



MINISTRY OF FINANCE AND THE PUBLIC SERVICE

TERMS OF REFERENCE

**CONSULTANT SHORT-TERM PROJECT ANALYST,
PUBLIC INVESTMENT MANAGEMENT SECRETARIAT**

November 2019

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

1.0. Background:

1.1. *Rationale for the creation of a public investment management system (PIMS) in Jamaica:*

The Government has committed to strengthen Jamaica's public investment management system, as part of a comprehensive public financial management (PFM reform) agenda. This reform has seen the incorporation of public investment management as part of an enhanced fiscal governance framework that seeks to increase fiscal surpluses over time and concurrently reduce the debt to gross domestic product (GDP) ratio so that public resources can be allocated to public investment and other activities that have the potential to contribute to growth in the economy.

Public investment projects are ***“investments that require planning, execution, monitoring and evaluation carried out as an integrated set of activities aimed at meeting a development objective, at a specific cost and within a defined timeframe”*** (Section 48A, FAA Act Amendments 2014). The Financial Administration and Audit Act (FAA Act) (Amended), 2014¹ sets out the elements of the strengthened Public Investment Management System (PIMS) which will seek to create a *common framework for the preparation, appraisal, approval and management of all public investments in Jamaica, irrespective of the source of funding or procurement and implementation modalities*. A key element of the system is the Public Sector Investment Programme (PSIP); a rolling 5 year plan of Cabinet approved public investment projects.

The Objectives of the PIMS are to:

- **Promote growth** and development and encourage capital formation for future investment
- **Maximize efficiency of public investment** “through better selection and management of investment expenditure.”
- **Improve** the quality of social and economic infrastructure in the country.

PIMS is an integrated approach to managing the public investment portfolio and projects, which is:

- **Extensive**; extends across all public entities and sectors
- **Inclusive**; includes all type of public sector expenditures (actuals and contingencies)
- **Complete**; covers all steps and phases that a project has to complete through its productive life, including the interaction with other administrative systems (budget, treasury, procurement, human resources, others).
- **Strategic**; all projects and overall portfolio will be selected and oriented to add value to a larger development purpose

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

The PIMS is also bolstered by other legislations and policy which existed prior to the 2014/15 FAA and PBMA Acts being amended. These also form part of the policy and legislative framework for the PIMS.

The Ministry of Finance also undertook a review of the 5-year Public Sector Investment Programme (PSIP), which revealed that there were public sector projects being implemented which had inherent deficiencies and weaknesses which occupied fiscal space and was being resourced through provision in the PSIP and national budget. This brought into question the effectiveness and the due diligence with which prospective projects were being screened prior to entry into the PSIP. Some of the weaknesses identified included:

- i. Poor project design & planning;
- ii. Weak institutional capacity to properly assess the long run feasibility and sustainability of these projects;
- iii. Policy mismatch with project goals and objectives and national priorities;
- iv. Readiness/lack of preparedness of executing bodies to implement projects.

In response to these identified weaknesses, the Government of Jamaica in revising the FAA Act in 2014, also enshrined in law a body, the Public Investment Management Committee (PIMC), charged with the responsibility for the screening and appraisals of all public investment projects from specified public sector (SPS) entities which must be ratified through this body, for approval by Cabinet prior to entry in the PSIP. This led to the creation, under statute, of the Public Investment Management Secretariat (PIMSEC) to be the secretariat of PIMC to undertake the screening and appraisal of public investments and to provide advice to PIMC. PIMSEC became operational in 2015 under the Strategic Public Sector Transformation Project (SPSTP).

2.0. Introduction:

2.1. Strategic Public Sector Transformation Project:

The Government of Jamaica (GOJ) received loan financing from the International Bank for Reconstruction and Development (IBRD) towards the cost of the Strategic Public-Sector Transformation Project (SPSTP). The Project Development Objective (PDO) is to strengthen public resource management and support selected public sector institutions in facilitating a more enabling environment for private sector growth. The project is being executed through six (6) Components divided into 2 thematic areas.

The first thematic area seeks to reinforce fiscal discipline and revenue enhancement through four main components: (a) Strengthening the Public Investment Management System (PIMS); (b) Strengthening the Budget Preparation Process and Results Based Budgeting (c) Adaptive Public-Sector Approaches to Promote Fiscal Sustainability and Project Management; (d) Modernizing of the Accountant General's Department.

The second thematic area seeks to support those institutions that sit at the interface between the public and private sectors: Bureau of Standards of Jamaica (BSJ) through

component 5, Fostering Industrial Growth and Trade Facilitation, that will support strategic public-sector institutions essential to creating an enabling environment for the private sector. The management of the project makes up the sixth component.

Strengthening of the Public Investment Management System (PIMS) is a sub-set of Component 1 which falls under the first thematic area “*Strengthening the PIMS*”. PIMSEC therefore currently operates under Component 1 of the SPSTP. The executing agency for the project is the Ministry of Finance and The Public Service (MOF&PS) and the Project Implementation Unit (PIU) is established within the MOFP to implement the project. The project will support activities across selected service delivery ministries, departments, and agencies (MDAs).

2.2. The Public Investment Management Committee (PIMC)

Under Section 48 B (2) D of the amendments a Public Investment Management Committee is to be appointed to:

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

General Features of the PIMC: The main role of the Committee is to review/screen projects which are submitted for consideration for inclusion in the PSIP; review the recommendations of the PIMSEC concerning these projects and take a decision to approve, defer for further work or reject.

The two main functions of the PIMC in supporting this model are:

Project Approval - this is to ensure that project concepts and proposals are aligned with policy objectives and that submitted projects are technically, economically, and financially viable. Project approval is done in two phases

- **Phase one** – Project concepts/ideas are assessed for alignment with policy positions as articulated in the PSIP Policy Paper, the Medium Term Social and economic Framework and the National Development Plan Vision 2030. It is after this approval that projects are approved to be fully designed.
- **Phase two** – Project documents are appraised for financial and relevance approval, Funding agency for feasibility analysis, and submitted to Cabinet for final approval and inclusion in the PSIP.

Project Monitoring and Evaluation under PIMSEC - covers the pre-implementation stages of the project cycle, and involves design of the M&E

framework for projects to be submitted to PIMC through the PIMS Secretariat and are submitted to Cabinet along with the relevant appraisal documents for approval.

Inputs for PIMC Decision Making: In order to undertake these roles and functions the PIMC will be guided by information produced from the following sources:

- A. **VISION 2030 Jamaica** - National Development Plan is the 'roadmap' for making "Jamaica, the place of choice to live, work, raise families and do business".
- B. **Growth Inducement Strategy** - a strategic framework and a structured program of actions designed to achieve a quick turnaround in the economy and build a platform and momentum for medium-term growth. In essence, it captures the reality of the present moment which demands re-orienting our economic policy towards a sharpened focus on enhancing growth as the necessary basis for realizing sustained improvements in the social well-being of citizens, consistent with the goals of Vision 2030 Jamaica.
- C. **PSIP Policy Paper:** This paper is developed by the Planning Institute of Jamaica to aid Cabinet's decision making on the PSIP and is presented each year to the Cabinet for discussion and approval, prior to its approval of the Estimates of Revenue and Expenditure for the succeeding financial year and includes:
 - a. A diagnosis of the PSIP Performance
 - b. An analysis of the prevailing socio-economic and environmental conditions
 - c. Recommendations for adjustments based on review of recent socio-economic developments
 - d. A forecast of likely impact of the continuing PSIP on development indicators, and
 - e. Recommendation of prioritisation criteria for determining the size and composition of the PSIP
- D. **PIMS Guidelines:** This is a handbook of the rules, procedures, requirements and guidelines which shall be prescribed for the governance of all public investments (irrespective of source of funding and origin), in Ministries, departments, public bodies and public private partnership
- E. **PIM Information System (PIMIS):** This is a web-enabled system that will serve as the repository of information on all public investments projects (central government, public bodies and public private partnerships), at the various stages of the project cycle (inclusive of concepts, feasibility, approval, implementation and evaluation) thereby allowing access for tracking of status and performance information on all projects as they move through the project cycle.

PIMS Secretariat as Institutional Support for PIMC: The role and the responsibilities of the PIMC and the PIMSEC are laid out in the Fourth Schedule of the Financial Administration and Audit (Amendment) Act 2014 hereinafter referred to as 'the Act'.

The PIMC and by extension its Secretariat, PIMSEC, has a central role in the new PIMS. PIMC is the principle authority on PIMS in Jamaica and as such is a key

adviser to the Cabinet in terms of their executive decision making regarding the PSIP.

All project proposals have to pass through the PIMS process to be funded through the national budget. Under the revised legislation, Projects cannot enter the PSIP without Cabinet approval.

Outputs of The PIMSEC Support to the PIMC: The main output of the deliberations of the PIMC are:

- a. **Viable Project Proposals for inclusion in the PSIP** –Projects that are ready for implementation after being appraised and assigned financing through Bi-lateral, Multi-lateral, Public Private Partnership or the Budget resources of Ministries, Departments and Agencies

3.0. Services Required:

For concepts and proposals to be considered for financing approval, regardless of the modalities, concepts and proposals undergo a two-phased screening and appraisal process which is undertaken by PIMSEC on behalf of the PIMC. There is a first level review which is subject to scrutiny by a Technical Review Committee (TRC) chaired by the Director General of the PIOJ and submitted to PIMC for decision. The mandate of PIMSEC is to undertake the technical analysis of concepts and proposals and advise the reviewing bodies of their feasibility and sustainability among other selection criteria – social and economic cost benefit, environmental impact etc. PIMSEC has a small cohort of consultant Project Analysts that undertake the analysis of the concepts and proposals, providing the technical assessments and inputs to inform decisions leading to entry in the PSIP.

i) The PIMSEC is currently in need of additional short-term support in respect of screening and analysis of project concepts and proposals which may be classified as simple or complex;

ii) Areas where support is required include inter alia:

- Infrastructure works
- ICT
- Business Transformation/modernisation
- Social development (health & education)
- Agriculture
- Natural resource development & Environmental assessment

The classification of a project as simple or complex will be determined by the head of PIMSEC and approved by the Technical Coordinator Component 1, **SPSTP**. The level of effort [man days] will be fixed accordingly in keeping with the conditions established by the **SPSTP**.

4.0. Objectives of this Consultancy:

The primary role of the Project Analyst (PA) in the PIMSEC will be to ensure that only well prepared, sound projects are referred for selection. The short-term PA will be required to:

- Become knowledgeable of the requirements of the PIMS through review of various documents and PIMS guidelines
- Undertake research to inform the analysis of submissions
- Collaborate with the M&E officers in PIMSEC in undertaking the analysis of submissions to PIMSEC
- Provide comprehensive reports on the screening and appraisal of concepts/proposals as assigned.

5.0. Scope of Works:

Specifically, the PA will be required to:

- a. Provide detailed scrutiny of all project proposals at pre-screening, submission of the business case and final check before submission to PIMC;
- b. Liaising with sector agencies in interpretation of their specific project objectives;
- c. Ensure project proposals are in line with portfolio priorities and consistent with the proposing entity's corporate plan;
- d. Ensure that projects are aligned with national priorities and / or strategic policy objectives reflected in the Vision 2030 Jamaica - National Development Plan / Medium Term Framework and other policy frameworks;
- e. Undertake research to inform analysis and assessment of projects;
- f. Conduct site visits to improve understanding of context of the project;
- g. Use the appropriate project assessment techniques to determine the viability of the projects;
- h. Conduct financial and economic analysis on projects;
- i. Derive and assess ratios to determine:
 - Social and economic cost benefit as appropriate to the project context;
 - Value for money assessment;
 - Sustainability in the short, medium and long term;
 - Risks assessment and whether there are proposals for mitigation that are viable;
 - Potential contribution to GDP if appropriate;
 - The readiness of the proposing entity to execute;

- The likely medium to long-term financial impact of the project;
 - Adequacy of the proposed M&E framework for the project;
 - Determination of data/ratios to inform prioritization decision;
- j) Prepare comprehensive project assessment report for scrutiny by the Executive Director;
- k) Respond to any required amendments to improve the quality of the analysis
- l) Prepare end of assignment report with recommendations from lessons learned

6.0. Methodology:

The Consultants are expected to perform the services required in accordance with the highest professional standards and international best practices, bearing in mind the objective of the assignment, the desired outputs and the PIMS guidelines.

The Consultant will develop, and submit deliverables as specified in these Terms of Reference. The Consultant will be expected to relate to stakeholders at various levels within the GoJ in the conduct of the assignment. The assignment should be conducted in a spirit of collaboration and consultation with the SPS/MDA process owners and stakeholders and other key stakeholders that support the administration of the PIMS.

7.0. Deliverables:

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

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

7.1 The key deliverables under this engagement are as specified in the table below:

Key Deliverables	Performance Standards
1. Work plan	Comprehensive overall work plan detailing, the approach/methodology for completion of activities within the limits of the timeline defined under this assignment.
2. Documentation as required of preliminary findings and assessment	Comprehensive report of activities undertaken as detailed in the scope of works at 5.0. items (a – d).
3. Documentation as required in meeting requirements for analysis of concept/proposal	Comprehensive report of activities undertaken as detailed in the scope of works at 5.0. items (e & f).
4. Documentation as required of analysis and determination of data analyzed	Comprehensive report of activities undertaken as detailed in the scope of works at 5.0. items (g–i).
5. Documentation as required of the project assessment report	Comprehensive report of activities undertaken as detailed in the scope of works at 5.0. items (j & k).
6. End of assignment report for the contracting entity	Comprehensive report of activities undertaken as detailed in the scope of works at 5.0. items (l).

7.2 “Sign-off” Procedure

The Consultant, will collaborate with the Executive Director to ensure the deliverables align with the objective of this assignment. The Technical Coordinator Component 1, SPSTP will review and authorise acceptance on all deliverables produced. Sign off for payment will be done by the Technical Coordinator, Component 1, subject to acceptance received from the Executive Director PIMSEC.

7.3 Variations

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

8.0. Qualifications and Technical Expertise Required:

- A post graduate degree in Economics, Management, Public Administration or other relevant fields
- Training in project analysis methodologies especially for public sector projects
- Training in Project Cycle Management Processes and Procedures
- At least 5 years of hands on analytical experience in assessing and scrutinizing capital projects in either the public or private sectors
- At least 3 years of experience in utilizing project assessment analytical methodologies
- At least 5 years of experience of working within or with a governmental environment – in Jamaica or elsewhere
- An inquiring mind with an eye for detail
- Specialized training in project management, financial modeling, economic cost benefit analysis and investment analysis, policy analysis and/or related modern statistical techniques and approaches
- Sound knowledge of most commonly used project assessment techniques
- Strong minded and objective thinker, unlikely to be swayed by external pressures
- Ability to work in a fast-paced, high stress environment **and deliver results**

9.0. Reporting and Sign-Off:

The Consultant shall report directly to the ED, PIMSEC. Deliverables will be considered certified as satisfactory when they are first accepted by the ED PIMSEC, Technical Coordinator, Component 1 SPSTP, based on the defined and agreed performance standards for delivery. All deliverables under the contract may be submitted in electronic format; the final report may also be submitted in electronic form along with a hard copy of the requisite documents.

10.0. Conditions:

The consultants are expected to provide his/her own tools & resources to undertake this assignment; where necessary the MOF&PS/SPSTP will provide a venue for meetings and or consultations. Office space will be the responsibility of the consultant during the conduct of the assignment. All materials and documents accessed during the conduct of this consultancy remain the property of the MOF&PS/PIMSEC and is not authorized for use by the consultant for any other purpose than for the effective conduct of the assignment, unless expressly authorized in writing by the Financial Secretary. Travel as required under this assignment is authorized.

11.0 COMMENCEMENT DATE AND PERIOD OF EXECUTION

The Consultant is expected to produce his/her deliverables for a job lot under this assignment in 15 days over a 2-month period, commencing in latter part of 2019 or early 2020.

12.0. CHARACTERISTICS OF THE CONSULTANCY

Type of Consultancy:	Individual Consultant
Duration of Contract	15 days per contract: <ul style="list-style-type: none">▪ 3 simple projects per contract for maximum 15 days▪ 1 complex project per contract for maximum 15 days
Type of Contract:	Fixed Price Contract per any assigned jobs
Payment Responsibility	MOFPS, SPSTP Project Office
NB: The contract amount includes all costs related to undertaking the consultancy.	

13. Evaluation Criteria

Qualification	10%
Relevant public sector experience in concept/proposal assessment	20%
Specific experience and competence in the disciplines set out in these terms of reference	35%
Demonstrated understanding of the Terms of Reference	20%
Approach to the assignment	15%