



# Joint Programme 2021 Annual Progress Report

## SDG Financing Portfolio - Component 1

### Cover page

**UNCT/MCO:** Jamaica

**Reporting Period:** 1 January - 31 December 2021

**JP title:** Improving Efficiency, Effectiveness and Equity in Public Expenditure in Jamaica for SDG Acceleration

**PUNOs:** UNICEF, PAHO, UNDP

**Government partner:** Planning Institute of Jamaica

**Target SDGs:** SDGs 3, 4, 16, 17

**Gender Marker:** 2

**Approved budget:** USD 992,425

**Co-funding:** USD 220,800

**Total Disbursement by 2021:** USD 496,213

**Total estimated expenditures:** USD 284,100.8 (est. Delivery rate: 57.3%)

**Total estimated commitments** (including expenditures): USD 377,694.9 (est. Committed rate: 76.1%)

**RCO focal point name:** Maxsalia Salmon

**RCO focal point email:** maxsalia.salmon@un.org

### Executive Summary

Research & Assessment Through the JP, technical support bolstered the completion of a Public Expenditure Review on education in, as well as, provided additional resources to conduct a review of the Government's Medium-Term Results Based Budgeting (MTRBB) Framework, related to the education and health sectors between 2018-2021. These activities have complemented current efforts and plans to advance reforms outlined within the Government's Vision 2030 National Development Plan and commitments under the Sustainable Development Goals (SDG's). These plans are geared toward strengthening technical capacity, improve efficiency in service delivery and advance greater levels of equity in public finance management.

Training and Capacity Development Consistent with the findings from the Medium-Term Results review completed in the 3rd quarter of 2021, the JP implemented a series of training and retooling sessions with 174 public officials from across the Ministry of Health and Wellness (77); and the Ministry of Education (87), and the Ministry of Finance and the Public Service (10), exceeding the programmed target of 120 key staff trained. The sessions provided approximately 50 contract hours in Public Finance Management, delivered through a stepwise competency-based

approach to develop participants' skills in: Planning techniques and templates such as the Performance Measurement Framework; The articulation between planning and budgeting through RBB techniques; and, Monitoring and Evaluation techniques, to achieve the delivery of quality education and health outcomes. Anticipated outcomes include improvements in procurement systems, effective implementation of infrastructure, sound human resource management, and enhanced service delivery.

Advocacy and Communication Consistent with the communication and advocacy strategy, the JP facilitated a series of two sector-wide sessions with government technocrats to analyze the results of the public expenditure review on the education sector in collaboration with the World Bank. The Report was subsequently presented and discussed with the Prime Minister and the Cabinet.

## Annual Progress

### Overall JP self-assessment of 2021 progress:

Satisfactory (majority of expected results achieved; 1 to 3 months delay in implementation)

**Comments on self-assessment:** Since the official launch of the JP in December 2020 progress has been made toward accelerating improvements in efficiency, effectiveness and equity of education and health spending geared toward promoting increased investments towards the realization of SDG's 3 and 4. Despite the negative effects of Covid-19 which resulted in a series of extensive containment measures designed to curtail the harsh effects of the pandemic, key outputs were realized in keeping with the JP's implementation plan. Chief among these include: i) improving the technical capacity of key public administrators through training, to understand and prepare Results Based Budgets. ii) a review and revision of key performance indicators, especially those aligned to the SDG's and iii) the development of guidelines to enhance the implementation of Results Based Budgeting as guided by the Ministry of Finance. Directed by the Steering Committee, the JP employed remote instruction and training, and re-casted its projections, delaying its 2019/20 Workplan and expected financial delivery forecasts. Having laid this important foundation, with a request for extension to December 2022, the JP is expected to advance the remaining output areas, namely, an analysis of priority service delivery areas across the health and education sectors.

### Overall progress and key developments to date (3 key JP milestones)

The JP aims to achieve greater efficiency, effectiveness and equity in public investments, ensuring that 'no one is left behind. The project is designed to catapult Jamaica's advancement toward the achievement of critical developmental milestones through the realisation of key SDG targets which also align with the country's Vision 2030 plan based on each sector target. The JP embraces the principles of a whole-of-society approach that recognizes inter-sectoral linkages, partnerships and mechanisms for the holistic and integrated implementation of sustainable development. Notwithstanding the global pandemic and inherent delays, the pace of implementation increased within the reporting period and yielded the following results: •Strong inter-sectoral linkages and coordination between development partners and local actors owing to a responsive governance structure which contributes to the achievement of common interests in localizing and integrating the SDGs. Building on previous iterations of the Government of Jamaica's Medium Term Results Based Budget implementation plan, the JP has advanced a model to promote greater operational efficiencies through the promotion of a results chain and theory of change framework, using financial, material and human resources and other inputs to conduct institutional activities (at operational level), to produce a set of outputs (goods and services at programmatic level), which are intended to change the target group's initial conditions (outcomes) and generate an impact (at strategic level and in the long run). The JP has also promoted greater knowledge sharing among line Ministries and bolstered efforts by the Ministry of Finance and the Public Service and the Planning Institute of Jamaica to ensure full alignment with the government's fiscal imperatives at the strategic level of the Ministry of Education and the Ministry of Health, especially those related to the achievement of key SDG's and the Vision 2030 Development Plan.

•The dissemination of the results of the Public Expenditure Review on education sector conducted by UNICEF and World Bank has provided timely evidence toward informing fiscal and social policy measures that can support optimization of public finances and management. The findings augment key elements of the JP, namely, diagnostics to

assess service delivery of select priority areas within the education sector and improving allocative and operational efficiency. In collaboration with the World Bank, the findings, have provided a clear assessment of related PFM activities and the attendant weaknesses. The JP will seek to examine these issues through the scheduled deep dives and an analysis of core budget programmes within the MOEYI and MOHW. Additionally, the JP is well-positioned to realize results that will effect quality enhancements to services that impact the most vulnerable populations including children and women and people with disabilities through the development of a financial simulation model, budget tracking systems, and monitoring services. To date, the PER has been presented to the Government and discussions had with the respective Government Ministries and the Cabinet with the planned activities for 2022, endorsed toward having a deeper examination of many of the recommendations. •The JP supported the execution of a process analysis of the Government’s Medium-Term Results Based Budgeting Framework and provided institutional strengthening through a series of training and retooling sessions. These sessions were conducted with 174 public officials from across the Ministry of Health and Wellness (77); and the Ministry of Education, Youth and Information (87), and the Ministry of Finance and the Public Service (10), exceeding the programmed target of 120 key staff to be trained. The sessions provided approximately 50 contract hours in Public Finance Management, delivered through a stepwise competency-based approach.

**Changes made to JP:** Given the delays in the commencement of the JP due to Covid-19, some of the activities within the workplan will be delayed requiring a no-cost extension by approximately 6 months. The amended document (workplan) is to be submitted shortly given the recent approval of a request for extension by the SDG Fund. The document uploaded here does not yet reflect the changes however Q20 is mandatory and as such the original ProDoc has been uploaded.

**Main Challenges:** The JP’s planned financial implementation rate for the calendar year was primarily impacted by the negative effects of the ongoing COVID 19 pandemic which contributed significantly to a context of radical uncertainty, and difficult trade-offs given the health, economic and social challenges. The JP’s implementation schedule was delayed by approximately 3-5 months as critical stakeholders within the Ministries of Health and Education were engaged in the country’s management, response and recovery. These stakeholders were being targeted to inform a comprehensive review of the GOJ’s Medium Term implementation of Results Budgeting, as well as to be engaged in a series of training and retooling sessions. Notwithstanding, with adjustments to the schedule and the strong network within the oversight committee, the JP was able to complete the review within the 3rd quarter and execute the training/ retooling within the 4th quarter of 2021.

**Updates on SDG financing framework**

	Assessment		Monitoring	Governance
Inception phase	Diagnostics	Financing Strategy	Review	Coordination
N/A	N/A	N/A	N/A	N/A

**Descriptions on progress by INFF building blocks**

- Inception Phase:** NA
- Assessment & Diagnostics:** NA
- Financing Strategy:** NA
- Monitoring & Review:** NA
- Governance & Coordination:** NA

## Priority Cross-cutting Issues

### How did the JP adapt to the COVID-19 context

In the context of the pandemic the JP, under outcomes 1 and 2- provided value-added support toward improving efficiency, effectiveness and equity within education and health, examining spending priorities and investments towards the realization of key SDG's on PFM and Results Based Budgeting. The JP has been working with the Government of Jamaica to provide timely capacity building within the context of diminishing and limited public resources through the incorporation of cost-saving tools. This has been especially relevant as the Government of Jamaica reexamines its fiscal space and programmes, seeking to maximize and realign investments in health and education.

### How did the JP apply the Gender Marker

The JP has contributed to advancing efforts toward mainstreaming gender equality and the empowerment of women by prioritizing gender transformative initiatives in education and health and emphasizing interventions giving focus to advancing SDG 5. These include the dissemination and operationalization of the recommendations of the PER Analyses on education and redefining the Government of Jamaica's (GOJ's) performance indicators. The PER determined, inter alia, that although education expenditure appears adequate relative to benchmarked countries there remains inequalities by gender, impacting school completion rates, especially for girls. The Report advanced that redirecting resources through differentiated interventions, such as the "Reintegration of School-Age Mothers" into the formal system can help to optimize and progressively realize key outcomes for girls and women. The JP has also supported a review and revision of Performance Indicators for the Health and Education Ministries. Of the 14 revised indicators within the education sector, the JP has proposed improved gender disaggregation of data at the immediate and final outcome levels for 11 indicators, while of the 17 revised health sector indicators, at least 5 are gender related at the final outcome and impact levels. The JP will also work with the GoJ to track efficiency of expenditures on gender transformative programmes.

*Estimated % of overall disbursed funds spend on gender: 4.9%*

### Alignment with cross-cutting UN issues (e.g. human rights, decent work, inclusion, LNOB)

In partnership with the Government of Jamaica, PUNO have been working to improve health and educational outcomes in Jamaica. The Ministries of Finance, Health and Education have been leading the Government of the Jamaica's management and response mechanisms to systemic and sudden shocks, such as Covid-19, as well as several other socioeconomic imperatives outlined in the SERP. Collaboratively, the SDG Joint Programme increases the potential to realize critical outcomes which, individually, have been challenging to achieve in a timely manner. Particularly, the JP has been working to bolster the adequacy and equity of public investments within a diminishing fiscal space by focusing on key developmental issues such as postpartum care, reduction in NCD's, and improved education completion rates. With the existing technical capacity of UNICEF, PAHO and UNDP and the resources provided under the SDG Fund, interventions such as, training and retooling and the forging of partnerships with other IDP's, Jamaica is making progress in accelerating solutions to the material challenges, including: child labour, non-communicable diseases, access to social protection and services, as well as, appropriate government financial management reforms, all influencing the outlook for children, youth, women, men, as well as persons disabilities.

### How did the JP work to build ownership and buy-in of key stakeholders

The governance structure has provided a rigorous framework for seamless cross-sectoral collaboration led by the Ministry of Finance, designed to support the achievement of key national outcomes. The results confirm the JP is a direct response to the GoJ's objective of realizing high economic and social returns through targeted projects and programmes. Importantly, in keeping with Jamaica's Medium Term Socio-Economic Policy Framework which

provides a roadmap for action the JP has contributed to the stage-by-stage operationalization of the National Development Plan through tools designed to strengthen capacities in Medium Term Budgeting implementation, especially related with the budget management cycle, costing, monitoring and evaluation, and key performance Indicators. The JP has also engaged expertise toward promoting inter-ministerial linkages, knowledge sharing and the development of at least 3 financial management tools and products for education and health. Among these have include a web-based application for training and assessment to strengthen the execution of Results-Based Budgeting; streamlining of key performance indicators to track and monitor targets under the SDG's and the country's Vision 2030 National Development Plan; and plans to commence deep dives and budget analysis designed to improve data, systems and human resources surrounding health and education financing over the medium-long term.

## **Annual Reporting on Results**

### **Results achieved in promoting the priority thematic SDG agendas**

Consistent with Jamaica's 2030 NDP and its over 90% alignment to the SDG's, the JP has been contributing toward achieving key SDG's by building capacity, promoting accountable and transparent financial management systems and processes, and linking the budget programmes of the country to the SDGs., The JP has prioritized the following SDG's:

SDG 3- Through a series of capacity building and retooling activities the JP focused on health financing with an emphasis on the development and training of the health sector workforce. Seventy-seven (77) public officials from the Ministry of Health and Wellness were trained in Medium-Term Results-Based Budget (MTRBB); Monitoring & Evaluation (M&E) Techniques for MTRBB, and Costing Techniques for Medium Term Results Based Budgeting. Fifty-three (53) participants were selected for an Advanced Training and Coaching Sessions designed to encourage circles of practice and further capacity building.

SDG 4 –Promotion of equity, effectiveness and efficiency by examining recurrent expenditure between 2011-2020, focusing on spending alignment with national development priorities, the quality of expenditure and the implications for public finance management. Through technical support to the follow up on the Public Expenditure Review on Education, and a series of training/retooling sessions conducted with 87 public officials with an emphasis on Theory of Change and Results Chain; Logic Models and Logical Frameworks; and Medium-Term Expenditure Frameworks. The PER was completed in the 3rd quarter of 2021 and examined the extent to which public spending on Education in Jamaica is adequate, efficient and equitable. The review highlights a pre-existing learning crisis in education, exacerbated by the pandemic and if not reversed, Jamaica risks losing 1.3 years in learning-adjusted years of schooling which is likely to erode the gains made under SDG 4, among others.

SDG 5 prioritizes gender transformative interventions when conducting public expenditure analyses and defining key performance indicators. The JP has assisted the Ministry of Health and Education to refine their Performance Indicators (PIs). Of the 350 and 250 in the MOEYI and MOHW respectively, 14 and 17 Key Performance Indicators were identified to have closer alignment to the SDG's and NDP. These also include 16 gender responsive indicators (11 MOEYI and 5 MOHW) to assess programmes and ensure that disaggregation is considered as part of the RBB roll out. Medium-term plans of the JP will seek to track expenditure and efficiency of expenditures on gender transformative programmes (such as initiatives aimed to improve learning outcomes for boys and access to quality newborn and maternal health and gender-responsive adolescent health services.

### **JP contributions to the Joint SDG Fund's global results (especially around Outcome 2 & Output 4)**

The activities implemented in 2021 serve as prior actions to the achievement of the targets under outcome 2 and output 4. It is anticipated that observable adjustments will be evidenced within the 2022/2023 budget cycle for the Government of Jamaica, as well as in sync with the scheduled plans to develop systems and processes to enhance budget mapping processes and programmes with SDGs and the county's Vision 2030 National Plan.

## **Progress against JP-specific outcomes**

Observable results are likely to be realized in the 2022/2023 Government of Jamaica fiscal cycle in keeping with the support provided by the JP since its official commencement in December 2021.

## **Progress against JP-specific outputs**

The JP has made incremental gains within each of the output areas, despite project delays. Under Outputs 1 and 2 we have engaged technical advisors and completed the required training and retooling sessions to enable 174 staff within the Ministries of Education and Health to support quality outcomes linked to Results Based Budgets.

The JP has also completed a review and revision of Performance Indicators related to the national priorities and SDG's, as well as developed a Theory of Change to guide planning, budgeting and monitoring.

In keeping with the Public Expenditure Review and recent Education and Health Assessments, in consultation with the Planning Institute of Jamaica and the Ministry of Finance, the JP has completed a Capacity Review of the Ministries of Education and Health Presentational Performance Budgeting approach. From the review, the JP has been working to close the gap between policy alignment and strategic priorities by examining over 600 Performance Indicators, aligning and determining key indicators with the National Development Plan and the SDG's. Additionally, the JP has been linking Strategic Business Plans to Budget Expenditure and Forward Estimates. These form key precursors toward conducting diagnostic assessments for selected service delivery areas across the Ministry of Education and Health, scheduled for year 2 of the JP.

## **JP contributions to strengthening UN coherence, partnerships and reducing duplications of efforts**

The JP has been working with the GOJ, led by the Ministry of Finance, to accelerate progress on achieving SDGs given its alignment with efforts to strengthen national capacity for performance-based budgeting, specifically Medium-Term Results-Based Budgeting. This support compliments plans by the GOJ toward costing of the Medium-Term Socio-Economic Policy Framework (MTF) which represents advancing key milestones under the Vision 2030 Plan and the SDGs in the medium term. Outcome's 1 and 2 which focuses on improving efficiency, effectiveness and equity of education and health spending towards the realization of SDG 4 and 3 respectively aligns with the mandate of the GOJ for the integration/full roll-out of Medium-Term Results Based Budgeting which commenced in 2019. Its integration in the GOJ strategic, corporate and operational planning as well as budget performance reporting is now a requirement.

The GoJ has been undertaking a budget analysis process being led by the Planning Institute of Jamaica (PIOJ). Using data from the Economic and Social Survey of Jamaica (ESSJ) to identify budget allocation by sector and align to National Outcomes and SDGs; this will then be mapped to planned and actual outcomes with variances analyzed and discussed and/or explained. The collection of budget data is now complete, and analysis scheduled for completion in 2022. The JP has been working alongside the PIOJ through the Vision 2030 Secretariat to improve the effectiveness of the Ministries of Education, Health and Finance (SDG 16) and building capacity to support the achievement of Jamaica's National Development Plan (SDG 17) by strengthening the tools, including manuals and guides, for alignment of strategic corporate and operational planning with Vision 2030 Jamaica and the SDGs. A raft of tools has been engaged, including: the Theory of Change, Logic Model and Logical Framework, Performance Measurement Framework, Analytical Accounting and Output Costing, toward enhancing the PFM capacity across the three names ministries.

Among the strengths of the JP is the strong complementarity among its strategic focus and the GOJ medium to long-term socioeconomic plans. Following the trainings and review in 2021 the JP has advanced an evaluation framework toward executing deep dives and an analysis of current fiscal programmes within the Ministry of Education and Health, two of the largest Ministries based on its human resources, as well as share of budget on the GOJ recurrent expenditure books. Under outcome 3 plans to support the tracking and analysis of expenditure augers well for building out an Online Monitoring Platform to support the monitoring of performance-based budgeting aligned with a costed MTF and the development/strengthening of an Integrated Evidence- and Results- Based Management (IERBM) Framework and Plan for Vision 2030 Jamaica and the SDGs, with the Planning Institute of Jamaica.

# Strategic Partnerships, Documents and Communications

## How did the JP facilitate collaboration with diverse stakeholders in the SDG financing space

The JP has been providing technical support to the Planning Institute of Jamaica and the Ministry of Finance to explore options toward the roll-out of an Online Monitoring Platform, as a continuation of the “Advancing the SDGs through Vision 2030 Jamaica” project with UNDP. The Platform is expected to include a monitoring dashboard for Vision 2030 Jamaica and the SDGs, giving focus to the National Outcome Indicators and their measurement of progress towards the national and global goals; presentation of the alignment of project/programmes with national outcomes and SDGs and a Private Dashboard, which allows for the incremental build out of capacity for monitoring performance-based budgeting and financing.

The resources for the implementation of successive Medium-Term Framework’s come from a range of sources, including the GOJ budget, private sector investment, and civil society, IDPs and the diaspora. The PIOJ has placed emphasis on ensuring that planning, budgeting and resource allocation mechanisms are successfully aligned and integrated for the implementation of each MTF.

To date the GOJ has undertaken a pilot with the Public Sector Investment Programme to see tangible demonstration of outputs. Through a costed MTF, the GOJ will with some site upgrades, be able to comprehensively link budget performance with advancing strategy and national outcomes of Vision 2030 Jamaica and the SDGs and developing a local level dashboard to support the measurement of local level development outcomes aligned to national and global outcomes and/or goals, as well as track financing.

## Did the JP secured additional financing (co-funding/co-financing) from the following stakeholders:

Government	Donors & IFIs	Private Sector	PUNOs	Other Partners
No	No	No	No	No

**Comments on additional financing secured:** The JP has been providing technical support to the Planning Institute of Jamaica and the Ministry of Finance to explore options toward the roll-out of an Online Monitoring Platform, as a continuation of the “Advancing the SDGs through Vision 2030 Jamaica” project with UNDP. The Platform is expected to include a monitoring dashboard for Vision 2030 Jamaica and the SDGs, giving focus to the National Outcome Indicators and their measurement of progress towards the national and global goals; presentation of the alignment of project/programmes with national outcomes and SDGs and a Private Dashboard, which allows for the incremental build out of capacity for monitoring performance-based budgeting and financing.

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## JP organized events in 2021

JP Launch Event	Annual Donor Event	Partners Event
Organized in 2020	No	No

*Number of strategic documents produced by the JP: 2*

*Number of strategic documents contributed by the JP: 0*

*Number of communication materials produced: 1*

## **2022 Plans & Way Forward**

### **JP priority activities & expected results for 2022**

The JP annual workplan for 2022 includes the following outputs and outcomes: • Training for 25 key staff within the MoEYI (and their agencies) on Budget Analysis techniques

- Diagnostics conducted to assess the service delivery of at least 3 key programmes in priority areas by MoEYI staff: The School Feeding Programme, National Textbook Loan Scheme and the Primary Textbook Programme and the Tertiary Education Programme.
- A financial simulation model for education expenditure which is adapted to Jamaica, based on quantitative reference scenarios projecting the development of the education system needs and resource requirements according to policy assumptions and targets
- The development of a model to test the financial sustainability of policy options and targets

### **3 major transformative results that will be achieved by the end of the JP**

1. Promotion of equitable resource allocation toward SDGs 3 and 4 which address gender and inclusive education and improve health sector outcomes. This includes the reprioritization of expenditure within two of the largest Ministries (MoHW and MoEYI) with an emphasis on strategies and programmes that are more efficient and effective in supporting the achievement of SDGs and the National Development Plan, through the implementation of Results Based Budgeting (RBB).
2. Increase credible budget process where resources are channeled to priority areas in a coordinated manner with possibilities for attracting additional funding for the education and health sectors from development partners as well as the private sector involved in education and health projects.
3. The development of instruments to estimate budget allocations that contribute to accomplishing Vision 2030 targets and the SDGs and costing of the financial sustainability of policy options.

### **Estimated rate of completion for each result as of 31 Dec 2021**

Result.1	Result.2	Result.3
Emerging (1-49%)	Planned (0%)	Emerging (1-49%)