



AUDITOR GENERAL'S
DEPARTMENT OF JAMAICA

Jamaica's Preparedness for Implementation of Sustainable Development Goals (SDG)

Performance Audit Report

September 2018

"A Better Country Through Effective Audit Scrutiny"



The Auditor General is appointed by the Governor General and is required by the Constitution, Financial Administration and Audit Act, other sundry acts and letters of engagement, to conduct audits at least once per year of the accounts, financial transactions, operations and financial statements of central government ministries and departments, local government agencies, statutory bodies and government companies.

The Department is headed by the Auditor General, Pamela Monroe Ellis, who submits her reports to the Speaker of the House of Representatives in accordance with Section 122 of the Constitution of Jamaica and Section 29 of the Financial Administration and Audit Act.

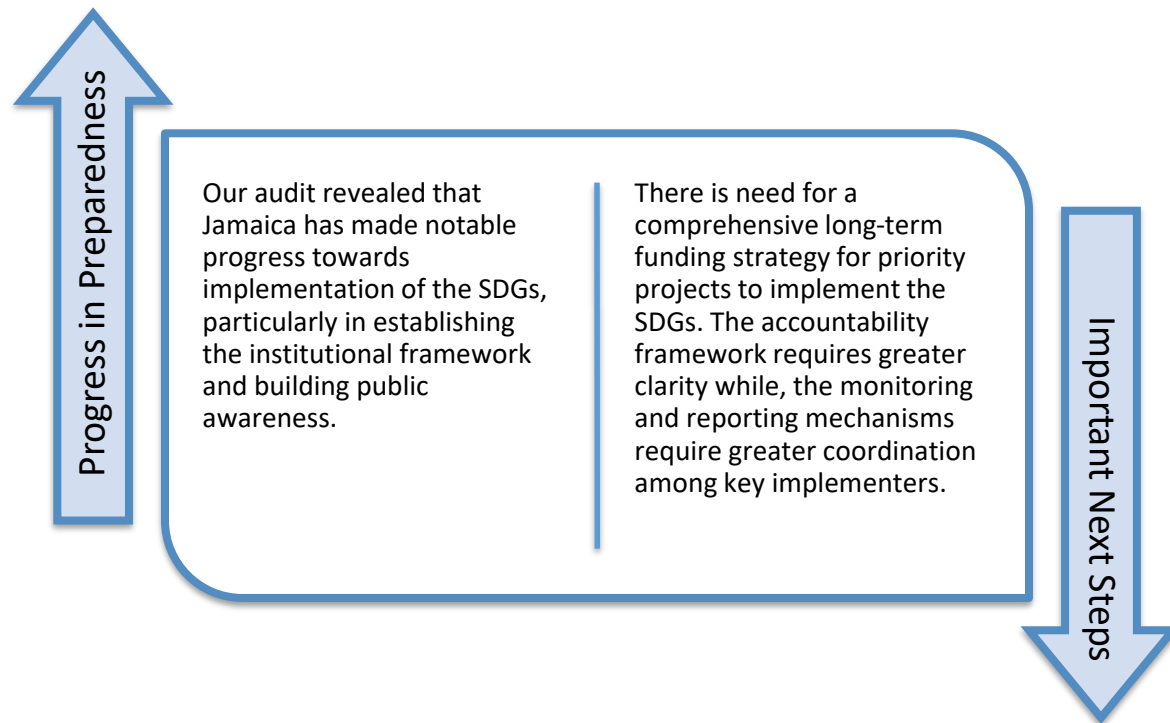
This report was prepared by the Auditor General's Department of Jamaica for presentation to the House of Representatives.

Auditor General of Jamaica
Auditor General's Department
40 Knutsford Boulevard
Kingston 5, Jamaica, W.I.
www.auditorgeneral.gov.jm

Our Vision:

A better country through effective audit scrutiny.

National Preparedness for SDG Implementation



Alignment of Vision 2030 Jamaica - NDP to SDGs





Audit at a Glance

Jamaica's Preparedness for the Implementation of the SDGs



Key Data

- 91.3% Alignment of Jamaica's National Planning documents to the SDGs
- 17 SDGs are embodied in Jamaica's National Development Plan – Vision 2030
- Six (6) sources of funding are being pursued for SDG implementation
- 234 Global Indicators applicable to Jamaica
- STATIN currently monitors only 51% of Jamaica's applicable indicators.

Main Findings

- Institutional arrangements have been established
- MoFPS has not named a representative to the National 2030 Agenda Oversight Committee
- No comprehensive long-term strategy to fund SDG priority projects
- Targeted strategies developed for vulnerable groups
- Stakeholder awareness programs include high-level forums, parish talks, public exhibits



Conclusion & Recommendation

Jamaica has made notable progress in preparing for the implementation of the SDGs. However, further work is required in terms of institutional strengthening and coordination of the monitoring activities. Given its limited fiscal space, it is imperative that the Government of Jamaica forge partnerships with the private sector to build institutional capacity and fund projects.



Table of Contents

NATIONAL PREPAREDNESS FOR SDG IMPLEMENTATION	2
AUDITOR GENERAL’S OVERVIEW	8
EXECUTIVE SUMMARY	10
KEY FINDINGS	11
CHAPTER ONE	16
INTRODUCTION	16
RATIONALE FOR THE AUDIT	16
THE AUDIT OBJECTIVE, SCOPE AND METHODOLOGY	16
CHAPTER TWO	18
OVERVIEW	18
CHAPTER THREE	22
INTEGRATION OF THE 2030 AGENDA INTO THE NATIONAL CONTEXT	22
INTEGRATION OF THE SDGs INTO NATIONAL PLANNING STRATEGIES, POLICIES AND PROCESSES	22
<i>National Ownership of the SDGs</i>	<i>23</i>
<i>Institutional Framework Established</i>	<i>23</i>
ALIGNMENT OF BUDGETS, POLICIES AND PROGRAMMES TO THE SDGs	24
<i>Delays in preparation of WOG Business Plans</i>	<i>24</i>
<i>Non-submission of Strategic Business Plans for review by MoFPS</i>	<i>25</i>
<i>MTRBB to strengthen the alignment of budgets to programmes</i>	<i>26</i>
POLICY INTEGRATION AND COORDINATION	26
<i>Policy Coherence activities included in Terms of Reference (TOR) for the institutional arrangements</i>	<i>26</i>
CREATING OWNERSHIP AND ENGAGING STAKEHOLDERS IN INTEGRATING THE SDGs INTO THE NATIONAL CONTEXT	27
<i>Absence of formal mechanism for feedback</i>	<i>28</i>
INCLUSIVENESS - LEAVING NO ONE BEHIND	29
CHAPTER 4	31
RESOURCES AND CAPACITIES FOR IMPLEMENTING THE 2030 AGENDA	31
IDENTIFICATION OF NEEDS AND OF THE REQUIRED RESOURCES AND CAPACITIES FOR IMPLEMENTING THE SDGs	31
MOBILIZING PARTNERSHIPS	32
MANAGING RISK	33
CHAPTER 5	35
MONITORING, FOLLOW-UP, REVIEW AND REPORTING ON PROGRESS TOWARDS THE IMPLEMENTATION OF THE 2030 AGENDA	35
RESPONSIBILITIES, MECHANISMS AND PROCESSES FOR MONITORING, FOLLOW UP, REVIEW AND REPORTING	35
PERFORMANCE INDICATORS AND DATA	36
<i>STATIN Unable to Measure all Applicable Global Indicators</i>	<i>36</i>
<i>Statistics Act to Enable Coordination of Data yet to be Finalised</i>	<i>37</i>
COMMUNICATION TO STAKEHOLDERS	39
CHAPTER SIX	41

ANALYSIS OF AUDITED ENTITIES COMMENTS ON FINDINGS, CONCLUSION AND RECOMMENDATIONS	41
CHAPTER SEVEN	43
CONCLUSION	43
CHAPTER EIGHT	45
RECOMMENDATIONS	45
APPENDICES	47
APPENDIX 1 BUILDING BLOCKS OF VALUE FOR MONEY	47
APPENDIX 2 AUDIT QUESTIONS AND OBJECTIVES	48
APPENDIX 3 AUDIT CRITERIA AND SOURCES	49
ACRONYMS AND ABBREVIATIONS	50
LIST OF FIGURES/TABLES	51
REFERENCES	52

Auditor General's Overview

Jamaica's adoption of the Sustainable Development Goals (SDGs) in 2015 reinforced the country's commitment to the goals of its Vision 2030 National Development Plan (NDP) developed in 2009, which seeks to "make Jamaica the place of choice to live, work, raise families, and do business". An assessment of Jamaica's national planning documents, using the Rapid Integrated Assessment methodology developed by the United Nations Development Programme (UNDP), shows that Vision 2030 Jamaica - NDP, the Medium-Term Socio-Economic Policy Framework (MTF) and sectoral policies are 91.3 per cent aligned with the SDGs.

We conducted a performance audit to determine the extent to which the actions implemented by the Government of Jamaica (GOJ) are adequate to support preparedness for the achievement of the SDGs. The audit sought to assess whether the institutional, monitoring and reporting frameworks for the implementation of the SDGs were established. The findings from this audit will provide a baseline for evaluating GOJ's progress in implementing the SDGs and assessing the achievement of the sustainable development goals, and will inform upcoming audit assignments.

The audit revealed that Jamaica has made notable progress in building public awareness and developing the institutional frameworks towards the implementation of the SDGs, by establishing the core and oversight committees. However, I am concerned that the Ministry of Finance and Public Service (MoFPS), the entity responsible for the collection and allocation of public revenue to allow for socio-economic development, was not included in the National SDG Core Group, and is yet to accept PIOJ's invitation to name a representative on the National 2030 Agenda Oversight Committee. The Government aims to implement the SDGs through successive three-year Medium Term Socio-Economic Frameworks (MTF)¹, outlined in the individual MDAs strategic business plan. As such, the inclusion of the MoFPS at the level of the Core Group would facilitate continuous alignment of the medium to long-term funding for priority SDG projects with the Government's fiscal program and strengthen coordination of funding arrangements. At the same time, Institutional strengthening is also required for Ministries, Department and Agencies (MDAs) to produce data necessary to monitor SDG performance. However, STATIN is unable to measure 115 of the 234 applicable indicators, as no data are available.

Based on the progress made to date and the gaps identified, I encourage the Government to implement the recommendations in this report that would assist in expediting preparedness in order to achieve the SDGs by 2030.



Pamela Monroe Ellis, FCCA, FCA
Auditor General

¹ MTF is the implementation mechanism for Vision 2030 Jamaica, with each MTF comprising a medium term strategic programme to advance the implementation of the National Development Plan, based on the nation's development aspirations and guiding principles

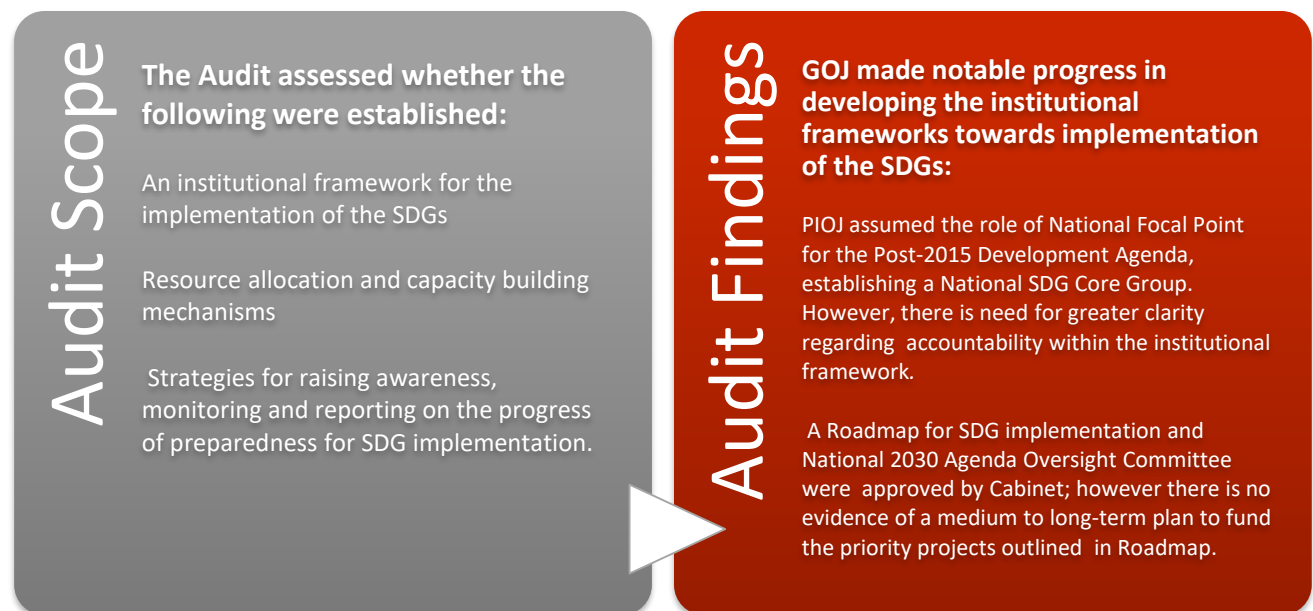


Executive Summary

In January 2016, Jamaica adopted the United Nations (UN) 2030 Agenda, which outlined the 17 Sustainable Development Goals (SDGs), whose achievement would result in an end to poverty, protection of the planet and ensure that all people enjoy peace and prosperity by 2030. Jamaica enjoys a head start in terms of SDG implementation as the 17 SDGs are embodied in Jamaica's National Development Plan (NDP) - Vision 2030 and are at various stages of implementation. In this regard, previously established institutional arrangements in respect of Vision 2030 Jamaica – NDP, provide a foundation for Jamaica's preparedness for the implementation of the SDGs. An assessment of Jamaica's national planning documents, using the Rapid Integrated Assessment methodology developed by the United Nations Development Programme (UNDP), shows that Vision 2030 Jamaica - NDP, the Medium-Term Socio-Economic Policy Framework (MTF) and sectoral policies are 91.3 per cent aligned with the SDGs.

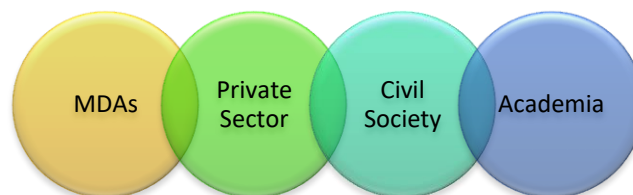
We conducted a performance audit to determine the extent to which the actions implemented by the Government of Jamaica (GOJ) at the national level, are adequate to support preparedness for the implementation of the SDGs (Figure 1).

Figure 1 Audit Scope and Findings



Source: AuGD's planning documents and fieldwork analysis

We obtained our audit findings from records and interactions with PIOJ, the national statistics office - Statistical Institute of Jamaica (STATIN); Office of the Cabinet; Ministry of Foreign Affairs & Foreign Trade (MFAFT); and Ministry of Finance & the Public Service (MoFPS), as well as key stakeholders through interviews and focus group discussions.



Key Findings

National Ownership

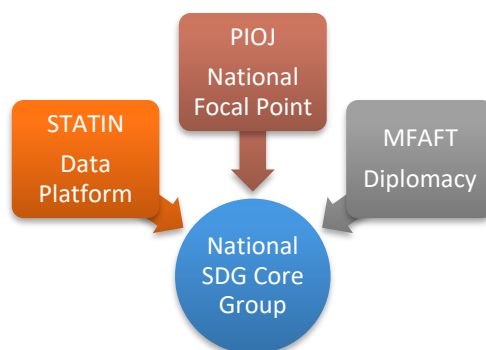
- 1. Integration of the 2030 Agenda into the National Context.** The GOJ in collaboration with the United National Development Programme (UNDP) conducted an alignment exercise, the results of which showed that Jamaica's national planning documents² combined, indicated 105 of the 115 targets (91.3 per cent) were fully or partially aligned to the SDGs. This confirmed that the SDGs were largely integrated into the national context. However, the targets related primarily to the natural environment, reduced inequalities and partnership for goals reflected low levels of alignment. Further alignment will be undertaken and reflected in subsequent planning documents such as the Medium-Term Socio Economic Policy Framework.

Institutional Framework

- 2.** The GOJ has established oversight and governance structures to provide guidance towards the implementation of the SDGs. The National SDG Core Group was formed in 2017 comprising PIOJ, STATIN and MFAFT, as the successor to the Vision 2030 Inter-Ministerial Core Group³. PIOJ assumed the lead role based on its previously assigned responsibility to monitor the Millennium Development Goals (MDGs) and the development of Vision 2030 Jamaica – NDP. However, we saw no documented evidence to confirm its role as lead agency. Whereas it was admirable that PIOJ took on this role, we found that the lines of accountability were unclear and further; some MDAs were unaware of this assumed responsibility, which affected coordination between stakeholders.

² Vision 2030 Jamaica – NDP, Medium –Term Socio Economic Policy Framework (MTF) and Sectoral Policies.

³ Formally established for Vision 2030 Secretariat in 2014



In September 2017, Cabinet also approved the establishment of the National 2030 Agenda Oversight Committee⁴, that will provide oversight for monitoring the implementation of the SDGs. Membership includes PIOJ, STATIN, MFAFT and other MDAs, along with stakeholders from the private sector, civil society groups and academia. However, MoFPS, the entity responsible for the collection and allocation of public revenue to allow for socio-economic development, was not included in the National SDG Core Group. PIOJ invited the MoFPS to name a representative on the National 2030 Agenda Oversight Committee. The MoFPS is yet to name a representative to this Committee; at the same time, inclusion of the MoFPS at the level of the Core Group would facilitate continuous alignment of the medium to long-term funding for priority SDG projects with the Government's fiscal program and strengthen coordination of funding arrangements.

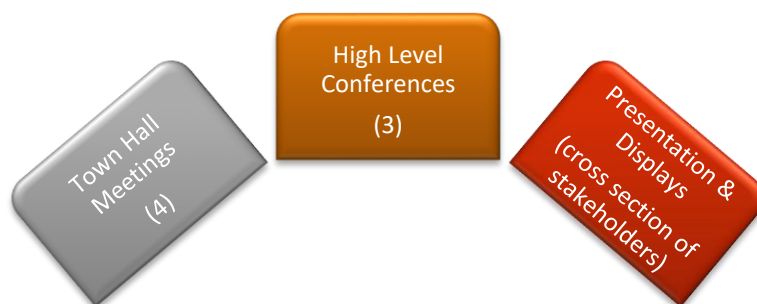
Integration and Inclusiveness

3. **Preparatory work towards achieving inclusiveness for the SDG implementation has begun.** The Cabinet-approved Roadmap for SDG Implementation in Jamaica considered vulnerable groups in each of its priorities to advance the implementation of the SDGs and recommended targeted strategies to protect these vulnerable groups. Further, targeted strategies for vulnerable groups are in place, which are coherent with Vision 2030 and other sectoral policies⁵. In October 2017, PIOJ through the support of the United Nations Development Programme (UNDP) engaged SALISES⁶ to develop a 'Leaving No One Behind' report to assess the extent to which these marginalised groups will impact the achievement of the SDGs. The Report also identified the main groups within the Jamaican society, which are at risk of 'being left behind' as well as, identified opportunities for increased social inclusion for at-risk groups.
4. **In order to raise awareness regarding the SDGs and Vision 2030, PIOJ has initiated national consultation and engagement with various stakeholders.** From January 2016 to December 2017, PIOJ through its SDGs and Vision 2030 Secretariats, conducted stakeholder consultations including the high-level 'Dialogue for Development Series', aimed at raising awareness among public and private-sector bodies including civil society and academia. PIOJ also executed awareness programmes through town hall meetings, presentations and displays to a wide cross-section of stakeholders.

⁴ Formerly the Inter-Ministerial Working Group

⁵ National Social Protection Strategy, National Policy on Gender Equality as well as the revision of the National Policy for Senior Citizens

⁶ Sir Arthur Lewis Institute of Social and Economic Studies (SALISES) of the University of the West Indies (UWI)



In addition, the National 2030 Agenda Oversight Committee established a Communications Sub-Committee in December 2017, charged with, among other responsibilities, developing and leading the communication programme in order to create awareness and understanding of the SDGs over the lifespan of the project. In May 2018, SALISES finalised the Communications and Advocacy Roadmap (2019-2022), which aimed at guiding the implementation of initiatives to increase awareness within the public domain and encourage citizens to assume ownership towards the achievement of the SDGs. The Roadmap outlined specific objectives, actions and targets to be achieved to increase public awareness of Vision 2030 Jamaica – NDP and SDGs.

Baselines for Monitoring and Reporting

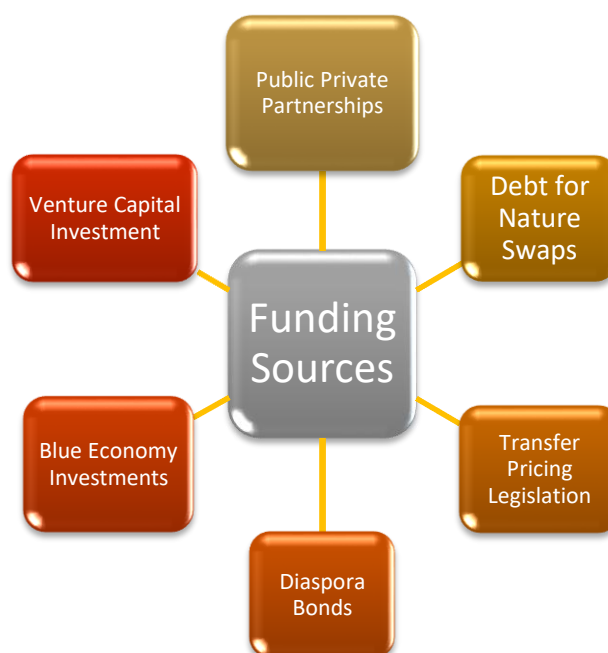
5. **STATIN had identified sources of data to report on 119 (51 per cent) of the 234 global indicators as at June 2018.** There are 234 global indicators applicable to Jamaica, of these, STATIN is only able to measure 90 indicators and STATIN along with the data producers have developed 29 indicators for use as proxies. STATIN is unable to measure the remaining 115 indicators, as no data are available. In June 2017, STATIN established an internal 2030 Agenda Committee to improve the statistical capacity for the monitoring of the 2030 Agenda, as well as providing strategic guidance to the MDAs for the production of data. However, we saw no evidence that the Internal Committee had developed work plans to measure, monitor and report on the progress to produce the relevant indicators. STATIN indicated that resource constraints including a high staff turnover since 2016, has constrained its ability to improve its statistical activities and production processes including the monitoring of the SDG indicators.
6. There is no formal Monitoring and Evaluation (M&E) Framework in place to coordinate and track the progress of systems and programmes that are being developed in several MDAs to aid the implementation of the SDGs. However, MoFPS has sought external funding to procure software to enhance Government's monitoring capability of public investment projects implemented to support achievement of the SDGs. An expected outcome of this monitoring and evaluation data system would be increased accessibility to real time data tracking of the progress from conceptualization to post evaluation. This should enhance the capability of the National SDG Core Group to monitor the implementation and progress of SDG priority project.
7. STATIN recognized that the current Statistics Act, as well as the policies of the MDAs do not mandate adherence to the common statistical standards or require coordination and collaboration of statistics with other MDAs. Accordingly, in October 2012, STATIN wrote to its Portfolio Ministry recommending amendments to the Act. Cabinet approved the proposed amendments in June 2013 and issued drafting instructions to the Chief Parliamentary Counsel (CPC). However, the Act is yet to be amended.

Means of Implementation

8. In April 2017, Cabinet approved a Roadmap for SDG Implementation, prepared by the National SDG Core Group in consultation with UNDP. The Road Map for SDG Implementation in Jamaica outlines critical steps towards the achievement of the 2030 Agenda, covering its alignment with national priorities, acceleration, financing, data requirements, institutional coordination and advocacy. The GOJ requires Ministries, Departments and Agencies (MDAs) to prepare Strategic Business Plans that prioritize and allocate the requisite resources towards the major interventions for achieving the strategic priorities of the Government, including the delivery of the SDGs. The Strategic Business Plans also enable the Office of the Cabinet to prepare the Whole of Government (WOG) Business Plan.



- i. MDAs are required to develop Strategic Business Plans incorporating priorities identified in the Cabinet-approved Roadmap for SDG Implementation. However, as at March 2018, five of the 14 MDAs were yet to present these plans for the period 2018-19 to 2020-21. Accordingly, the Office of the Cabinet was unable to complete the related WOG Business Plan or be assured that the Strategic Business Plans were aligned to Vision 2030 Jamaica - NDP and the achievement of the SDGs. The WOG Business Plan aims to facilitate greater coordination in policy development, programme and project implementation, governance and service delivery across the public sector. The WOG Business Plan would provide the mechanism for GOJ to monitor and report on its progress towards implementation of the priority activities. At the time of this report, the 2018-19 to 2020-21 WOG Business Plan was in draft.
- ii. The Roadmap for SDG implementation identified nine sources of funding for priority projects. To date, there has been progress in the pursuit of six of these sources to various degrees. Public Private Partnerships (PPPs) have been a major source of funding, whereas the diaspora bonds and venture capital funding are in exploratory stages. Since the adoption of SDGs in 2015, the Development Bank of Jamaica (DBJ) records showed that one PPP was completed, three are in progress and four are under review. In November 2017, PIOJ with loan financing from the World Bank, engaged a consultant to conduct a market study to determine the feasibility of floating a diaspora bond. To date, the decision to issue a bond is pending. Further, the intention of the DBJ Venture Capital Programme is to create sustainable development by focusing on the establishment of an ecosystem conducive to venture capital development. However, a comprehensive long-term strategy to fund the priority projects and support delivery of the SDGs remains outstanding.



Recommendations

1. **Cabinet** should consider delegating overarching responsibility for coordinating the implementation of the SDGs to a specific entity, and documenting and communicating this information to all stakeholders. This would provide greater ownership and commitment for the successful implementation of the SDGs as well as identify clear lines of accountability.
2. **MoFPS** should consider representation on the National SDG Core Group, as participation would reinforce the continuous alignment of the medium and long-term funding arrangements for SDG implementation with the Government's fiscal programme. In the interim, the MoFPS should consider PIOJ's request⁷ to designate a representative to the National 2030 Agenda Oversight Committee.
3. **The National 2030 Agenda Oversight Committee** in collaboration with MoFPS and MDAs responsible for priority projects, should guide the development of a comprehensive funding strategy for the preparedness and implementation of the SDGs.
4. **The Office of the Cabinet** should consider enforcing the relevant legislations⁸ so that MDAs submit their Strategic Business Plans within the stipulated timeframe for the timely completion of the 2018-2021 WOG Business plan. The Office of the Cabinet should also actively pursue Government's approval of the Plan to outline the cross-cutting nature of MDAs programmes and activities to achieve Vision 2030 Jamaica - NDP and SDGs.

⁷ As per correspondence dated August 11, 2017

⁸ Financial Management Regulations (FMR) and the Public Bodies Management and Accountability Act (PBMA)

Chapter One

Introduction



Audit Topic

Jamaica's preparedness for the implementation of the SDGs

Rationale for the audit

1.1 Our rationale to undertake this audit was informed by the need for Jamaica to be adequately prepared to implement the SDGs in order to enhance the quality of life for all Jamaicans and create a stable economy, given continuous economic, social, and environmental issues. The audit will also contribute to achieving the Auditor General's strategic priorities, which aims to improve governance, and monitoring activities. The audit seeks to support Government's preparedness for implementation of the UN's Sustainable Development Goals (SDGs) by identifying the progress made and the current challenges, so that the Government can take action to expedite preparedness in order to achieve the SDGs, given there are 12 years remaining to the 2030 target.

The audit objective, scope and methodology

1.2 The audit assessed the extent to which the actions implemented by the Government of Jamaica at the national level, since the endorsement of the 2030 Agenda in September 2015, are adequate to support preparedness for the achievement of the SDGs. Specifically, the audit assessed whether the institutional framework, resource allocation system, communication, as well as monitoring and reporting mechanisms were in place as at April 2018. The audit did not examine SDG preparedness at the sub-national level. **Appendix 2** outlines the key audit questions used to achieve the audit objectives.

1.3 The audit utilized the 'Whole of Government' cross-cutting approach as the implementation of the 2030 Agenda requires coordination of all sectors of government and the achievement of the SDGs depend on the combined outcomes of the MDAs and other stakeholders. We assessed the activities of key agencies to determine their efforts to integrate, coordinate and build capacity with other MDAs to ascertain Jamaica's level of preparedness for the implementation of the SDGs.

1.4 We planned and conducted our audit in accordance with the Government Auditing Standards applicable to Performance Audits, as well as standards issued by the International Organization of Supreme Audit Institutions (INTOSAI). Our criteria were obtained from guidelines set out by the United Nations (UN) and INTOSAI Development Initiative (IDI) (**Appendix 3**). As part of our methodology, we conducted interviews with management and staff of the Office of the Cabinet, PIOJ, STATIN, MFAFT and the MoFPS. In addition, we reviewed internal and external documents, made observations and conducted walkthroughs and focus group meetings. Risk assessments and issue analysis were developed along with questions that the audit sought to answer in order to form our opinions and conclusions. We also conducted fieldwork between January 29 and March 23, 2018, to gather sufficient and appropriate evidence to support the audit findings, opinions and conclusions.

1.5 Chapter two of this report introduces the SDGs and the role of the focal point (National SDG Core Group). Chapters three to five details the institutional arrangements for implementing, monitoring and reporting on the SDGs. Chapter six analyses the auditees responses to the draft report while chapters seven and eight contains the conclusion and recommendations from the audit.

Chapter Two

Overview

2.1 Jamaica's adoption of the Sustainable Development Goals (SDGs) in 2015 reinforced the country's commitment to the goals of its Vision 2030 Jamaica - National Development Plan (NDP) developed in 2009, which seeks to make Jamaica "the place of choice to live, work, raise families, and do business". An assessment of Jamaica's national planning documents by the Planning Institute of Jamaica (PIOJ) and the United Nations Development Programme (UNDP) revealed that Vision 2030 Jamaica - NDP, the Medium-Term Socio-Economic Policy Framework (MTF) and sectoral policies are 91.3 per cent aligned with the SDGs.

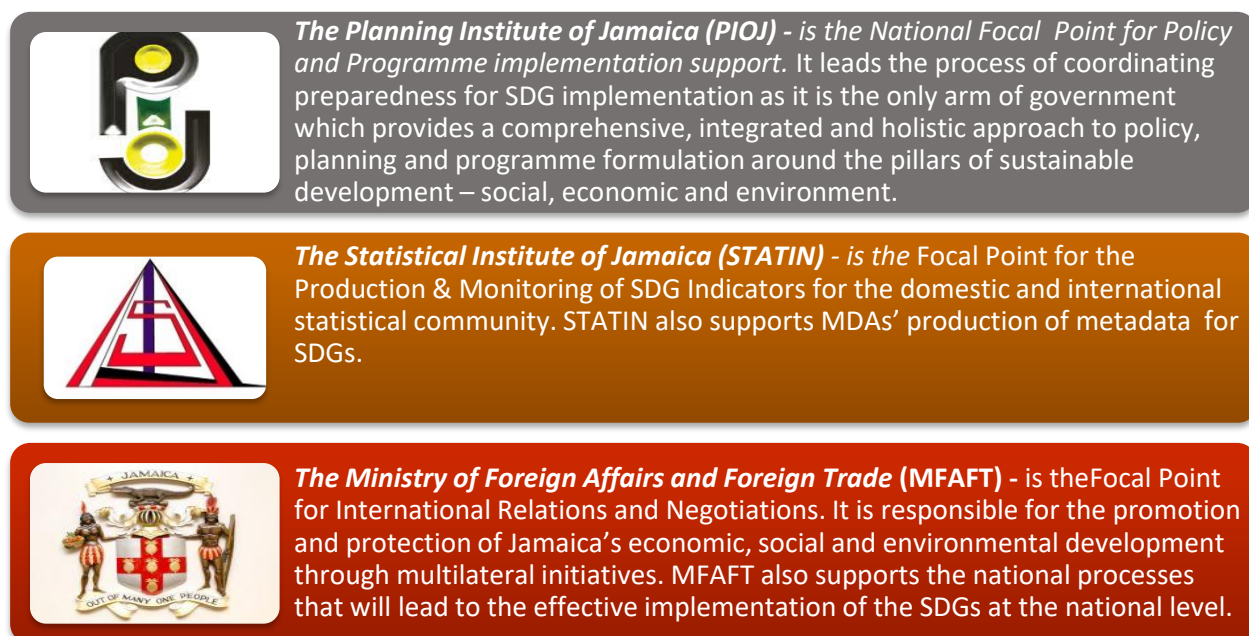
2.2 Jamaica was among 193 Member States that adopted the 2030 Agenda at the United Nations (UN) Sustainable Development Summit held in September 2015. The Agenda includes 17 Sustainable Development Goals (SDGs) broken down into 169 targets which establishes objectives across the social, economic and environmental dimensions of sustainable development. The SDGs, built on its predecessor the Millennium Development Goals (MDGs) which focused on social development and poverty eradication.

2.3 Jamaica's National Development Plan 'Vision 2030' was determined as the mechanism to be used to implement the SDGs through the successive three-year Medium Term Socio-Economic Framework (MTF)⁹. In April 2017, Cabinet approved 'A Road Map for SDG Implementation in Jamaica', which outlines critical steps towards the achievement of the 2030 Agenda, covering its alignment with national priorities, acceleration, financing, data requirements, institutional coordination and advocacy.

2.4 The National SDG Core Group which includes PIOJ, STATIN and MFAFT were recognized as focal points for the SDGs. The responsibilities of each entity are outlined in **Figure 2**.

⁹ MTF is the implementation mechanism for Vision 2030 Jamaica, with each MTF comprising a medium term strategic programme to advance the implementation of the National Development Plan, based on the nation's development aspirations and guiding principles

Figure 2 National SDG Core Group- Focal Points

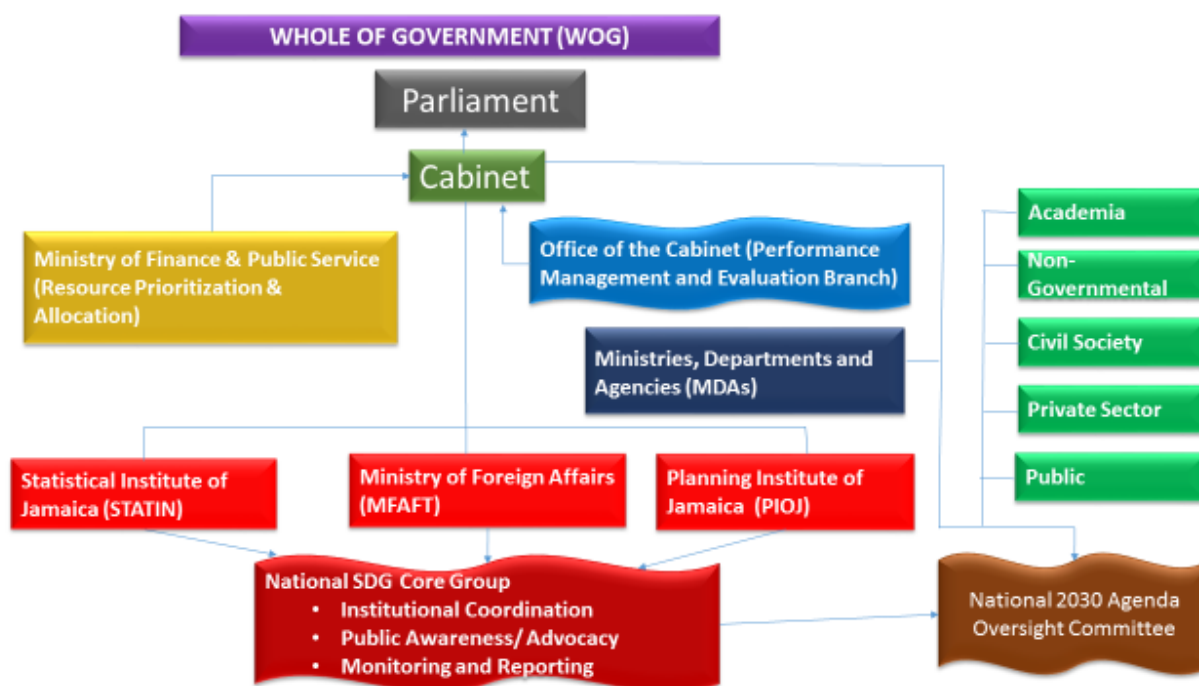


Source: A Roadmap for SDG Implementation in Jamaica

2.5 The National SDG Core Group is one of the branches of the coordination mechanism for monitoring the implementation of the SDGs. This Group comprises representatives from the Planning Institute of Jamaica (PIOJ), the Statistical Institute of Jamaica (STATIN) and the Ministry of Foreign Affairs and Foreign Trade (MFAFT). PIOJ coordinates the submission of SDG reports to its Portfolio Ministry for submission to Cabinet. PIOJ chairs the National SDG Core Group and the National 2030 Agenda Oversight Committee.

2.6 In addition, the National SDG Core Group is responsible for institutional coordination, public awareness, as well as monitoring and reporting. Although not included in the National SDG Core Group, the MoFPS is responsible for resource prioritization and allocation, while the Office of the Cabinet has the responsibility for planning and monitoring of the MDAs. These key stakeholders and their functions are set out below in **Figure 3**.

Figure 3 Key Stakeholders for SDG Implementation in Jamaica



Source: AuGD Infographics on key stakeholders for the implementation of the SDGs



Chapter Three

Integration of the 2030 Agenda into the National Context

The PIOJ assumed the role of National Focal Point for the SDGs, based on its mandate from GOJ to guide the process for the preparation of the Vision 2030 Jamaica - NDP. However, there is need for a clearer institutional framework to identify the entity accountable for the overall achievement of the SDGs. Further, MoFPS was not included in the National SDG Core Group and although invited by PIOJ to name a representative on the National 2030 Agenda Oversight Committee has not yet done so. The MoFPS inclusion in the Core Group as well as representation on the Oversight Committee could have reinforced the continuous alignment of the medium to long term funding arrangements for SDG implementation with the Government's fiscal programme. In addition, although PIOJ has implemented a number of stakeholder awareness and engagement programmes, we saw no feedback mechanism to assess their effectiveness. Further, the National 2030 Agenda Oversight Committee established a Communications Sub-Committee in December 2017 to develop and lead the communication programme to build awareness and understanding of the SDGs over the lifespan of the project. However, it was in May 2018, that Sir Arthur Lewis Institute of Social and Economic Studies (SALISES) of the University of the West Indies finalised the Communications and Advocacy Roadmap, which the Committee will use as a guide.

Integration of the SDGs into National Planning Strategies, Policies and Processes

3.1 Successful implementation of SDGs requires high-level support, from the executive and legislative branches of government. This will enable integration of the SDGs into the NDP to achieve the MTF, as well as the 17 SDGs. It also demonstrates ownership of the goals and accountability for the outcomes. As such, we expected Jamaica's Cabinet and Parliament to set the tone for stakeholder buy-in and participation at the preparedness stage, which would guide the MDAs towards achievement of the SDGs.

3.2 As part of the preparation process, a national Inter-Ministerial Working Group (IMWG) on the Post-2015 Development Agenda, co-chaired by PIOJ and MFAFT was established to formulate a National Outcome Document. This would outline the country's priority areas to be included in the Post-2015 Development Agenda. We noted that PIOJ assumed the lead role based on its previously assigned responsibility to monitor the Millennium Development Goals (MDGs) and the development of Vision 2030 Jamaica – NDP although we saw no documented evidence to support the responsibility assigned to PIOJ. A clearer institutional framework for accountability would provide support for PIOJ's leadership role in coordinating the implementation of the SDGs, as well as the defined accountabilities in respect of MDAs, given the importance of integrating the SDGs into their corporate and operational plans.

3.3 Further, at the National SDG Core Group meeting held on April 3, 2018, it was reported that PIOJ conducted a SDG sensitization session with representatives from the Houses of Parliament. Subsequently, PIOJ requested the opportunity to solicit the views of the Internal and External Affairs Committee within the Houses of Parliament as part of Jamaica's Voluntary National Review (VNR) process, as well as outline for consideration the approach to be taken with respect to matters relating to the SDGs. However, a schedule for this presentation has not been set, as to date, not all Parliamentary Committees have been reconstituted. The last meeting on record, for the Internal and External Affairs Committee was in October

2017. In accordance with Section 68 (2) of the Standing Orders of the House, the said 'Committee shall be nominated by the House as soon as the Parliamentary sessions begin'. The VNR report was approved by Cabinet and submitted to the United Nations (UN) in June 2018.

3.4 Cabinet should consider delegating overarching responsibility for coordinating the implementation of the SDGs to a specific entity, and documenting and communicating this information to all stakeholders. This would provide greater ownership and commitment for the successful implementation of the SDGs, as well as identify clear lines of accountability. Additionally, the House of Representatives should consider the formation of an internal mechanism to apprise Parliamentarians of their role and the approach to be taken with respect to matters relating to SDGs.

National Ownership of the SDGs

3.5 In 2009, Parliament promulgated the Vision 2030 Jamaica - NDP and the 2009-2012 MTF. The achievement of the SDGs requires the adaptation of the SDGs into Jamaica's national context. Since 2015, Jamaica has adapted the SDGs into its national planning strategies, with significant alignment of the SDGs with Vision 2030 Jamaica - NDP and other planning documents. We expected a comparison of the existing national goals and targets to the global SDGs as well as a comparison of the global SDGs to the national goals and targets.

3.6 Jamaica's national planning documents combined are significantly but not fully aligned to the SDGs. Of the 169 UN SDG targets, 115 are considered relevant to Jamaica. A Rapid Integrated Assessment conducted by PIOJ and UNDP revealed that 105 (91 per cent) targets were either fully or partially aligned to Jamaica's national planning documents. The remaining 10 (nine per cent) targets, had low levels of alignment due to the Government not promulgating adequate policies at the sectoral level to address areas such as reduced inequalities, life below water, life on land and partnerships for the goals. With low levels of alignment, the SDGs may not be fully integrated into Jamaica's context, thereby impeding the implementation of these areas.

3.7 The GOJ should consider placing emphasis on the areas with low levels of alignment to the national planning documents. This would allow the Office of the Cabinet to coordinate with the Ministries to implement policies at the sectoral level to enable full integration of the SDGs into national planning strategies and processes.

Institutional Framework Established

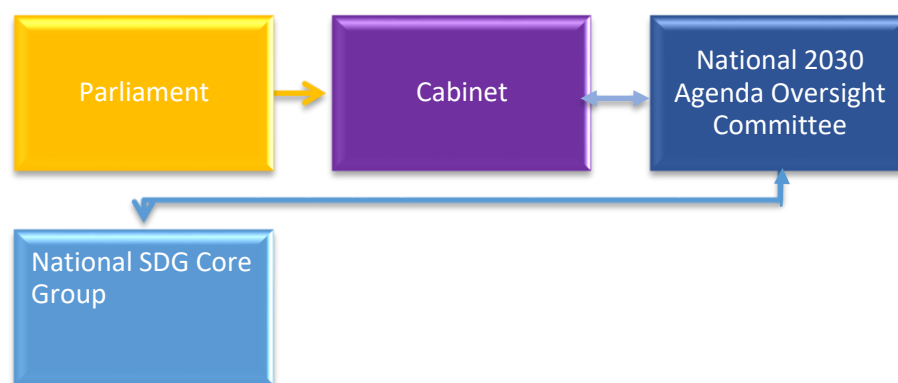
3.8 In support of the implementation of the SDGs, Cabinet approved the establishment of the National 2030 Agenda Oversight Committee in September 2017.

3.9 In preparing for SDG implementation, countries are expected to have in place an institutional framework to coordinate, monitor and report on the progress of the SDGs and that key players are included in these institutional arrangements to support the implementation of the SDGs.

3.10 The National 2030 Agenda Oversight Committee comprises the focal points (National SDG Core Group) along with a cross section of stakeholders from MDAs, private sector, civil society groups and

academia that will provide oversight for monitoring the implementation of the SDGs. The National SDG Core Group comprises the focal points, PIOJ, STATIN and MFAFT. The SDG Secretariat supports the work of the National SDG Core Group, which has responsibility for institutional coordination and policy coherence, inclusive participation, public awareness as well as monitoring and reporting (**Figure 4**).

Figure 4 Governance Framework for the Implementation of the SDGs



Source: Planning Institute of Jamaica

3.11 MoFPS, the entity responsible for the collection and allocation of public revenue to allow for socio-economic development, was not included in the National SDG Core Group. This could hinder the prioritisation of required funding arrangements for critical projects, to support the SDG implementation from early in the process. Further, all Ministries including MoFPS were invited in 2017, to name a representative on the National 2030 Agenda Oversight Committee. However, MoFPS is yet to name and or nominate a representative¹⁰.

3.12 MoFPS should consider representation on the National SDG Core Group, as participation would reinforce the continuous alignment of the medium and long-term funding arrangements for SDG implementation with the Government’s fiscal programme. In the interim, the MoFPS should consider PIOJ’s request¹¹ to designate a representative to the National 2030 Agenda Oversight Committee.

Alignment of budgets, policies and programmes to the SDGs

Delays in preparation of WOG Business Plans

3.13 Despite the Office of Cabinet’s communication to the Ministries to submit Strategic Business Plans for review and feedback, five of the 14 (36 per cent) Ministries did not submit their Plans as at March 2018. The Office of the Cabinet indicated that the Strategic Business Plans are used to support MDAs budget requests, and against which their quarterly and annual performance reports are expected to be produced¹². These Plans should prioritize and allocate the requisite resources towards the major

¹⁰ PIOJ invited MoFP by way of correspondence dated August 11, 2017.

¹¹ As per correspondence dated August 11, 2017

¹² Integrated Results Based Management System – Concept Paper

interventions to accelerate the delivery of the SDGs. The Strategic Business Plans also enable the Office of the Cabinet to prepare the Whole of Government (WOG) Business Plans. The WOG Business Plan links the Vision 2030 Jamaica - NDP Goals, SDGs and the Government's strategic priorities with the medium-term financial and non-financial contributions of MDAs by aligning their three-year initiatives to goals, strategies and performance indicators to ensure that desired outcomes are realized.

3.14 The non-submission of the five Strategic Business Plans hindered the finalization of the WOG Business Plan for the period 2018-19 to 2020-21, depriving the Government of an integrated plan incorporating cross-cutting priorities. As such, the Office of the Cabinet could not assess if the current Strategic Business Plans were aligned to the priorities outlined with the SDGs and Vision 2030 Jamaica - NDP. The outstanding WOG Business Plan for the 2016/17 – 2018/19 period noted by the previous Cabinet in February 2016, remains in draft.

3.15 The Office of the Cabinet should consider enforcing the relevant legislation¹³ so that MDAs submit their Strategic Business Plans within the stipulated timeframe for the timely completion of the 2018-2021 WOG Business Plan. The Office of the Cabinet should also actively pursue Government's approval of the Plan to outline the cross-cutting nature of MDAs programmes and activities to achieve Vision 2030 Jamaica - NDP and SDGs.

Non-submission of Strategic Business Plans for review by MoFPS

3.16 As at March 2018, five of 14 MDAs did not submit such Strategic Business Plans setting out objectives, policies, plans and outcomes to the MoFPS for review, in breach of Jamaica's budgeting legislation¹⁴. Additionally, two of the nine plans submitted had no associated costs for the programmes and activities. Where these costs are not included in the Strategic Business Plans, the MoFPS allocates resources to the ministries based on the Government's Fiscal Responsibility Framework. Accordingly, the appropriate levels of resources and capacities to implement projects, may not be mobilized.

3.17 We saw no evidence of a review and feedback mechanism for the Strategic Business Plans and the budgets submitted to the MoFPS by the MDAs. MoFPS indicated that meetings were held with the MDAs and feedback provided, however, the related minutes and correspondences were not provided for our review, despite requests. As a result, we were unable to ascertain the extent to which there was alignment between the budget and strategic business plan.

3.18 It is important that the MoFPS institutes appropriate mechanisms to enforce compliance with the requirements of submitting the Strategic Business Plans in a timely manner. This will enable the MoFPS to allocate resources adequately to the programmes and activities that are aligned to Government's priorities. In addition, written feedback to the MDAs from the review of the Strategic Business Plans and budgets would serve as a guide to the MDAs when completing future documents for submission as well as clarify the position of the Ministry.

¹³ Financial Management Regulations and the Public Bodies Management and Accountability Act (PBMA)

¹⁴ Section 48E(4) Financial Administration and Audit (Amendment) Act, 2014

MTRBB to strengthen the alignment of budgets to programmes

3.19 The MoFPS embarked on a Medium Term Result Based Budget (MTRBB) project in June 2015, which aims to strengthen the budget preparation, execution and reporting processes. The MTRBB ¹⁵, which will link budgeting with the Government's policy priorities, is in various stages of development within the MDAs.

3.20 The establishment of a system to enable the efficient allocation of scarce resources, monitoring of project deliverables and expenditure is important for SDG preparedness. Implementation of the SDGs require the efficient allocation of resources and establishment of key performance indicators (KPIs).

3.21 The MTRBB is a transition from annual expenditure planning to medium-term results based expenditure framework to enable a more efficient allocation of resources. It is expected that the MTRBB would support the SDG implementation process. As a part of the implementation and compliance of the MTRBB, MoFPS engaged a consultant to prepare a revised budget manual as a guide for the MDAs. However, the manual has not been finalised.

3.22 The MoFPS introduced a pilot MTRBB to eight MDAs to have their budgeting process updated for the 2018-19 financial year to reflect programme budgeting with programme-level objectives. Ministry of Industry, Commerce, Agriculture and Fisheries (MICAF) was selected to publish all aspects of the programme budgeting format including key performance indicators for the FY 2018/19.

3.23 MoFPS should provide a timeline for completion and adoption of the budget manual. It is expected that the revised budget manual will contribute to further efficiencies in the allocation of resources as this process links budgeting to government policy priorities.

Policy Integration and Coordination

Policy Coherence

3.24 The National 2030 Agenda Oversight Committee and National SDG Core Group, articulated in their TOR and work programmes, the need for horizontal and vertical policy coherence in their functions. Since the finalization of Vision 2030 Jamaica - NDP in 2009, GOJ commenced the review of existing policies for integration and coordination in implementing the SDGs. The Office of the Cabinet has in place a Policy Register detailing the policies that guide the operations of the MDAs. However, a timeline for the review of the policies to promote coherence with the SDGs was not provided for our review.

3.25 Policy coherence is critical to capitalise on synergies among sustainable development goals and targets, between different sectoral policies, and between diverse actions at the local, regional, national and international levels. The institutional frameworks are expected to take into account the effects of Jamaica's policies on the sustainable development goals.

3.26 The Terms of References (TORs) for both the National 2030 Agenda Oversight Committee and Core Group articulate duties relating to policy coherence. The TOR of the National 2030 Agenda Oversight

¹⁵ MTRBB is a sub-component of the Strategic Public Sector Transformation Programme (SPSTP)

Committee outlines as one of its duties, the provision of advice on ensuring policy coherence as it relates to Vision 2030 Jamaica - NDP and the priorities presented in each MTF, the SDGs and other post-2015 development frameworks. Additionally, the TOR of the National SDG Core Group outlines duties, which includes horizontal and vertical policy coherence imperative to the success of the SDGs. The Group also plans to facilitate inter-institutional coordination at the national and sub-national levels for policy coherence. The Group's work programme for the period 2018-21 outlines plans to monitor key outputs from planning and policy deliberations of Vision 2030 Jamaica Secretariat and the Office of the Cabinet as well as engage with key actors to harmonize coordinating processes for increased policy coherence and optimal performance.

3.27 In strengthening policy integration within the MDAs, the United Nations Department of Economic and Social Affairs (UNDESA) has funded a workshop to be held in October 2018 to improve capacity and promote cohesion within policies.

3.28 The National 2030 Agenda Oversight Committee should urgently complete the review of all sectoral policies to identifying synergies and potential trade-offs across various policy areas to reduce the likelihood of elements of policy restricting the effective implementation of the SDGs.

Creating ownership and engaging stakeholders in integrating the SDGs into the national context

3.29 A medium-term communication strategy to guide the stakeholder awareness and engagement programme targeted towards the SDGs is in place.

3.30 The National 2030 Agenda Oversight Committee is expected to develop a structured approach to engage stakeholders, involving the formulation of a documented communication policy, implementation procedure manual, with clearly outlined processes and a schedule of activities. Further, we expect a targeted communication strategy, with input from MFAFT to engage the Jamaican diaspora and external agencies.

3.31 Efforts have been made to engage stakeholders in order to raise awareness regarding the SDGs. Between January 2016 and December 2017, PIOJ through its SDG and Vision 2030 Secretariats, conducted various stakeholder consultations including three high-level conferences entitled 'Dialogue for Development', which aimed to raise awareness among critical MDAs, the private sector, civil society and academia. Other consultations have taken the form of town hall meetings¹⁶, presentations and displays to a wide cross-section of stakeholders. In addition, the Vision 2030 Secretariat in communicating the NDP to the public also incorporated the SDGs into its communication. Our focus group discussions conducted between October 2017 and February 2018 with MDAs, civil society and the private sector had indicated limited awareness of the SDGs and targets. However, it is expected that later outreach by the PIOJ would have improved awareness among some groups.

3.32 Further, MFAFT has the responsibility to forge partnerships at the bilateral and multilateral levels as well as promoting Jamaica's interest in various international mediums. The Ministry promotes Jamaica's interest by conducting biennial conferences as a means of engaging the Diaspora. A regional

¹⁶ Entitled Parish Talks - held in Portland, St. Thomas, St. Elizabeth and Manchester

conference on SDGs, held in June 2017, assisted in deepening the engagement of regional stakeholders on mechanisms for attaining the SDGs. In February 2018, MFAFT addressed the diplomatic corps about the SDGs, which focused on the Government's strategic priorities.

3.33 In October 2017, the PIOJ engaged Sir Arthur Lewis Institute of Social and Economic Studies (SALISES) of the University of the West Indies through the support of the UNDP to develop a Communication and Advocacy Roadmap aimed at sensitising the public on the SDGs. This Roadmap, which was finalized in May 2018, will guide the implementation of initiatives to increase awareness within the public domain and encourage citizens to assume ownership towards the achievement of the SDGs. In December 2017, the National 2030 Agenda Oversight Committee established a Communications Sub-Committee, which was charged among other responsibilities to lead the communication programme, in order to create awareness and understanding of the SDG. The Committee is expected to use the finalised Communications and Advocacy Roadmap as a guide.

3.34 The Communications Sub-Committee should align the Communication and Advocacy Road Map with the current strategies pursued by PIOJ. This will encourage the support of significant stakeholders as well as inform and increase knowledge among specific target groups.

Formal mechanisms for feedback

3.35 Feedback mechanisms existed for STATIN, but we saw no evidence that PIOJ had a formal mechanism to assess the effectiveness of its awareness programmes/initiatives undertaken.

3.36 A formal feedback mechanism is critical to ensure that PIOJ and STATIN obtain information from internal stakeholders (including MDAs) regarding SDG implementation, and utilise the issues raised to inform the communication strategy.

3.37 STATIN at its Data Quality Workshop series, documented participant's feedback and lessons learnt to inform future workshops. STATIN conducted a Data Quality Workshop series with MDAs between October and December 2017 to coordinate the production and dissemination of the SDG indicators as well as to increase participants' knowledge of quality assurance tools and techniques. STATIN utilised distinct channels to obtain formal feedback from participants who attended their data quality workshops. These included pre and post knowledge assessment questionnaires, training evaluation forms, as well as lessons learnt discussions. From this formal feedback mechanism, STATIN was able to assess the extent to which the workshop achieved the desired objectives.

3.38 PIOJ prepared reports after completing its Dialogue for Development series, detailing activities undertaken at the events. However, we saw no evidence that PIOJ collated the feedback given by the participants involved in the various discussions and presentations as PIOJ had not identified this activity as a priority. Given the absence of a formal mechanism to assess PIOJ's communication activities, we were unable to determine the effectiveness of the awareness programmes.

3.39 As a key priority action, PIOJ should institute a feedback mechanism to assess the communication activities conducted island wide. This should enable PIOJ to track the effectiveness of the awareness programmes and make necessary changes to the communication strategies.

Inclusiveness - leaving no one behind

3.40 As articulated in the Roadmap for SDG Implementation in Jamaica, the GOJ considered vulnerable groups in each of its priorities to advance the implementation of the SDGs. Further, the Roadmap included recommendations of targeted strategies to protect the vulnerable groups. One of the objectives of the National SDG Core Group is facilitation and leadership based on inclusive participation to ensure that ‘no one is left behind’.

3.41 The 2030 Agenda strives for a world that is just, rights-based, equitable and inclusive. It commits stakeholders to work together to promote sustained and inclusive economic growth, social development and environmental protection and to benefit all, including women, children, youth and future generations. Given the sensitive nature of these groups, and the historical bias in policy implementation, a robust policy framework would ensure that no one is left behind.

3.42 Preparatory work towards achieving inclusiveness for the SDG implementation has begun. Targeted strategies for vulnerable groups are in place, which are coherent with Vision 2030, such as, the National Social Protection Strategy, National Policy on Gender Equality as well as the revision of the National Policy for Senior Citizens. Our review of the Draft Terms of Reference for the National SDG Core Group highlighted inclusiveness as a responsibility. Further, documentation from the Core Group Retreat held during December 8-10, 2017 highlighted the specific groups to be targeted and the activities geared towards their engagement. In addition, in October 2017, SALISES was engaged by PIOJ through the support of the United Nations Development Programme (UNDP) to develop a ‘Leaving No One Behind Report’ to assess the extent to which these marginalised groups will impact the achievement of the SDGs. This Report also identified the main groups within the Jamaican society, which are at risk of ‘being left behind’ as well as, identified opportunities for increased social inclusion for at-risk groups.



Chapter 4

Resources and capacities for implementing the 2030 Agenda

The GOJ has made some progress in pursuit of new and creative funding sources for priority projects as identified in the Roadmap for SDG implementation. For example, since the adoption of SDGs in 2015, the Development Bank of Jamaica (DBJ) completed one public private partnership (PPP), while three are in progress and four are undergoing review. At the same time, an externally funded PPP project related to renewable energy was completed at one of Jamaica's international airports in 2018. Steps have also been taken towards economic investments by the Jamaica Diaspora as in November 2017, PIOJ requested an expression of interest for a consultant to conduct a marketing study to determine the feasibility of floating a diaspora bond. As at August 2018, the decision to issue a diaspora bond was pending.

Identification of needs and of the required resources and capacities for implementing the SDGs

4.1 The National SDG Core Group, in collaboration with the National 2030 Agenda Oversight Committee, was tasked with the responsibility to ensure that key activities are undertaken to increase access to resources. The Resource Mobilization Sub-Committee was established to support the mobilization of resources for the financing of the SDGs. However, we saw no evidence that the Sub-committee has met since its inception.

4.2 The mobilization of resources is central to the 2030 Agenda. The National 2030 Agenda Oversight Committee and the National SDG Core Group needs to identify and create strategies to address where resources are required and prioritize the allocation of such resources to implement the SDGs.

4.3 In November 2017, the National 2030 Agenda Oversight Committee met with the international development partners to discuss financing for the SDGs and the accelerators identified in the Roadmap for SDG Implementation in Jamaica. Subsequently, in December 2017, the National 2030 Agenda Oversight Committee conceptualized a Resource Mobilization Sub-Committee, which plans to facilitate the preparation of a resource mobilization plan, establish partnerships to mobilize resources and facilitate the Committee's efforts to advocate for financing of the SDGs¹⁷. The Sub-Committee has not met since its inception and has not developed a Terms of Reference to guide its work. Consequently, the Sub-Committee, under the guidance of the National 2030 Agenda Oversight Committee, does not have a comprehensive long-term strategy to fund the priority projects and support delivery of the SDGs. PIOJ indicated that conflicting schedules of these partners have resulted in the inability to convene meetings.

4.4 The Resource Mobilization Sub-Committee should commence activities in order to achieve its objectives of supporting the mobilization of resources for the financing of the SDGs. This will assist in identifying the funding gaps and accelerate the implementation of the SDGs.

¹⁷ Core Group Work Plan for the period 2018-2021

Mobilizing Partnerships

4.5 The Roadmap for SDG implementation had identified nine sources of funding for priority projects from domestic, international and private sources. To date, there has been progress in the pursuit of six of these sources.

4.6 The National 2030 Agenda Oversight Committee is expected to identify and create partnerships to assist in the provision of resources, which includes mechanisms for multi-stakeholder partnerships, to support the achievement of the SDGs.

4.7 Jamaica identified blue economy investments, debt for nature swaps, diaspora bonds, green fees, development finance assessments, social impact investments, venture capital investment, public private partnerships (PPP) and transfer pricing legislation as potential funding sources. In December 2015, the Government amended the Income Tax Act to introduce transfer-pricing arrangements to provide a degree of clarity and certainty to taxpayers on the acceptable methods of determining the transfer price. The amendment aligns legislation with international best practices, which should increase investor confidence.

4.8 In December 2016, a Group of Friends on SDG Financing, was established at the United Nations (UN) to “provide a platform to collectively discuss and promote solution-oriented ideas” to seek and access the requisite funding for the implementation of the SDGs. The group, which comprises UN member states, the private sector and other stakeholders, is co-chaired by Jamaica and Canada. Further, the Government was exploring with the World Bank, innovative debt swap initiatives to improve Jamaica’s debt profile. In November 2017, PIOJ with loan financing from the World Bank, engaged a consultant to conduct a market study to determine the feasibility of floating a diaspora bond. To date, the decision to issue a bond is pending.

4.9 As it relates to the blue economy, the GOJ obtained a grant for US\$4.87 million from the World Bank in March 2018, to assist vulnerable fishing and farming communities to adopt climate resilient practices. Since the adoption of SDGs in 2015, the Development Bank of Jamaica (DBJ) records showed that one PPP was completed, three are in progress and four are under review. Further, MFAFT in recognizing the importance of global partnership to the achievement of the SDGs, has pursued innovative methods to establish new partnership arrangements to include more favourable terms of trade, capacity building as well as facilitating technology transfer.

4.10 In addition, the DBJ’s Venture Capital Programme is intended to create a sustainably developed venture capital industry. By focusing on the establishment of an ecosystem conducive to venture capital development, the DBJ, through partnerships with private sector interests has been able to develop projects, which impacts entrepreneurs, fund managers and investors.

4.11 The Government should continue to pursue initiatives that would assist in funding priority projects towards the implementation of the SDGs.

Managing Risk

4.12 One of the core functions of the National SDG Core Group is to undertake risk assessments and foster adaptability. As articulated in the Road Map for SDG implementation in Jamaica, the National SDG Core Group undertook risk assessments to focus on catalytic actions, or accelerators that can have maximum impact across various sustainable development goals and targets.

4.13 Identifying risks and emerging issues, and adapting to them, will be a critical part of achieving the 2030 Agenda for Sustainable Development. We expect the National SDG Core Group to put in place robust systems with strong controls and effective risk management objectives.

4.14 The National SDG Core Group in collaboration with the UNDP recognised the importance of assessing the risks and adaptability of such risks towards implementing the SDGs. As such, they have identified in the Cabinet approved Roadmap for SDG Implementation in Jamaica, the associated risks and mitigating strategies for each government priority.

4.15 The National SDG Core Group should continuously assess the risks associated with SDG implementation, as MDAs may need to adjust their preventative and mitigating strategies as conditions change.



Chapter 5

Monitoring, follow-up, review and Reporting on Progress towards the Implementation of the 2030 Agenda

The mechanisms to monitor and report on the progress of the SDGs are in various stages of development. Three such mechanisms are the Integrated Results Based Management (IRBM) System, the Public Investment Management Information System (PIMIS) and the National Statistical System (NSS). These systems will enhance the capability of the National SDG Core Group to monitor the implementation and progress of the SDGs. Further, STATIN can monitor 90 (39 per cent) of the 234 global SDG indicators applicable to Jamaica, along with 29 (12 per cent) indicators developed as proxies. In addition, a report on Jamaica's progress towards the achievement of the SDGs was submitted to the UN through the Voluntary National Review Report (VNR) for the HLPF held in July 2018.

Responsibilities, mechanisms and processes for monitoring, follow up, review and reporting

5.1 There is no formal Monitoring and Evaluation (M&E) Framework in place to coordinate and track the progress of systems and programmes that are being developed in several MDAs to aid the implementation of the SDGs.

5.2 Follow-up and review is a core component of the 2030 Agenda for Sustainable Development, to ensure that the data systems, capacities, methodologies and mechanisms are in place to track progress, with the engagement of citizens, parliaments and other stakeholders. The establishment of a Monitoring and Evaluation (M&E) Framework for the SDGs would identify the key stakeholders and areas to be monitored, the coordinating efforts amongst various stakeholders, as well as the systems that would be utilised to track the implementation of the SDGs.

5.3 In September 2017, Cabinet approved the development of the Integrated Results Based Management Policy. The policy will define the operating framework and general management guidelines and processes at all levels of the public sector to support the integration of strategy, resources, measurement, assessment, evaluation and reporting processes. At the time of the audit, the policy was yet to be developed, however the Office of the Cabinet indicated that it intends to engage a consulting firm to undertake this activity before the end of August 2018.

5.4 The MoFPS has also targeted implementation of the web-enabled Public Investment Management System (PIMS) in the financial year 2019-2020. The PIMS framework enables the tracking of status and performance information on all projects as they move throughout the lifecycle of the project. The project lifecycle includes conceptualization, appraisal, approval as well as implementation, monitoring and evaluation of all public investments in Jamaica irrespective of the source of funds or the methodology used for procurement and implementation.

5.5 An expected outcome of this monitoring and evaluation data system is increased accessibility to real time data tracking of the progress from conceptualization to post evaluation. This should enhance the capability of the National SDG Core Group to monitor the implementation and progress of SDG priority project. The MoFPS has sought external funding to procure the software that will enhance Government's monitoring capability of public investment projects implemented to support achievement of the SDGs.

5.6 The Office of the Cabinet also has in place mechanisms for reporting on the progress of SDGs. These include the half-yearly WOG Progress Report and the WOG Annual Performance Report, which outlines actual performance against targets in the Strategic Business Plan. The WOG Progress and Performance Reports provide an assessment of the current performance of key policies, programmes and projects that are being implemented by MDAs, towards the achievement of the medium-term strategic priorities of the Government.

5.7 It is essential that monitoring activities are coordinated among different monitoring agencies to prevent duplication of efforts and produce consistent measurement results. Further, MoFPS should make efforts to implement PIMIS within specified timelines to enhance monitoring of priority projects.

Performance indicators and data

STATIN Unable to Measure all Applicable Global Indicators

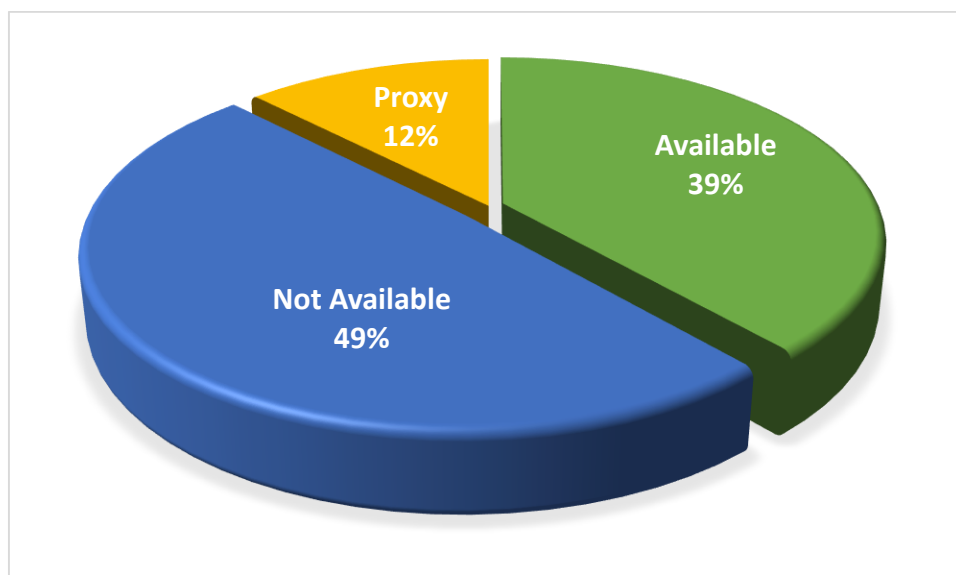
5.8 STATIN is unable to measure 49 per cent of the applicable global indicators for Jamaica due to capacity gaps within STATIN and the MDAs. STATIN indicated that resource constraints including a high staff turnover since 2016, has constrained its ability to improve its statistical activities and production processes including the monitoring of the SDG indicators. Further, financial constraints have affected STATIN's ability to advance the development of the National Statistical System. In its 2018 National Statistical System Assessment Report, STATIN also indicated that insufficient financial resources limited the MDAs ability to produce statistics, as some do not have a dedicated budget. Further, staff engaged in statistics within the MDAs are also assigned other non-statistical duties, which has affected the production of statistics.

5.9 An assessment conducted jointly by STATIN and SALISES in 2018 revealed that 234 of the 244 global indicators¹⁸ are now applicable to Jamaica. STATIN has no data available for 115 (49 per cent) indicators and was only able to measure 90 (39 per cent) of the applicable indicators. STATIN along with the data producers have developed 29 (12 per cent) indicators, which are being used as proxies (**Figure 5**).

5.10 In preparing for the implementation of the SDGs, STATIN is required to undertake a comparative assessment between existing national statistics and the data needed for the global set of SDG indicators proposed by the Inter-Agency and Expert Group (IAEG). Achievement of the SDGs requires robust data systems to inform evidence-based decision making and planning which leads to effective monitoring. There should also be increased capacity to fulfil the monitoring requirements towards the achievement of the SDGs.

¹⁸ UN SDG indicators

Figure 5 Sustainable Development Goals Indicators



Source: Jamaica's VNR Statistical Annex 2018

5.11 In June 2017, STATIN established an internal 2030 Agenda Committee to improve the statistical capacity for the monitoring of the 2030 Agenda as well as to provide strategic guidance to the MDAs for the production of data. However, the Internal Committee has not developed any work plans or timelines to produce the relevant indicators and the Terms of Reference for the Committee was in draft. The committee met three times since inception, and at the time of this report, the last meeting was held in January 2018.

5.12 STATIN's internal 2030 Agenda Committee should take immediate steps to have the Draft TOR finalized and approved by senior management. Plans should also be developed to assist the MDAs in the production of data, which would enable greater monitoring of the SDG indicators. In addition, the National 2030 Agenda Oversight Committee should seek to mobilize resources to fund statistical activities as well as build capacity within the MDAs.

Statistics Act to Enable Coordination of Data yet to be Finalised

5.13 The Statistics Act to assist in the production of statistics by MDAs as well as the monitoring and evaluation of the SDGs, is yet to be amended.

5.14 We expect STATIN to establish mechanisms that will enable the monitoring of the SDG indicators, so that data provided by data producers meet the required standards.

5.15 STATIN recognized that the current Statistics Act, as well as the policies of the MDAs do not mandate adherence to the common statistical standards or require coordination and collaboration of statistics with other MDAs. Accordingly, in October 2012, STATIN recommended an amendment to the Act. Cabinet approved the proposed amendments in June 2013, and issued drafting instructions to the Chief Parliamentary Counsel (CPC). The proposed amendments will establish the Statistics Commission, which will provide a mechanism for the coordination and governance of the National Statistics System (NSS)¹⁹ to ensure quality statistics that are consistent with international standards. The NSS will also assist in the production of statistics, coordination among MDAs as well as provide data that will assist in monitoring and evaluating the SDGs. However, the Act is yet to be amended. Continued delay in amending the Statistics Act could affect STATIN's ability to coordinate and collaborate with other MDAs in the production of quality statistics, consistent with international standards (**Figure 6**).

Figure 6 Timelines since the Proposed Amendment of the Statistics Act



Source: AuGD's Analysis of Information Provided by STATIN

5.16 Further, STATIN's indicator framework does not include data from the private sector and civil society. STATIN indicated that the data produced by these groups for projects undertaken are not representative at national and sub-national levels. As such, rigorous reviews and capacity building efforts would be required to ensure they conform to the international standards. The non-inclusion of data from these groups is as a result of STATIN's focus on improving the statistical capacity of Government entities to monitor progress towards the SDGs. This may result in activities being undertaken by these groups not contributing to the overall reporting on the progress of the SDGs.

5.17 The amendment of the Statistics Act will provide a legal basis to enable coordination among MDAs regarding data collection. The National 2030 Agenda Oversight Committee should recognize the importance of data produced by these groups and take steps to include this data for the monitoring and reporting of the SDGs. This will inform the relevant stakeholders of the progress towards achieving implementation of the SDGs across all sectors of society.

¹⁹ Source: STATIN's Brochure on Jamaica's National Statistics System 2017

Communication to Stakeholders

5.18 Jamaica's Voluntary National Review (VNR) report was approved by Cabinet and submitted to the United Nations (UN) on June 15, 2018, for presentation at the UN High Level Political Forum (HLPF) held in July 2018.

5.19 Country reporting is not only critical for tracking national progress but also in providing baselines and frequent progress reviews to inform national SDG implementation and monitoring. These reports may be voluntarily presented at the HLPF. It is expected that GOJ would implement mechanisms and guidelines for reporting to the necessary stakeholders.

5.20 The HLPF is the main UN platform on sustainable development, whose role is critical to the follow up and review process of global implementation of the SDGs. At its annual meeting, various countries volunteer to report on their progress towards implementation of the SDGs, using a VNR report. Following adoption of the SDGs, Jamaica volunteered to report in 2018, on its progress in implementing the SDGs. The National SDG Core Group prepared the VNR by assigning chapters to members of the Group. In a meeting held June 7, 2018, the National 2030 Agenda Oversight Committee reviewed the Voluntary National Review (VNR) report after which the National SDG Core Group obtained Cabinet's approval for its submission to the UN.

5.21 It is expected that the National 2030 Agenda Oversight Committee will use the results of the VNR report to guide its next steps towards achievement of the SDGs.



Chapter Six

Analysis of audited entities comments on findings, conclusion and recommendations

PIOJ assumed the role of lead entity for the implementation of the SDGs.

6.1 There was general acceptance that since PIOJ is the entity responsible for Jamaica's Vision 2030, it was assumed that PIOJ would continue as lead agency for the implementation. However, the Office of the Cabinet accepted that the Government could have clearer institutional arrangements for accountability purposes. At the same time, PIOJ and the Office of the Cabinet concurred that the achievement of the SDGs cannot reside with one particular entity.

MoFPS' representation on the National 2030 Agenda Oversight Committee

6.2 MFAFT and STATIN indicated that PIOJ extended an invitation to MoFPS to name a representative to sit on the National 2030 Agenda Oversight Committee. At the exit interview conducted on July 25, 2018, a senior MoFPS official indicated that the Ministry's role on the Committee would be critical in funding projects relating to the SDGs.

Comprehensive long-term strategy to fund the SDGs

6.3 MFAFT and PIOJ indicated that given its 91.3 per cent alignment with the National Development Plan, the SDGs are being advanced through Vision 2030 Jamaica NDP and the successive Medium-Term Socio-Economic Policy Frameworks (MTFs). The Government of Jamaica funds the implementation of Vision 2030 NDP through the respective budgets allocated to MDAs, as well as through support from International Development Partners (IDPs), such as loans, grants and technical assistance. As such, PIOJ asserts that the use of Vision 2030 as the implementation mechanism negates the need for a separate strategy.

Submission of the Voluntary National Review

6.4 The Voluntary National Review (VNR) Report was approved by Cabinet and submitted at the UN High Level Political Forum (HLPF) held at the UN Headquarters in July 2018, within the stipulated timeframe.



Chapter Seven

Conclusion

The coordinating and institutional arrangements to allow for oversight of the 2030 Agenda were established although there are some aspects that require enhancement to improve efficiencies. MoFPS, which has responsibility for the collection and allocation of public revenue to allow for socio-economic development was not represented on the National 2030 Agenda Oversight Committee, which could limit efficiency in the allocation of resources for priority projects. The GOJ requires a comprehensive long-term strategy to fund the priority projects required to implement the SDGs, which remains outstanding. Despite efforts made to raise awareness regarding the SDGs, there was no evidence of a formal feedback mechanism to assess the effectiveness of the awareness programmes/initiatives undertaken by PIOJ.

STATIN can monitor 90 (39 per cent) of the 234 global SDG indicators applicable to Jamaica, along with 29 (12 per cent) indicators developed as proxies. This is so as the monitoring and reporting mechanisms are in various stages of development. Further, STATIN's indicator framework does not include data from the private sector and civil society. Amendments to the Statistics Act to assist in the production of statistics among MDAs as well as provide data that will assist in the monitoring and evaluation of the SDGs, has not been finalized by the Portfolio Ministries. In addition, Jamaica submitted the VNR report to the UN for the HLPF in July 2018.

Notwithstanding the progress made by Jamaica towards implementing the SDGs, there is still work to be done in terms of building institutional capacity, identifying funding for priority projects, assisting MDAs in the production of data, coordinating the monitoring and reporting mechanisms to reduce unnecessary duplication as well as implementing a web-based national reporting platform.



Chapter Eight

Recommendations

1. **Cabinet** should consider delegating overarching responsibility for coordinating the implementation of the SDGs to a specific entity, and documenting and communicating this information to all stakeholders. This would provide greater ownership and commitment for the successful implementation of the SDGs as well as identify clear lines of accountability. Additionally, the House of Representatives should consider the formation of an internal mechanism to apprise Parliamentarians of their role and the approach to be taken with respect to matters relating to SDGs.
2. **The Government** should consider placing emphasis on the areas with low levels of alignment to the national planning documents. This would allow the Office of the Cabinet to coordinate with the Ministries to implement policies at the sectoral level to enable full integration of the SDGs into national planning strategies and processes.
3. **Ministry of Finance and the Public Service (MoFPS)** should consider representation on the National SDG Core Group, as participation would reinforce the continuous alignment of the medium and long-term funding arrangements for SDG implementation with the Government's fiscal programme. In the interim, the MoFPS should consider PIOJ's request to designate a representative to the National 2030 Agenda Oversight Committee.
4. **The Office of the Cabinet** should consider enforcing the relevant legislation²⁰ so that MDAs submit their Strategic Business Plans within the stipulated timeframe for the timely completion of the 2018-21 WOG Business plan. The Office of the Cabinet should also actively pursue Government's approval of the Plan to outline the cross-cutting nature of MDAs programmes and activities to achieve Vision 2030 Jamaica - NDP and SDGs.
5. **MoFPS** should take steps to institute appropriate mechanisms to enforce compliance with the requirements of submitting the Strategic Business Plans in a timely manner. This will enable the MoFPS to allocate resources adequately to the programmes and activities that are aligned to Government's priorities. In addition, MoFPS should provide to the MDAs, written feedback based on its review of the Strategic Business Plans and budgets that were submitted, as it serves as a guide to the MDAs when completing future documents for submission as well as clarifies the position of the Ministry.
6. **The National 2030 Agenda Oversight Committee** should consider a review of all sectoral policies in order to ensure policy coherence. This would maximize synergies between mutually supportive policies in order to reconcile and deliver the economic, social and environmental transformation needed to achieve the SDGs.

²⁰ Financial Management Regulations and the Public Bodies Management and Accountability Act (PBMA)

7. The **Communications Sub-Committee** should align the Communication and Advocacy Road Map with the current strategies being pursued by PIOJ. This will encourage the support of significant stakeholders as well as inform and increase knowledge among specific target groups.
8. As a key priority action, **PIOJ** should institute a feedback mechanism to assess the communication activities undertaken. This will enable PIOJ to track the effectiveness of the awareness programmes and make necessary changes to the communication strategies as well as assist in determining whether values for money spent, was achieved.
9. **The Resource Mobilization Sub-Committee** should commence activities in order to achieve its objectives of supporting capacity building and financing of the SDGs. This will assist in identifying the funding gaps and accelerate the implementation of the SDGs.
10. Monitoring activities should be coordinated among different monitoring agencies to prevent duplication of efforts and produce consistent measurement results. Further, **MoFPS** should implement the PIMIS in keeping with the specified timelines to enhance monitoring of priority projects.
11. **STATIN's internal 2030 Agenda Committee** should take immediate steps to finalise the TOR for approval by senior management. STATIN should facilitate the development of a mechanism to assist the MDAs in producing relevant data for monitoring the SDG indicators. In addition, **the National 2030 Agenda Oversight Committee** should seek to mobilize resources to fund statistical activities as well as build capacity within the MDAs.

Appendices

Appendix 1 Building blocks of Value for Money



ECONOMY is keeping the resources costs low. The resources used should be available in due time, in appropriate quality and quantity and at the best price.



EFFICIENCY is getting the most from available resources. It is concerned with the relationship between resources employed, conditions given and results achieved in terms of quality, quantity and timing of outputs and outcomes.



EFFECTIVENESS is meeting the objectives set. It is concerned with attaining the specific aims or objectives and/or achieving the intended results.

Appendix 2 Audit Questions and Objectives

Key Audit Question: Is Jamaica prepared for the implementation of the 2030 Agenda?			
Level 2	Level 3	Objectives	
1. Are there effective mechanisms to ensure preparedness for the implementation of the SDGs? (Institutional Planning & Framework, Resources & Awareness)	1.1 Has Jamaica established the necessary institutional framework to support the achievement of Agenda 2030?	Established the necessary coordinating and institutional arrangements to allow for proper oversight of the 2030 Agenda	Previously established arrangements in respect of Vision 2030 Jamaica - NDP that will aid or impede the preparedness for the implementation of the SDGs.
	1.2 Is the Government identifying and allocating resources and capacities for the implementation of the SDGs in Jamaica?	Prioritized and allocated requisite resources towards the major interventions to accelerate the delivery of the SDGs	
	1.3 Are there established mechanisms to raise stakeholders' awareness and ownership of the SDGs and Vision 2030 Jamaica - NDP?	Engaged the relevant stakeholders and established mechanisms to raise awareness	
2. Has the Government established mechanisms to monitor the progress towards the implementation of the SDGs in Jamaica? (Monitoring, Review, Follow-up & Reporting)	2.1 Has the government identified all key performance indicators and baselines and set milestones for the implementation?	Established mechanisms to monitor and report on the progress of the goals	
	2.2 Are there effective mechanisms for reporting on the implementation of the SDGs?		

Appendix 3 Audit Criteria and Sources

Question	Criteria	Source
Has Jamaica established the necessary institutional framework to support the achievement of Agenda 2030?	GOJ should establish an institutional framework to support the implementation of the 2030 Agenda	UN/IDI SDG Guidance for SAIs
Is the Government identifying and allocating resources and capacities for the implementation of the SDGs in Jamaica?	MoFPS should prioritize the allocation of resources to implement the SDGs	UNDG Mainstreaming the 2030 Agenda Reference Guide
Are there established mechanisms to raise stakeholders' awareness and ownership of the SDGs and Vision 2030 Jamaica - NDP?	PIOJ should establish various communication strategies to engage/inform different segments of the society as well as integrate the public.	UNDG Mainstreaming the 2030 Agenda Reference Guide
Has the government identified all key performance indicators and baselines and set milestones for the implementation?	STATIN should have guidelines for monitoring to facilitate the review of progress on the SDGs	UN/IDI SDG Guidance for SAIs
Are there effective mechanisms for reporting on the implementation of the SDGs?	PIOJ/MFAFT should have mechanisms and guidelines for reporting to the necessary stakeholders	UNDG Mainstreaming the 2030 Agenda Reference Guide

Acronyms and Abbreviations

CPC	Chief Parliamentary Counsel
DBJ	Development Bank of Jamaica
FMR	Financial Management Regulations
GOJ	Government of Jamaica
HLPF	High Level Political Forum
IDI	INTOSAI Development Initiative
IMWG	Inter-Ministerial Working Group
INTOSAI	International Organization of Supreme Audit Institutions
M&E	Monitoring and Evaluation
MDAs	Ministries, Departments and Agencies
MDGs	Millennium Development Goals
MEGJC	Ministry of Economic Growth and Job Creation
MFAFT	Ministry of Foreign Affairs and Foreign Trade
MICAF	Ministry of Industry, Commerce, Agriculture and Fisheries
MoFPS	Ministry of Finance and the Public Service
MTF	Medium Term Socio-Economic Policy Framework
MTRBB	Medium Term Result Based Budget
NDP	National Development Plan
NGO	Non-Government Organization
NSO	National Statistics Office
NSS	National Statistics System
PIMS	Public Investment Management System
PIMIS	Public Investment Management Information System
PIOJ	Planning Institute of Jamaica
PBMA	Public Bodies Management and Accountability
PPPs	Public and Private Partnerships
SAI	Supreme Audit Institution
SALISES	Sir Arthur Lewis Institute of Social and Economic Studies
SDGs	Sustainable Development Goals
STATIN	Statistical Institute of Jamaica
TOR	Terms of Reference
UN	United Nations
UNDESA	United Nations Department of Economic and Social Affairs
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
VNR	Voluntary National Review
WB	World Bank
WOG	Whole of Government

List of Figures/Tables

Figure 1 Audit Scope and Findings

Figure 2 National SDG Core Group- Focal Points

Figure 3 Key Stakeholders for SDG Implementation in Jamaica

Figure 4 Governance Framework for the Implementation of the SDGs

Figure 5 Sustainable Development Goals Indicators

Figure 6 Timelines since the Proposed Amendment of the Statistics Act

References

Government of Jamaica (GOJ). 1985. Planning Institute of Jamaica Act.

Government of Jamaica (GOJ). 1984. The Statistics Act.

Ministry of Finance and the Public Service. 2017. Fiscal Policy Paper Financial year 2017/18.

Ministry of Finance and the Public Service. 2018. Estimates of Expenditure 2018/19. As presented in the House of Representative.

Ministry of Finance and the Public Service. 2016. Draft Revised Budget Manual – MTRBB.

Office of the Cabinet. 2014. Whole of Government Business Plan (WOG), 2015-2018. 2016-2019.

Office of the Cabinet. 2010. Performance Monitoring and Evaluation System Framework Document (PMES).

Office of the Cabinet. Strategic Business Plans 2016-2019, 2017-2020

Office of the Cabinet Operational Plans. 2015-2018

Office of the Cabinet. Concept Paper. Towards the Development of an Integrated Results Based Management for the Government of Jamaica.

Planning Institute of Jamaica (PIOJ). 2015. Post-2015 Sustainable Development Goal. Government of Jamaica National Outcome Document.

Planning Institute of Jamaica (PIOJ). 2012. Vision 2030 Jamaica National Development Plan. Medium Term Socio-Economic Policy Framework 2012-2015, 2015-2018. Three Year progress report

Planning Institute of Jamaica (PIOJ). 2017. Concept Note on Dialogue for Development Planning Institute of Jamaica (PIOJ).2017. National Sustainable Development Goals Core Group Planning Retreat.

Statistical Institute of Jamaica (STATIN). 2016. Strategic Business Plans 2016-2019, 2017-2020.

Statistical Institute of Jamaica (STATIN). 2017. Preparation of NSDS in Jamaica. Suggestions for a Roadmap (Draft).

Statistical Institute of Jamaica (STATIN). 2016. Transforming our World: The 2030 Agenda for Sustainable development. Report on the National Consultation on the SDG Indicator Framework.

Statistical Institute of Jamaica (STATIN).2016. Operational Plans. 2015-2018

Sir Arthur Lewis Institute of Social and Economic Studies (SALISES), UWI Mona. 2017. Draft Statistical Report. Jamaica's Sustainable Development Goals Data.

Sir Arthur Lewis Institute of Social and Economic Studies (SALISES), UWI Mona. 2017. Draft 1st Sustainable Development Goals Country report for Jamaica. Communication and Advocacy Road Map.

Sir Arthur Lewis Institute of Social and Economic Studies (SALISES), UWI Mona. 2017. Jamaica Sustainable Development Goals Report. Thematic Chapters

Statistical Institute of Jamaica (STATIN). 2017. Monitoring the SDGs in Jamaica

United Nations Development Group (UNDG). 2017. Mainstreaming the 2030 Agenda for Sustainable Development. Reference Guide to UN Country Teams.

United Nations Development Programme (UNDP)/Government of Jamaica (GOJ). 2017. A Road Map for SDG Implementation in Jamaica.

United Nations (UN). 2017. Draft Guidelines and Best Practices on Data Flows and Global Data Reporting for Sustainable Development Goals.

United Nations, IDI, INTOSAI Knowledge Sharing Committee (KSC). 2017. Auditing Preparedness for Implementation of Sustainable Development Goals. Guidance for Supreme Audit Institutions.

www.PIOJ.gov.jm

<http://statinja.gov.jm/>

<http://www.cabinet.gov.jm/>

<http://www.mof.gov.jm/>

<http://mfaft.gov.jm/wp/>

<http://www.undp.org/content/undp/en/home/sustainable-development-goals.html>