



Performance Monitoring and Evaluation System (PMES)

Framework Document

Performance Management and Evaluation Unit
Cabinet Support and Policy Division
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1. INTRODUCTION

The Government of Jamaica, in its effort to strengthen results-based management in the public sector, has sought to implement an ***Integrated Managing for Results (MfR) Programme***, through the support of the Inter-American Development Bank's PRODEV II Programme. The primary focus of the **MfR** Programme is putting systems in place to require and assist civil servants to maximize the utility of the resources they manage, through measurement of targets and monitoring of government organizations and individual civil servants, so as to ensure that they meet the requirements for improved efficiency and effectiveness. To this end, the **MfR** Programme consists of four (4) components: *Enhancing the Accountability Framework; Improving the linkages between Planning and Budgeting; Modernizing Governments Financial Management Systems; and Improving Institutional Performance Management and Evaluation.*

Whilst the public sector in Jamaica has considerable experience with planning, budgeting and performance management, the mechanisms for reporting, accounting and validating performance results are not evenly well developed or fully integrated across the public sector. The range of planning and reporting mechanisms have been met with limited success over the years. Although pockets of good practice can be identified in some "modernized" Ministries, Departments and Agencies (MDAs), where some performance results are monitored on a regular basis, the following deficiencies can be clearly observed:

- a) levels of non-compliance or inconsistent compliance with the existing planning, budget and reporting process;
- b) frequent use of performance measures that are of little or no value in demonstrating whether or not public policy goals are being achieved;
- c) production each year of a large number of corporate and operational plans, reports and strategy documents that require considerable effort (and opportunity cost) to produce are often of questionable utility and lack adequate follow through;
- d) A major "disconnect" between organizational performance and the accountability of senior officials. Efforts have, however, been made to strengthen this linkage in the *"Government of Jamaica*

Accountability Framework for Government Senior Executive Officers”; and

- e) Insufficient alignment of organizational strategic priorities and budgets with national or high level priorities and the overall strategic direction of the country.

Over the past two decades, there have been calls globally for governments to manage public expenditure through greater accountability and transparency, underpinned by the achievement of measurable results. The need for change is now acute. Jamaica has undertaken many reviews, diagnostic studies, reports and projects that directly or indirectly relate to public sector performance management. Many recommendations have either not been implemented or, if partially implemented, have not proved sufficient to achieve any significant improvement in the quality of Jamaica’s public sector performance. For example, several proposals, set out as follows, in the 1999 “*Orane Report*, have not been fully implemented:

- a) Ministries and Government agencies use ‘benchmarks’ against comparable bodies as part of performance management;
- b) Very clear performance output targets be set for each Ministry and that the results be published, with the Minister and Permanent Secretary accepting personal responsibility for performance;
- c) A system of “evaluation” be established involving quarterly performance reviews of Ministers and Permanent Secretaries to assure the Prime Minister that programmes are on track and if not, that corrective action is being taken; and
- d) A public forum be developed that would involve each Minister, Permanent Secretary and Senior Officials to account annually for their stewardship.

In the context of limited fiscal space, there is a greater need for the Government of Jamaica to secure better results at much lower costs than has been tacitly or overtly accepted to date. To this end, the Government of Jamaica has given its commitment to the implementation of a Performance Monitoring and Evaluation System (PMES), which will comprise an improved 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. This commitment has led to the establishment of the Performance Management and Evaluation Unit in the Cabinet Office which will lead the implementation of the PMES Framework.

1.1 Policy Context

The Government of Jamaica's commitment to *Managing for Results* has been reiterated through a range of policy statements, programme activities and other policy instruments such as, Ministry Paper No. 56/02, "*Government at Your Service: Public Sector Modernization Vision and Strategy 2002 – 2012*" (MVSP) in 2002 and the five-year Action Plan for the Public Sector Modernization Vision and Strategy which was reviewed and reformulated to form the Medium Term Action Plan (MTAP).

This commitment was further reiterated in November 2009, through the GoJ Performance Monitoring and Evaluation System Framework Preliminary Design which was approved by Cabinet Decision No. 49/09. In the design of the framework, broad-based consultations in the form of workshops, meetings, and forums were held with key stakeholders from Ministries, Departments and Agencies and with government officials.

This Framework is guided by the following principles:

- a) Emphasis on performance results that matter most; through the presentation of achievements in outcomes, rather than operational details associated with outputs;
- b) Reduction of complexity through simplifying the process and making the preparation of performance plans and reports more uniform, timely and relevant; and
- c) Enhancement of accountability and transparency through statutes that compels the preparation, presentation and scrutiny of Government performance information; and

1.2 Objective

This Framework will provide a formal process through which the Government of Jamaica will be able to monitor and report on results; support the setting of

broad strategic priorities and the reflection of these priorities in the plans of MDAs through the development of performance indicators and targets.

1.3 Expected Results

The expected results are as follows:

- a) A focus on results that matter most, such as, performance related to the Government's strategic priorities and on the outcomes obtained from core government functions that are of the broadest concern to the public;
- b) A common approach to the use of performance indicators that will provide external accountability for results, as well as, support more basic internal management supervision and accountability;
- c) Stronger links between spending and results, and between organizational performance and the personal accountability of Senior Officials; and
- d) Improve monitoring and evaluation capacity at various levels of government to ensure evidence-based policy decision-making.

1.4 Application of Framework

This Framework applies to all Ministries, Departments and Agencies of Government.

2. THE PERFORMANCE MONITORING AND EVALUATION SYSTEM

The Performance Monitoring and Evaluation System (PMES) is a public management tool that will be used to improve the way in which government achieves results by examining outcomes and impacts of projects, programmes and policies which can be used for informed decision-making. It provides a means whereby reliable performance feedback can be ascertained.

The System will focus on a more integrated approach to planning and performance reporting; consistent tabling of plans and performance reports before Parliament and the provision of supporting guidance documents to Permanent Secretaries and Chief Executive Officers of government organizations.

This System will facilitate a number of improvements to the current system of managing accountability across government. The targeted improvements will be:

- a) A strengthened accountability framework for Permanent Secretaries and Chief Executive Officers of Executive Agencies and Public Bodies. This will be achieved by implementing the Performance Management and Appraisal System (PMAS) component of the **Government of Jamaica Accountability Framework for Senior Executive Officers**. PMES requirements will be included in the Ongoing Commitments section of the performance evaluation instrument as well as, the identification and implementation of agreed priority areas, for which senior executives will be held accountable for the achievement of results;
- b) The development of a government-wide business plan which will include the requirements of the **Medium Term Expenditure Framework (MTEF)**, and the **Jamaica Public Investment Framework (JPIF)**. The MTEF will provide the framework through which government's expenditure is brought back in line with available resources, while maintaining efficiency and effectiveness in its operations. MTEF will provide a tool which will link policy, planning and budgeting over the medium term and will help managers to make strategic decisions about the allocation of financial resources in line with government priorities and policies. Ministries will be required by the Ministry of Finance and the Public Service, to produce MTEF submissions which will identify the programmes and activities as well as, the budgetary support required for funding such programmes/activities.

The **Jamaica Public Investment Framework** will provide the mechanism through which the allocation of budgetary resources for government investment projects will be based on a formal process of reviewing, ranking and placement of such programmes in the portfolio of projects under MTEF which should receive budgetary support;

- c) Regular tabling of plans and reports in Parliament;
- d) Developing policies, standards and procedures to support planning, monitoring and evaluation of Government policies and programmes;
- e) Cross-sectoral networking and collaboration; and

- f) Establishing clear linkages across all the following three operational levels of the public sector:
 - i. Whole of Government (Macro) Level - across Ministries and strategic priorities;
 - ii. Organizational (Meso) Level - between Ministries, their Divisions, Departments and Performance Based Institutions and Agencies; and
 - iii. Individual (Micro) Level - at the Divisional/Department, and individual levels within an organization.

2.1 PMES Strategies

2.3.1 Clearly articulated strategic priorities for the Government for the medium term.

Vision 2030 Jamaica – Government’s long term national development plan will provide the basis for tracking long-term trends in Jamaica’s society and will assist the Government in sustaining a sense of direction over a 15-20 year period. The national development plan reflects the Government’s commitment to achieving long term national goals and outcomes.

The Executive will make political choices about national strategic priorities in a much shorter horizon (3-5 years), taking into account the prevailing fiscal, social and political context and the Medium Term Socio-Economic Policy Framework which provides a medium term strategic direction with priority national outcomes which are linked to Vision 2030 Jamaica. To achieve effective performance accountability, strategic objectives will be formally reflected in plans and budgets of MDAs.

The Government will formalize its process of setting strategic priorities for a three (3) to five (5) year period and review (to reaffirm or modify) these priorities annually. These priorities will then be presented to Parliament and the public through a three-year Government Business Plan to complement the three-year Medium Term Expenditure Framework (MTEF). The Government Business Plan will provide a high level road map that consolidates the specific actions of MDAs (programmes and services) for each strategic priority with a “what it will cost” summary, and will enable Ministries to develop Ministry level plans and MTEF submissions linked to whole-of- government priorities.

2.3.2 Adopt “whole-of-government” business plans to reflect strategic priorities and associated performance accountability of Ministries, Departments and Agencies directly involved in addressing each priority.

The Government Business Plan will accompany implementation of the proposed MTEF and will set the broad functional and fiscal goals of the government over a three-year horizon. The Business Plan will describe how the GoJ’s strategic priorities will be pursued and the specific performance indicators and targets that will be used to monitor and report on results.

Heads of MDAs will ensure their plans and programmes are aligned with the MTEF so that Government’s performance can be adequately reflected in spending. Other important linkages will be between the Business Plans of MDAs, the Performance Management and Appraisal System (PMAS) and the Accountability Framework for Permanent Secretaries and other Senior Executive Officers.

2.3.3 Improve the current corporate and operational plans and annual reports by introducing a results-based approach through two new Ministry level instruments: a three-year Ministry Business Plan and a three year Ministry MTEF.

The three-year Ministry Business Plan will require each Ministry to specify its role in relation to any directly relevant strategic priorities set out in the Government Business Plan, as well as, any other selected major goals of the Ministry. This Plan will include meaningful performance indicators, targets and results related to outcomes and expenditure and a status report on key performance indicators for the previous fiscal year. The Plan will also detail the actual performance results to the targets set for the previous year.

2.3.4 Ensure harmonization of Ministry, Department and Agency level plans, government policy and the MTEF through collaboration between the Cabinet Office, the Planning Institute of Jamaica and the Ministry of Finance and the Public Service.

The required management and oversight of the budgeting and business planning processes across the GoJ, which includes ensuring common use of the performance methodologies and alignment of business plans to budgets, will be put in place through the establishment of a joint committee to be chaired by the Cabinet Office.

2.3.5 Implement a common structure for performance monitoring and reporting by MDAs.

This common structure will support the systematic collection of data on sector specific indicators to provide government and other stakeholders with information on the status of Government plans and programmes. The structure will also include the publication of MDAs' annual performance reports, GoJ's annual performance reports and the utilization of an electronic monitoring and reporting application.

The common monitoring and reporting structure will involve the application of three principles. These are:

- a) The establishment of clear guidelines for the selection of performance indicators across all MDAs. These guidelines will be simple, easily understood, user friendly and will be uniformly applied;
- b) A sustained commitment to building capacity in MDAs to ensure that key officers are able to use the performance monitoring and reporting structure to effectively manage resources. This will require clear institutional leadership, training and constant communication; and
- c) A sustained commitment by MDAs to report good *and* poor performance results and to continuously improve the quality of indicators.

2.3.5.1 MDAs Annual Performance Reports

MDAs' annual performance reports should include non-financial and consolidated financial statements for the fiscal year just ended, and also:

- a) a comparison of the actual performance results to the targets included in the business plan with explanation of any significant variances;
- b) a summary of expense and capital investment under each programme in the entity; and

- c) any other information considered appropriate by the portfolio Minister and the Minister of Finance and the Public Service.

2.3.5.2 GoJ's Annual Performance Report

A government-wide performance report will be tabled annually in Parliament along with the Government's Estimates of Expenditure. This report will provide Parliamentarians and Jamaicans with a whole-of-government perspective from which to assess, the performance of MDAs in the delivery of agreed plans, programmes and resource allocation.

2.3.5.3 Electronic Monitoring & Reporting

JamStats is currently utilized within the monitoring and evaluation framework of Vision 2030 Jamaica– National Development Plan (NDP) as a data collection, storage and dissemination tool. JamStats is expected to play a similar role in the implementation of PMES.

JamStats Devinfo databases will be utilized to support the Results Based Management methodology, on which the PMES is based. This will enable more effective alignment of indicators to policy goals and national outcomes and will provide online access to critical performance data.

2.3.6 Developing a schedule for the evaluation of plans and programmes in MDAs.

A more formalized approach to evaluation will be adopted by MDAs through the use of a systematic assessment of ongoing or completed projects, programmes and policies. The evaluations will provide information that is credible and useful, enabling the incorporation of lessons learned into the decision making process.

Each MDA will develop and submit annually to the Cabinet Office, a schedule of evaluation activities. The Cabinet Office will ensure that proposed evaluation activities are identified across all MDAs (projected over a 3 year period), review all evaluations as completed and will ensure that key issues emerging are flagged for the Prime Minister's and Cabinet's attention as needed.

2.3.6.1 Strategic Reviews of MDAs

The aim of this new process is to ensure value for money for all government Capital expenditure. A key pillar of this review process will be the periodic assessment (every three years) of selected MDAs Capital programmes.

Through the strategic review process, selected MDAs will determine whether there are any lower priority, lower performing programmes from which possible reallocation of funding to higher priority, higher performing programmes within the entity or government can be undertaken.

These reviews will support a more rigorous results-based approach to managing public funds responsibly and delivering effective and efficient programs that can better meet the government's policy priorities.

3. ROLES AND RESPONSIBILITIES

The roles and responsibilities that are required from Ministers, Senior Executives and institutions of government are outlined below.

3.1 Ministers

3.1.1 Role

Political commitment for implementation of PMES strategies and activities is vital for the success of the system. Ministers are therefore expected to play an active role in ensuring that the PMES requirements are met and to accurately report to Parliament on performance results.

3.1.2 Responsibilities

The Minister must ensure that the following activities are priorities of his/her portfolio Ministry:

- a) Preparation of Ministry Business Plans;
- b) Preparation of Ministry Performance Reports;
- c) Approval of Business Plans prepared by Departments, Agencies and other Statutory Bodies; and

- d) Preparation of MTEF submission.

3.2 Heads of Ministries, Departments and Agencies

3.2.1 Role

The role of the Heads of MDAs is to ensure effective ongoing implementation of the requirements of PMES.

3.2.2 Responsibilities

Permanent Secretaries and CEOs of Agencies and Departments must ensure that the following activities are carried out within agreed timelines:

- a) Identification of the organization's mission, goals and objectives and the applicable benchmarks relevant to national goals outlined in *Vision 2030 Jamaica* and Government's medium term strategic priorities;
- b) Development of performance measures and quantification of intermediate outcomes, outputs, responsibilities, results, products and services, where possible, using unit cost measures to assess programme efficiency;
- c) Establishment of teams composed of managers, supervisors and employees and assurance of their involvement in the planning and implementation of performance measures to support the goals, objectives, budget, plans and priorities of their MDAs;
- d) Use of performance measures on a day-to-day basis, to work toward the achievement of identified missions, goals, objectives and any applicable benchmarks;
- e) Monitoring and preparation of reports on the performance of their respective entity in accordance with the guidelines outlined by the Cabinet Office;
- f) Evaluation of critical programmes that are aligned to Government's priorities;

- g) Collection of sound financial and non-financial information and maintenance of such information in an effective performance database; and
- h) Inclusion of PMES requirements and strategies in the performance evaluation instrument as outlined in the **GoJ Accountability Framework for Senior Executive Officers**.

3.3 Cabinet Office/Performance Management and Evaluation Unit

3.3.1 Role

The primary role of the Cabinet Office is the management and oversight of the business planning process across the GoJ. Its secondary role is ensuring that a sustainable plan is in place that reflects research or evaluation activities across the GoJ. The Cabinet Office's focus will be on ensuring that Ministries select appropriate organizational and policy outcome indicators and targets and systematically collect and report on the results.

3.3.2 Responsibilities

To provide technical support to Cabinet in developing the whole-of-Government Business Plan that will incorporate the strategic priorities of Government. The Government Business Plan will outline the priorities of government and will clearly state which ministries will be substantially involved in each strategic priority and its associated goals.

The Performance Management and Evaluation Unit (PMEU) within the Cabinet Office will:

- a) lead the performance monitoring system across MDAs;
- b) provide ongoing technical guidance to MDAs;
- c) provide compliance oversight and coordination of the business planning process;
- d) establish a system evaluation;
- e) provide oversight of performance monitoring; and

- f) develop and communicate new standards, guidelines, procedures and methodologies.

3.4 Planning Institute of Jamaica (PIOJ)

3.4.1 Role

The Planning Institute of Jamaica's role is to continue to provide ongoing leadership and coordination with respect to the implementation, monitoring and evaluation of *Vision 2030 Jamaica- National Development Plan*.

3.4.2 Responsibilities

- a) Give support to the Cabinet Office in relation to performance monitoring of selected policy outcomes within the context of Vision 2030 Jamaica's National Goals and National Outcomes;
- b) Provide support to the Ministry of Finance and the Public service during MTEF preparation in regard to economic forecasting and sectoral analysis and project prioritization;
- c) Support the Cabinet Office in the preparation of the Government Business Plan; and
- d) Support a comprehensive indicator system through the Jamstats Devinfo databases to adequately reflect government's progress towards key development priorities under Vision 2030 Jamaica.

3.5 Auditor General's Department

3.5.1 Role

To review and assess the reliability and comparability of the performance information in the annual reports of selected MDAs and to ensure that the performance information is complete, in that the data reported provides a sufficient basis for reporting against the stated performance target.

3.5.2 Responsibilities

- a) Audit financial records of selected MDAs;
- b) Undertake performance audits of selected MDAs; and

- c) Provide an assessment of the fairness of selected MDAs' performance information with respect to the objectives outlined in their corporate plans.

3.6 Ministry of Finance and the Public Service

3.6.1 Role

The Ministry of Finance and the Public Service will provide management and coordination of the Medium Term Expenditure Framework and the Jamaica Public Investment Framework (JPIF).

3.6.2 Responsibilities

- a) Overall implementation of MTEF and JPIF;
- b) Preparation of Government MTEF;
- c) Guidance and approval of Ministry MTEF submissions;
- d) Monitoring budget execution per commitments in MTEF and current fiscal year budget allocation; and
- e) Conducting public expenditure reviews.

3.7 Parliamentary Oversight: The Public Administration and Appropriations Committee (PAAC)

3.7.1 Role

The Public Administration and Appropriations Committee (PAAC) will provide oversight of public expenditure.

3.7.2 Responsibilities

- a) Review and assess Ministries MTEFs, Corporate Plans and performance reports;
- b) Examine the budgetary expenditure of Government entities to ensure that expenditure is done in accordance with the required approvals;

- c) Monitor expenditure and keeping Parliament informed of how the budget is being implemented; and
- d) Enquire into the administration of Government to determine hindrances to efficiency and to make recommendations to the Government for improvement of public administration.

4. REVIEW OF THE PMES FRAMEWORK

This Performance Monitoring and Evaluation Framework provides a roadmap for how performance monitoring and evaluation will be conducted. The Framework document can be viewed as a dynamic document and will be revisited, at any point in time by the PMEU. However, the Framework will be comprehensively reviewed every three (3) years. When significant changes have occurred, the relevant processes, based on the review, will be modified or redesigned.

4.1 Amendments to the PMES Framework

Whilst the framework is intended to guide the implementation of the PMES, the Cabinet Secretary will, from time to time, issue guidelines and standards to assist MDAs in the application of planning, monitoring and evaluation requirements of PMES.

It is the intention of the Government to develop a comprehensive Performance Monitoring and Evaluation Policy to institutionalize PMES and this will bring together all complementary components of the Government's integrated Management for Results programme.

5. IMPLEMENTATION OF THE FRAMEWORK

5.1 Effective Date of Implementation

The effective date of implementation is April 2011.

5.2 Implementation Plan

Implementation of PMES will be coordinated with that of the implementation of MTEF and will be guided by the PMES/MTEF Steering Committee which

comprises: Cabinet Office, Ministry of Finance and the Public Service, Auditor General's Department and the Ministry of Transport and Works. The introduction of the proposed Performance Monitoring and Evaluation System is intended to be "whole-of-government" in scope. However, there will be a four-phase rollout for the business planning, monitoring and evaluation processes along the following lines:

Phase 1: The introduction of whole-of-government business planning as well as the introduction of the Performance Monitoring and Evaluation System in eight (8) Ministries, namely, Ministry National Security, Ministry of Health, Ministry of Agriculture and Fisheries, Ministry of Education, Ministry of Transport and Works, Ministry of Finance and the Public Service, Ministry of Justice and the Cabinet Office. These Ministries will concurrently introduce performance monitoring and evaluation systems and business planning in at least one of their reporting entities. This planning phase will commence in November 2010 with implementation in April 2011.

Phase 2: Introduction of Ministry level business plans, performance monitoring and evaluation systems and performance reporting to all Ministries and Executive Agencies. This planning phase will commence in September 2011 with implementation in April 2012.

Phase 3: Introduction to thirty (30) selected Departments and Agencies of agency level business planning and performance reporting. This planning phase will commence in September 2012 with implementation in April 2013.

Phase 4: Full Introduction of agency level business planning and performance reporting in all remaining Departments and Agencies. This planning phase will commence in September 2013 with implementation in April 2014.

Appendix 1: Glossary for Performance Monitoring and Evaluation System

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

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

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

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

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

Efficiency: The extent to which an organisation, policy, programme or initiative produces outputs in relation to the resources used.

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

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

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

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

Goal: The higher-order objective or results to which a development intervention is intended to contribute.

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

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

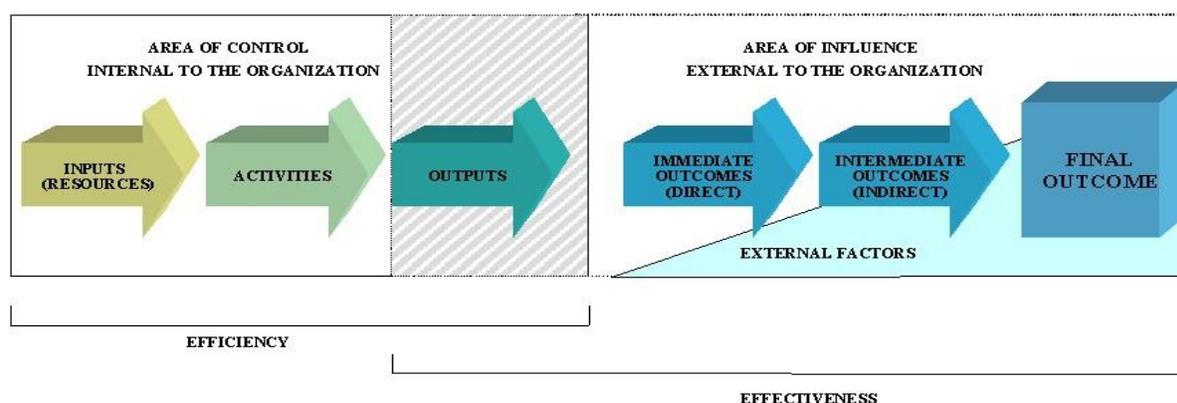
Government Initiative: A priority outcome and the means to achieve it articulated by the Government. It may involve one or more Ministries, and one or more programmes.

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

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

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

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



Medium Term Expenditure Framework (MTEF): A tool which links plans and budgets over the medium term and help managers make decisions on how best to strategically allocate financial resources in line with government policy.

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

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

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

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

Related term: performance monitoring

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

Operational Planning: Operational planning is a subset of strategic work planning. It describes short-term ways of achieving milestones and explains how, or what portion of, a strategic plan will be put into operation during a given operational period.

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

Related terms: result, outputs, impacts.

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

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

Performance Indicator: A variable that allows the verification of changes in the development intervention or shows results relative to what was planned; see **Performance measure**.

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

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

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

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

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

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

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

Project: A task or planned programme of work that requires significant time, effort, and planning to complete.

Programme Evaluation: Evaluation of a set of interventions, marshalled to attain specific global, regional, country, or sector development objectives.

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

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

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

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

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

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

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

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

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

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

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

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

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

Target: A measurable performance or success level that an organization, programme or initiative plans to achieve within a specified time period. Targets can be either quantitative or qualitative and are appropriate for both outputs and outcomes.

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

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

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