

In tandem with the PBC Liberia configuration the Joint Steering Committee is the coordination body between the Government of Liberia and the international community on related PBC and PBF related issues. Based on regular exchange with the PBC Liberia configuration, the Joint Steering Committee (JSC) will ensure overall guidance and direction in terms of implementation of the PBC Statement of Mutual Commitments (SMC). The Peacebuilding Office will support the JSC in this task by acting as its Secretariat and by rolling out the Monitoring & Evaluation (M&E) Plan for the SMC.

As such, the Joint Steering Committee will be responsible for:

- Ensure that PBF money is spent in line with the LPP, costed action plans and approved work plans
- Engage closely with the Justice and Security Joint Programme Board to ensure coordinated and cohesive direction to the JSJP, as part of the overall Liberia Peacebuilding Programme;
- Ensure coordination, coherence and synergy between the JSJP, the work on youth and land reform and a policy future joint programme(s) on national reconciliation, based on a national reconciliation policy;
- Ensure that the do-no-harm principle is applied and that all the interventions under the JSJP are conflict sensitive in terms of policy decisions and programme implementation;
- Ensure that the SMC is instrumental and conducive to facilitate UNMIL transition;
- Ensure that the Government of Liberia allocates adequate funding to ensure sustainability of the PBF actions
- Review and endorse Government of Liberia progress reports to be submitted to the PBC on a nine-month basis as agreed in the Statement of Mutual Commitments.

#### **b. Justice and Security Board (JSB)**

The Justice and Security Trust Fund (JSTF) is a coordination, planning and monitoring mechanism that has been in place for approximately one year. The JSJP will build on this experience by broadening the scope of the JSTF Board and expanding its remit to encompass the JSJP. As such, the Justice and Security Trust Fund Board will be renamed and reconstituted as a Justice and Security Board (JSB) and will take on the additional tasks of providing overall guidance for the implementation of the JSJP (which includes the following financing instruments: the JSTF, bilateral support, UN core budget support, UN benefit in kind, Government of Liberia support and the PBF monies). The establishment of a unique board for justice and security matters is a positive step forward in having a forum that seeks to have a holistic approach to justice and security reform in Liberia. Ensuring the highest representation of both the security and judicial sectors is key to reinforcing the principles of national ownership and leadership.

It is important to note that trust fund management obligations will be fully respected within the framework of the Board. Efforts will also be made to maintain the Board's present efficiency in reviewing and approving proposals.

The JSB will be co-chaired by the Minister of Justice, the Chief Justice, and the DSRSG-RoL and will be in charge of the implementation of the JSJP on matters of policy, prioritization and allocation of funding, and will act as the decision-making body regarding the oversight of activities implemented under the JSJP. At these meetings, to be held regularly (potentially every two weeks), decisions will be made on ensuring adequate allocation of resources to projects related to meeting the objectives of the JSJP. To ensure speedy implementation of projects, the JSB will be assisted and supported by the Programme Management Unit (PMU) in charge of the implementation of the entire programme. The PMU will initially have two full time managers (a national and an international), who – among other things – will prepare the meetings, ensure that management obligations of financing instruments are met (including the Multi-Donor Trust Fund), provide administrative support and assure the flow of information and delivery of documents.

As such, the Justice and Security Board will be responsible for:

- Providing strategic direction for implementation of the projects based on agreed prioritization as set out in the Joint Programme log frame; providing solutions to problems identified by the JS-TAG or the Programme Manager during implementation;
- Engaging closely with the JSC to ensure coordinated and cohesive direction to the JSJP, as part of the overall Liberia Peacebuilding Programme;
- Ensuring that Justice and Security Trust Fund management obligations are respected;
- Taking the final decision on the sequencing of priorities based on both advice from the technical advisory groups and available budget considerations; Overseeing and ensuring that the activities within the JSJP are allocated resources according to the JSJP, or if un-earmarked, according to the priorities of the GoL;
- Tasking the PMU to undertake continuous assessment of the projects (and activities therein);
- Ensuring that the Government of Liberia allocates adequate funding to ensure sustainability of the Programme;
- Making final decisions on the appropriate implementing partner for specific output activities;
- Ensuring coordination, coherence and synergy between the various projects being undertaken under the JSJP;
- Ensuring that the do-no-harm principle is applied and that all the interventions under the JSJP are conflict sensitive;
- Ensuring that the JSJP is instrumental and conducive to facilitating UNMIL transition;
- Approving Annual Reports of the JSJP for transmission to the JSC; and
- Reviewing and endorsing Government of Liberia progress reports to be submitted to the JSC for further transmission to the PBC on a nine-month basis as agreed in the Statement of Mutual Commitments.

The proposed JSB membership includes the Minister of Justice, Chief Justice, and the DSRSG-RoL (co-chairs); Solicitor General; LNP Inspector General, Commissioners of BIN and BCR, D/Minister of Justice, D/Minister of Planning, UNMIL (2), UNDP (2), donors financially supporting the justice and security sector, and at least two representatives from civil society that are engaged in justice and security interventions. The presence of civil society members is of particular importance, because it fosters cooperation and collaboration, and balances national realities and international best practice and experiences. Other international partners and NGOs can participate in the discussions and can attend as observers; however, decision-making will remain with the Board itself.

### **c. Justice and Security Technical Advisory Group**

A Justice and Security Technical Advisory Group (JS-TAG) has been constituted to provide technical advice on the roll out of the Justice and Security Joint Programme, of which the hubs are a key part. The JS-TAG will provide technical advice to both the Justice and Security Board and the JSC and will provide written monthly summary reports and/or ad-hoc updates to, the JSC and the JSJP Board.

The JS-TAG will comprise key government representatives and UN and partner technical experts responsible for leading work in implementation of the hub. The Minister of Justice (or his/her designate) and the Chief Justice (or his/her designate) will co-chair regular meetings of a Justice and Security Technical Advisory Group (JS-TAG) that will help to steer the programme. The JS-TAG will convene on a monthly basis. Meeting agendas and minutes will be prepared and circulated by the PBO, working with the PMU, on behalf of the co-Chairs.

The JS-TAG will be responsible for the following:

- Ensure that the PBF Gbarnga hub project and future hubs are implemented in line with agreed criteria.
- The JS-TAG will seek regular updates from UNOPS in the agency's capacity as manager of the infrastructure component of the project (development/refurbishment of LNP/BIN regional HQ, plus courts and prisons). The Joint Steering Committee will approve the UNOPS plans and subsequent adjustments to the plans must be brought to the JS-TAG for approval;
- Review the narrative and budget breakdown for the "service delivery" components of hubs 2, 3, 4 and 5, to be prepared by the PMU after consultation with JS-TAG members, and in line with the priorities set out in the costed action plan. The JS-TAG will subsequently submit the proposal to the JSB for final approval. Subsequent adjustments to the plan must be brought to the JS-TAG for approval;
- Ensure implementation of the M&E plan for both the infrastructure and service delivery components of the regional hub as reflected in the LPP;
- Ensure a focus on operational coherence between the infrastructure component of the project managed by UNOPS and the "service delivery" component managed by UNDP. The JS-TAG will also ensure that the project is carried out in line with the management arrangement set out in agreed upon documents;
- Where appropriate refer policy and strategic issues to the JSB and the JSC and bring any major problems or challenges to them for direction;

- Provide guidance on the establishment of the overall long-term management structure of the Hub (composition, resources, systems, etc.) and work with the Law Reform Commission to ensure that the required legislation is in place so that the Hub can operate effectively and sustainably;
- Ensure that interests of vulnerable groups are taken into consideration in the implementation of the hubs, including women, children and youth;
- Ensure that issues around sustainability, added value, service delivery and shared running costs between Government institutions (including the MoJ (LNP, BIN, Correction and Rehabilitation) and the Judiciary), as well as international partners are given prominence by the JS-TAG;
- Ensure that the PBO builds a monitoring and evaluation component into the project from the outset, in line with the logical framework outlined in this document, while ensuring that an adequate balance between quantitative and qualitative indicators are developed; and
- Ensure that in light of the Gbarnga hub being a pilot exercise, lessons learned and good practices are captured as the project is being implemented in order to inform the development of future hubs.

The JS-TAG can propose at any time to the Joint Steering Committee to revise its ToR in order to address JS-TAG membership and/or other pressing needs and priorities in supporting the implementation of the proposal.

#### Proposed Membership of the JS-TAG:

- Government of Liberia: Senior Ministry of Justice Officials, LNP, BIN, Corrections, Finance Ministry, Judiciary, MIA, Public Works, General Services Agency officials, the Law Reform Commission, PBO, and the INCHR;
- United Nations: UNMIL (O/DSRS Rule of Law, SSR, UNPOL, CAU, AJS), UNOPS, UNICEF, UNDP (Rule of Law, SSR) and World Bank; and
- National CSOs and others: LNBA, GTZ, Carter Centre, ABA, ICTJ, LINLEA, Prison Fellowship of Liberia (PFL), the Justice and Peace Commission (JPC), FIND and FOHRD.

#### **d. The Programme Management Unit**

The Programme Management Unit (PMU) will be responsible for the day-to-day operations of the JSIP. This Programme will be managed by a Justice and Security Programme Manager, who reports to the Minister of Justice and the Chief Justice. An international programme manager will be recruited who will work in close collaboration with a national programme manager, both of whom will be co-located within the Ministry of Justice. The international programme manager will manage the PMU for the first year, supported by the national programme manager; following the first year, management will be phased over to the national programme manager with the goal of the national programme manager eventually assuming full responsibility of the PMU.

Programme managers from the various recipient agencies (i.e. UNDP and UNOPS) should be co-located within the PMU to ensure oversight and coordination of the

various activities under the JSJP.<sup>6</sup> In addition, there should be dedicated finance and/or procurement staff members assigned specifically to the implementation of the JSJP. Justice and Security Experts/Advisors from UNMIL and/or the UNCT should engage regularly with the JS-TAG and the PMU to provide advice and assistance with regard to the implementation of the JSJP. UN Agencies might also want to consider seconding staff to the PMU to ensure adequate sharing of information and linkages on reconciliation and infrastructure, respectively.

In particular, the PMU will be responsible for:

- Day-to-day management of the programme, to ensure implementation of the outputs and activities of the JSJP;
- Planning, monitoring and oversight of the programme activities, ensuring coherence amongst the projects in the programme, appropriate coordination with other actors within the sector, and ensuring that the activities are conflict-sensitive;
- Working closely with the UN recipient agencies and their programme managers to ensure that PBF funding is administered in a timely manner, i.e. delivery of funds to implementing partners, as well as monitor staff performance, track progress, and ensure effective overall delivery through appropriate mechanisms;
- Establishing a database of projects and implementing partners under the JSJP, which is updated monthly, with reports provided to the JSJP Board and the JS-TAG by the Programme Manager as set forth in the terms of reference of the Programme Manager;
- Working closely with the UN recipient agencies to prepare quarterly, semi-annual and annual work plans, as well as quarterly semi-annual and annual programme reports;
- Reporting progress to the JSJP using output and outcome indicators (see M&E plan reflected in the LPP; working close with the M&E Specialist – see section below);
- Arrange regular JS-TAG meetings in coordination and collaboration with the MoJ and PBO; and
- Performing other responsibilities as contained in the JSC approved terms of reference and/or as needed.

#### d. Peacebuilding Office

The Peacebuilding Office assists the Joint Steering Committee to ensure effective implementation of the SMC and to support Monitoring & Evaluation (M&E) aspects.

In particular, the PBO will be responsible for:

- Acting as the secretariat to the Justice and Security Technical Advisory Group;
- Acting as the JSC's Secretariat, preparing JSC meetings and producing the necessary documentation for effective decision making;
- Rolling out the Monitoring & Evaluation plan and produce quarterly reports for the JSC members on the progress made by the LPP (based on output indicators, contained in the M&E plan);

<sup>6</sup> Please see Annex IV for the Terms of Reference for the Programme Managers.

- Bringing to the JSC's attention any outstanding issues and risks regarding the implementation of the Programme;
- Reviewing Programme component achievements through the M&E plan, in reference to the output and outcome indicators;
- Coordinate the writing of the GoL progress report for review by the JSC and Government for submission to the PBC as agreed in the SMC;
- Follow – up and report to the JSC on the extent to which the commitments agreed in the SMC are being implemented;
- Follow-up with Recipient Agencies and implementing partners and ensure quarterly and annual reports on projects are submitted to the MDTF and the PBSO and uploaded on the MDTF Office Gateway;
- Serve as repository for all reports (including internal M&E, assessment, survey and other related reports) and disseminate information on the LPP;
- Facilitate the conduct of a perception survey focusing on justice and security in geographic locations of the regional hub beginning with the Gbarnga regional hub;
- Facilitate mid-term and end of programme evaluation and audit where possible; and
- Ensure coordination and coherence between the outcome and outputs set out in the JSJP.

The Peacebuilding Office will be assisted by technical expertise provided by UNMIL and UNDP. The UNMIL provided technical support will support both the efforts of the programme managers and the PBO. Under the direct supervision of the PBO, a Monitoring & Evaluation Specialist will ensure the roll out of the Monitoring and Evaluation Plan and build the M&E capacity of the PBO.

#### **e. Hub Project Management**

The Minister of Justice (or designate) will lead the recruitment of a national Project Manager (NPM) for each of the five hubs to be financed by the PBF. The Hub Project Manager will report to the Minister of Justice via the Justice and Security Joint Programme Manager and will have the following primary responsibilities:

- Supervise the infrastructure development and liaise at the hub level with both the implementing agencies, i.e., UNOPS, UNDP, and the relevant government counterparts;
- Ensure that proper management structures are in place so that command and control, along with deployment and rotation of staff works effectively within the hubs.
- Supervise the development of the service component at the hub level; and liaise with both the implementing agency (UNOPS/UNDP) and relevant government counterparts;
- Coordinate capacity building activities for staff deployed to the hub, in the different institutions;
- Ensure effective coordination and regular meetings among the different institutions to be deployed at the hub;
- Manage common hub facilities and operations;

- Ensure coherence and coordination between the reconciliation-related activities implemented in the region, with the justice and security services provided at the hub;
- Gather relevant data to facilitate the Monitoring & Evaluation process, and report progress towards Programme outputs to the Justice and Security Programme Manager; and
- Ensure participation of local stakeholders, including LNP, courts, traditional and religious leaders, and civil society.

The Hub Project Manager will be supported by United Nations international staff in the hub regions and in Monrovia.

#### **f. Implementing Partners**

For each output activity, UN agencies will perform as Recipient Agencies<sup>7</sup> and/or Implementing Partners<sup>8</sup> where applicable, as detailed in the results and resources framework. Where more than one UN agency is identified as an Implementing Partner, where applicable, this should be reflected in the Annual Work Plan to be approved firstly by the JSIP Board and the JSC and then submitted to the Programme Manager. The Work Plan must clearly identify the results (outputs) to be delivered by each of the Implementing Partners. Rules and regulations of the Implementing Partners will be applicable for procurement and other operational requirements.

Initially, the UN agencies designated as Implementing Partners will be the recipients of PBF funds, and therefore accountable for the effective disbursement and use of those funds. The UN agencies designated to receive PBF funds are required to allocate funds from other sources to complement the investment made through PBF funds, and to reflect, in their own programming tools, the priorities identified in this Programme. As the process of implementation moves forward, the Government of Liberia and UNDP will develop a strategy to increase the national capacity to manage, account for, and report on project implementation. As this capacity improves and an assessment of this capacity is undertaken, the Government of Liberia will seek to sign an increasing number of Letters of Agreement to implement projects agreed to in the work plans.

The Implementing Partners can subcontract NGOs and other civil society organizations to take forward particular projects or activities. Agreements signed with these NGOs and civil society organizations must clearly identify the results to be delivered, the timeframe for delivery, and the budget attached to these activities. If applicable, partners will be selected by taking into account past performance in implementing PBF funds from the first tranche. The partners will be responsible for reporting on substantive and financial aspects, as established in a signed agreement.

<sup>7</sup> Recipient Agencies are those UN agencies that will receive funding from the PBF and/or donors, and will be in charge of the administration of those funds.

<sup>8</sup> Implementing Partners are those UN agencies and/or international or national entities that will be engaged by Recipient Agencies to implement the activities set forth in the JSIP.

## **7. Fund Management Arrangements**

This programme has multiple sources of funding – some of which are delivered directly to the Government, while others are channelled through various UN Agencies. With regard to the funds being channelled through the Agencies, this will include monies from: PBF, JSTF, bilateral donors, as well as core UN Agency funds. With regard to the PBF funds, the MDTF in NY will release the funds upon the presentation of this joint programme and the attached work plans; the monies will be allocated accordingly. With regard to the JSTF, international donors will continue to have the option of earmarking or not-earmarking funds towards specific institutions as before – and these funds will continue to be managed according to the parameters set up under the JSTF. Core Agency funding will pay for staffing for the UN Agencies, where possible, or will pay for specific activities and will be allocated as such. For any additional funding that will be channelled directly to the JSJP, the JSJP Board will make the decision as to its allocation based on the priorities of the GoL, as outlined in the JSJP.

### ***b) Monitoring and Evaluation***

At the start of the programme cycle, the M&E Specialist will be responsible for undertaking a public perception survey/baseline assessment to ensure that there is a baseline from which the impact of the hubs' activities can be measured over time.

On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below. The M&E Specialist recruited for the PBO, will work close with the Programme Management Unit (PMU), and will actively compile with national partners the data required for M&E purposes comprising across each of the specified activity areas:

- **Monitoring progress towards the prescribed indicators and project components on a quantitative basis i.e. the numbers of person trained, activities undertaken, issues addressed.**
- **Monitoring the achievement of the prescribed targets on a qualitative basis i.e. number of fundamental changes made to prior policies and practices, adoption and implementation of new norms and systems, direct involvement of stakeholders with new skills; acquisition of new skills via the project.**

To this end, the M&E Specialist, working with the PMU, will monitor each activity component by:

- **Interacting with designated national coordinators in each activity area to confirm implementation of activities and progress.**
- **Interview randomly selected participants from capacity development activities to acquire feedback on the activities.**
- **Solicit participants' written feedback from any capacity development activity via a questionnaire.**
- **Monitor the media (press, radio, television, relevant internet sites) for relevant information reflecting the achievement of targets.**

The M&E Specialist will also draw up relevant lessons learned on the basis of their findings as appropriate to shape the next phases of the project, and to evaluate the project in the final instance.

- (a) An Issue Log shall be updated by the Programme Manager to facilitate tracking and resolution of potential problems or requests for change.
- (b) Based on the initial risk analysis (see below), a risk log shall be regularly updated by reviewing the external environment that may affect the project implementation.
- (c) Based on the above information, Programme Progress Reports (PPR) shall be submitted by the Programme Manager to the JS-TAG.
- (d) A Lessons-learned log shall be activated and regularly updated to ensure on-going learning and adaptation, and to facilitate the preparation of the Lessons-learned Report at the end of the programme.
- (e) A Monitoring Schedule Plan shall be updated to track key management actions/events

#### Annually

- **Annual Report.** An Annual Review Report shall be prepared by the Programme Manager and shared with the JSJP Board. As a minimum requirement, the Annual Review Report shall consist of information covering the whole year as well as a summary of results achieved against pre-defined annual targets.
- **Annual Programme Review.** Based on the above report, an annual programme review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the programme and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Programme Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcome.

Each recipient agency will also under its own monitoring and evaluation activities in accordance to its UNDP standard policies and procedures, in collaboration with the Peacebuilding Office. The M&E Specialist, working with the PMU, will submit quarterly progress reports (both narrative and financial) to the JSJP Board. A comprehensive final report (both narrative and financial) describing the process, approach, implementation results and lessons learned will be submitted upon completion of the programme. An internal final evaluation will be carried out at the end of the programme.

**COMPONENT 5: Annexes**

The complete set of Annexes as listed below is included in a separate file.

- Annex A: Donor Mapping in Peacebuilding Strategic Outcome Areas
- Annex B: Mapping of critical gaps table (UN and International budgets)
- Annex C: Mapping of UN Agency Capacity table
- Annex D: Organigram of Project Management Structures table
- Annex E: Target table for outcome and output indicators of the results framework
- Annex F: 2013 PBE First Semester Report
- Annex G: Full Range of Justice and Security Services to be offered by Hubs 2 and 3
- Annex H: Existing Infrastructure Assessment to house Priority Services
- Annex I: Phase 2 Table on Outputs, activities and budget
- Annex J. Assessment on existing infrastructure for Phase 2 Decision Making