**Security Strengthening Project**

**(SSP)**

**(JA-L1074)**

**Programme Operating Manual**

**Security Strengthening Project (JA-L1074)**

Programme Operating Manual

Table of Contents

Abbreviations

1. Objective, Scope and Use

2. Programme's Description

1. Objectives

2. Components

3. Executing Agency and Beneficiaries

3. Organization, Functions and Responsibilities for Project Execution

1. Organization

2. Governance

3. The Project Executing Unit (PEU) Functions and Responsibilities

4. The Working Teams (WT) Functions and Responsibilities

4. Programme Planning

1. Annual Operating Plan

5. Social Action Plan

1. Gender Plan

6. Procurement Procedures and Guidelines

7. Financial Administration

1. Financial Plan

2. Bank Accounts, Advance of Funds, and Payments

3. Justification of Advance of Funds

4. Alternative Payment Modalities

5. Direct Payments

6. Reimbursement of Eligible Expenses

7. Accounting

8. Supervision, Monitoring and Evaluation

1. Inspections and Supervision

2. Monitoring and Evaluation

9. Reports

10. External Audits

11. Procedures for Modifications of the Manual

**ABBREVIATIONS**

|  |  |
| --- | --- |
| ATC | Ad-hoc Technical Committee(s) |
| AFS | Annual Audited Financial Statements |
| BOJ | Bank of Jamaica |
| CC | Component Coordinator(s) |
| CCTV | Closed-Circuit Television |
| CIB | Criminal Investigation Branch |
| DCS | Department of Correctional Services |
| ESMR | Environmental and Social Management Report |
| ESS | Environmental and Social Strategy |
| EA | Executing Agency |
| eGov | eGov Jamaica Ltd |
| EOJ | Electoral Office of Jamaica |
| FY | Fiscal Year |
| GOJ | Government of Jamaica |
| FLA | Firearms Licensing Authority |
| GoJ | Government of Jamaica |
| HR | Human Resources |
| ICT | Information and Communication Technology |
| IDB | Inter-American Development Bank |
| MDA | Ministry, Department &/or Agency |
| MICAF | Ministry of Industry, Commerce, Agriculture and Fisheries |
| MLSS | Ministry of Labour and Social Security |
| MOFPS | Ministry of Finance and the Public Service |
| M&E | Monitoring and Evaluation Arrangements |
| MOFPS | Ministry of Finance and the Public Service |
| MOU | Memorandum of Understanding |
| JCF | Jamaica Constabulary Force |
| MNS | Ministry of National Security |
| NPCJ | National Police College of Jamaica |
| NPV | Net Present Value |
| NWA | National Works Agency |
| OC | Ordinary Capital |
| OPM | Office of the Prime Minister |
| PB | Public Bodies |
| PCR | Project Completion Report |
| PEP | Pluriannual Execution Plan |
| PEU | Programme Executing Unit |
| PMR | Project and Monitoring Report |
| POD | Proposal for Operation Development |
| PP | Procurement Plan |
| PST | Public Sector Transformation |
| PSTIU | Public Sector Transformation Implementation Unit |
| PSTOC | Public Sector Transformation Oversight Committee |
| PEP | Project Execution Plan |
| PEU | Project Executing Unit |
| PEX | Public Expenditure Division, Ministry of Finance & the Public Service |
| PFP | Project Financial Plan |
| PIOJ | Planning Institute of Jamaica |
| PP | Annual Procurement Plan |
| PS MNS | Permanent Secretary in the Ministry of National Security |
| SPF | Safeguard Policy Filter |
| SSF | Safeguard Screening Form |
| TOR | Terms of Reference |
| WT | Working Team(s) |
| WTL | Working Team Leader |

**IMPLEMENTATION OF THE SECURITY STRENGTHENING PROJECT (SSP)**

**OPERATING REGULATIONS MANUAL**

1. **Objective, Scope and Use**
2. *Objective, scope and use of the manual*

The operating regulations as set forth in this manual complement the norms- as well as the general and specific procedures to be followed in the execution of the Implementation of the Security Strengthening Project ("The Programme") to be financed with resources from loan contract XXXX, as subscribed by Jamaica and the Inter-American Development Bank (IDB) on date YYYY.

This manual is to be used in conjunction with the Loan Contracts, their Annexes and the Project Document.

In case of discrepancies between this manual and the Project Document, the latter prevails. In cases of discrepancies between the manual or the Project Document and the Loan Contract, the latter prevails.

This manual is designed for use by all participants involved in the execution of the Programme, including: JCF, DCS, FLA, PSRA, PICA, IFSLM, the Planning Institute of Jamaica (PIOJ), MOFPS, NWA, the Private Sector Organization of Jamaica (PSOJ), the National Security Advisor Office (NSA), E-Gov Jamaica and the Jamaica Defense Force (JDF). The manual is also intended for firms and consultants contracted to prepare, design, develop, monitor or review any service or product related to the Programme.

All changes to this manual require the IDB Country Office's non-objection. (See X for the procedures to modify this manual).

1. **Programme Description**
2. ***Objectives***

The main objective of the project is to contribute to an increase in the conviction rate for murders in Jamaica. To achieve this, the following specific objectives have been established: (i) to assist in the reduction of the rate of murders in the country; (ii) to increase the proportion of police investigations of murders that result in prosecution; and (iii) the training of police officers in the use of technology in crime fighting.

1. ***Components of the loan***

**Component 1. Violent crime prevention and management (US$12.1 million).** The objective of this component is to assist in the reduction of the rate of murders through improved crime prevention interventions. This component will finance the following activities:

* + 1. **Subcomponent 1.1. Support for the implementation of ProblemOriented Policing (POP) for crime prevention, including hot-spot policing.[[1]](#footnote-1)** To achieve this, the JCF needs to generate high quality and timely data on the location of crime incidents[[2]](#footnote-2) and assets. To enable the JCF to create and gather crime information in real time or close to real time, the project will complement the inclusion of georeferenced information in police reports[[3]](#footnote-3) with surveillance cameras in high crime incidence areas.[[4]](#footnote-4) To locate its assets in the field, the project will support the tracking of all police vehicles. Together, these activities will provide JCF with the data required to carry out crime prevention strategies, including, among others, a more targeted hot-spot policing strategy. Additionally, the project will support the integration of the multiple systems currently being used by the designated monitoring centre(s) under one interface that will allow the JCF officers to inter alia improve their response capacity to emergency calls, evidence gathering capabilities and predictive analysis.[[5]](#footnote-5)
    2. **Subcomponent 1.2. Equip and connect police stations, prisons, and the National Police College of Jamaica (NPCJ).[[6]](#footnote-6)** This activity will fund the initial stage of a fiber-based connectivity strategy for all police stations in the country.[[7]](#footnote-7) The project will fund the connectivity of at least 50 police stations, mostly located in the parishes of Kingston, St. James, and St. Catherine[[8]](#footnote-8) as well as the NPCJ..[[9]](#footnote-9) The project will also ensure that all police stations have high-speed internet service[[10]](#footnote-10) and are equipped with the computers, printers, and videoconference equipment needed to transition towards a modern, paperless crime reporting and investigation process. Support to DCS will be provided in anticipation of the increase mix of dangerous criminals in the prison population.[[11]](#footnote-11) The project will replace and upgrade the CCTV camera network[[12]](#footnote-12) of five prisons and install a network in the remaining six prisons,[[13]](#footnote-13) including the retrofitting of spaces to create a control room.
    3. **Subcomponent 1.3. Share information with the public through open data.** Given the importance of informing the public on crime occurrences, this subcomponent will help the government define the right protocols in accordance with local law for information release, including classification of all existing crime information and publication online of relevant statistics in a timely manner. Also, privacy and confidentiality principles will be included to facilitate a comprehensive use and disclosure of crime-related information.

**Component 2. Improving investigative capabilities for violent crimes (US$1.8 million).** The objective of this component is to improve the rate of investigations that result in suspects being arrested and charged. This will be achieved through the following activities:

* + 1. **Subcomponent 2.1. Increase the quality of casefiles.** To support the investigative process followed by the CIB, the project will implement a comprehensive case management system. The system will allow the JCF to keep an updated and complete casefile online, including reports extracted from other agencies (of the MNS. Including from the Institute of Forensic Science and Legal Medicine, PICA and FLA), witness statements, photos, cross-referencing with other cases and previous incidents, etc.[[14]](#footnote-14) To achieve this, the project will provide CIB investigators with handheld devices and will assist other agencies, mainly the DCS and the FLA, in setting up the necessary equipment to allow them to share information electronically. Additionally, the project will increase FLA’s institutional capacity by providing them with an engraving machine for firearms will be procured,[[15]](#footnote-15) as well as a ballistic scanner to reduce the backlog on ballistics for licensed firearms.[[16]](#footnote-16) Finally, the proposed system will integrate with other applications and systems that are currently being used in the JCF and other agencies, so that investigators and researchers can effectively carry out their investigative processes and leverage the information collected in all these systems,[[17]](#footnote-17) while respecting the confidentiality of information where applicable.
    2. **Subcomponent 2.2. Design and implementation of digital registries.[[18]](#footnote-18)** The project will support the transition to a paperless police station through the digitization of existing registries.[[19]](#footnote-19) The new digital registries will capture information on domestic violence incidents more effectively.[[20]](#footnote-20) As part of the implementation of the digital registries, processes within police stations will be revised and standard operating procedures adapted as needed, including the design of a new protocol to handle domestic violence.[[21]](#footnote-21) Emphasis will be placed on registries related to police reports and criminal cases. The uploading of information in the digital registries will provide resilience within the organization in the event of natural disasters that could in many cases destroy physical records and criminal casefiles as they are stored today.
    3. **Subcomponent 2.3. Design and implement a data sharing exchange protocol.** In order to facilitate the sharing of information among MNSagencies, [[22]](#footnote-22) a data sharing protocol will be designed and established, under which processes, ownership and uses of such information may be exchanged among agencies in accordance with local law. This will be effected following consultations with relevant entities of the Borrower, including the Office of the Chief Information Officer (CIO), and the Attorney General’s Chambers, consistent with draft legislation on data protection and information sharing.

**Component 3. Change Management and Training (US$3.2 million).** The objective of this component will contributeis to support the change howin the manner in which the JCF manages reports and investigations, complementing the addition of technology to existing processes, as well as to provide the training required for the successful implementation of all other project activities. This component will finance the activities of the following subcomponents:

* + 1. **Subcomponent 3.1. Change management and communications.** This subcomponent will finace: (i) the design and implementation of a communication strategy (internal and external) strategy to create awareness within the JCF about the changes in processes, and to include, inter alia a grievances redress mechanism that will address citizens’ concerns; (ii) the training of top leadership in the MNS and the JCF on change management; and (iii) support the adaptation of existing standard operating procedures to the new tools supported by the project.
    2. **Subcomponent 3.2. Training in collaboration with the National Police College of Jamaica (NPCJ).[[23]](#footnote-23)** This subcomponent will finance training required for the successful implementation of all other activities of the project,[[24]](#footnote-24) including pilot testing of early versions of new technologies or software, as well as specific training on how to handle victims of domestic violence with a human rights approach. Finally, this subcomponent will finance the refurbishing of the existing computer lab in the NPCJ and will also finance laptops to be used during the training programs. To effectively provide this training, and to increase its chances of sustainability of the project, support to the NPCJ in adapting its curriculum to the new technologies and in training existing JCF officials will be provided[[25]](#footnote-25). The NPCJ will use its campus and videoconference infrastructure to leverage the network connecting all police stations to provide most of this training, and review of the crime investigation curricula will also be carried out to embed technology use in classes. Finally, the project will assist the NPCJ in preparing a systematic and continuous approach to follow-up in-service training and adaptation of curricula to new trends. The following table summarizes the training courses that will be carried out:

**Table 1. Training Programs to be Provided**

|  |  |  |  |
| --- | --- | --- | --- |
| **Category** | **Program** | **Specific training** | **Main audience** |
| Remedial training | Subject to an assessment | Basic IT training | Existing JCF officers and new cohorts |
| Review of existing curriculum | a. six-month basic training to all constables in the Force | 1. Case management 2. Crime reporting 3. Use of technology in policing, including evidence-based strategies such as hot spot policing and problem-oriented policing. 4. How to handle victims of domestic violence with a human rights approach | New cohorts |
| b. Investigation training | 1. Review all of the curriculum to incorporate technology | Existing CIB officers and new investigators |
| VC learning network and  e-learning | a. training on new applications and use of technology in policing | 1. Case management 2. Crime reporting 3. Use of technology in policing, including evidence-based strategies such as hot spot policing and problem-oriented policing. | Existing JCF officers |
| **Category** | **Program** | **Specific training** | **Main audience** |
| Training exchanges[[26]](#footnote-26) | a. Data analysis for policy making | 1. Policy Formulation (leadership) 2. Data mining and analysis (analysts) | Focused on MNS |
| b. Data analysis for preventive strategies | 1. Data for preventive strategies (leadership) 2. Data mining and analysis (analysts) | Focused on the CIB and the Corporate Planning, Strategy and Development Division |
| c. Data analysis for crime investigation | 1. Data for crime investigation (leadership) 2. Data mining and analysis (analysts) |
| Gender training | a. Protocol on how to handle victims of domestic violence with a human rights approach |  | Existing JCF officers (face‑to‑face in all police stations) |

1. ***Executing Agency and Beneficiary***

The borrower is the Government of Jamaica. The MNS will be the Executing Agency (EA), in charge of executing this operation. The MNS has as mission to contribute towards creating a safe and secure Jamaica by the effective enforcement of law, order and maintenance of secure borders. The current MNS mandate is to: (i) facilitate the maintenance of law and order; (ii) protect Jamaica against internal and external threats; (iii) ensure the safety of Jamaica’s borders; and (iv) punish and rehabilitate offenders.

The MNS currently has 11 departments and agencies; the 6 main ones are: JCF, Jamaica Defense Force (JDF), PICA, FLA, and the Institute of Forensic Science and Legal Medicine and DCS.

The MNS will define a PEU, which will be responsible of the project administration, including planning, budgeting, accounting, procurement implementation, and monitoring. The PEU will include a full-time project coordinator/manager, financial specialist, procurement specialist, and a monitoring and evaluation specialist. Furthermore, the PEU will have component coordinators in charge of overseeing the activities in each component.

1. ***Cost and Financing***

The summarized Cost Tables are presented below. Detailed cost tables can be found in the Operations Plan.

**Table 2. Project Budget (in US$)**

|  |  |
| --- | --- |
| **Component 1. Violent crime prevention and management** | **12,176,676** |
| Subcomponent 1.1. Increase the capacity of JCF to generate high quality and timely data to assist in crime prevention | 7,486,062 |
| Subcomponent 1.2. Equip and connect police stations, prisons, and the National Police College of Jamaica | 4,300,000 |
| Subcomponent 1.3. Share information with the public through open data | 390,614 |
| **Component 2. Improving investigative capabilities for homicides** | **1,811,324** |
| Subcomponent 2.1. Increase the quality of casefiles | 1,510,000 |
| Subcomponent 2.2. Design and implementation of digital registries | 181,324 |
| Subcomponent 2.3. Design and implement a data sharing exchange protocol | 120,000 |
| **Component 3. Change Management & Communications** | **3,212,000** |
| Subcomponent 3.1. Change Management and Communications | 1,200,000 |
| Subcomponent 3.2. Training in collaboration with the NPCJ | 2,012,000 |
| **Project Administration and Coordination** | **2,000,000** |
| **Audits and M&E** | **300,000** |
| **Contingency** | **500,000** |
| **Total** | **20,000,000** |

1. **Organization, Functions and Responsibilities for Programme Execution**
2. ***Organization***

The MNS will define a PEU, which will be responsible of the project administration, including planning, budgeting, accounting, procurement implementation, and monitoring. The PEU will include a full-time project coordinator/manager, financial specialist, procurement specialist, and a monitoring and evaluation specialist. Furthermore, the PEU will have component coordinators in charge of overseeing the activities in each component.

The PEU responsibilities will include: (i) preparation of semi-annual progress reports; (ii) preparation, and implementation of the [Annual Operational Plan (AOP)](https://idbg.sharepoint.com/teams/EZ-JA-LON/JA-L1074/_layouts/15/WopiFrame.aspx?sourcedoc=%7be405d929-9125-44c3-9acf-2fbbb67644df%7d&action=view); (iii) preparation of budgets, and disbursements; (iv) preparation of the [Procurement Plan (PP)](https://idbg.sharepoint.com/teams/EZ-JA-LON/JA-L1074/_layouts/15/WopiFrame.aspx?sourcedoc=%7b2b839b29-cc48-4090-80fd-97133dd48bd3%7d&action=view); (v) financial administration of the project according to accepted accounting principles and presenting audited financial statements; (vi) ensuring the quality and efficacy of procurement processes and their compliance with both the policies of the Bank and that of the Government of Jamaica; (vii) ensuring the consistent alignment of expected project results with day-to-day project implementation as well as continuous data collection to enable the measurement of the indicators included in the Results Matrix (RM) (Annex II); and (viii) being project liaison with the Bank.

1. ***Project Executing Unit Functions and Responsibility***

The PEU has the following responsibilities:

1. To act as a liaison with the IDB for all matters related to the Programme and to be responsible for monitoring and controlling the compliance of the Programme's contractual clauses and requirements. To this end, all documents, technical or administrative, to be sent to the Bank, including all requests for disbursements, procurement of goods or contracting of services, technical support, etc. should be channeled through the PEU.
2. To prepare and to get the approval from the SC before forwarding to the Bank the following documents: (i) the AOP and the Financial Plan (to be updated at least semi-annually); (ii) the semiannual Progress Reports; (iii) the Mid-Term and Final Programme Evaluations; (iv) the data collected during the year to measure programme performance indicators against baseline data; and (v) the Annual Procurement Plan (PP), prepared as a part of the AOP. These documents must be prepared, when applicable, with the participation of the Working Teams.
3. To monitor the indicators of progress and performance in the Logical Framework, analyze variances and causes and implement adjustments to reach planned objectives.
4. To coordinate with the The Public Expenditure (PEX) Division, MOFPS the annual budgetary assignment for the Programme and the availability of resources to cover Programme expenses. To coordinate the processing of justification of advance of IDB funds together with the beneficiary (participating) agencies
5. To ensure the consistency of plans with budgetary resources in the process of preparing, jointly with the Working Teams, the AOP.
6. To prepare the Annual Procurement Plan for the Programme and process the procurement of goods and the contracting of services for the Programme.
7. Jointly with the Finance Unit of the MNS, carry out the financial administration of the Programme. This function includes the following responsibilities:
8. To develop and maintain the Programme's accounting system and provide the financial information required by the Bank.
9. To maintain within the accounting system a set of accounts to control and account for the movement in the Special Account for the Project and present to the IDB the semi-annual statements for this Fund.
10. To monitor and report on the Programme's budget and physical execution.
11. To prepare and present to the IDB the requests for the advancement of funds and subsequent justification for renewals.
12. To carry out the payment function for the Programme's expenses.
13. To prepare the annual financial statements.

h) To carry out the procurement activities for the Programme. This function entails:

1. Preparing the consolidating annual procurement plans, ensuring that they reflect the specific annual plans prepared by the Teams in the MDAs implementing activities in the programme.
2. Receiving the request for goods and services from the Teams in the MDAs implementing activities in the programme and processing these requests after ensuring such good and services agree with the procurement plan agreed with the IDB for the Programme and that the specifications and Terms of Reference are clear and complete.
3. Identifying consultants, preparing short lists, bidding documents and contracts for consulting services, procuring goods and hiring consultants.
4. Processing the payment for goods and consulting services after obtaining the clearance from the Teams in the MDAs implementing activities in the programme or the Beneficiary Units certifying that goods and consulting services were satisfactorily received.
5. Ensuring that physical assets acquired by the Programme are properly recorded into PEU Inventory and Accounting records.
6. Participating at the Procurement Committee within MNS for the selection of goods and consultants.
7. Organizing the start-up workshop for the programme jointly with the IDB, and the annual review meetings to be attended by the PEU personnel involved in the execution and representatives from the MNS and the IDB.
8. ***The Teams in the MDAs implementing activities in the programme***

Each of the participating entities will form WTs to carry out the programme execution activities applicable to the respective entity. Each WT has the following responsibilities:

1. To prepare, in cooperation with the PEU, the Annual Operating Plan and Annual Procurement Plan (PP) for the part of the Programme related to their units.

1. To prepare or review and adjust the Terms of Reference (TOR) and/or technical specifications for the procurement of goods and/or contracting of consulting services.
2. To review and render opinions, as required, on the qualifications of consultants short-listed.
3. To monitor the progress and quality of consultancies, and to review and approve the consultants' final reports, ensuring that progress follows established plans and specifications, and reporting to the PEU any variances.
4. To implement end products resulting from the programme and contribute to the dissemination of knowledge gained through the programme.
5. **Programme Planning**

The PEU is charged with the planning, monitoring and reporting on the performance and progress of Programme execution. The PEU will also support and participate in the Program's evaluation activities.

The planning of programme activities is centered on the preparation of the AOP, which is the principal instrument for the planning, monitoring and evaluation of the Programme's activities. Monitoring and evaluation activities are discussed in Chapter 7 of this Manual.

1. ***Annual Operating Plan***

The AOP is a tool that organizes the activities to be conducted during the course of a year. It is based upon the goals and objectives specified in the Loan Agreement and the Project Report documents, but the AOP provides a finer level of detail than those documents and includes the updated budget and timelines for the activities and tasks, reflecting the cumulative lessons learned during the Programme's execution.The AOP will be developed with the close participation and input from the specific units in each of the executing/beneficiary entities.

The AOP will be prepared using a participatory process involving the PEU and the units involved in the Programme's execution (see preceding paragraph). The Programme Manager of the PEU is responsible for leading and coordinating the preparation of the AOP. The PEU will help the participating units in the preparation of the annual plans corresponding to each unit and will consolidate these plans into a comprehensive Programme AOP.

The contents of the AOP will include at minimum the following information:

1. **Introduction:** A statement of the purpose of the document together with a concise description of the general aspects of the Programme to be executed in the year.
2. **Analysis of Previous Year's Execution:** Beginning with the second Annual Operating Plan, there should be an analysis of the previous year's execution, including: (i) a comparison summary of planned and actual physical and financial quantitative goals by the Programme activity; and (ii) a brief explanation of the reason for the variation between planned and actual goals.
3. **Analysis of Risk Matrix:** Beginning with the second AOP, an analysis should be conducted of the current risks being faced by the Programme and relevant updates should be made to the Risk Matrix if necessary.
4. **Objectives and Goals of the Plan:** This section should present the general and specific objectives and goals related to the Programme Report, the Loan Agreement, the Programme's Results Matrix, and the detailed cost tables in Annex 3. The setting of goals should be realistic and based on the execution capacity to date. Precise, measurable, quantitative goals should be set.
5. **Description of Activities:** The activities that will be carried out during the year should be presented in a clear and concise format organized by component and activities. The methodology that will be used to implement the activities should be explained, including the identification of the institutions and individuals involved in the execution of the activities and their corresponding responsibilities during execution. The resources budgeted for each activity (person days and cost) should be identified. Any factors that might jeopardize the successful achievement of stated goals should be identified and the actions that will be taken to help mitigate those factors should be briefly described.
6. **Chronogram of Activities:** A chronogram of activities should be presented, showing the expected beginning and ending date for activity and a monthly or quarterly level of detail for the year. Gantt Charts can be used for this purpose.
7. **Financing and Procurement:** Quarterly financial disbursement tables should be presented by Subcomponent. The source of financing (IDB or GoJ or other donor) should be indicated. A procurement plan including: (i) the cost of goods and services that will be acquired during the year, (ii) type of procurement; (iii) timing of the procurement; and (iv) the entity responsible for the execution of the procurement will be presented (while the PEU is ultimately responsible for all of the procurement activities of the Programme, in certain instances the procurement of information technology equipment and software as well as the costs of the workshops and didactic and supportive materials for certain Programme activities may be bundled into consulting contracts).
8. **The Monitoring and Evaluation Plan for the programme is specified in xxx appendix/link of the POD/Loan proposal.** The specific monitoring and impact indicators corresponding to each of the activities programmed for the year will be presented, making reference to the Results Matrix as well as the Chronogram of Activities. The source of information or form of collection of the data corresponding to each indicator should be identified.
9. **Social Action plan**

**Definition:** The PEU will update the Project’s Gender Plan, which will include a specific schedule, activities, budget and deliverables to be implemented during the execution of the project. This will support the implementation of the grievance redress mechanism

1. **Procurement Procedures and Guidelines**

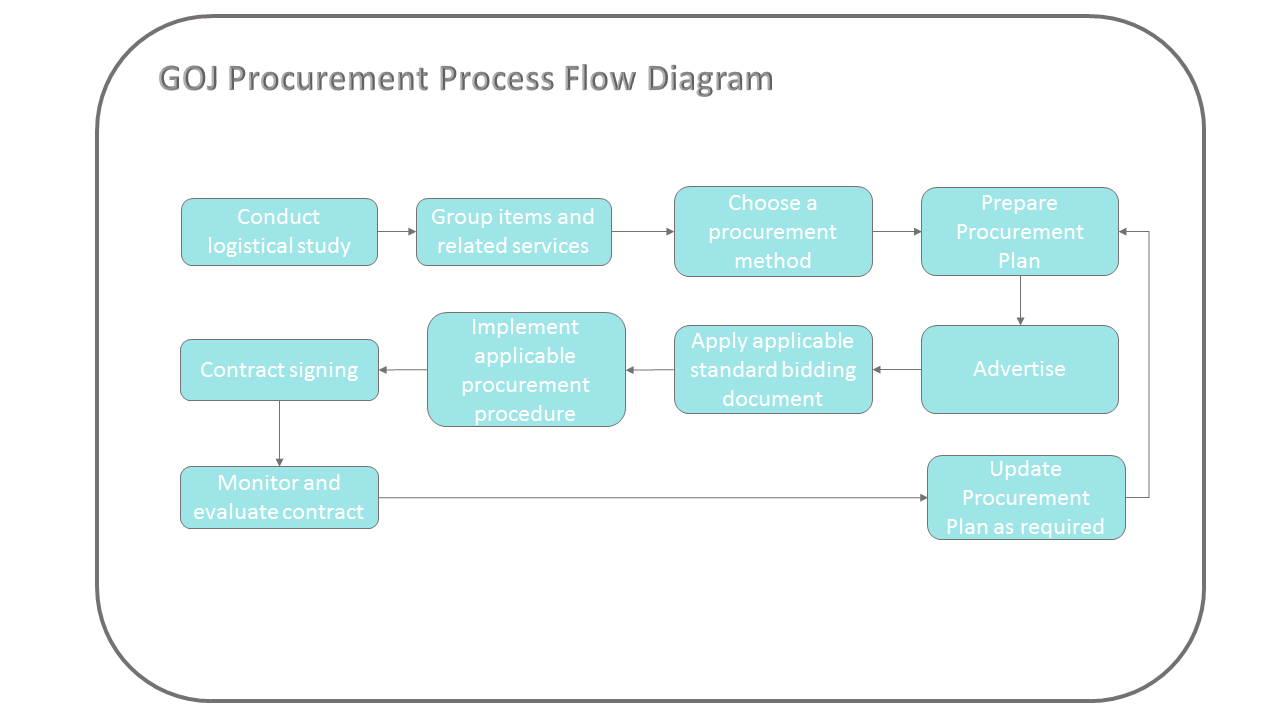
The procurement of goods and services and the contracting of consulting services are to be carried out in accordance with the procedures stipulated in the procurement policies of the Bank. These procedures are included in Annex B of the Loan Contract for the procurement of goods and services; and the Bank policy document GN-2349-9 procurement of goods and works, GN-2350-9 selection and contracting of consultants (individuals and firms) financed with IDB resources. See also [IDB - Project Procurement](http://www.iadb.org/en/projects/project-procurement,8148.html).

“International Competitive Bidding permits foreign companies to take part. This system is Compulsory when the cost of works is over US$5 million and the cost of goods is over US$350,000 272-2)” and local competitive procedures may be used for lesser amounts, provided they do not conflict with Bank policies.

Project procurement will also have to conform to GOJ rules and regulations, as demonstrated in the following diagram.

**Figure 1**

**Government of Jamaica**



e-Gov has a mandate to revolutionize the GOJ’s interactions with its stakeholders through harnessing the power of ICT. This entity, through an MOU with the GOJ will provide technical ICT advice and guidance to the PEU and WTs and support the MNS in the management of the ICT Consultants engaged to design the NIDS ICT architecture.

The Procurement Specialist will supervise the full range of activities in relation to the procurement and delivery of goods, and services (both consulting and non-consulting) across all components of the SSP programme, working closely with e-Gov regarding ICT related procurements, and delivering procurement services for all other types of procurements. The Specialist will also prepare bid invitations and oversee the tender process leading to the award of contracts and will also assist in the supervision, planning, direction and management of the procurement and administration of goods and services in keeping with the AOP and the PP.

1. **Financial Administration**
2. ***Financial Plan***

Definition: The project financial plan (PFP) is “An instrument generally coordinated with the PEP and the AOP (which includes the Procurement Plan), allowing the planning and monitoring of project funds flows. The PFP should be prepared at the outset of the project and updated as the project is executed, reflecting the project’s actual liquidity needs.”[[27]](#footnote-27)

1. ***Bank Accounts Advance of Funds and Payments***

The loan resources are managed under the concept of an Advance of Funds. Under this concept the Bank will provide an Advance of Funds based on liquidity needs as identified in the updated PFP. The Bank will consider additional advances after the review and approval of the justification of the prior advance.

The resources of the Advance of Funds are kept in a dedicated account at any local commercial bank or the central bank, Bank of Jamaica (BOJ), as per the GOJ financial procedures for projects financed by multilateral agencies. The PEU is responsible for the preparation of Advance of Funds justifications. (see paragraph 8.05 below)

Programme payments are to be made using the commercially available AccPac software. Certification of receipt of goods and services is to be done by the WT. The voucher payments are prepared and paid by the PEU. Budgetary control is to be done by the PEX unit within the MOFPS.

1. ***Justification of Advance of Funds***

The justification is a process whereby the borrower shows that the resources of the advance of funds have been properly used for eligible project expenses. “As a general rule, the Bank does not require the justification to be accompanied by supporting documentation for the expenses or payments made (i.e., original receipts or photocopies thereof).[[28]](#footnote-28) The PEU within the Executing Agency is responsible for keeping the required records and maintaining the originals of all supporting documentation, with adequate cross-referencing to the applicable approved requests, in accordance with the Bank’s document retention policy”[[29]](#footnote-29) Justifications are to be presented to the Bank once 80% of the advance of funds has been expended.

1. ***Alternative Payment Modalities***

In addition to Advance of Funds, the Bank offers the following three payment modalities:

1. ***Direct Payments***

**Definition:** “Payments made by the Bank to suppliers or contractors on behalf of the EA for eligible goods and services of foreign or local origin, for project execution[[30]](#footnote-30)”[[31]](#footnote-31) The executing agency can request the Bank to make direct payment if the circumstances so warrant.

1. ***Reimbursement of Eligible Expenses***

**Definition:** “The Bank reimburses the EA [PEU] for payments it made for eligible expenses incurred charged to the project.”[[32]](#footnote-32)

* 1. *Reimbursement against a letter of credit*

**Definition:** “Reimbursements made by the IDB to a commercial bank for payments made to a supplier or contractor for goods and services (of foreign origin) within the framework of a letter of credit guaranteed in advance by the IDB.”[[33]](#footnote-33)

1. ***Accounting***

Accounting for the Programme is the responsibility of the PEU through its Accounting Unit. The Financial Control unit within the MNS renders technical support to the PEU in the review and updating of the accounting system and in the establishment and strengthening of financial accounting controls, including the development and updating, when necessary, of the programme’s accounting manual.

The accounting system is maintained in both US and Jamaican currencies and should permit the timely registration of transactions in accordance with generally accepted accounting principles. The accounting system should provide the information to: (i) permit the verification and audit of the transactions; (ii) prepare the periodic and year end financial statements; (iii) permit the identification of the category of investments and sources of financing; (iv) facilitate the identification of goods and services acquired through the programme; and (v) determine the cost on specific investments of products and the financial progress of activities and components. The basic financial statements to be produced by the System are the "Statement of Cash Received and Disbursement Made" (Annex x) and the "Statement of Cumulative Investments" (Annex x). When these statements are prepared on a cash basis the corresponding note should be included in the auditor's report.

The Statement of Cash Received and Disbursement Made present amounts at the beginning of the fiscal year, for the current year and cumulative amounts since the beginning of the project and cash used in its execution. The amounts should be classified according to; (i) funds financed by the Bank; (ii) funds financed by any other counterparts; and (iii) other contributions, if any. A reconciliation of these amounts with those presented in the Statement of Cumulative Investments must be included, either as a part of the statements or separately.

The Statement of Cumulative Investments presents the amounts at the beginning of the fiscal year, amounts for the current fiscal year, and cumulative amounts through the end of the fiscal year broken down by category and subcategory of investment, as shown in the Programme's Cost Table in annex A of the Loan Contract. These amounts should be classified according to; (i) funds financed by the Bank; (ii) funds financed by the local contribution; and (iii) other contributions, if any. The amounts in this statement must be consistent with those previously reported to the Bank in the project progress reports. In the case of differences, a reconciliation of the amounts wi.th an explanation of the differences must be included.

1. **Supervision, Monitoring and Evaluation**
2. ***Inspection and Supervision***

The Bank carries out inspection and supervision visits to assess the progress of the whole Programme or of any of its components or activities. The Bank programs these visits with the frequency it considers necessary. The PEU, and other personnel involved in project execution, is required to assist the Bank in the arranging these visits. In case the Bank identifies Programme activities not in conformity with policy or regulations, the Bank can suspend the disbursement of funds, stop the programme and even request the reimbursement of funds already disbursed.

1. ***Monitoring and Evaluation***

Programme's monitoring is carried out through the following instruments: (i) the AOP; (ii) Bi-Annual Technical and Financial Progress Reports; (iii) The Logical Framework; and (iv) the database containing the indicators and benchmarks to assess progress and results in the Programme. During execution, the Bank may include other monitoring instruments it deems necessary. The Programme includes a Mid-Term Evaluation and a Final Evaluation.

Once a year, on a date to be determined jointly, the PEU and the Bank will carry out annual reviews of Programme execution. On the basis of information provided in the above-named instruments, the review will assess the overall execution during the previous year, including a comparison of specific programme achievements with the indicators in the results matrix, an evaluation of the effectiveness of programme management, with emphasis on the procurement function, a comparison of actual versus planned expenditures, an identification of issues affecting execution and of solutions required for the upcoming year. Beginning with the second year of the programme, the annual reviews are to include the evaluation of the AOP.

During project execution, the PEU will present semiannually Programme Progress reports with information regarding disbursements, project implementation progress, status of indicators or benchmarks, and a brief description of programme status, including an assessment of problems that affect project execution and identified solutions. (See paragraph 10.02)

After 30 months from the start of the Programme, or when approximately 50% of the loan resources have been committed, whichever comes first, a mid-term review is to take place. This review, to be carried out with the help of an independent consultant financed with loan resources, will assess project performance in relation to goals, indicators and benchmarks. In order to ensure the assessment of specific aspects considered important, the Terms of Reference for the consultant will be jointly prepared by the PEU and the Bank, during the annual review meeting prior to the midterm review.

The final evaluation, to be also carried out with the help of an independent consultant, is to take place prior to the last disbursement of loan resources. This evaluation is to be carried out using a methodology agreed with the Bank will assess the degree of goal accomplishments and their impact, the programme shortcomings and successes and draw lessons that could be applied in other programmes. The specific terms of reference are to be prepared jointly by the PEU and the Bank at the annual review meeting prior to the final evaluation.

1. **Reports**

The following paragraphs present the reports to be submitted to the Bank.

***Annual Operating Plan (AOP):***See Chapter 4, Section 1. The Plan is to be presented to the Bank's Country office prior to starting the budgetary process at the PEU, so that any necessary Programme funding be requested and included in the Government annual budget. The AOP includes the presentation of the Annual Procurement Plan.

***Semiannual Progress Reports:***These reports are to be submitted to the Country Office twice a year: the first covering the first six months of operations and the second covering the whole year. The latter is to be presented together with the AOP to facilitate the end-year evaluation of operations and the planning of operations for the upcoming year. The following information should be a part of these reports:

1. **Development Objectives:** An analysis of the progress toward reaching the programme development objectives taking as the basis for the analysis the indicators for Goal and Purpose established in the Logical Framework, and the level of attainment as shown in the latest AOP. An analysis of variances and planned solutions for deviations should be included.
2. **Components and subcomponents (Outputs):** An analysis of the level of attainment of the goals for components and subcomponents as compared with the indicators of outputs presented in the Logical Framework, and with the cumulative results presented in the latest AOP. An analysis of variances and planned solutions for deviations should be included.
3. **Activities:** A comparison, either numerical or graphical (Gantt chart), of the level of cumulative execution of activities in relation to initial plans and plans in the current year AOP. An analysis of variances and planned solutions for deviations should be included.
4. **Administration and/or Management problems:** Information should be provided on any type of difficulties in the administrative/management area that constrain the normal execution of the programme. Special emphasis should be given to the time it takes to procure goods and to contract services. Planned solutions to problems identified should be included.
5. **Assumptions:** The continuing validity of initial assumptions should be analyzed, with view to mitigate unfavorable developments that may have negative effects on attainment of project goals or purposes.
6. **Organization for Programme execution:** Any changes in the original design of organization or structure for programme execution should be reported and the reasons for those changes should be justified.
7. **Outstanding contractual conditions:** A list of outstanding contractual conditions should be included with overdue dates for compliance, giving reasons for non-compliance and plans to comply.
8. **Financial Execution:** This information will be presented following the format of the financial statements (paragraphs 8.10 - 8.13). The first report will contain financial information for the first six months, and the second the cumulative financial information for the whole year.
9. **Procurement of Goods and Services:** A comparison of planed vs. actual levels of procurement for the year, with an analysis of variances and reasons for deviations
10. **Special Topics:** Any topics that in the view of the PEU should be brought to the attention of the Bank for joint consideration.
11. **Advance of Funds Statements:** See paragraph 6.02. These statements are presented to the Bank's Country office every six months. They present a summary accounting of inflow, outflow and balance of the Revolving Fund and a reconciliation of the balance in the Fund to the Central Bank cash account balance for the Advance of Funds.
12. **Programme's Financial Statements**: See paragraphs 8.10 to 8.13 and paragraph 9.02. These statements are presented to the Bank annually, duly audited by an independent firm of certified public accountants.
13. **Other reports**: Should the Bank find it necessary, it may request any other reports in addition to those in the previous paragraphs.
14. **External Audits**

An external auditor is to be contracted to undertake an external operational and financial audit of the Programme. The procedures to be followed for procurement of these auditing services are described in Documents AF-100. The Bank's external audit requirements are described in Document AF-300. These documents are available at the Bank's Country Office. Bank Policy on the Audit of Projects and Entities (AF-100), Selecting and Contracting External Audit Services (AF-200), Guidelines for the Preparation of Financial Statements and Independent Audit Requirements (AF-300), and Terms of Reference for External Audits of Bank-financed Projects (AF-400).

The Government of Jamaica as borrower, with the support of the MNS and the PEU, must present annually to the Bank during the period of project execution and within 120 days after the end of the fiscal year the programme financial statements duly audited by a certified public accounting firm, acceptable to the Bank.

In addition to the normal examination to the Programme's financial statements, the scope of work for the external auditors includes: (i) an assessment of the system of internal controls established for the Programme; (ii) an assessment of the compliance of the contractual conditions included in the Loan Contract; (iii) an assessment of the compliance with the regulations included in this manual and on the needs to update this manual, if conditions so require; (iv) an examination of a sample of procurement and contracting transactions to evaluate compliance with Bank's requirements, and delays, if any, in the process of procuring and contracting goods and services; (v) an examination of a representative sample of the request for funds replenishment to the Bank and of the supporting expenditures; and (vi) an examination of the revolving fund.

The external auditor should be provided with copies of the AOP for the year and of the semi-annual progress reports.

1. **Procedures for Modification of the Manual**

In order to be a useful tool and point of reference throughout the Programme's entire period of execution, it may be necessary for this Operating Manual to be refined and updated in light of the experience obtained during programme implementation. While the applicability of this Manual will be a topic of the annual review meetings, it is the responsibility of the MNS, through a delegation to the PEU Coordinator, to ensure that this Manual is kept up to date.

The PEU's Programme Manager is responsible for ensuring that the Operating Regulations are adhered to. It is the responsibility of the PEU to thoroughly review the Operating Regulations Manual and provide recommendations to improve it. As the Working Teams are also responsible for understanding the relevant sections of the Manual, they should act as an additional source of recommendations for improvements.

All recommendations for the modifications to the Manual should be sent to the Programme Manager, who will maintain a file of the recommended changes indicating the source of the recommendation and the date of receipt. The Programme Manager will review all recommendations and will be responsible for forwarding recommended changes to the Bank's Country office. Changes in format and/or style do not require approval. All modifications involving procedural changes will require the approval of the MNS and the no-objection of the Bank's Country Office.

This Manual includes both operating regulations as well as guidelines. These comprise the main body of the document, namely Chapter 1 to 10, as well as Annexes 1 through 6. Any change to the contents of these chapters and annexes requires the non-objection of the Bank's Country Office.

Any modifications made to this Manual should be circulated, indicating the date of the new version on the cover the document and on the footer of each page. Notice of these modifications should also be sent to the Programme's External Auditor.

1. As demonstrated by Braga et al. (2012) hot spots policing generates “noteworthy crime reductions, and these crime control benefits diffuse into areas immediately surrounding targeted crime hot spots”. Additionally, in Colombia, Bulla et al (2012) found that the police stations that implemented data-driven and geographically focused policing strategies had homicide rates 18% lower than those of the control group. [↑](#footnote-ref-1)
2. Currently, approximately 70% of locations reported are not accurate enough. The implementation of geolocation of incidents along with the improvement of underlying maps should increase the accuracy of crime reports. [↑](#footnote-ref-2)
3. Through the front-end police reporting application to be supported by subcomponent 2.2 [↑](#footnote-ref-3)
4. Following findings from previous research, cameras will be placed in three types of areas: (i) areas designated to become “safe spaces” for the public; (ii) main transport arteries leading in and out of main urban areas (cameras in these locations will have license plate recognition capabilities); and (iii) high crime incidence areas (mobile cameras that may assist in patrolling and prevention strategies). The investment and staffing required for the control centers will be covered by the MNS. The ministry will be also responsible for providing the required maintenance of the equipment. [↑](#footnote-ref-4)
5. Emergency operators have five different computers with five different systems in front of them. [↑](#footnote-ref-5)
6. Garicano et al (2010) suggest that “productivity improvements become relatively large when IT adoption is undertaken as part of a whole package of organizational changes”. [↑](#footnote-ref-6)
7. The fiber optics investment will be part of GovNet, a national connectivity network for the government to be operated by eGov Jamaica. Eventually, GovNet will connect all MDAs, including MNS agencies and all police stations. [↑](#footnote-ref-7)
8. All other police stations will remain connected to the existing microwave network (which provides at least 40Mbps connectivity). [↑](#footnote-ref-8)
9. More than 60% of murders in 2016 occurred in these parishes (Source: JDF). [↑](#footnote-ref-9)
10. Subcomponent 2.4 will help MNS agencies set databases and web services accordingly. [↑](#footnote-ref-10)
11. Currently, more than 90% of inmates are imprisoned for larceny crimes, with an overall average prison time of less than 3 years. It is expected that as the project rolls out, the amount of violent crime offenders in prison will increase. [↑](#footnote-ref-11)
12. Troy et al (2006) suggest that “the purposes of CCTV are prevention, detection, improving safety, gathering evidence, and acting as a general site management tool”, based on the findings of research that took place in Australia about the purpose of CCTV in prison. [↑](#footnote-ref-12)
13. DCS manages eleven prisons, seven for adults and four for minors. Currently, only four adult prisons and one for minors have CCTV networks. [↑](#footnote-ref-13)
14. All these operations are currently done manually and follow paper-based case-by-case processes that take time and sometimes makes investigators miss relevant information for their case. [↑](#footnote-ref-14)
15. The engraving machine will allow CIB investigators and the Institute of Forensic Science and Legal Medicine (IFSLM) analysts identify licensed firearms. [↑](#footnote-ref-15)
16. Currently, there are more than 100,000 licensed firearms for which FLA does not have a ballistic scan. That is, casings from any of these firearms can’t be traced to the actual firearm. [↑](#footnote-ref-16)
17. As the UNPN (2008) recommends that “the administration of justice would be faster and more effective if the information systems of various agencies under the criminal justice system (police, public prosecutors, public attorneys, courts, prisons) were able to share data”. [↑](#footnote-ref-17)
18. Lichtenberg (1994) states that the information systems increase the effectivity of employees, in fact, computer capital and labor jointly, or account for, contribute about 21 percent of output”. [↑](#footnote-ref-18)
19. As mentioned before, there are 42 registries in every police station. [↑](#footnote-ref-19)
20. By recording domestic violence incidents digitally, the digital diary will indicate escalation and/or previous incidents involving victim(s) or aggressor(s). [↑](#footnote-ref-20)
21. In Ecuador, Ordeñana (1998) found that the police stations that changed management and protocols for treatment of victims of violence against women reduced the perception of violence in 48% of surveyed women. [↑](#footnote-ref-21)
22. MNS agencies to be supported by this component include but are not limited to: JCF, DCS, FLA, the Private Security Regulation Authority (PSRA), PICA, and IFSLM. [↑](#footnote-ref-22)
23. As demonstrated by Brown et al (2003), in their study “Learning organization in the public sector? A study of Police Agencies Employing information and Technology to advance knowledge”, trainings in using information technology has improved the skills of the police officer in solving problems and to leverage their intellectual capital to preempt crime deterioration. [↑](#footnote-ref-23)
24. Koper et al (2015) suggests that interventions in technology without training components may have no effect, or even a negative one, on crime incidence. It is important that all the activities are complemented with training to JCF officials, their supervisors, and leadership in JCF and MNS, not only in the basic use of equipment, but also training about proactive and evidence-based strategies—and how technology can be used in support of those strategies. For example, officers need training on how they can use their agency’s information systems and crime analysis to guide their patrol activities between calls for service, identify and address problems at hot spot locations, and monitor high-risk people in their areas of responsibility. Supervisors need training on how to use these technologies to encourage such work by their subordinates. [↑](#footnote-ref-24)
25. Currently, formal training in the NPCJ includes a six-month basic training for constables at the beginning of the career and a six-week program in crime investigation for those selected to the CIB. Following this, and barring mandatory workshops on specific issues, no additional training is systematically enforced across the Force. [↑](#footnote-ref-25)
26. Training will consist on two courses: one aimed at managerial level highlighting the potential of data analysis on crime strategies and policy design, and one for JCF and MNS analysts on data analytics techniques. [↑](#footnote-ref-26)
27. IDB Project Disbursement Guide p. 18 [↑](#footnote-ref-27)
28. Supporting documentation includes accounting receipts, canceled invoices, receipts for fees, legible canceled checks, customs duties certificates, certificates of works, employment contracts, shipping, unloading, and storage documents, receipt reports, and any other payment support document acceptable to the Bank. In exceptional cases, the Bank may request certain original documentation. [↑](#footnote-ref-28)
29. IDB Project Disbursement.” Guide p. 5, paragraph 22 [↑](#footnote-ref-29)
30. In the case of direct payments to local contractors or suppliers, differences may arise between the amount in local currency used to estimate the equivalent disbursement in the currency of the operation and the amount in local currency received by the beneficiary, as a result of the conversion made by the commercial bank. Such differences are the sole, exclusive responsibility of the beneficiary. [↑](#footnote-ref-30)
31. IDB Project Disbursement Guide p. 2 note C [↑](#footnote-ref-31)
32. IDB Project Disbursement Guide p. 2 note B [↑](#footnote-ref-32)
33. IDB Project Disbursement Guide p. 2 note D [↑](#footnote-ref-33)