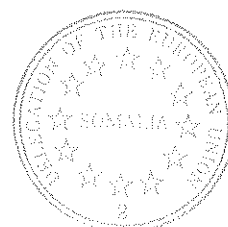


Joint Police Programme II

Annex I: Description of Action

Start Date: 1 January 2024
End Date: 31 December 2026

Brief Description	<p>The Joint Police Programme II (JPP II) is a three-year programme that continues to address the efficiency, effectiveness, transparency, and accountability of police service delivery to Somali citizens, while supporting the institutional and operational capacities of the federal- and state-level security and police institutions, with a focus on human rights and gender-responsive measures.</p> <p>Through this second phase of the programme, UNDP, UNSOM and other UN partners will further assist the FMS and FGS police structures to enhance their development and professionalisation to protect the safety of citizens, as well as their individual rights, in line with the New Policing Model. The Programme will adopt a people-centric approach and proposes to combine the institutional and capacity development support provided to federal and state-level police institutions, and the strengthening of community engagement through improved and extended police service delivery and enhanced oversight and integrity mechanisms, allowing citizens to participate to security sector development and protection mechanisms effectively responding to their grievances.</p>
UNSDCF OUTCOME 2.1:	Al-Shabaab is reduced and degraded, and respect, protection, and promotion of human rights, gender equality, tolerance, climate security, and environmental governance is sustained through strengthened security and rule of law institutions and improved accountability mechanisms and legal frameworks.
UNSDCF OUTCOME 2.2	Accessibility and responsiveness of institutions in empowering communities to address underlying causes of insecurity and conflict as well as endemic violations of human rights and marginalization will be ensured by efficient civilian oversight of security and rule of law institutions.
UNDP CPD Output 2.1:	Capacity of security institutions strengthened to ensure service delivery in line with the Somalia Transition Plan and National Security Architecture, and compliance with (HRDDP) standards.
Gender Marker	GEN-2
Expected Outputs	<p>Result 1: <i>Policing in Somalia at both FGS and FMS levels is gender-responsive and guided by full understanding and implementation of New Policing Model in coherence with the National Security Architecture</i></p> <p>Output 1.1: Necessary legal and policy frameworks for the police at FGS and FMS levels are developed and adopted</p>



	<p>Output 1.2: Sustainable strategies and organization structures are in place based on Somalia's New Police Model</p> <p>Output 1.3: The capacity of the police at FGS and FMS levels is strengthened for enhanced strategic planning, management, coordination and service delivery</p> <p>Output 1.4: Number of female police officers are increased, and capacities are developed to address SGBV (Sexual and Gender Based Violence)</p> <p>Result 2: <i>Trust and cooperation between police and local communities across Somalia, including newly recovered areas, are enhanced through community security approaches, broader deployment and service delivery, and greater oversight and accountability</i></p> <p>Output 2.1: A people centered security approach is adopted using community policing to strengthen social cohesion and foster closer communication and coordination between police and communities especially women and vulnerable groups</p> <p>Output 2.2: Security is enhanced in newly recovered areas through sustainable planning and community outreach</p> <p>Output 2.3: Effective internal, external and community oversight mechanisms are developed, implemented, and strengthened to enhance accountability and prevent police violations</p>
Participating UN Organizations	<p>UNDP, UN Women</p> <p>Others tbd during inception phase</p>



I. DEVELOPMENT CHALLENGE

Developmental context

Strengthening the rule of law is a necessary precondition for peacebuilding and state-building and has been a priority of governments and international partners for many years. Collective efforts in Somalia have faced multiple challenges due to the lack of political consensus. The absence of a political agreement around how power and resources should be delineated between the Federal Government of Somalia (FGS) and Federal Member States (FMSs) is one of the main obstacles to progress. This has impacted progress on constitutional reform, and the elaboration legal frameworks, and effective oversight and accountability mechanisms in the security sector. This has in turn contributed to protracted insecurity and limited access to justice. Even where agreements have been made, such as the National Security Architecture and the New Policing Model, persistent political disagreements have frustrated timely and sustainable implementation.

Somalia ranks 119 out of 120 countries in the Fragile States Index¹, a result of a combination of decades of conflict², poor governance and unresolved power and resource sharing arrangements, poverty, the damaging effects of climate change. Those factors have created a protracted humanitarian crisis. At least 70 per cent of Somalis live below the poverty line, and the number of people in need of humanitarian assistance and protection has risen from 7.7 million in 2022 to 8.3 million in 2023. Somalia has one of the highest numbers of internally displaced persons (IDPs) in the world, estimated at 3.1 million, of whom 58% require urgent humanitarian assistance.³

In many parts of the country, conflict and insecurity have aggravated violence, impunity, vulnerabilities, and displacement, with nearly 900,000 people living in hard-to-reach/inaccessible areas due to limited infrastructure and difficult terrain and another 2 million people in areas difficult to access due to the Non-State Armed Group Harakat al-Shabaab al-Mujahideen's (al-Shabaab), mainly in rural areas in the southern half of the Somali Federal Republic, and to a lesser extent the al-Shabaab offshoot Islamic State of Somalia (ISS) in Puntland. The conflict between the Somali Federal Government and Al-Shabaab enters its 16th year. Supported by the African Transition Mission to Somalia (ATMIS), the Federal Government of Somalia (FGS) through recent military offensives have liberated areas from Al-Shabaab that is putting added pressure on the State to extend services – including justice and security, especially in Galmudug, Hirshabelle Jubaland and South West.

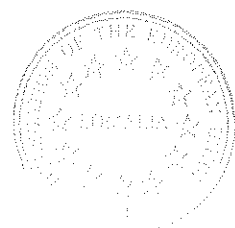
There are multiple layers of actors formal and informal operating in the states. The Somali National Army and the Danab forces (special forces) are operating in the Federal Member States focused on fighting Al-Shabaab. Likewise, Federal Darwish Forces (paramilitary police) are deployed in the Federal Member States, often attached to SNA bases. ATMIS has military bases in all Federal Member States except Puntland and they provide support to SNA in the fight against Al-Shabaab, train forces and in some cases are keeping the supply routes open. Each Federal Member State also has their own Darwish forces, that resemble to a military force in charge of internal security primarily in rural areas who operate alongside State Police Forces.

Somalia's protracted fragility and conflict has affected institutions, and the rule of law, security and justice sector, which has been significantly damaged. Weak institutional mechanisms, low capacity and limited presence outside Mogadishu contribute to low levels of trust and legitimacy in the security architecture. Women are largely excluded from national state institutions and formal decision-making processes in Somalia, owing to structural constraints and male-dominated clan and political systems. The fragility, violence and related impunity, climate crisis, and displacement have further exposed women to increased sexual and gender-based violence, food insecurity, loss of

¹ The Fragile States Index (FSI) is based on a conflict assessment framework – known as "CAST", developed by the Fund for Peace (FFP). 2021 data accessed 21 June 2022 at <https://fragilestatesindex.org/country-data/>.

² The conflicts in Somalia can roughly be categorized as a) political conflict (between the federal government, regional member-state governments, Municipalities, and Ministries; b) communal conflict (between clans and local elites, mostly over access to resource and land); and c) violent extremism primarily led by Al-Shabaab.

³ OCHA, Humanitarian Needs Overview 2023, accessed 22 November 2023 at <https://www.unocha.org/somalia>



livelihood, and economic insecurity. In terms of decision-making, youth are equally marginalized in Somalia's clan hierarchies.

Political and security context

In March 2023, the national Consultative Council, bringing together the leaders of the Federal Government of Somalia (FGS) and its Federal Member States (FMSs), agreed on the updated national security architecture, including an increase in the number of security sector. Also the agreement outlined a plan for the clear delineation of responsibilities between federal and state-level police. In the Agreement, the Federal Government decided to allocate the 40,000 police officers set as the ceiling in the National Security Architecture. During the preparatory meeting⁴ with the Ministries of Security and Ministries of Finance from FGS, FMS and Police leadership convened between 7-9 November on the distribution of police forces totalling 40,000; it was agreed that 20,000 police officers would be allocated to Federal Government Police, including the Banadir Regional Administration, while each FMS should take 4,000 officers with a total of 20,000 police personnel.

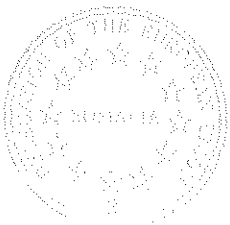
FGM and FMS also agreed that during the second phase of the Joint Police Programme (JPP II) police training and equipment will be accelerated at both levels and a priority given to generating revenues to secure more funding for the police.

Outside Mogadishu, FMS capitals and major urban centres, the presence of police and formal justice institutions is patchy and largely unreliable or inaccessible. Informal and hybrid security systems exist throughout Somalia involving multiple stakeholders operating in a largely unregulated environment in the provision of security at the local level. This absence, and weak performance contributes to a lack of legitimacy of justice and security institutions. For security the population have recourse to various unofficial armed groups, or SNA or police members that are their clan affiliates. Overall, the lack of state monopoly on the use of force, and the high level of uncontrolled small arms and light weapons increases the insecurity of the population.

The new federal administration has strongly committed to progress constitutional reform, justice and security sector reform. Increased political engagement between federal and state levels through regular National Consultative Committee (NCC) meetings have brought consensus and reiterated the high-level political commitment to resume the implementation of the National Security Architecture (including the New Policing Model), the development of a federated judiciary, separation of powers at the different levels of the government, maintaining security and combating terrorism, and democratization through increasingly inclusive elections.

The FGS in recent policy documents has recognized that the military offensive against Al-Shabaab must be complemented by a wider holistic and people-centered approach to governance and service delivery adopting an all-of-government approach complemented by popular community support. This high-level commitment together with the President's priorities for 2023 to actively develop and engage in programming in the rule of law sector allows for the development of a comprehensive approach to promoting peace based on democratic principles and public participation. The envisioned strengthening of state-community relations will address grievances, promote social cohesion and peacebuilding and ultimately result in increased state legitimacy and a social contract between the state and communities. It is aimed at addressing previously mentioned shortcomings through a number of sub-strategies including rule of law; anti-money laundering and counter-financing of terrorism; peacebuilding; addressing violent extremism through bottom-up trust- and consensus-building, community-based reintegration of former members of armed groups. The National Stabilisation Strategy 2022-2026 (NSS) launched on 1 December

⁴ The preparatory meeting for the Security Conference which is expected to take place in New York includes a detailed analysis of the affordability of the reform process in the medium to long term. The Office of National Security with the Ministry of Finance and other key security sector institutions are reviewing the financial sustainability of the National Security Architecture and also for reform of the security sector in Somalia and help ensure that the transition is financially sustainable.



2022 focuses on four areas: (i) security and rule of law; (ii) local governance; (iii) social cohesion and reconciliation; and (iv) community recovery. There is pressure on the state to offer services—including policing and justice services—in newly liberated areas.

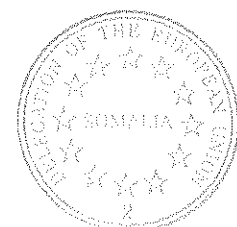
In addition, the drawdown of ATMIS scheduled by UN Security Council Resolution 2628 (2022), to support the Somali forces to take full ownership and leadership of Somalia's stabilization and reconciliation processes at the end of 2024, has started in June 2023 with the withdrawal of 2000 troops. The second phase of ATMIS withdrawal has started mid-September 2023 and aimed to pull out 3000 African Union troops. However, the federal government requested end of September for a technical pause of 11 by 3 months which was endorsed by the African Union Peace and Security Council. A high-level conference on Somalia's post-2024 security architecture is scheduled to take place at UN Headquarters on 12 December 2023.

UN's rule of law support is framed by UNSOM's mandate, national priorities (as articulated in, for example, the National Development Plan and other key policy documents), and the UN Sustainable Development Cooperation Framework (UNCF). UNSOM and other International Community partners are working with the Federal Government of Somalia to improve security, rule of law, access to justice and promotion of human rights for the people of Somalia. The UN-wide integrated response to the National Development Plan is captured in the UNCF (2021-2025). The UNCF is framed around four strategic priorities, of which Pillar 2 relates to security and rule of law. While Pillar 2 has a broader remit than focus of the SJF's Rule of Law window, it is a platform for all UN rule of law actors to coordinate and cooperate and will support the delivery of holistic programming under this window.

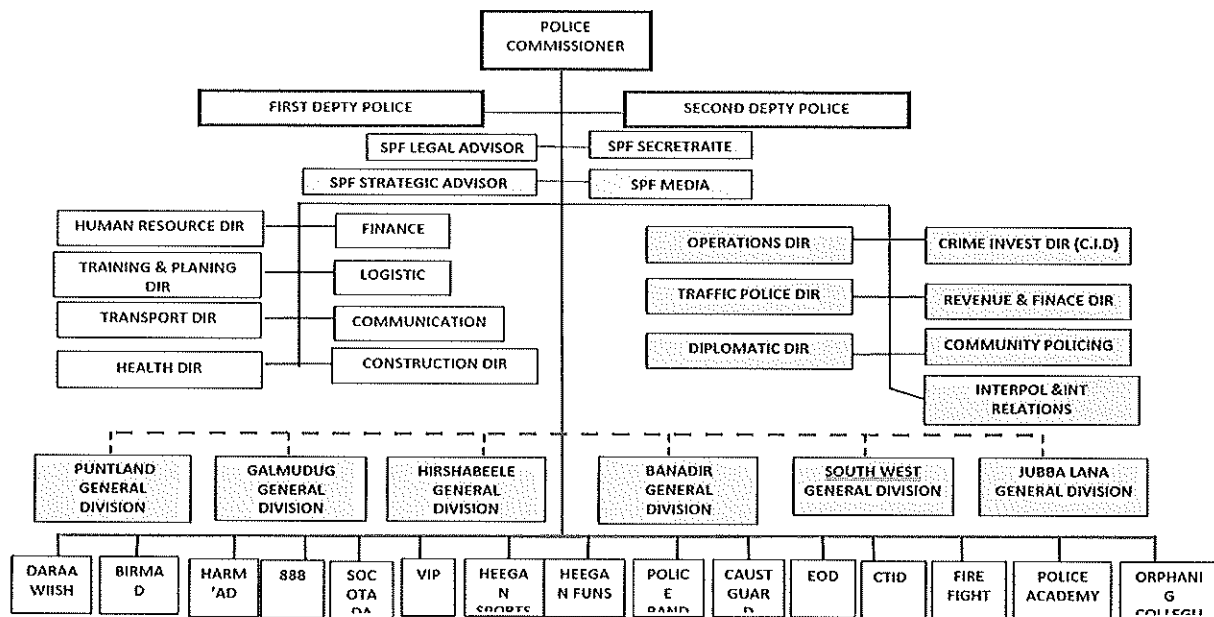
The New Policing Model

Following the political agreement at the 2016 National Leadership Forum, the New Policing Model was adopted by FGS and FMS. The agreement was reinforced by its inclusion in the National Security Architecture in 2017 and endorsed by the Security Pact at the London Conference on Somalia in 2017. The New Policing Model provides the framework for a federal system of policing at the federal and state levels.

Technical Committees which oversee the implementation of the New Policing Model are operating in Galmudug, Hirshabelle, Jubaland, Puntland, and South West State. The Technical Committees include representatives from the respective ministry responsible for policing, its State Police Command, and other relevant representatives to the specific jurisdictions. The Committees developed State Police Plans endorsed by the National Security Council on 3 December 2017. Prioritised programmes emerging from these plans are presented to the Joint Police Programme for consideration. JPP I was developed following the NPM to support the establishment of the new structure across Somalia, however seven years following the adoption of the NPM; there are still financial, technical and political obstacles and challenges that are being faced by FGS and FMS in implementing the new approach.



Organigram of the Somali Police Force



Joint Police Programme I

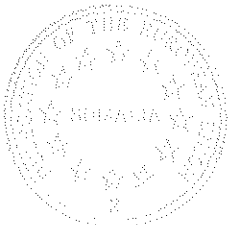
The Joint Police Programme I was implemented between 2018 and 2023 under the leadership of UNOPS with UNDP serving as an implementing partner. The JPP 1 was instrumental in bringing together the international community, the FGS and FMS to implement the New Policing Model and develop the Police Institutions into capable, well-trained, resourced, accountable and human rights-based Services for longer-term security and stability in the country.

The Joint Police Programme has been financially supported by the European Union (EU), Foreign Commonwealth and Development Office (FCDO) and the German Federal Foreign Affairs, for a total budget of 54.8 million USD. The 5-year programme (2018-2023) had its implementation period recently extended until the end of 2024.

The Joint Programme had 8 overarching outputs:

1. Procurement of non-lethal support equipment to Federal and State police forces
2. Provision of infrastructure support through rehabilitation and construction of police facilities
3. Provision of financial support to State and Federal Police forces
4. Provision of training (basic and specialized), assisting and advising
5. Provision of support to legal framework and policy development for Somali Police Services
6. Support to effective oversight and governance of policing
7. Institutional coordination addresses police development and reform in Somalia
8. Support to Federal and State Daraawish branches aligned with NPM and the Transition Plan

Over the years, the programme has achieved important results such as deployment of FMS Police Officers in different regions of Somalia, construction of 12 police stations, 3 police training facilities, 6 vehicle checkpoints in Mogadishu and provision of non-lethal support to national police including procurement of basic policing equipment and vetting, recruitment and training of Somalia police. Coordination between FGS and FMS line ministries and police improved significantly during the programme. The SPF organigram and TORs for departments and job descriptions were also developed during the JPP phase I. Basic training was delivered to the 1276 newly recruited state police officers. In total 48 trainings were carried out from April 2018 to end March 2023, for a total of 2565 participants, including 407 females. In total 2293 received specialised training and 528 senior officers were trained in police



leadership and management. Specialised training delivered related to refresher trainings, training delivered to Darwish police, human rights, SGBV, PVCVE, election security, leadership training, police station management and public order management. Three training of trainers were delivered in election security for all FMS and FGS,

JPP Phase I was responsible for payment of 2047 police officer to police officers in FMS. Except for Galkayo joint patrols, stipends were not paid to Puntland and SPF who were funded through the government budgets. During the programme, the financial obligation to pay salaries was to be transferred to the FMS in a phased manner. This has been a challenge due to the lack of funds at the FMS level. The JPP Executive Board, in its meeting held on 27 September, approved resumption of payment of stipends to police officers until end of 2023 after Puntland had previously blocked JPP decision making which required consensus-based decision making. Discussions at Federal and State level are on-going to find a long-term and sustainable solution to payment of salaries as this will not be included in II. Non-payment of salaries to police officers pose a risk in the face of the anticipated transition. Other issues that need to be addressed is the methodology and oversight of payments of stipends by FMS, and ensure sustainability of the payments. A solution is yet to be arrived on this pertinent issue as the overall aspects of affordability is discussed by the Government of Somalia at the upcoming Security Conference in December 2023.

Joint Police Programme II

The Joint Police Programme II, JPP III (JPP II) will be positioned to work at the community and institutional level, namely with the Somali Police Force and Ministries of Internal Security at FGS and FMS level to support capacity building and restoring trust in police. Linkages will be established to ensure effective oversight of the police by the communities and national institutions at all levels.

JPP II priorities are aligned with the following Somali development and security sector policies:

- The National Development Plan 2020-2024, which main objective of Pillar 2 on security and rule of law is to “Establish unified, capable, accountable and rights-based Somali federal security institutions that provide basic safety and security for citizens.
- The national stabilisation strategy, which seeks to promote confidence building between the police forces and the communities and to organise consultation workshops on state police acts and plans, community awareness programmes on community policing, peacebuilding, security, and justice.
- The Comprehensive Approach to Security (CAS) Strand 2(b) of the Sub-working group on police (SWGP), as well as formal high-level coordination structures instituted under the NPM, which were suspended and reinstated in early 2023.
- The Federal Government of Somalia Transition Plan (22 March 2018) setting the strategic direction for the transition planning to follow and providing the framework for technical planning and implementation of operational plans, institutional capacity building and supporting activities.
- The New Policing Model (NPM) adopted by the National Leadership Forum in June 2016 and subsequently re-affirmed at the London Conference on Somalia in May 2017 under the Security Pact. It sets out the framework for policing governance and delivery in Somalia, with a division of responsibilities between the federal level and the states.
- The 2017 Security Pact between the FGS and the FMS on a National Security Architecture (NSA), endorsed by the Somalia’s National Security Council. This agreement underpins a comprehensive approach towards a sustainable security reform and transition enabling Somalia to assume full responsibility for security, with gradual transfer of security responsibilities from AMISOM/ATMIS to Somali security forces.
- The federal and state Police Acts approved and / or endorsed (2023).
- The federal and state police strategic plans (2018-2027).



The Programme will also reflect international and EU strategic framework and policies relating to development and security sector reform in Somalia, namely:

- The June 2023 EU Council decisions on Somalia aimed at strengthening and deepening the strategic partnership and relationship between EU, its member states and Somalia, and at supporting regional stability and democratic transition and the continued respect of human rights, gender equality, democracy, the rule of law, humanitarian principles, as well as the inclusivity of civil society, women, and youth
- The EU-Somalia Joint Operational Roadmap launched in May 2023, further outlining priorities for the EU-Somalia cooperation, namely in the security and stabilisation areas.
- The New European Consensus on Development defining the framework for development cooperation, in line with the UN 2030 Agenda for sustainable development and underlying the link between social and economic development and other European policies, including peace, security, rule of law, good governance and humanitarian aid.
- The EU comprehensive approach to external conflict and crisis (2013), the EU Global Strategy for Foreign and Security Policy (2016); the EU approach strategic approach to resilience in the EU external action (2017) which applies the measures identified in the framework of the 2011 New Deal for engagement in fragile states and the EU humanitarian-development-peace Nexus approach.
- The United Nations 2030 Agenda for Sustainable Development and its sustainable development goals (SDG), in particular SDG 16 which promotes peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable, and inclusive institutions at all levels.
- The UN Sustainable Development Cooperation Framework (2021-2025): the UN multi-year strategic plan guiding the UN's collective contribution to the realization of the 2030 Agenda for Sustainable Development and the SDG in Somalia.

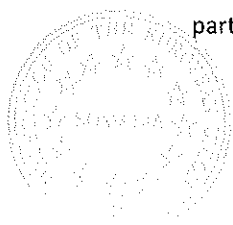
II. PROGRAMME IMPLEMENTATION STRATEGY

Key lessons from JPP I

JPP II builds on the first phase of the programme implemented since June 2018 and still ongoing until the end of 2023. The first phase of the JPP consisted of support to the federal and state-level police forces to assume greater responsibility in delivering effective policing in their respective regions, in line with the New Policing Model and the Transition Plan. This programme takes into account lessons learned from JPP I constructively addressing shortcomings, obstacles identified during the implementation process, while also reinforcing the programme's successes with a focus on building longer-term sustainability.

The evaluation of JPP's achievements and overall challenges:

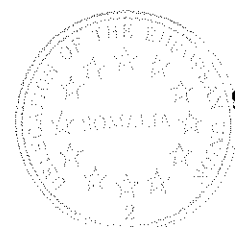
- Although the JPP enhanced collaboration between the FGS, FMS and the international community to support increased presence and visibility of police officers operating across the country and improved the delivery of basic policing services to communities, the programme had limited success in contributing to stability or political settlements on the future of policing in Somalia.
- The capability development of police institutions in Banaadir region and the five FMS supported by JPP has been overall scored as beginning or emerging levels of progress, requiring further professionalisation of police services to deliver their duties in compliance with the New Policing Model and the recently adopted Police Acts.
- The sustainability of JPP outputs has been limited due to the fragmented and supply-driven approach observed in the delivery of activities. The lack of a coordinated approach in the delivery of trainings, in particular, made it difficult to track progress and ultimately contributed to undermining the sustainability



of policing capacity development in line with the police plans that were intended to guide the implementation.

- There is insufficient capacity in the police services to do strategic planning, budgeting or human resource and financial management to implement police plans effectively and in a coordinated manner.
- Efforts to achieve sustained police presence in the states, extending the community engagement and community policing approach beyond the main city centres remains at large. Efforts to increase outreach and involve more vulnerable populations and groups in security development to improve police response to crimes reported, including violations of human rights and SGBV cases need to be better integrated into JPP activities.
- There is a need for JPP to utilise a more flexible programme management structure, that distinguishes the strategic from the technical level where ministers and police assume more ownership and leadership.
- Dialogue and coordination between all programme stakeholders on security sector priorities at the political level (ministerial level) was well executed and should be similarly maintained. However, with much greater emphasis on ensuring involvement of Police officials and services in the planning, implementation, and monitoring of the programme is needed.
- Affordability remains a major concern for the security sector in Somalia, in particular in the FMSs. The military and police already take a lot of resources from the federal and FMS budgets. It is estimated that around 70% of the Somali security sector is funded externally and it is therefore questionable whether the sector can be sustainable. The Somali Transition Plan is also likely to be severely underfunded⁵ and details around the implementation at FMS level currently lack clarity. This should be taken into consideration for future planning.
- During the implementation of the Joint Police Programme Phase I, FMS have relied on the payment of stipends for FMS police officers. Discontinuing these payments presents risks if alternative funding is not found for police salaries.
- The FMS oversight institutions are largely unfunded which also raises questions about their ability to function and hold the security sector accountable.
- Women's participation and representation in the police force has been limited to date. UNDP in collaboration with the OPM surveyed women's roles in the security sector and found that while several high-level posts have been held by women at the federal level, both in government and now in parliament but the number of women the security sector and police reform, especially at the FMS level is very low. But even where women had been in top level positions in the security sector this had not translated into security sector development being more gender sensitive.
- Currently there is no official countrywide centralized data collection mechanism to measure the status of security in communities in Somalia. Data that can be analysed to inform policy at the macro and micro level is largely absent. The collection of data mostly revolves around local incident reporting or is collected by international actors for programme or mission related purposes. Likewise, there is very limited understanding of the implications of the deployment of the newly established and deployed security forces and their impact on local communities.
- Mapping of security providers in rural areas where the formal sector does not extend is available but has not been discussed in association with local transition plans and policies. Improved data collection and good-faith attempts at transparency/information-sharing could also contribute towards increasing trust between security and police forces and local communities.
- In spite of modest achievements in force generation of the SNA and the Police, many areas in the Federal Member States of Somalia remain out of reach for the security forces due to limited manpower, financial restrictions or the areas remain under Al-Shabaab (AS) control. These areas in many cases use alternative means of security through home grown clan-based militias or other forms of local security provisions.

⁵ OCHA, accessed 21 June 2022 at <https://www.unocha.org/somalia/about-ocha-somalia>.



Objectives and design phase for JPP II

The JPP I, at the request of the federal Ministry of Internal Security, supported the organisation of a Design Steering Committee, which brought together key programme stakeholders to discuss the lessons learned from JPP I and the priorities for the 2nd phase of the programme. During the design phase two missions were organized by the UNDP Rule of Law, Security and Human Rights from the Crisis Bureau in July 2023 and UNDP, DPO Police Division and DPO Security Sector Reform Unit in September 2023 to provide strategic advice and support the designing of JPP II as well as the JPP final evaluation which also explored options for the next phase

Three consultation meetings were organized with FGS and FMS ministerial and police authorities to present their priorities for the design of JPP II. Participants addressed specific institutional needs, discussed their experiences, shared their views and lessons learned over concerns and challenges faced during the first phase of JPP including the programme management, decision-making process, communication and reporting mechanisms. FMS and FGS representatives, JPP donors, UNOPS, UNDP, and UNPOL also discussed their vision and objectives of JPP II/JPP II, with a focus on the protection of local communities and the advancement of police development, for effective and accountable federal and state police services delivery.

The following key issues were identified that JPP II/JPP II should contribute to:

- **There is a need to build trust between the state security institutions and marginalized communities**, in particular IDPs through outreach and awareness to create a more inclusive people centered security
- **Hybrid security solutions** that link local security with formal security forces are essential in the short- and midterm to overcome limited resources to enhance security across the FMS.
- **Women participation and influence in the security sector** is marginal and requires specific interventions to achieve people centered security.
- **Sustainability issues** are perpetuated due to lack of knowledge or understanding of future affordability in the FMS that is based on realistic, affordable and relevant security sector provision.
- **Knowledge gaps** at the FMS levels exist preventing comprehensive, local and effective policy development that is relevant to the states.
- **Accountability mechanisms** are lacking for the newly deployed security forces that presents a threat to democratic oversight and a healthy security sector.
- **Systemic collection of data** is missing which is essential to inform policy development.
- **Main legal and policy frameworks** for police at both FGS and FMS levels need to be harmonized and adopted
- **Adoption of community policing approach** to bolster social cohesion and improve communication and coordination with communities, with a focus on women and vulnerable groups.
- **Deployment of police officers in newly recovered areas** aligning with the National Stabilization Strategy to support security and community relationship building.

The proposed JPP II goal at the Design Steering Committee was “Improved security and protection of local communities” with the objective to “Develop effective and accountable federal and state police services for improved policing”. JPP II will concentrate on police deployment and reform of the police forces across Somalia. General priority areas and activities for JPP II were defined under the below thematic priorities:

- Support to national stabilisation strategy
- Strengthened legal and policy frameworks
- Improved policing strategy, organisation, and structure
- Improved staffing, including recruitment, equipment, training, leadership, deployments, compensation.
- Strengthened police integrity and accountability



- Improved local (district) policing delivery
- Improved community cooperation and trust

Programme stakeholders insisted that the future programme management structure enhances coordination, accountability and offers a more strategic direction and oversight with a more robust decision-making process. The programme stakeholders will agree on methods for the distribution of fund allocations during the inception phase.

Joint Programme Inception Phase

The Joint Programme will have an inception phase of four (4) months, which may, if needed, be extended. During the inception phase, the following tasks will be finalized, and consultations will be organized with all national and international stakeholders allowing for the Description of Action to be updated:

- i) Activity Work Plan for the implementation period of the Joint Police Programme detailing the list of activities as well as designation of implementing partners for each output / activity.
- ii) Finalised and updated Logical Framework, based on the aforementioned Activity Work Plan.
- iii) Finalized Monitoring & Evaluation plan with measurable indicators
- iv) Updated communication & visibility plan
- v) Finalized organigram, TORs and SOPs
- vi) Partnerships with other UN agencies and international community established

In addition, Annex III to the Contribution Agreement – Budget of the Action will be updated accordingly.

Joint Programme Implementation approach

The Joint Programme will create the conditions for change supporting reforms at both institutional and community-level. This programme will be implemented through the following approaches:

1. Knowledge building

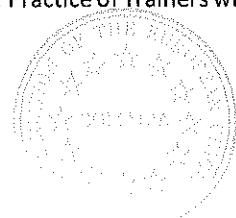
International experts in police reform and security sector development will share best practices on people centered security, security oversight, threat assessments including terrorism and environmental threats, security policy development and M&E that will be facilitated by the programme and translated into tangible actions and activities.

2. Inclusive dialogue and participation

The programme will support national counterparts to bring people together to discuss security challenges and security sector development. Special efforts will be made to reach IDPs, marginalized groups, women and youth. The programme will encourage and enable the participation of groups that would otherwise not have a say in security sector development. These include communities, CSOs, academia, private sector, NGOs and media with special attention paid to women, youth and marginalized communities.

3. Learning

It's important to examine any successes at the FMS level where there have been advances in security, in particular at the community levels. The programme will encourage sharing of practices between the FMSs to help policy makers adapt their strategies. The programme builds on lessons learned from previous programmes and generates new learning through the inclusive dialogue platforms making the programme agile to respond to emerging needs and developments. The programme will also support the establishment of a Community of Practice of Trainers within



the Somali Police to share best practices and create an internal learning platform to streamline a unified understanding and implementation for the New Police Model.

4. Technical capacity building

Throughout the programme UN and external experts will support national counterparts in some of the more technical aspects of security sector development namely to do with affordability, threat assessments, security strategies, gender, the nexus between climate and security, data collection methods, assessments and policies or legislation for people-centered security.

5. Empowerment of women, youth and civil society

It's important to invest in civil society, in particular Women's organizations, and award them with knowledge building and the necessary tools to be able to participate in discussions around the security sector. The programme will seek to conduct training at FMS levels to build capacity of participants that attend national and state level consultations.

7. Politically informed programming

The programme will focus on politically informed decision making and understanding of the local dynamics and the fragile political equilibrium. This politically well-informed programming means identifying and engaging with key stakeholders, from federal authorities to clan elders, ensuring the reform is contextually relevant and respectful of local governance structures. By aligning the reform strategy with Somalia's unique socio-political landscape, the programme aims to build trust and forge a resilient law enforcement system that is embraced by the communities it serves. The programme will liaise regularly both with national counterparts and international partners to better position the programme against the important political developments and if necessary conduct a needs assessment for the programme following ATMIS withdrawal and end of stipend payments by JPP I by early 2025.

8. Combining bottom-up and top-down approaches

A people-centered approach entails a harmonious combination of bottom-up and top-down methodologies. This means actively involving local communities and civil society in shaping security development to ensure that it resonates with community needs. Concurrently, it necessitates the alignment and buy-in from high-level policymakers, institutional leaders, and governmental agencies to guarantee that the reforms, security strategies and policy frameworks are people centered. By intertwining these approaches, the programme will foster a more responsive, community-aligned police service while securing the necessary political will and institutional change from the top.

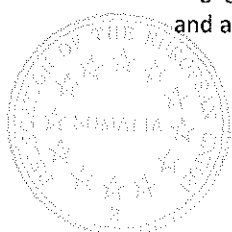
9. National ownership

The program will ensure national ownership by prioritizing the leadership and active participation of Somali stakeholders in the police reform process. It will empower the FGS and FMS to promote further buy-in and ownership for the NPM while incorporating inputs of local communities to shape outcomes. This approach guarantees that the reforms are rooted in the specific needs and aspirations of the Somali people, fostering a durable a transformation in the security sector that contributes to lasting peace and resilience.

10. Levels of intervention

The JPP II will contribute to the transformation of the Police to increase its capability and the legitimacy. The initiatives are tailored to the political, institutional and community levels through a meaningful engagement that promotes community involvement utilizing a coordinated, people-centred and whole-of-security-sector approach:

- I. Facilitating community engagement using citizen and people-centred approaches. This includes establishing dialogue and trusting relationship between local community representatives and police to foster collaboration and cooperation. Innovative ideas relating to policing and security services that are contextually relevant will be encouraged in line with community policing model.
- II. Engagement at the political level (at both FGS and FMS level). The JPP II will include facilitating the space and advocating for further political gains and federalisation arrangements for the NPM and security sector



at the federal and FMS levels, as well as leveraging for implementation of a people-centred and community-oriented security sector model enhancing financial sustainability, strengthening legal frameworks, institutional improvement and accountability, transparency, and security reform. This advocacy and convening role will focus on ensuring broad-based discussions and inclusive participation so that any political agreements are more likely to be sustained.

- III. Strengthening of institutions and their capacities to provide efficient and quality security services, informed by community engagement and their proposed integrative solutions. The JPP II will include initiatives supporting accountability processes within institutions and between institutions and communities, strengthening the security sector overall to promote security service delivery that specifically caters to the vulnerable, improving access to justice and efficiency of security service, and facilitating the space for community involvement, feedback and decision-making in how police can work best for Somali communities.
- IV. The JPP II will be implemented at institutional and community-level across all Somalia, namely in Hirshabelle, Jubaland, Galmudug, South West State and Puntland as well as in Banaadir region.

11. Sustainability and Scaling Up

The technical support provided by the United Nations in implementing the programme is aligned with the priorities and strategies of both the Federal Government of Somalia and Federal Member States in general, and more specifically with the needs of the ministerial departments, security institutions and civil society organizations concerned. Support for strengthening the technical and programmatic capacities of justice and security sector institutions contribute to the sustainability of results and greater ownership by national authorities of the implementation of the assistance programmes made available to them.

The programme is designed following a series of Technical Steering Committee meetings, so that collaboration and consultation with national partners promotes concerted decision-making, and that action is driven by national will at all levels. As the foremost marker of sustainability of a programme is national ownership, the programme is aware of the need to strengthen the commitment of national partners and is working to make this commitment a reality.

As a result of lessons learned from the previous phase, the exit strategy was considered from the outset of the programme, so that the national players involved would be in a position to define the interventions that would enable them to continue their support even after the end of the programme. State (notably the different Ministries of Internal Security) are already benefiting from support that is enabling them to enable them to reform and restructure their institutions in such a way as to perpetuate the gains made.

12. Human Rights Due Diligence Policy (HRDDP)

The programme adheres to the Human Rights Due Diligence Policy (HRDDP) by mitigating any potential risks that might jeopardize adherence to international human rights standards throughout the police reform process in Somalia. The programme will produce comprehensive risk assessments, regular monitoring, and install reporting mechanisms to identify and address any adverse human rights impacts. By integrating HRDDP into every stage of the programme, from planning to implementation and evaluation, the programme will not only seek to protect the rights of individuals but also enhance the accountability of the police institutions. This proactive stance on human rights will serve to strengthen community trust and legitimacy of the institutions that is essential for the effectiveness and sustainability of the New Police Model.

13. Crosscutting Issues and LNOB Principles

To promote gender equality and women empowerment

Women face many obstacles in accessing security services as well as enrolling into the police force due to the political, social and cultural context. There is limited data available on these obstacles and therefore UNDP will



partner with UN Women to undertake research and analysis to enhance understanding and formulate responses to overcome these obstacles throughout the programme. Participatory consultation can also help inform the programme to better address some of the limitations already identified by the phase 1 evaluation results.

While women's recruitment improved under JPP, the number of women in the Police service remains low. Despite representation across different departments there are not enough women within the system to support S/GBV units, nor are these units necessarily anticipated in newly constructed police stations. Opportunities and specific funding will be used to see how the Somali police can and ought to address SGBV and conflict related sexual violence, based on preliminary consultations led by UNSOM, and especially so in newly liberated areas. At community level, the programme will ensure that women are included in the generative dialogue and empowered to participate in the design and implementation of integrative security solutions.

To promote human rights and protection of vulnerable groups

Women and vulnerable groups, in particular marginalized communities, suffer disproportionately from lack of access to security services. The programme will promote the protection of human rights of all Somalis through human rights-based and people centred security model and the administration of justice and detention norms in line with international standards of human rights law. During the programme there will be continuous monitoring, evaluation and learning with special attention on women and vulnerable groups. Through effective monitoring the programme will ensure to do no harm in line with the HRDDP and to stay agile enough to respond to emerging threats to human rights to ensure that no one is left behind.

To facilitate and/or strengthen social contract mechanisms between the state and groups of population and to ensure accountability in people's lives and in the functioning of institutions at national and local levels.

The JPP II will strengthen the social contract by promoting people-centred security that will result in the state's capacity to deliver better services to Somalis at local, FMS and national level; but also, by specifically aiming for the lessons and evidence from these approaches to inform political and institutional reform processes at FMS and FGS levels.

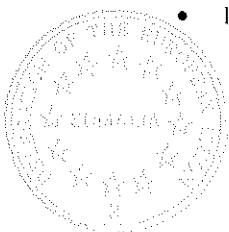
To implement the humanitarian-development-peace nexus

The programme is placed within the development and peace pillars, through its political and programmatic approaches and partnerships. It will contribute to the HDP nexus through initiatives that address displacement, and activities that promote access to security services within IDP camps and in newly liberated areas.

14. Stakeholder Engagement

Through the programme's governance mechanisms at Programme Steering Committee and Programme Technical Committee level, the elaboration of annual Work Plans both at FGS and every FMS level and the daily implementation of activities, as well as through daily monitoring and oversight at the local level, all programme stakeholders will be closely involved in the programme:

- Ministries of Internal Security (Federal Government of Somalia and Federal Member States)
- Federal and state level Ministries of Internal Security (MoIS) or Ministries of Security (MoS)
- State Police Services, the Somali Police Force (SPF) and Police in Banaadir.
- Members of the federal and state Technical Committees
- Personnel of the police departments (finance, human resources, logistics) under the Police Command and control.
- United Nations/Agencies, Funds and Programmes/UNSOM
- International partners including UK, Germany, USA, ATMIS, EUCAP (until December 2024)



- Civil society, including The members of the police- community committees: representatives of women and youth groups, civil society organisations, clan elders, religious leaders, etc.
- National Assembly, including parliamentarians of the security and human rights committees
- National Security Council
- Local population and beneficiaries, including vulnerable and neglected populations and individuals, in particular victims of conflict and SGBV, detainees in pre-trial detention

At the beginning of each year, the programme team will draw up, jointly with UNSOM and all other partners, a consolidated annual work plans, detailing the activities to be implemented and the entity or entities the entity or entities responsible for these activities.

National Stakeholders

Under the implementation of the New Policing Model (NPM), updated technical committees in FMS have been established to support the implementation of the new policing model. A broader participation is encouraged to ensure the committees are attended by Ministry of Internal Security, police, civil society and Ministry of Finance. The programme will also work towards including National and Regional Security Office, office of the Prime Minister, the Judiciary into the discussions.

International Stakeholders

It is important that the second phase of the JPP looks at the strategic engagement of each of the stakeholders based on the comparative advantage of each of them. This includes the UN system in Somalia (UNSOM and UNCT), ATMIS, EUCAP, IOM and others.

UN Coordination

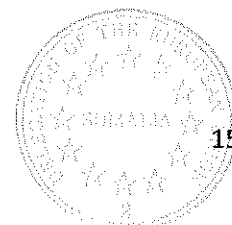
A stronger coordination mechanism and governance structures should be envisaged both at technical and director level between different UN agencies under the Global Focal Point umbrella.

South-South and Triangular Cooperation (SSC/TrC)

The programme will benefit from access to the network of technical expertise, political support and capacity to mobilize additional resources of the various different UN organizations under the Global Focal Point partnership on a global scale to contribute to the achievement of results. To this end, the programme will promote exchanges with partners in the region, in particular with other UNDP Country Offices. The programme will be implemented in line with lessons learned and best practices from police reform programmes and programme implemented by UNDP in many other crisis and fragile settings, including CAR, DRC, Haiti, Iraq, and Libya.

15. Partnerships

The programme's philosophy remains that of the Joint Police Programme, which was implemented under the UN's "Global Focal Point Arrangement" (GFP) for the Rule of Law, which brings together in Somalia, among others, UNDP, UNSOM, UNODC, UN Women, and UNOPS. By planning and implementing the programme jointly with UNSOM and certain activities with other agencies, the programme capitalizes on the respective, cumulative and complementary operational, technical, programmatic and political advocacy mandates and capacities of the various partners. This also facilitates access to the network of technical expertise, political support and additional resource mobilization capacities that this provides at regional and global level.



The UN in Mogadishu agreed to draw up a "roadmap" based on the programmatic axes of the sectoral justice policy, the expected results and joint activities in the field of the rule of law. It will facilitate exchanges of information, coordination and complementarity, thus strengthening the joint approach. This will facilitate dialogue with - and joint messages to - national partners and donors. A "steering committee" will be responsible for monitoring and evaluating joint assistance in the field of the rule of law, and for coordinating UN actors.

Theory of Change

JPP II recognizes that it operates in a high-risk and volatile context, will build on its previous impact, partnerships and lessons, and adopt an adaptive management approach allowing for regular stocktaking with all programme partners/stakeholders¹ to ensure risk-and politically informed flexibility so that the objectives, indicators, and areas of intervention of the JPP II remain as impactful as possible, at the local, FMS and central levels: this will include decision making at the bi-annual steering committee meetings, as well as regular learning sessions and exchanges on thematic or geographical topics and involving all relevant stakeholders and experts, and ensuring a general continuous feedback loop also including civil society representatives.

The JPP II is based on the following theory of change:

If Somalis, especially women, minorities, and people vulnerable to violence, climate change and displacement, are empowered to articulate their security needs to power-holders and duty bearers;

If local populations have increased access to security and policing services from the police authorities at FGS and FMS levels;

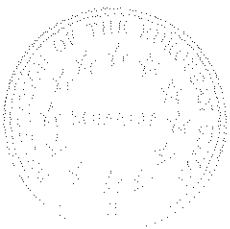
If FGS and FMS police forces are more affordable, capable, operational, accountable and promote people-centred and gender-sensitive approaches and if they have the necessary policies, procedures and action plans conducive to better performance of their duties and achievements of their objectives;

And if the trust and cooperation between FGS and FMS police forces and local communities is strengthened across Somalia, including in fragile and newly recovered areas, through endorsement of a community security approach;

Then the police force will be more legitimate to uphold the security and rule of law for the Somali people, able to meet security needs and concerns of local communities and will have effective and meaningful ways to prevent crimes;

Which will contribute to a socially and politically enabling environment towards sustainable development and long-term peace at the district level and large population centres;

Because people's security demands of population will be satisfied and the state security institutions that are accessible, accountable, trusted and efficient will provide services that lead to establishment of a social contract between the Somali people and the State.



III. RESULTS AND PARTNERSHIPS

Main Objective: Develop Effective and Accountable Federal and State Police Services for Improved Policing

Outcomes of UNSDCF/CPD as main outcomes:

UNSDCF OUTCOME 2.1: Al-Shabaab is reduced and degraded, and respect, protection, and promotion of human rights, gender equality, tolerance, climate security, and environmental governance is sustained through strengthened security and rule of law institutions and improved accountability mechanisms and legal frameworks.

UNSDCF OUTCOME 2.2: Accessibility and responsiveness of institutions in empowering communities to address underlying causes of insecurity and conflict as well as endemic violations of human rights and marginalization will be ensured by efficient civilian oversight of security and rule of law institutions.

Result 1: Policing in Somalia at both FGS and FMS levels is gender-responsive and guided by full understanding and implementation of New Policing Model in coherence with the National Security Architecture

Indicator: # of Somalis (M/F) that feel safe in their communities

Output 1.1: Necessary legal and policy frameworks for the police at FGS and FMS levels are developed and adopted

Sub-output 1.1.1: State Police Acts are finalised, enacted, and awareness generation undertaken.

Sub-output 1.1.2: Federal Police Bill is enacted in consultation with FMS and stakeholders to ensure coordination and cooperation between FGS and FMS

Sub-output 1.1.3: Necessary legal frameworks and regulations and procedures are developed to promote professional, accountable, and inclusive police services.

Output 1.2: Sustainable strategies and organization structures are in place based on Somalia's New Police Model

Sub-output 1.2.1: Sustainable resources planning for appropriate and affordable police service are in place at FGS and FMS levels

Sub-output 1.2.2: Strategic Policing Plans are aligned with New Policing Model and the Somali Transition Plan (STP)

Sub-output 1.2.3: Command & control structures for all senior leadership positions, including identifying reporting lines, terms of reference and performance management established

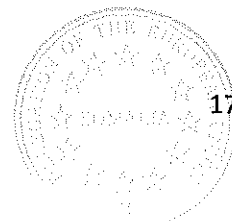
Sub-output 1.2.4: All necessary FMS police departments are established with clear terms of reference

Sub-output 1.2.5: Internal local management and command structures within district police stations are developed and adopted

Output 1.3: The capacity of the police at FGS and FMS levels is strengthened for enhanced strategic planning, management, coordination and service delivery

Sub-output 1.3.1: Institutional capacity of line ministries and Police to deliver police services is improved

Sub-output 1.3.2: State and federal recruitment and deployment plans of police based on the Strategic Police Plans, NSArch and the STP are in place



Sub-output 1.3.3: New police officers are vetted and have basic training skills and existing police have enhanced capacity through refresher training

Sub-output 1.3.4: Police are specialized in community policing, human rights, crime prevention, and investigative techniques

Sub-output 1.3.5: Senior Police personnel have increased professional capacity to exercise ethical leadership and effective decision-making

Output 1.4: Number of female police officers are increased, and capacities are developed to address SGBV (Sexual and Gender Based Violence)

Sub-output 1.4.1: Obstacles for women joining the police and receiving promotion are identified and addressed

Sub-output 1.4.2: Mechanisms and referral pathways are established to increase access of women to security and to address SGBV complaints and incidents

Sub-output 1.4.2: Female police officers receive specialised training on people centred security and SGBV

Result 2: Trust and cooperation between police and local communities across Somalia, including newly recovered areas, are enhanced through community security approaches, broader deployment and service delivery, and greater oversight and accountability.

Indicator: # of community policing initiatives operating in Somali communities

Output 2.1: A people centered security approach is adopted using community policing to strengthen social cohesion and foster closer communication and coordination between police and communities especially women and vulnerable groups

Sub-output 2.1.1: Community Policing policy is adopted and implemented at FGS and FMS level

Sub-output 2.1.2: Police officers in key areas are trained on community policing, prevention of conflict and SGBV with special emphasis on the protection of women and marginalized communities

Sub-output 2.1.3: Deployment plans in district police stations are developed to enable deployment of Police in line with community needs.

Sub-output 2.1.4: Police has the tools and knowledge to develop effective outreach strategies and awareness in local communities on the role of police.

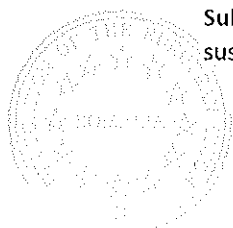
Sub-output 2.1.5: Working committees with representatives from the community and police are established to develop early warning and neighbourhood watch groups and to enhance cooperation and trust between police and local communities.

Sub-output 2.1.6: Establishing different channels of communication and cooperation between the local police and the community to improve community interaction and dialogue, such as creation of community reporting mechanisms (hotline)

Output 2.2: Security is enhanced in newly recovered areas through sustainable planning and community outreach

Sub-output 2.2.1: Security assessments based on community needs in newly recovered areas are developed

Sub-output 2.2.2: Deployment plans and coordination for Darwish and Police that are appropriate and sustainable in newly recovered areas are developed



Sub-output 2.2.3: Necessary tools, small scale renovation and equipment to newly recovered areas are based on findings and local needs

Sub-output 2.2.4: Trust between Police and local populations is strengthened in the newly recovered - areas through community outreach and awareness

Output 2.3: Effective internal, external and community oversight mechanisms are developed, implemented, and strengthened to enhance accountability and prevent police violations

Sub-output 2.3.1: Legal frameworks policies, procedures and disciplinary controls developed to increase oversight of Police to ensure that police officers are accountable and adhere to high ethical standards, integrity, and codes of conduct

Sub-output 2.3.2.: Internal Police Complaints system established in each FMS in line with the legal framework to ensure internal oversight and to strengthen the investigation and prosecution of violations of police

Sub-output 2.3.3.: FMS Civilian Oversight Committees established to increase accountability of police

Sub-output 2.3.4: Mitigation and response measures are adopted within the SPF to undertake action against police corruption that will improve relations with communities and increase satisfaction with the police.

Sub-output 2.3.5: Increased general awareness of civil rights, human rights and the role of the police empowers communities to hold police accountable

Sub-output 2.3.6: Police officers are trained on core competencies such as accountability, ethics, integrity, anti-corruption, human rights, diversity, and the core values of policing

IV. PROGRAMME MANAGEMENT

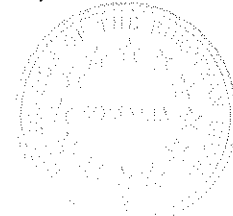
Programme Administration

The new JPP II structure is developed to provide the space for more inclusivity of the international actors and the ownership by the nationals. The governance arrangement needs also to reflect the political dimension of the programme by bringing the right actors in the right forums and enabling them to create the empowering space for sustainable and meaningful impact of the technical activities of the programme.

The joint programme will follow the fund management modality according to the UNDG Guidelines on UN Joint Programming. The UNDP MPTF Office will serve as the Administrative Agent, as set out in the Memorandum of Understanding for the Joint Programme.

UNDP will act as Convening Agency and coordinate activities through the UNDP Programme Management Team (refer to composition of Programme Management Team below for details). The Convening Agent will facilitate operational day to day decisions to ensure effective implementation of the programme. UN Women will be a Participating UN Agency (PUNO). UNSOM will be a strategic partners while other UN specialized agencies, especially UNODC, UNITAR, IOM may be considered as PUNO's or implementing partners through joining the Joint Programme.

The programme will receive expertise from other intergovernmental, international non-governmental organisations and foundations active in the stabilisation and security sectors in Somalia, International Nordic International Support Foundation (NIS), DCAF (Geneva Center for Security Sector Governance), Saferworld, the Danish Refugee



Commission (DRC), IDLO (CID programme) and local CSO active in these fields at regional / state level shall be contracted by the main management team to support police departments in engaging communities in security sector process and dialogue through joint Community-Police committees established, applying the community policing approach, supporting the functioning of police oversight mechanisms and advising police on improved service delivery to local populations, including to the most vulnerable groups (women, children, IDPs, Persons with disability and other minorities).

The programme will coordinate with EUCAP and other international partners to continue its support to the Somali Police Force and the Banaadir Police, and if support to the training and deployment of 'Darwish Police forces' remains considered feasible throughout JPP II. The role that had been fulfilled by ATMIS will be taken by various international partners. This includes to support the Somali police force in strategic planning, implementation of police plans, stabilisation efforts and to deliver specialised and tactical training to Police command and control structures and departments to substitute ATMIS in this role.

Annual workplans will be developed by the programme team to implement the programme in a timely and effectively manner while coordinating the support provided by these agencies and institutions, also developing a joint reporting system, including on programme expenditures, to efficiently inform on budget spending. The new programme will ensure a close coordination and cooperation with other programmes funded by the EU, UK, and Germany as well as other initiatives supported in the framework of the European Teams Initiative with other EU Member States, programmes funded by the United States and other assistance provided by Türkiye, UAE, Qatar, and Egypt.

Programme Office Costs:

The Programme will finance support to the implementation of the programme, monitoring, evaluation and learning, support to the Programme Governance Structure, and Documentation/ Reporting/ Finance.

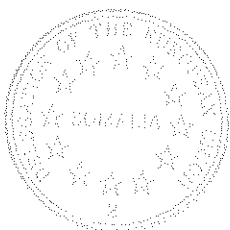
The programme will be implemented in Mogadishu and all Federal Member States (FMS) of Somalia, not including Somaliland. The UNDP Somalia main office is in Mogadishu, and UNDP has sub-offices in Garowe and Hargeisa. There is also a support office in Nairobi, where some of the country office operations and programme staff are based. Staff who will provide support to the implementation of the JJCP are based in Mogadishu and all federal member states, and the project will also receive support from the staff based in Nairobi.

The Budget provides for programme/project office costs (such as the costs of UNDP programme staff and other persons personnel directly assigned to the operations of the programme (programme coordinator; programme officer/ specialist; programme associate; gender and human rights and monitoring officer, among others) and project personnel partially contributing to the portfolio oversight functions (portfolio manager; portfolio management specialist, among others)⁶.

UNDP will support efficient and effective programme/project delivery and oversight, including coordination of regular programme monitoring, through UNDP Country Office (CO) shared operations support cost, which include services performed by CO personnel from programme oversight, procurement, finance, human resources, admin and protocol, ICT support, security and communications among others. The necessary cost contributions will be determined based on actual support delivered by the team for the programme implementation and during programme duration.

In addition, the programme/project office costs comprise: travel and subsistence costs for staff and other persons directly assigned to the operations of the project/ programme office, office rent costs, depreciation costs, rental costs or lease of equipment and assets composing the project/ programme office (this may include depreciation,

⁶ The personnel described includes staff and other human resources that will be supporting the implementation and management of the Joint Programme (JP). The exact positions and budgeted amount are subject to change based on future funding and needs of the JP.



maintenance or lease of vehicles); costs specifically purchased and awarded for the operations of the project/ programme office such as: maintenance and repair contracts; consumables and supplies; IT and telecommunication services, electricity and water, facility management contracts, including security and insurance costs, as required for the operations of the programme.

Cost Efficiency and Effectiveness

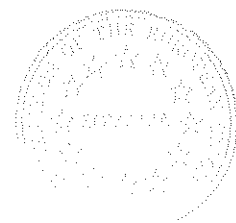
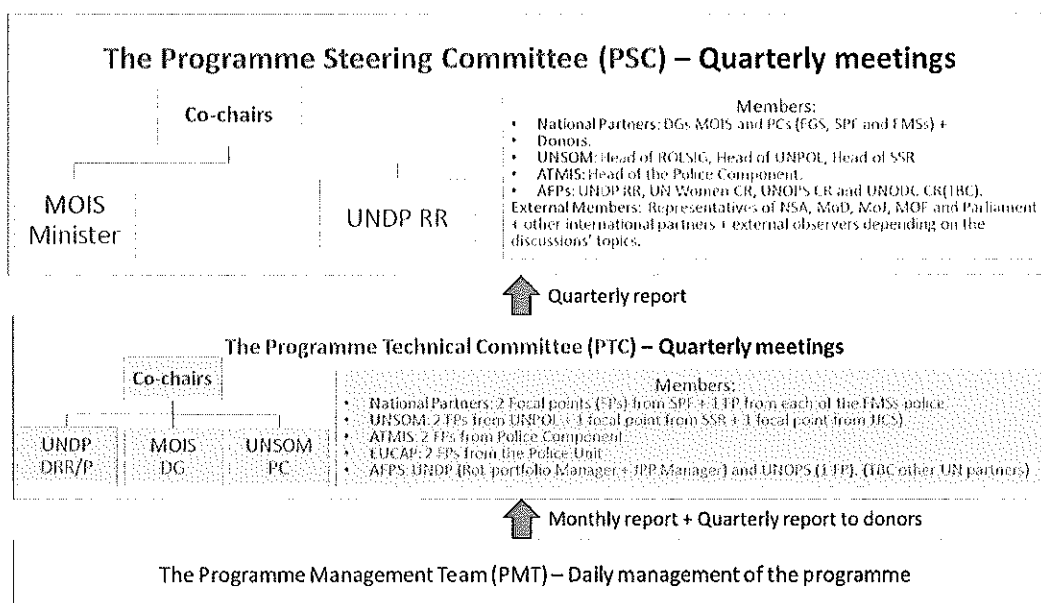
The programme will recruit a programme team to ensure daily oversight and management of the programme based in UNDP Somalia. The Joint Police Programme II builds on the JPP I and aims at mobilizing additional funding from bilateral cooperation donors following the inception phase. With a governance structure in place and a vital political buy-in from the outset, the programme will capitalize on programming expertise to develop a longer-term, multi-year program. UNDP will also work with all relevant UN partners as an implementing partner to optimize joint interventions and operations.

Programme Structure

A. The Programme Steering Committee (PSC):

- a. **Composition:** The PSC is composed of the programme executive, stakeholders, and beneficiaries. Co-chaired by the high-level leadership of the internal security forces and of the UNDP Resident Representative, it includes members from the FGS and FMS MOIS and Police Commissioners, the donors of the JPP, and the international advisors from ATMIS, EUCAP and the UN. As external observers, the PEB also comprises the relevant actors from the national institutions, particularly the NSA, the OPM (Justice and Rule of Law Pillar for coordination including stabilisation), the MoJ and the parliamentary committee for internal security, and from the international actors who are involved in the support to the Somali government and are interested in contributing to the JPP by funding or technical/political support (who may become fully members).

Programme Management Structure



- b. Frequency of meetings: beginning of the programme; once at the end of the year; and at the end of the programme.
- c. Role: provide oversight and strategic direction for the programme. Specifically, the PSC ensures (i) achieving co-ordination among the various government agencies; (ii) guiding the programme implementation process to ensure alignment with national and local development priorities and sustainable resource use; (iii) overseeing the work being carried out by the implementation units, monitoring progress and approving reports; (iv) overseeing the financial management and production of financial reports; and (v) monitor the effectiveness of programme implementation.

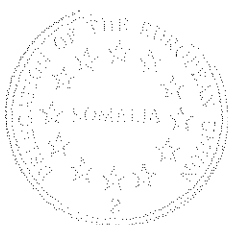
2. The Programme Technical Committee (PTC):

- b. Composition: co-chaired by the UNDP Deputy Resident Representative, UNPOL Police Commissioner and the MOIS DG, the PTC is composed of the national programme partners, the programme team, technical experts from UNSOM (UNPOL, SSR and JCS) and other UN entities (UNDP, UNOPS, UNODC and UN Women), ATMIS, and EUCAP, as follows:
 - i. **National Partners**: 2 Focal points (FPs) from SPF + 1 FP from each of the FMSs police.
 - ii. **UNSOM**: 2 FPs from UNPOL + 1 focal point from SSR.
 - iii. **ATMIS**: 2 FPs from Police Component.
 - iv. **EUCAP**: 2 FPs from the Police Unit
 - v. **UN AFPs**: UNDP (RoL Portfolio Manager + JPP Manager), UN Women (1 FP), other UN Organisations tbd during inception phase
- c. Frequency of meetings: once quarterly and as needed.
- d. Role: the programme beneficiaries of the PTC are responsible for co-ownership of the programme from a user (stakeholder) viewpoint, ensuring the realization of the programme results from the perspective of the beneficiaries, and recommending corrective action when required. UNSOM (UNPOL) and the JPP Programme Management Team (UNDP) will be the leading technical and high-level advisory services to the lead government institutions. They are responsible for making sure that progress towards the outputs remains consistent from the donor perspective and the UN engagement, and that the required resources are made available. The PTC monitors the implementation of the programme and addresses possible obstacles (political, technical, operational) to achieving results. It prepares the launch of the upcoming activities (validation of the geographic areas, ToRs, beneficiary units, timeline, etc.).

3. The Programme Management Team (PMT):

- b. Composition and role: The PMT represents the core body of the programme management. It is composed of the UNDP programme management team, UNSOM Police Component representatives, UN Women project team and the programme teams of other PUNO's (still tbd).
 - i. UNDP management team is composed of the JPP programme manager (Security Specialist), the technical specialists working with the SPF and the FMS police, a programme management specialist and a programme assistant, supported by the UNDP RoL operations team. This team will also include staff with monitoring and communications expertise. The team manages the implementation of programme activities, the funds of the programme, prepares the annual workplans, manages the reports drafting process, assures the quality of the programme, prepares the meetings of the different committees, in collaboration with the rest of the PMT members.

In order to ensure monitoring and oversight at different FMS, the programme will explore procuring staff (either through UNDP contracts or third-party contracts) who will be responsible for liaising with FMSs and ensuring follow-up with relevant counterparts to oversee activities, identify priorities and monitor progress. These officers will report to the



programme manager on a regular basis to update and provide information regarding the implementation and progress.

- ii. UNSOM Police Component is represented in the PMT by focal points from the reform & development (=programme management), capacity building, and the planning sections. UNPOL team contributes at the technical discussions, the drafting of the technical documents and reports, and ensure that the leadership of the UNSOM is informed of the achievements and the obstacles that the programme implementation is facing, especially at the political level. UNPOL is also responsible for the coordination between the UN actors involved in the support of the Somali Police (whether within or outside of the JPP) and for the information sharing between the different stakeholders (national and international partners). UNPOL could use the existing coordination mechanisms under NPM (see above for more details) in addition to and in harmony with the mechanism of the programme coordination, considering the objective and the scope of each mechanism.
 - iii. PUNOs' programme teams are composed according to the implementing agency resources and allocated funds for the JPP. They are responsible for the implementation of the activities as identified in the programme AWP.
4. The Programme Assurance: The Programme Assurance function will be performed by UNDP Somalia Country Office through the Programme Oversight and Quality Assurance (POQA) unit. It will ensure that programme plans are developed according to standards and that management procedures are properly followed; programme outputs definitions and activity definition have been properly recorded in its online Programme Management module to facilitate monitoring and reporting; programme board's recommendations are followed, and revisions are managed in line with the required procedures.

5. Reporting:

The programme will provide narrative and financial reports as follows:

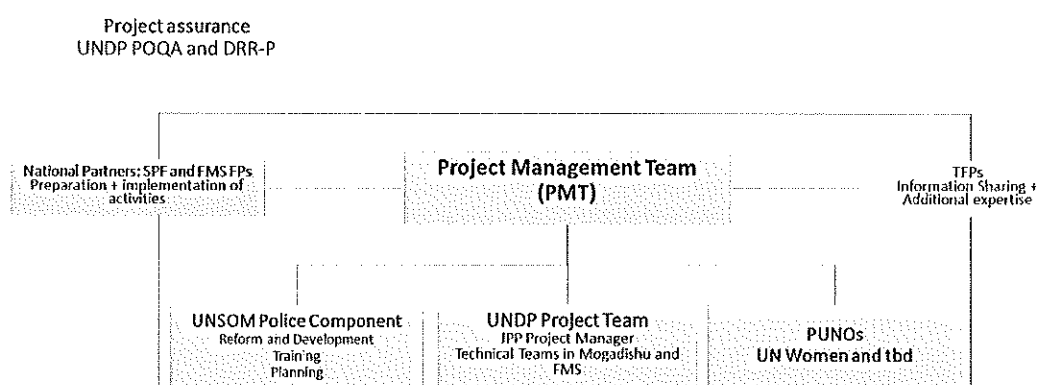
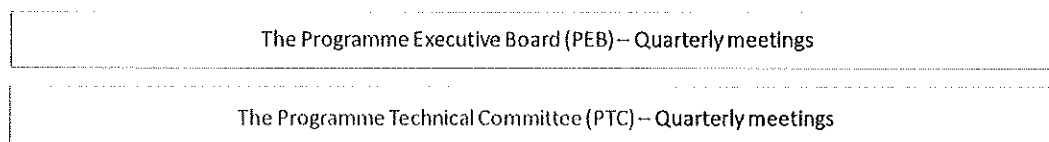
- A narrative report covering the inception phase of the programme, to be submitted within 4 weeks of the end of the inception phase, outlining the results achieved during the inception period, along with the financial report in Annex III format.
- Annual narrative progress reports covering the period January – December of the reporting year along with the financial report in Annex III format, by May 31 of the following year.
- A final narrative report covering the whole programme implementation period and the final financial report will be provided within 6 months of the programme end date.

The narrative reports will be drafted by the JPP Programme Manager (See PMT diagram), in collaboration with the PMT members and under the supervision of the co-chairs of the PTC. The annual work plan for the next year is prepared and discussed in the Programme Technical Committee (PTC), then presented by the Programme Manager to the PSC, which endorses it and if necessary, makes some adjustments in agreement with all its members.

6. Elements of adaptative management: The PTC assesses the context and may decide to introduce limited changes to the activities as defined in the Annual Work Plan (AWP) if deemed necessary. Changes could concern the targeted geographic area, the beneficiary units, and/or the budget line, etc. The change could also concern the withdrawal of the activity, or the introduction of a new activity, if the change doesn't affect the output or the outcome level indicators. If so, the concerned activity is put on hold and the suggestion

is presented in the next PSC meeting. If the decision is urgent to take, the PTC informs the co-chairs of the PSC and proceeds with the change, unless one of the co-chairs does not agree. All changes need to be justified in the minutes of the PTC and presented in the next PSC meeting.

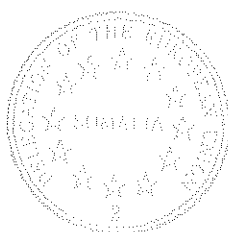
7. **Monitoring, Evaluation & Learning (MEL):** Developing annual monitoring and evaluations plans alongside annual workplans, undertaking monitoring visits and third-party monitoring, and introducing learning to the programme to adapt based on lessons learned and best practices throughout the programme cycle.



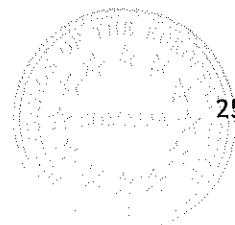
V. MONITORING AND EVALUATION

To ensure that the programme remains responsive, effective, accountable, and sustainable, the programme will adopt a M&E system that measures and evaluates programme results at both outcome and output levels. During the inception phase indicators will be developed for each of the outputs and a results framework will be developed to guide the M&E process, which will entail data collection, analysis, and reporting to measure the indicators and programme progress. If necessary, course correction can be undertaken through an adaptive management approach. The M&E system requires close coordination between UN agencies, the donor and national partners, including an agreed understanding of roles and responsibilities and reporting modalities. This will enable a more informed decision making at the annual steering committee meetings, as well as regular learning sessions and exchanges involving all relevant stakeholders and experts, to ensuring a general continuous feedback loop.

Data collection from multiple sources, including programme-level data, perception studies, administrative data, and external data, will be harnessed for the purpose of tracking progress. M&E focal persons will ensure that programme-level data that is collected through the implementation of activities, and data collected from key stakeholders and national partners, will be kept up to date for the purposes of monitoring. Detailed assessments of police forces' capacity across the FMS and federal level were undertaken during the first phase of the JPP and will provide a baseline for ongoing measurement of capacity during the second phase, with third party monitoring organisations engaged to provide independent analysis of change against this established baseline.

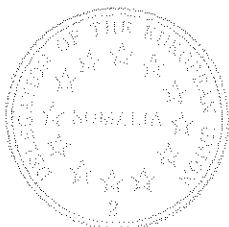


The programme's steering committee meetings will include periodic reviews as well as updates on the performance of key indicators to track progress on milestones, which will keep stakeholders informed as well as allow for strengthened cooperation among partners. Regular reporting against the RRF will also provide detailed updates on all indicators and milestones, both cumulative and for a specific reporting period. At the conclusion of the programme, a final, independent evaluation will be carried out to assess the programme's achievements, effectiveness, and challenges, as well as document the programme's strategies and milestones for the purposes of future learning.



V. WORKPLAN FOR INCEPTION PHASE

JPP Inception Phase Workplan - January to June 2024		
The Workplan covers the planned 4 month inception phase January – April as well as salaries of UNDP staff and consultants for 6 months.		
Output	Activity	Comments
Output: Development of Phase II gender responsive Joint Police Programme for Somalia		
	Activities for inception phase	
1	6 months NPSA UNDP staff - programme management	National staff for 6 months; currently is the National Team Leader of Police programme. Will be supporting the International Consultant to provide full-time support in the development of programme documents.
2	2 Consultation meetings incl. Travel between FGS-FMS and international community	Consultation meetings to bring stakeholders to a collective understanding and agreement on the JPP Phase II activities which will be developed into a results and resources framework
3	Launch	Launch of JPP Phase II with all stakeholders in Mogadishu (with media)
4	International Consultant to develop gender sensitive programme document (travel, accommodation and remunerations)	International consultant to draft JPP II and to be the pen holder for the programme
5	Hiring International P4 staff FTA (Fixed Term Appointments salary for programme manager)	Initiate the hiring of JPP Phase II international programme manager. The process usually takes 4 months. To initiate the recruitment funding needs to be confirmed for one year salary.
6	Hiring International P3 staff TA (Temporary Appointment) salary programme management specialist	Initiate the hiring of International programme management specialist. The PM will be supported by this Programme Management Specialist who will work under the direct supervision of the Programme Manager and coordinate closely with national and international staff/specialists/experts, and with national staff, including the staff who are deployed at the sub-national level, and as appropriate with Government officials, UNDP HQs and other UN Agencies. The Programme Management Specialist will lead the production of detailed work plans aligned to the national priorities and the State Strategic Plans and will be responsible for the operational management, including provision of administrative, procurement and logistical services, and maintenance and asset management. The hiring process usually takes 4 months. To initiate the recruitment funding needs to be confirmed for one year salary.
7	Hire national programme coordination officer salary for 6 months	To organize workshops, meetings and provide coordination support with all line ministries
8	Hire national finance and admin officer salary for 6 months	The hiring process usually takes 4 months. To initiate the recruitment funding needs to be confirmed for at least 6 month's salary.
9	Workshop costs and travel for consultations on Somalia model for Hybrid security	2 consultation meetings at FMS with RSO, security institutions and CSO
10	Development of paper on hybrid security based on consultations.	two months remunerations for international expert to undertake the consultation meetings and prepare paper on hybrid security



Overall resources Required to Achieve the Expected Programme Results

The resources required to achieve the outputs in JPP II include international and national expertise, programme office costs, infrastructure, equipment, goods and services and funds required to support the police and oversight institutions. As a result, the key inputs to deliver the products will need to include the provision of required expertise such as trainers, thematic, national or international consultants, NGOs, academic entities and so forth. There will also be requirements for funds to cover rehabilitation, equipment, goods and services. In addition, travel and costs to cover trainings and workshops will be required.

MANAGEMENT ARRANGEMENTS

This UN Joint Programme will follow the pass-through fund management modality according to the United Nations Development Group (UNDG) Guidelines on UN Joint Programming.

Administrative Agent

According to the pass-through modality, the UNDP Multi-Partner Trust Fund Office (MPTF Office) will serve as the Administrative Agent (AA) of the Joint Programme. The AA will be accountable for effective and impartial fiduciary management and financial reporting. As outlined, the UNDP MPTF Office, serving as the Administrative Agent (AA) for the Joint Programme, as set out in the Standard Memorandum of Understanding (MoU) for Joint Programmes using pass-through fund management, will perform the following functions: i) receiving donor contributions, ii) disbursing funds to Participating UN Organizations based on the Steering Committee instructions, and iii) consolidating periodic financial reports and the final financial report.

Participating UN Organizations (PUNOs)

Participating UN organizations operate in accordance with their own regulations, rules, directives and procedures. They assume full programmatic and financial accountability for funds disbursed by the Administrative Agent and are responsible for the implementation and delivery of results under each activity result. PUNOs will establish a separate ledger account for the receipt and administration of the funds disbursed to it by the AA. PUNOs are the co-delegates which will sign the EU agreement. Each UN organization is entitled to deduct their indirect costs on contributions received according to their own rules and regulations, considering the size and complexity of the programme. Each UN organization will deduct seven percent as overhead costs of the total allocation received for the agency.

