

Inter-American Award for Innovation in Effective Public Management - Edition 2015

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I. GENERAL INFORMATION Member State Applicant

Trinidad & Tobago

Public Institution Applicant

Office of the Prime Minister

Name of the Innovative Experience

Integrated Performance Management System (IPMS)

How long the Innovative Experience is being implemented?

Three (3) years

Category Applying:

Innovation in Planning and Evaluation of Public Policies

II. BRIEF PRESENTATION / SUMMARY OF THE INNOVATIVE EXPERIENCE. A brief presentation of the Innovative Experience is required (200 words maximum):

The Integrated Performance Management System (IPMS) to integrate strategic planning, budgeting, reporting, performance measurement and organizational alignment in a single online interface for all projects and programmes undertaken by the Government of the Republic of Trinidad and Tobago. The system currently produces reports on overall Government, as well as, individual Ministries' performance and allows policy makers the ability to make better decision and maximize the delivery of public sector services while optimizing scarce resources. The IPMS is the central government project management system.

III. INSTITUTIONAL INFORMATION

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Administrative level of the Entity

National level

Administrative Nature of the Entity

Ministry/Secretariat

IV. INFORMATION ON THE INNOVATIVE EXPERIENCE. Please, describe the experience using clear, short and concise language. To that end, we ask you to organize the information by answering the following questions: 1. Description of the Innovative Experience. This section requires to present the Innovative Experience in its details. You should give information and more elements on the initiative. Please take into consideration the following question in order to facilitate the description: Which was the problem to be solved? (300 words maximum)

A major technical shortcoming of the Government of the Republic of Trinidad and Tobago (GoRTT) was the absence of a comprehensive performance management application where both the Prime Minister and Permanent Secretary to the Prime Minister and the Head of the Public Service could monitor the performance of all government approved projects, programmes and policies.

This resulted in the reduced ability to determine the efficiency or effectiveness on implementation of all initiatives undertaken by Ministries and State Agencies. In addition, this was coupled with the absence of any standardized and formal directive governing Ministries and other public sector stakeholders with regard to the development of national policies. Furthermore, the existing policies and/or procedures were developed in an ad hoc and flexible manner, with limited formal control mechanisms for policy makers and minimal accountability to the Ministerial authority.

Accordingly, the Prime Minister had to depend on Cabinet Members for the required information and often the submissions provided were not presented in a timely manner or the reports prepared were voluminous and cumbersome resulting in a painstakingly slow and difficult process for allowing a comparative analysis and holistic review of government performance on the development and implementation of national policies and programmes. In this regard, new policies generated were only focused on delivery of outputs with no recommendations from the outcomes of the existing initiatives.

What does the Innovative Experience consist of? (300 words maximum)

The Innovative Experience is comprised of several modules which together provide a system that integrated people and processes, standardized processes and provided an operational backbone. There are five (5) basic modules that make up the Integrated Performance Management System (IPMS): (i) Finance Management; (ii) Project Management; (iii) Human Resource Management; (iv) Cabinet Data Management; and (v) Geographical Information.

The five (5) modules are outlined below:

- The Finance Management tracks Government Finances, inclusive of allocations, expenditures and total budgets for all Cabinet approved policies;
- The Project Management module provides the entity with a framework to plan and manage its projects that are approved by the Cabinet;
- The Human Resource Module helps manage personnel data of the agencies;
- The Cabinet Data Management Module consolidates a repository of all approved Cabinet Policy Minute Decisions; and

The Geographical Information allows the graphical display of policies and projects being

implemented on an interactive map of Trinidad and Tobago.

2. Link between the Innovative Experience and the category selected. Please, provide information about the Innovative Experience using clear, short and concise language (300 words maximum):

The IPMS is a revolutionary and innovative enterprise ICT solution which was designed to integrate, track, manage and report on the performance of all Government Entities. This innovation brings efficiency in policy generation and implementation as it allows greater collaboration between Government institutions; and creates a single window to store and retrieve information required to monitor and evaluate national policy. The user interface displays real-time information through customized drill down dashboards and allows decision makers to seamlessly access updated information with no manipulation of data.

In addition, the database provides a seamless integration between people, processes and system to measure the outcome with performance parameters. The modular and customizable interface has revolutionized the processes that the Government of Trinidad and Tobago utilizes to strategically plan, implement, monitor and control public sector projects with limited resources.

3. Link between the Innovative Experience and the evaluation criteria. Please, provide specific information to be considered by the Special Jury. We kindly ask you to be brief and where possible, provide specific data: a. Originality. Creation of original processes within the public administration based on knowledge and experience. This approach seeks to stimulate the creativity of public managers in solving everyday problems related to the work state. Please give the following information: Who conceived the initiative? (300 words maximum). For example:- Consultancy Report, Policy proposal, Officers from the same public institution

The Office of the Prime Minister established the Policy, Strategy and Government Performance Management Division with the core mandate to provide evidence-based strategic and technical guidance for all matters relating to government performance management. One of the first initiatives undertaken by the Division was the development of the IPMS.

Please describe the elements that make the experience on public management innovative (300 words maximum). For example: a. It focuses on underserved population, b. It is the first time that the public administration deals with the issue, c. It has an unprecedented support from the public sector, d. It involves the citizenship in its management for the first time, e. Other elements?

The IPMS has resulted in the central consolidation of project data and information from all Ministries, State Boards and Regional Corporations. In addition, this innovative system has resulted in the ability to review, analyse and forecast trends for policy generation and implementation within the national mandate of accountability, transparency and consultative governance. The following elements have enhanced the management of the public sector:

- Creation of a data vault through the consolidation of data and information from Ministries, State Boards and Regional Corporations;
- Ability to track and view project history across financial years;
- Comparative analysis across financial years for better predictions of trends for defining policies;
- Scalable model to support many more data sources and external data sources;
- Implementation of complete project management practice (milestones, key performance areas, key performance indicators);
- Improved strategy execution by communicating key metrics and targets;
- Meaningful budgets and forecasts through the use of operational data;
- Aligned and accepted business goals by translating them into specific and meaningful metrics; and
- Increased speed of delivering information.

Does the innovative experience have a background?, within the same institution or others? (300 words maximum)

On 24 May 2010, a political coalition, "The People's Partnership", formed the GoRTT. One of the leading initiatives undertaken by the Prime Minister was the evaluation of how Government develops, implements and monitors national policies and programmes. The subsequent establishment of the Policy, Strategy and Government Performance Management Division was as a result of the need for the development of a system to allow the review and evaluation of overall government performance.

b. Citizen Impact. It seeks to demonstrate that the innovation have brought a greater benefit to citizens. For example, shorter waiting times, clear information, simplified processes, etc. Please give the following information: Beneficiary population. Please give qualitative (who) data. If not determinable, please specify the way in which citizens benefit (300 words maximum)

The following groups of citizens benefit from the IPMS: the Prime Minister, Head of the Public Service, Government Ministers, Members of Cabinet, Permanent Secretaries, Public Servants and the wider general public. All of these groups would benefit from the increased efficiency of policies being implemented by the various government ministries.

Beneficiary population. Please give quantitative (how many - direct and indirect) data. If not determinable, please specify the way in which citizens benefit (300 words maximum).

The IPMS would completely reform the methodology used by the government to conceptualize, implement and evaluate all national programmes, projects and policies. In this regard, the direct beneficiaries will be all citizens of Trinidad and Tobago.

Please explain how citizens benefit from the experience? (300 words maximum). For example: Shorter waiting times, Reduced processing costs, Improvement of citizens life condition in its different aspects, Others

An evaluation done prior to implementation of the IPMS has determined that approximately fifty percent (50%) of approved initiatives are not implemented or completed in a timely manner. The IPMS provides the status of the implementation of government policies allowing all citizens to benefit from the increase in goods and services offered by the Government.

Do you have qualitative indicators in order to demonstrate the impact? Please specify (300 words maximum)

The IPMS allows all governmental entities to adhere to a standardized method of data acquisition and dissemination to the central ministerial oversight authorities. This has resulted in a more efficient reporting mechanism and allowed efficiency in the allocation of scarce resources to the following key national strategic initiatives:

- People Centred Development;
- Poverty Eradication and Social Justice;
- National and Personal Security;
- Information and Communication Technologies;
- A More Diversified and Knowledge Intensive Society;
- Good governance; and
- Foreign Policy.

Do you have quantitative indicators in order to demonstrate the impact? Please specify (300 words maximum)

The IPMS database holds over six (6000) thousand unique records on project, programme and policy data that, when analyses by the IPMS, has resulted in increased efficiency in the management and implementation of national initiatives by Ministries, State Boards and Regional Corporations.

c. Replicability. It refers to the ability to replicate the innovative practice in other countries of the Americas. To that end, the possibility of adapting administrative processes to other institutional contexts, the availability of funding and the political and social constraints should be valued. Please give the following information: Why is the innovative experience likely to be replicated by other institutions? Explain (300 words maximum). For example, If: It is adaptable to institutions of different size, It does not require much budget, It does not involve social conflicts, as it consists of a requested and common-use initiative, It does not require much human resources, Human resources training is easy, etc.

The IPMS provides better governance and transparency through improvements in public sector performance, the ability to allow decision makers to make more appropriate and logical decisions and flexibility for stakeholders to change and align priorities to the public interest. Furthermore, the establishment of the IPMS project has resulted in the following benefits to the Government:

- Increase efficiency and effectiveness through a single repository of data on Government

projects and policies to inform analytical reports and support for policy development and implementation;

- Transparency and accountability of Government Projects to the citizens; and
- Outcome and evidence based policy making as a result of identified indicators.

What key elements should be considered before the new experience is replicated by other entities? Explain (300 words maximum)

Any institution considering replicating the IPMS should be closely linked with Cabinet Secretariat and housed in the nation's highest governmental office. Also, realigning existing reporting structures such as data collection, monitoring and evaluation, and research functions to ensure the collection of accurate information needed for decision-making are important components to be considered.

The IPMS needs to be operated in a highly secure environment to prevent technological threats and guard the sensitive data housed the system. This provides an opportunity to recommend the modernization and introduce new IT hardware.

d. Effectiveness. It refers to the ability to measure/achieve expected results through innovative experience, according to the objectives that have been proposed in a particular public policy (broadly defined as a program, activity, process, etc). Please give the following information: Which were the deadlines taken into account at the beginning of the implementation of the public policy? Were they achieved? (300 words maximum)

Project implementation for the IPMS was scheduled to take ninety-one (91) days from 5 September to 15 October of 2013.

Which were the results accomplished? Please give quantitative data (300 words maximum)

The IPMS can produce over two thousand (2000) various Financial, Status, Cabinet, Human Resource and Comparative reports for all Ministries starting from fiscal year 2010. At present, the IPMS produces a yearly report on the implementation status of all government projects by Ministry, State Agencies and Regional Corporation. The IPMS database holds over five thousand (5000) records of policy data that can be used to more efficiently manage the implementation of those policies and bring increased benefits to the public.

Which were the results accomplished? Please give qualitative data (300 words maximum)

The IPMS aided in the increase in speed of project delivery, as well as, the overall satisfaction of the nation's development and provision of services through its frequent evaluation of the implementation of government policies. For example, hospitals and health centres were constructed to facilitate communities in more rural areas, thereby increasing the overall quality of the health care service in Trinidad and Tobago.

Which was the evaluation method used for the innovative public policy? (300 words maximum)

The Office of the Prime Minister (OPM) and by extension the GoRTT is cognizant that monitoring and evaluation of implementation of all public projects is an important component for the management of scarce resources and delivery of public services. The OPM complied with national requirements for monitoring and evaluation of projects in the Public Service. In particular, the reporting of annual work programmes to the Parliament and accounting to the relevant central agency for planned and incurred expenditure.

If you could give an opinion on the results obtained through the Innovative Experience. Would you say that the results had a great, regular or low impact? Please explain (300 words maximum)

The OPM declares that the IPMS has fulfilled its objective by providing a medium for the Prime Minister, Government Ministers, Permanent Secretaries and technocratic to effectively monitor and evaluate the progress of all government approved policies.

The IPMS advanced to the semi-final in the Commonwealth Association for Public Administration and Management (CAPAM) Innovative Use of Technology in the Public Service Award 2014. It also progressed to the finals of the United Nations Public Service Awards 2015.

To what extent has the initial public issue been solved? (300 words maximum)

The IPMS has resulted in immediate benefits for the management of the Public Service through the creation of a central repository database which then gives end-users the ability to undertake complex evaluation of a project history under various performance criteria. The introduction of this innovative system has provided monumental insight and benefits for the effective monitoring of Government's overall performance, while maximizing the delivery of public sector services with scarce resources.

e. Efficiency. It refers to the ability of government to manage their processes so that they can optimize their resources (financial, human, logistic, etc.) and in turn generate more and better results. Please, give the following information: General Budget of the Entity / Budget for the Innovative Experience. Has the entire budget been executed? (300 words maximum)

The investment in the IPMS is approximately six million, four hundred thousand dollars (TT\$6,400,000) and was met entirely by the GoRTT as it was seen as a critical foundation for national performance management.

Number of the Entity's personnel / Number of personnel working in the Innovative Experience (300 words maximum)

The OPM's Policy, Strategy and Government Performance Management Division comprises of twenty (20) staff members, seven (7) of which work on the IPMS.

If you could give an opinion on the cost-benefit of the implementation of the Innovative Experience: Would you say that it is positive, negative, equal? Please, explain (300 words maximum):

The OPM has assessed that this undertaking was a positive one as the benefits of having such a system outweighs the cost of providing the system. In addition, it is much more effective to have an platform that can be accessed through any online medium from any part of the world. The potential savings in expenditure compared to the cost of the IPMS is very high; also the time saved when implementing a new policy was also taken into consideration as a major benefit in the analysis.

What difficulties have you found in the implementation process of the Innovative Experience and what have you done to overcome them? Please, detail (300 words maximum): Budgetary difficulties, Political difficulties, Social difficulties, Others

The following obstacles were encountered by the OPM:

- The vision and objective of the IPMS was conceptualized by the OPM and the development and articulation of the system architecture posed the greatest challenge to the technical staff. These issues were solved by the OPM's staff analysing the current environment and aligning the requirements of the end user to the desired outputs; while keeping the architecture design fluid to adapt to any new developments. Furthermore, development of graphical mock-ups of the system logic assisted in discussions with the consultant during the system design phase.
- Limited financial resources were allocated to the development of the IPMS as it was not budgeted in the fiscal year. To overcome this issue, internal resources were utilized both technical and hardware to develop the concept and design thereby reducing the overall cost. Furthermore, an agreement was reached between the OPM and the consultant that this project can be deemed a signature project for both parties and assisted in containing the overall cost of the project.
- The process of change management within the Public Service posed hindrance to the implementation of the IPMS. Ministries were initially sceptical to provide information for fear of loss of autonomy and management of the respective portfolios and expressed concerns on the integrity of data storage, management and security in regard to the possibility of exposure of sensitive data to unwanted third parties.

To mitigate the above, the OPM firstly obtained the necessary co-operation from Cabinet Ministers and their respective Permanent Secretaries during the initiation stage. Furthermore, numerous meetings were convened with key stakeholders to ensure not only buy-in during the planning

stage for amicable solutions on the restructuring of the system architecture, but also harmonization of the rules and procedures for management of projects and initiatives within the Public Sector.

f. Complexity of the problem it solves. It refers to the complexity of the problem and the solution presented by the public administration. In that sense, experiences dealing with the central management of public administration are more valued since they involved larger population, and the problem management is applied to multiple levels of government and associations, amongst other. Please, give the following information: Why is the experience complex? For example, if (300 words maximum): It involves different types or a big part of the population; It involves different administrative levels, It has to deal with resource scarcity, It needed a greater effort to deal with different stakeholders for the implementation of the Innovative Experience, With whom coordination was needed?, It had to deal with a hostile environment for the work of the public institution, It exists other elements to take into account.

The IPMS required a nationwide change and as such, it combines a host of entities that for the most part, worked in silos, each with their own project management and performance management tools. Accepting the change that IPMS was bringing to the governmental arena was not met with open arms. The OPM pioneered a strategy of using selected institutions to be early adopter of the IPMS and given the goodwill and publicity expedited all other stakeholders to be fully integrated into the system for management of government initiatives

The software design is also very complex, making use of over five (5) different software packages working together to form the system's architecture. The overall structure consists of modules that make the IPMS easily customized and transferable which proves its worth as many entities saw the need to have personal additions to their IPMS. Other complexities include:

- The procurement of the IT resource
- Training
- Customizations

g. Sustainability of the Experience. It implies the level of "rooting" of the experience that makes it able to stay in time, to resist political changes of government, institutional and organizational changes, lack of funding, lack of commitment of the authorities and government officials, amongst other. Please, give the following information: Implementation time of the Innovative Experience (300 words maximum):

The IPMS was conceptualised, designed and implemented during the period May 2010 to September 2012.

Number of years covered by the budget (Please, specify the coverage: 1, 5, 10 years) (300 words maximum)

The Budget covered the entire cost and duration of the IPMS development which was one (1) year. The hosting at the Data Centre is a recurrent expenditure and will span a period greater than ten (10) years.

Number of public institutions involved (300 words maximum)

All thirty-two (32) Government Ministries, inclusive of their associated State Agencies are currently storing their data in the IPMS.

Budget Source: Public or Private? (300 words maximum)

The IPMS received its funding from the GoRTT and the required financial payments were derived from the normal budgetary cycle in Trinidad and Tobago.

Legal regulation of the Innovative Experience that makes it mandatory through time (300 words maximum)

In 2010, Cabinet approved the IPMS as the government wide reporting and performance management system. Therefore, it is a part of the mandate of all government entities, existing or

new, to implement the IPMS.

Other information related to the sustainability of the Innovative Information (300 words maximum)

The IPMS is transferable as it is modular, customizable and adaptable in nature to both public and private institutions. The scalability and robust nature of the system has allowed the Government to approve a new phase to encompass. Addition of new functionality and updates to keep up with the fast pace change of Information and Communication technologies would ensure that the IPMS survives.

h. Gender Perspective. It considers how the initiative impact differentially men and women and how public administrations have succeeded in adapting their internal processes in planning, implementation, evaluation and monitoring in order to meet this situation. Please, give the following information: In the policy designing and planning, did the institution take into account the reality of women and men and was it considered that this could differentially impact them? (300 words maximum)

The tenets of equality and meritocracy are adhered to when all policies and programmes are undertaken by the Office of the Prime Minister.

Was it considered a differential percentage of men and women in the management and implementation of the innovative experience? If so, please specify it (300 words maximum)

The tenets of equality and meritocracy are adhered to when all policies and programmes are undertaken by the Office of the Prime Minister.

Are management positions held by men and women? Was there any specific selection mechanism, as gender quotas? If so, please specify (300 words maximum)

These positions are held by both genders in the Office of the Prime Minister.

Does the initiative include explicit/institutionalized affirmative action strategies or positive discrimination beneficiaries taking gender differences? For example differentiated services, special hours for mothers, among others. If so, please specify it (300 words maximum)

The IPMS will benefit all citizens of Trinidad and Tobago.

Was it considered a differential percentage of men and women among its beneficiaries? If so, please specify it (300 words maximum)

The IPMS will equally benefit all citizens of Trinidad and Tobago

The initiative has been considered a distinct monitoring and evaluation to determine how it impacts differentially to men and women? If so, do you have corrections or adopted strategies to overcome difficulties? (300 words maximum)

The IPMS will equally benefit all citizens of Trinidad and Tobago irrespective of the male or female gender.

PARTICIPANTS STATEMENT

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I have read and accept the terms and conditions previously described for the Inter-American Award for Innovation in Effective Public Management - Edition 2015

Yes