocations of government interventions
19.8 They inform the budget increase/decrease/suspension of government interventions
19.9 Evaluation findings/reports are updated periodically
19.10 The M&E results are used to define the MDAs budget
<b>20. The government has mechanisms to measure the use of the evidence that the RBM system gener</b>
20.1 There are mechanisms to know how much the reports and publications on M&E are downloaded or used by
20.2 There are use-of-evidence measurements to improve the use of M&E results strategy



## Appendix C

# Planning & budgeting process

### C.1 National planning process

Jamaica's planning process is consistent over time and identifies the times, resources, and personnel necessary to carry it out. The process can be synthesized as follows:

1. The Cabinet determines the priorities of the Government for the short and medium terms based on the National Development Plan Vision 2030, the Sustainable Development Goals, and the Government's political objects (usually before September 30).
2. The Office of the Cabinet at the same time issues a circular of "Planning Call" (Performance Management Operating Policy and Procedures) document for the Four-Year Strategic Business and Operational Plans that are aligned to the budget and priorities of the Government.
3. MDAs are required to submit Strategic Business and Operational Plans by November 30 to the Office of the Cabinet.
4. Strategic and Operational Plans are usually amended based on agreed budgetary allocations from the Ministry of Finance and the Public Service and approved by the relevant Ministers by March 30. Additional amendments can be made based on the Office of the Cabinet's Strategic Business and Operational Plan reviews.
5. Planning translates into implementation, and it is monitored by quarterly reports sent to the Office of the Cabinet. Technical feedback (general align-

ment, quality, consistency etc.) is provided by the Office of the Cabinet on the plans and reports submitted.

## C.2 National budgeting process

1. The Cabinet and the Ministry of Finance and the Public Service, determine budgetary ceilings by sector/ministry (usually before September 30).
2. The MOFPS issues a circular or “Budget Call” documents to all MDAs (Financial Management Regulations), at the same time the Office of the Cabinet issues the “Planning Call”.
3. MDAs are required to submit Strategic Business and Operational Plans by November 30 to the Ministry of Finance and the Public Service (considering the Financial Administration and Audit Act and Financial Management Regulations). MDAs apply the MTRBB template to align the budget with expected results.
4. Discussions/negotiations between the MOFPS and MDAs regarding budget needs, options, and objectives.
5. The finalised budget (Estimates of Expenditure) is submitted to Cabinet for approval and laid before the Parliament through the House of Representatives before the end of the Financial Year (usually March 30).
6. Parliament debates the budget and approves allocation usually by the end of April (the beginning of the new financial year). The budget is supported and allocated based on the priorities of the Government.



## Appendix D

### List of participants in the Preparedness Diagnostic

Table D.1: List of participants in the Preparedness Diagnostic

Last name	First name	Organisation	Position
<b>Barham</b>	Craig	Office of the Cabinet, PMEB	Chief Technical Director
<b>Bryan-Lee</b>	Peisha	Programme Director	Vision 2030 Jamaica Secretariat
<b>Campbell</b>	Carolyn	Ministry of Finance and the Public Service (MOFPS)	Director of Public Expenditure
<b>Foreman</b>	Craig	Office of the Cabinet	Principal Director, Modernization Policy Development
<b>Hare</b>	Christopher	Auditor General's Department	Principal Auditor at the Performance Audit
<b>Jarrett</b>	Lorris	MOFPS, Public Expenditure Division	Deputy Financial Secretary
<b>MacLeavy</b>	Jennifer	Office of the Cabinet, PMEB	Acting Chief Technical Director
<b>Phillips</b>	Mikael	Public Administration and Appropriations Committee of the Parliament	Chairman
<b>Scott</b>	Barbara	Planning Institute of	Deputy Director

## Appendix E

### List of shared documents

Various and diverse documents were consulted on the official websites of the Government of Jamaica. Those that are for internal government use were shared through our Executive Coordinator and through information requests directly with the MDAs (via online questionnaires). These documents are:

- **Appropriation Acts**
- **Consolidate estimates of expenditure**
- **Corporate Planners relevant stakeholders**
- **List of contacts of universities and teaching centres**
- **Logic model tools used in MDAs**
- **M&E tools for some MDAs**
  - MDAs
- **Mid-Term Results-Based Budgeting templates**
- **Organisational charts**
- **Performance Monitoring and Evaluation System (PMES) Framework Document**
- **PMES's Training Strategy for training across government**
- **PMES Implementation Strategy**
- **PMES key results mapping**
- **PMES Reference Guide for Senior Executive Officers**
- **RBM principles and definitions for some MDAs**
- **Strategic Business Plans of several MDAs**
- **Technical notes of the PMES (9, 10, 18)**
- **Template for the Appraisal review of PSIP**
- **Template of the budget circulars**
- **Template of the MDAs' monthly expenditure reports**
- **Terms of Reference of the Community of Practice**
  - Whole of government

- Whole of government national planning and budgeting documents