

Joint Police Programme Final Report - 6 February 2025



About

Purpose: The Joint Police Programme (JPP) Final Programme Report provides a comprehensive overview of the programme from its inception in June 2018 through its completion in December 2024. This report details programmatic achievements and insights. It documents and showcases the programme's successes and the valuable lessons learned throughout its duration.

Content & Structure: The report's detailed descriptions encompass the programme's context, objectives, and the spectrum of activities undertaken. It elaborates on the outputs and outcomes, alongside an appraisal of challenges encountered throughout the programme's lifecycle.

The Final Report includes the following sections:

- Section 1 Background and Programme Description: This section outlines the programme's goals, rationale, and the key stakeholders involved. It details the funding sources, budget allocations, and the specific nature of JPP support, setting the stage for a deeper understanding of the programme's framework.
- Section 2 Summary of Programme Activities and Outputs: Here, we delve into the specific activities undertaken, identifying partners involved and documenting tangible deliverables achieved under each output area, providing a clear snapshot of the programme's implementation.
- Section 3 Linking Outputs to Outcomes: A Theory of Change Perspective: This section explores how the outputs delivered by the JPP potentially contributed to broader outcomes, specifically enhancing police capabilities within Somalia, guided by the programme's Theory of Change.
- **Section 4 Lessons Learned**: A reflective section that reviews the critical lessons learned from the programme's design and implementation. These insights are particularly valuable for shaping future security and justice programmes in Somalia and beyond.
- Section 5 Concluding Observations: The concluding section offers overarching observations and forward-looking remarks regarding the JPP, aiming to influence future policy and programme design.

Use: This document meets UNOPS compliance requirements by serving as an official record of the programme's legacy. Additionally, it aims to communicate the achievements and operational insights of the JPP to a broad spectrum of stakeholders. This includes donors such as the EU, UK, and Germany; government partners such as the Federal Ministry of Internal Security (MoIS), State Ministries of Security (MoS), and Police Authorities at both Federal and Federal Member State (FMS) levels; partners including UNDP, UNOPS, UNSOM, ATMIS, and EUCAP; as well as other key entities engaged in policing and the broader security and justice sectors.

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List of Abbreviations

ATMIS	African Transmission Mission in Somalia
AUSSOM	African Union Somalia Mission
BRA	Benadir Regional Administration
CID	Criminal Investigation Department
EB	Executive Board
EU	European Union
EUCAP	European Union Capacity Building Mission in Somalia
FGS	Federal Government of Somalia
FMS	Federal Member State(s)
JPP	Joint Police Programme
MoS	State Ministry of Security
MoIS	Federal Ministry of Internal Security
NPM	New Policing Model
PPDB	Police Professional Development Board
ProDOC	JPP Programme Document
NLS	Non-Lethal Support
SPSO	Somalia Police Support Office
SPP	Strategic Police Plan
SWS	South West State
SPF	Somali Police Force
ТоС	Theory of Change

TPM Third-Party Monitor

- **UNDP** United Nations Development Programme
- **UK FCDO** Foreign, Commonwealth and Development Office
- **UNOPS** United Nations Office for Project Services
- **UNPOL** United Nations Police, including the UNSOM Police Section
- **UNSOM** United Nations Assistance Mission in Somalia
- **UNTMIS** United Nations Transition Assistance Mission in Somalia

1. Executive Summary

The Joint Police Programme (JPP) was a \$54.36 million initiative that was implemented from June 2018 to December 2024. Its primary goal was improving security and justice access in Somalia's major population centres and supply routes. JPP contributed to "Peace, justice and strong institutions" (UN Sustainable Development Goal 16) and reported contributions under Outcome 2.1 (strengthened security institutions, accountability and legal frameworks) and Outcome 2.2 (accessibility and responsiveness to communities, and civilian oversight of security institutions) in the UN Sustainable Development Framework in Somalia (2021-2025).

The JPP was established to streamline donor funding and provide comprehensive support to Somali policing. It aligned with the New Policing Model (NPM), a framework for a federated policing system endorsed by the Somali government. JPP was a collaborative effort funded by the UK, EU, and Germany. The EU was the largest contributor, providing \$27.07 million, representing approximately 50% of the total funding. The United Kingdom followed with a contribution of \$17.19 million, accounting for about 32%, and Germany contributed \$10.12 million, making up the remaining 19% of the budget.

It worked directly with federal and state-level police authorities in Somalia, including the Ministry of Internal Security, the Somali Police Force, and the five Federal Member States' Ministries of Security and Police Authorities. An Executive Board, co-chaired by the Federal Ministry of Internal Security and UNSOM, guided the programme. UNOPS and UNDP were the primary implementing partners responsible for infrastructure, stipends, non-lethal support, specialized training, legal and policy framework development, and community engagement. JPP collaborated with AMISOM (then ATMIS, now AUSSOM), UNSOM, UNPOL, and EUCAP. A Third-Party Monitoring service provider monitored the programme context, assessed JPP-funded activities, and monitored FMS police conduct.

The JPP contributed funding to operationalize the NPM and facilitated negotiations between federal and state police authorities on police reform. The JPP aimed to enhance security and access to justice by strategically supporting individuals, organizations, and institutions, ultimately fostering Somalia's stable and lawful society.

The JPP's activities were driven by work requests submitted by federal and state-level policing authorities, reflecting their strategic priorities and operational needs. This ensured Somali ownership of the policing transformation process. From 2018 to 2024, the Executive Board approved 47 work requests, which led to the implementation of 144 activities across various regions in Somalia, including Mogadishu, Galmudug, South West State, Jubaland, Puntland, HirShabelle, and Galkayo.

The JPP has modernized the police force and aligned it with international standards. By establishing oversight mechanisms and promoting transparency, the JPP has helped create a more accountable and disciplined police service. By strengthening legal frameworks, enhancing police training, and fostering community trust, the JPP has laid the groundwork for a more secure and just Somalia. The JPP's success offers valuable lessons for future security and justice initiatives in Somalia and worldwide, highlighting the importance of local ownership and sustained international support.

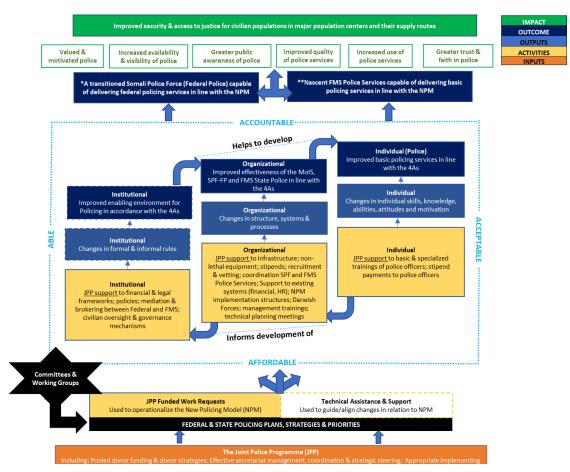
2. Background and Programme Description

Programme Goals and Rationale

The Joint Police Programme (JPP) is a \$54.36 million programme that started in June 2018 and concluded in December 2024. It aimed to improve security and access to justice for civilian populations in the major population centres and their supply routes in Somalia. The JPP arose in response to the need for a 'centre of gravity' for bilateral donors to streamline their funding and provide comprehensive, strategically aligned, and coordinated support to policing in Somalia.

In 2016, Somalia's Federal and Federal Member State (FMS) governments jointly endorsed a New Policing Model (NPM), establishing a federated policing system nationwide. Federal and State Strategic Policing Plans (SPPs) were developed, articulating a practical path towards the implementation and rollout of the NPM in each target location and setting a framework for prioritising resources. The JPP acted as a mechanism to contribute funding supporting the Federal Government of Somalia (FGS) and FMS priorities to operationalise the NPM. The JPP also served as a powerful platform for inviting and facilitating inclusive negotiation between FGS and FMS police authorities on the terms, pace, and form of police reform activities supporting the NPM in Somalia.

The reconstructed Theory of Change (ToC), detailed in Annex 1, posits that through strategic, coordinated, and inclusive policy development, the JPP will contribute to enhanced security and access to justice in Somalia, fostering a stable and lawful society. This ToC focuses on individual, organisational, and institutional support and adheres to principles of affordability, acceptability, ability, and accountability in policing. *Figure 1: JPP ToC (reconstructed 2021)*



Note: To simplify the illustration, this version of the ToC does not include assumptions and risks, please refer to Annex 1 for the full-version.

Key Stakeholders

The JPP combined donor funding and engagement from the UK, EU, and Germany. The programme worked directly with State Ministries of Security (MoS), Police Authorities from the five FMSs (Galmudug, HirShabelle, South West, Jubaland, Puntland), Ministry of Internal Security (MoIS) and Somali Police Force (SPF) in Mogadishu and the Benadir Region.

An Executive Board (EB) was established as the decision-making authority to guide and steer the programme, this included approving proposed work requests submitted by the FGS and FMSs focal points for the programme. The EB was co-chaired by the Federal MoIS and the United Nations Assistance Mission in Somalia (UNSOM), with members from contributing donors, the SPF Police Commissioner and agreed representatives from each respective FMS ministry responsible for policing and the State Police Commissioners. UNOPS and UNDP managed the programme and also provided the JPP Secretariat function. In this role, UNOPS was accountable to the EB for ensuring approved work requests were implemented promptly and effectively. The JPP had two primary implementing partners, UNOPS (responsible for infrastructure, stipends and non-lethal support) and UNDP (responsible for specialised training, support to legal & policy frameworks, and community engagement and inclusion). Additionally, the programme included partnerships with the Africa Union Mission in Somalia (AMISOM, then ATMIS, now AUSSOM), UNSOM and its Police Section (UNPOL), and the European Union Capacity Building Mission in Somalia (EUCAP), which worked directly with Federal and FMS levels of government.

The programme also included a Third-Party Monitoring (TPM) service provider (initially Sahan, then, from 2020, DANSOM Research and Consultancy) managed by the JPP Secretariat. The TPM was responsible for routine monitoring of the programme context, independent monitoring of select JPP-funded work-request activities, monitoring FMS police conduct, and undertaking discreet tasking "deep dive" assessments.

Funding Sources and Budget Distribution

The JPP had a total budget of \$54.36 million. The EU was the largest contributor, providing \$27.07 million, representing approximately 50% of the total funding. The United Kingdom followed with a contribution of \$17.19 million, accounting for about 32%, and Germany contributed \$10.12 million, making up the remaining 19% of the budget.

The allocated budget was categorised into five key areas, as depicted in Table 1 below. A significant portion of the budget, 77%, was directed towards JPP Outputs, which supported the execution of approved work requests. Funding for outputs was evenly distributed among each FMS, each receiving 14.3% of the total output budget, equating to a budget ceiling of approximately \$6.07 million. The SPF and the Banadir Region were allocated a larger share of 28.5% (USD \$12.10 million) of the total output budget. This larger allocation reflected the SPF's dual role in providing federal policing services and domestic policing functions in the Banadir Regional Administration.

Budget Description	Budget Allocation (USD)	Budget Allocation %
Personnel	4,642,766	8.47%
Operations	1,028,920	1.88%
ТРМ	3,703,549	6.75%
Outputs	42,452,086	77.42%
Indirect costs	3,002,942	5.48%
Total	54 830 263	100 00%

Table 1: JPP Budget Allocations* (Overall and by Location)

*Note: In Figure X above, the total budget (\$54,83mn) is slightly higher then the original donor contributions (\$54,36mn), this was due to exchange rate fluctuations which supplemented the programme's overall budget

JPP Allocation per FMS and FGS		
Entity	Allocation	JPP Output Budget
Galmudug	14.30%	6,070,648
Hirshabelle	14.30%	6,070,648
Jubaland	14.30%	6,070,648
Puntland	14.30%	6,070,648
South West	14.30%	6,070,648
Banadir and FGS	28.50%	12,098,844
Totals	100.00%	42,452,086

Characteristics of JPP Support in Somalia

The JPP aimed to enhance policing capabilities across Federal (SPF) and FMS levels in Somalia, ensuring the delivery of basic policing services through structured support defined in eight key output areas;

- **Output 1 NLS**: Procurement of non-lethal support (NLS) equipment to Federal and State police forces;
- **Output 2 Infrastructure:** Provision of infrastructure support through rehabilitation and construction of police facilities;
- Output 3 Stipends: Provision of financial support to State and Federal Police Forces;
- **Output 4 Training**: Provision of training [basic and specialized], assisting and advising;
- **Output 5 Legal & Policy:** Provision of support to legal framework and policy development for Somali Police Services;
- Output 6 Civilian Oversight: Support to effective oversight and governance of policing;
- **Output 7 Coordination**: Institutional coordination addresses police development and reform in Somalia;
- **Output 8 Daraawish:** Support to Federal and State Daraawish branches aligned with NPM and the Transition Plan;

Overall, the programme contributed to "Peace, justice and strong institutions" (UN Sustainable Development Goal 16) and reported contributions under Outcome 2.1 (strengthened security institutions, accountability and legal frameworks) and Outcome 2.2 (accessibility and responsiveness to communities and civilian oversight of security institutions) in the UN Sustainable Development Framework in Somalia (2021-2025).

3. Summary of Programme Activities and Outputs

The preceding section provided a foundational overview, setting the stage for a comprehensive exploration of the 'Summary of Programme Activities and Outputs'. This section delves into the specific activities undertaken, detailing the partners involved and the tangible deliverables achieved under each output area, providing a clear picture of the JPP's contribution to the Somali policing landscape.

This section explores the specifics of the activities carried out under the JPP. Each activity was planned through work requests submitted by Federal and FMS policing authorities, reflecting strategic priorities and operational needs to ensure Somali ownership of the policing transformation process.

These work requests formed the basis of the JPP's programmatic efforts and were essential for developing and operationalising policing capabilities tailored to each location's unique context. In total, 47 were approved by consensus at the quarterly EB meetings and led to the implementation of 144 discrete activities across various FMS and/or regions, including the SPF/BRA, Galmudug, South West State (SWS), Jubaland, Puntland, HirShabelle, and Galkayo, from 2018 to 2024.

The activities ranged from smaller, targeted initiatives requiring modest budgets to large-scale, multi-faceted projects with significant financial implications. For example, the \$2.5 million project in Puntland encompassed the construction of police stations, the provision of training, furniture, and community engagement activities. The following detailed breakdown will provide insights into the activities undertaken, detailing the partners involved and the tangible deliverables achieved under each output area.

		••		
Institutions	Infrastructure	Vehicles	IT Equipment	Communication Equipment
SPF	13	68	15	950
Puntland	8	15	10	
Jubaland	2	10	6	
Galmudug	4	10	20	
Southwest	1	10	6	
Hirshabelle	2	12	33	200

Table 2: Distribution of Non-Lethal Support



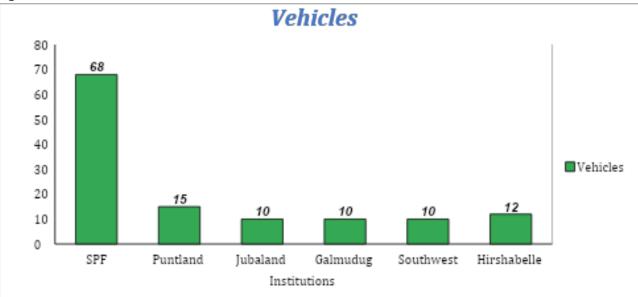
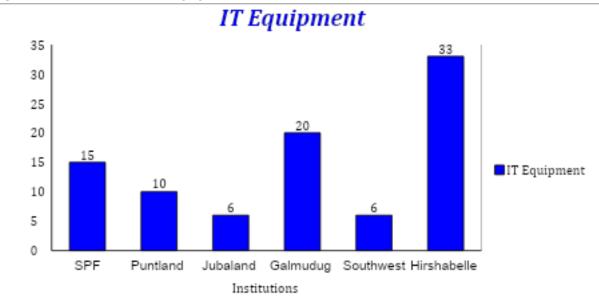


Figure 3: Distribution of IT Equipment



Programme Implementation and Budget Expenditure

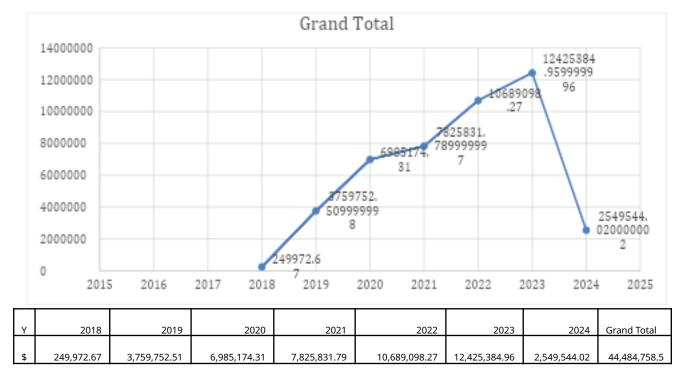


Figure 4: Overall Expenditure

Figure 5: Expenditure - Non-Lethal Support





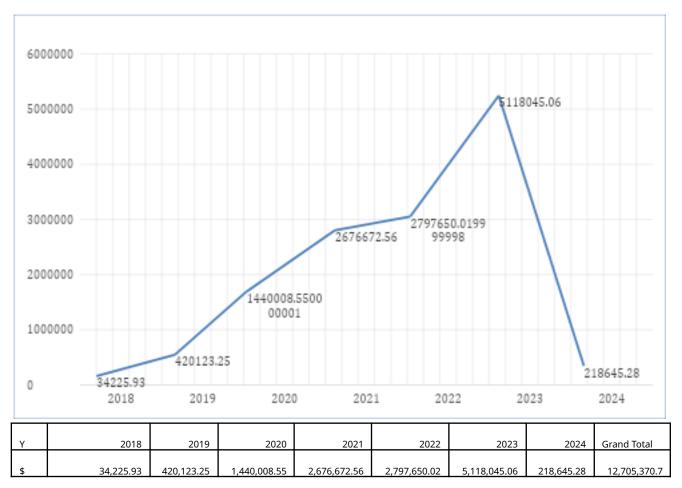


Figure 7: Expenditure- Police Stipends

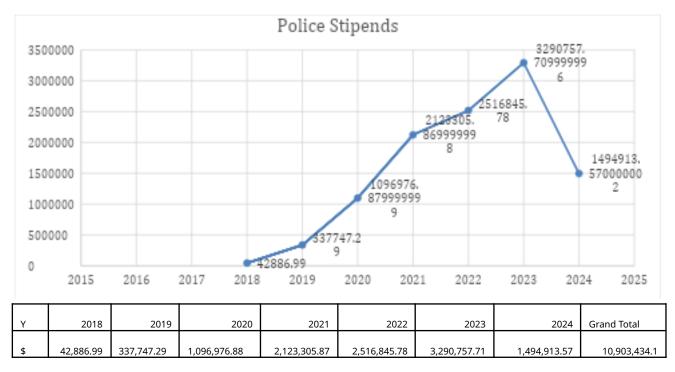


Figure 8: Expenditure- Programme Management



Output 1 – NLS: Procurement of non-lethal support equipment for Federal and State police

Output 1 focused on enhancing the operational capabilities of the Somali Federal and State police by providing essential non-lethal equipment. This initiative was designed to address critical gaps in logistics and operational infrastructure, thereby improving the effectiveness and efficiency of police services across Somalia. The provision of vehicles, communication tools, uniforms, and ICT equipment under this output aimed to boost mobility, improve communication within and between units, and standardise the appearance and functionality of the police. By equipping the police with the necessary tools and resources, Output 1 supported the broader goals of enhancing public safety and security management, fostering a more responsive and well-equipped police service capable of addressing the diverse needs of the communities they served.

To illustrate the concrete contributions of Output 1, the following table highlights major deliverables achieved throughout the programme:

Category	Description
Vehicles	Distributed 111 vehicles to Federal and FMS police across all five Federal Member States and Benadir Regional Administration.
Furniture for Police Stations	Furnished 15 new police stations and several department buildings in BRA, Jubaland, Puntland, Galmudug, and HirShabelle.

Table 3: Major Deliverables for Output 1 - NLS

Communication Enhancements	Supplied 1181 VHF radio handsets to SPF, Federal Daraawish, and Hirshabelle police.
Uniform Distribution	Delivered 1525 sets of police uniforms to new graduates of the Federal Daraawish and FMS police forces in Galmudug, HirShabelle, Jubaland, and SWS.
ICT Equipment for Police Stations	Provided ICT equipment to four police stations in Galmudug (Guriel, Adado, Hobyo) and HirShabelle (Bulo Burte), and nine police headquarters departments in HirShabelle.
ICT Equipment for Asset Management	Issued ICT equipment to support asset management in SPF logistics, transport, communications departments, and logistics departments in HirShabelle, SWS, Galmudug, Jubaland, and Puntland.

Output 2 – Infrastructure: Provision of infrastructure support through rehabilitation and construction of police facilities

Output 2 was dedicated to strengthening the physical infrastructure of the Somali Federal and State police by constructing new police stations and rehabilitating existing facilities. This structural enhancement supported the expansion of access to police services across diverse regions. By building and upgrading police stations, training facilities, and specialised units like the Criminal Investigations Department (CID), this output ensured that police personnel had the necessary facilities to perform their duties efficiently. The improved infrastructure aimed to support day-to-day operations and aid the professional development of the police by providing conducive environments for training and administrative work. This strategic infrastructure development was necessary for fostering a robust policing system that would effectively respond to and manage the community's security needs.

To illustrate the concrete contributions of Output 2, the following table highlights the major deliverables achieved throughout the programme:

Category	Description	
Police Station Construction	Constructed 17 new police stations in strategic locations across Jubaland, HirShabelle, Mogadishu, Galmudug, and Puntland.	
CID Construction	Completed the construction of the CID in Mogadishu to enhance investigative capabilities.	
Police Training Facility Upgrades	Upgraded four police training facilities in Jubaland, HirShabelle, South West State, and Mogadishu to improve training infrastructure.	
Vehicle Check Points Construction	Built six Vehicle Check Points in Mogadishu to support the city's security plan by regulating and monitoring vehicular movements.	
Mechanical Workshop Refurbishment	Refurbished the SPF Mechanical Workshop to maintain operational vehicle readiness and extend the service life of the fleet.	

 Table 4: Major Deliverables for Output 2 - Infrastructure

Output 3 – Stipends: Provision of financial support to State Police

Output 3 addressed the urgent requirement for stable and dependable financial support for police across targeted Federal Member States. This output ensured that police officers received regular and equitable stipends, crucial for maintaining motivation, dedication, and the overall welfare of the officers. By providing monthly stipends, the programme aimed to enhance the operational readiness and sustainability of the police services by securing a basic compensation framework. This financial support was crucial for retaining skilled personnel and fostering a committed policing workforce capable of long-term service to the community. The provision of stipends under this output was essential to ensuring officers were adequately compensated for their vital role in maintaining public safety and law enforcement across Somalia.

To illustrate the concrete contributions of Output 3, the following table highlights the major deliverables achieved throughout the programme:

Category	Description
Stipends to SWS Police Force	In SWS, an average of 671 police officers, including 49 females, received consistent stipends payments.
Stipends to Jubaland Force	In Jubaland, an average of 820 police officers, including 82 females, received consistent stipends payments.
Stipends to Galkayo Joint Police Patrolling Unit (JPPU)	In Galkayo, an average of 169 police officers, including 10 females, received consistent stipends payments.
Stipends to HirShabelle Police Force	In HirShabellle, 536 police officers, including 38 females, received consistent stipend payments.
Stipends to Galmudug Police Force	In Galmudug, an average of 398 police officers, including 65 females, received consistent stipends payments.

 Table 5: Major Deliverables for Output 3 - Stipends

Output 4 – Training: Provision of training [basic and specialised], assisting and advising

Output 4 focused on enhancing policing capabilities through comprehensive training programmes, which included basic, refresher, and specialised training modules. The training covered under this component primarily concentrated on developing core policing skills at the initial (basic-recruit), refresher, and leadership levels. Specialised training addressed finance, human resource management, and other key organisational aspects. Additionally, human rights issues were integrated into all training provided to promote adherence to international standards. A significant focus was also placed on training Somali police trainers to enhance the sustainability and local ownership of the training processes. This comprehensive training approach aimed to build a well-rounded, professionally skilled police force capable of handling various policing tasks effectively and ethically.

To illustrate the concrete contributions of Output 4, the following table highlights the major deliverables achieved throughout the programme:

Table 6: Major Deliverables for Output 4 - Training

Category	Description		
Force Generation: Basic	Force Generation: Basic Recruits' Training		
HirShabelle State Police Service	Vetted, recruited, and trained 197 officers, including 6 females, to expand the service.		
SWS Police Service in Lower Shabelle	Vetted, recruited and trained 385 officers, including 15 females, to expand the service.		
Jubaland State Police Service	Vetted, recruited, and trained 300 officers, including 35 females, to expand the service.		
Galmudug State Police Service	Established the service by vetting, recruiting, and training 400 officers, including 64 females.		
Specialised Training Prog	grammes		
Leadership Training	Delivered leadership training to 420 senior officers, including 40 females, from Puntland, Galkayo, and the SPF.		
Federal Daraawish Training	Conducted comprehensive training for 525 Federal Daraawish officers, including pre-deployment and human rights training.		
Trainer Development	Trained 152 trainers, including 21 females, in leadership, human rights, and election security.		
Specialized Training Across FMS and SPF	Implemented specialised training for 2,026 officers, covering public order management, election security, human rights, community policing, and more.		

Output 5 – Legal & Policy: Provision of support to legal framework and policy development for Somali Police Services

Output 5 was pivotal in strengthening the legal and policy frameworks essential for the operational effectiveness and governance of the Somali Police Services. This output involved developing and refining critical legal documents and policies, such as the National Community Policing Policy, the Somali Police Training Strategy, and four State Police Acts/bills. Through workshops and consultations, this output supported the creation and endorsement of comprehensive legal frameworks for Puntland, HirShabelle, South West and Jubaland, aligning them with constitutional review processes and national laws.

Additionally, the Federal Police bill advanced toward Cabinet approval. By supporting the coordination framework and facilitating crucial meetings, Output 5 played a central role in consensus-building for policy implementation, ensuring that the evolving needs of law enforcement governance were met through well-defined legal structures and policies.

To illustrate the concrete contributions of Output 5, the following table highlights the major deliverables achieved throughout the programme:

 Table 7: Major Deliverables for Output 5 – Legal & Policy

Category	Description
National Community Policing Policy	Developed the National Community Policing Policy and Implementation Plan to standardize community policing across Somalia.
Puntland Police Recruitment Guidelines Development	Developed and endorsed new recruitment guidelines for Puntland police, modernizing the process with standardized criteria and medical vetting.
Somali Police Training Strategy Development	Developed and refined the Somali Police Training Strategy, which was endorsed by the Police Professional Development Board (PPDB) in February 2024.
Federal Police Bill Advancement	Advanced the Federal Police bill toward Cabinet approval, currently under review by MOIS in consultation with SPF, preparing for submission to the Federal Parliament.
HirShabelle State Police Act Enactment:	Achieved the enactment of the HirShabelle State Police Act, establishing a comprehensive legal framework for policing in the state.
South West State Police Act Enactment	Facilitated the drafting, approval, and enactment of the SWS Police Act, which was formally approved by the State Parliament in September 2023.
Jubaland State Police Bill Development	Led a legal review and community consultation in Jubaland, resulting in the development and Cabinet approval of the State Police Act, pending submission to State Parliament.
Puntland State Police Bill Discussions	Facilitated ongoing discussions and refinements of the Puntland State Police Act at the parliamentary sub-committee level, with the act submitted to the Office of the President.
Police Coordination Framework Support	Supported the Somali Police Coordination Framework by facilitating six crucial meetings to address key issues like election security and policy consensus-building.
Puntland Police Basic Training Curriculum Enhancement:	Updated and endorsed the Puntland State Police Basic Training Curriculum, adding modules in finance, IT skills, and cybersecurity.

Output 6 – Civilian Oversight: Support to effective oversight and governance of policing

Output 6 aimed to enhance oversight and governance mechanisms within the Somali Police Services. This output facilitated the establishment and strengthening of various oversight bodies, including the Internal Police Complaints Unit and the Police External Oversight Board in Puntland. These initiatives promoted accountability and transparency within the police forces. Workshops and training sessions were conducted to enhance oversight bodies' capabilities, focusing on complaint handling, investigation, and administration. Additionally, the comprehensive biometric registration of police officers in Mogadishu and other regions significantly bolstered the accuracy and reliability of the police personnel databases, thus supporting effective workforce management and accountability measures. By improving operational standards and governance, Output 6 aimed to contribute to the professionalisation of the police force to ensure that policing practices adhered to both national and international standards.

To illustrate the concrete contributions of Output 6, the following table highlights the major deliverables achieved throughout the programme:

Category	Description
SPF Payroll and Personnel Database Enhancement	Enhanced the SPF payroll system through biometric registration of 2,058 officers in Galmudug, Puntland, and South West State, improving reliability and accountability.
Comprehensive Biometric Registration in Mogadishu	Conducted extensive biometric registration for 8,002 police officers in Mogadishu, enhancing the precision and governance of the SPF HR database.
Re-establishment of Puntland's Internal Police Complaints Unit	Reassessed and improved the Internal Police Complaints Unit in Puntland through workshops on gender equity and procedural enhancements.
Creation of the Puntland Police External Oversight Board	Established the Puntland Police External Oversight Board with 40 participants from various sectors to uphold professional standards and service.
Training for Puntland's Internal Police Complaints Unit	Delivered multiple training sessions to strengthen the capabilities of Puntland's Internal Police Complaints Unit in complaint handling, investigation, and administration.
Establishment of a Civilian Oversight Committee in Puntland	Created a Civilian Oversight Committee for the Puntland police force, developing Terms of Reference and Standard Operating Procedures to enhance civilian oversight.

Table 8: Major Deliverables for Output 6 – Civilian Oversight

Output 7 – Coordination: Institutional coordination addresses police development and reform in Somalia

Output 7 enhanced institutional coordination to effectively address police development and reform across Somalia. This output supported the operationalisation of an institutional coordination framework established to foster better interactions between the FGS and FMS under a federal policing system. Through this framework, strategic capacity needs assessments identified essential infrastructural and operational needs that informed targeted interventions. Moreover, the output provided crucial logistical and financial support to the Somali Police Support Office (SPSO) to coordinate the JPP. Regular coordination meetings facilitated by this framework ensured the alignment of policing efforts with Somalia's broader rule of law and transition plans, promoting a comprehensive approach to security and justice reforms. The first Inter-Ministerial Consultative Forum was a key initiative under this output, bringing together major stakeholders to discuss strategic policing issues and lay the groundwork for subsequent phases of the JPP.

To illustrate the concrete contributions of Output 7, the following table highlights the major deliverables achieved throughout the programme:

Category	Description
First Inter-Ministerial Consultative Forum	Hosted the first inter-ministerial and police commissioners' level forum, bringing together stakeholders to discuss strategic policing issues and laying the groundwork for JPP phase 2 and future collaborative efforts.
Strategic Capacity Needs Assessment	Conducted a strategic capacity needs assessment for police headquarters at federal and FMS levels, identifying critical needs to guide policing reforms aligned with national law and transition plans.
Financial and Logistical Coordination Support	Provided financial and logistical support to the SPSO to ensure seamless coordination and oversight of the JPP.
Logistical Support for Coordination Framework Meetings	Facilitated 30 quarterly meetings of the Somalia Coordination Framework's Technical Committees, enhancing policy alignment and collaborative discussions across federal and state levels.

Table 9: Major Deliverables for Output 7 - Coordination

Output 8 – Daraawish: Support to Federal branches aligned with NPM and the Transition Plan

Output 8 supported the Federal Daraawish, ensuring their alignment with the NPM and the Somalia Transition Plan. The Daraawish units contributed to the transition from military-led security operations to police-led stabilisation efforts in targeted areas and received comprehensive support through this output. Training initiatives, including human rights and pre-deployment training, ensured that Daraawish personnel were prepared for immediate security roles and compliant with international policing standards. The provision of specialised equipment, such as patrol vehicles, ambulances, and essential non-lethal support items like uniforms and communication tools, supported the operational capabilities and mobility of the Daraawish units.

These efforts facilitated Daraawish's tasks in a few newly recovered areas, extending the rule of law into contested locations, helping to maintain gains achieved by the Somali National Army and preparing for a more stable security handover to civilian authorities.

To illustrate the concrete contributions of Output 8, the following table highlights the major deliverables achieved over the course of the programme:

 Table 10: Major Deliverables for Output 8 - Daraawish

Category	Description
Training and Capacity Building for Daraawish Units	Conducted human rights and pre-deployment training for 525 SPF Daraawish officers, including a Train-the-Trainer program that equipped 25 trainers to deliver ongoing education.
Enhanced Mobility and Medical Support	Supplied 12 patrol vehicles, two ambulances, two recovery trucks, and essential fuel and water trailers to enhance the operational capabilities of Daraawish units.
Communications and Uniforms	Improved communication and standardised professional appearance across Daraawish units by distributing 31 VHF radio handsets and 225 uniforms.
Support with Non-Lethal Supplies	Provided non-lethal support items, including tents, Personal Aid Kits, GPS devices, binoculars, and torches to Daraawish units, enhancing their effectiveness in semi-permissive environments.

Output 9 (Community) - Community Engagement and Policing Support

Output 9, not included initially in the programme document, emerged as an organic development of the JPP in response to the dynamic needs and conditions on the ground. Recognising the importance of community trust and involvement in effective policing, this category emphasised fostering interactions between the police and community members. It aimed to enhance mutual understanding, support community-led safety initiatives, and improve the overall effectiveness of policing efforts. Activities under this output promoted inclusivity and participation, which are vital for sustainable peace and security.

To illustrate the concrete contributions of Output 9, the following table highlights the major deliverables achieved throughout the programme:

Category	Description
Radio Discussions on Peace and Security	Hosted six radio discussions featuring community elders, youth, and representatives from the JPPU, promoting public dialogue on peace, security, and justice topics.
WISE Workshops on Community Policing	WISE conducted a series of workshops on community policing, peacebuilding, security, and social integration, broadcast via radio and TV, reaching approximately 5,400 viewers.

 Table 11: Major Deliverables for Output 9 – Community

WISE Media Outreach Campaign	Implemented a media outreach campaign focusing on community policing, peacebuilding, and COVID-19 issues, engaging an estimated 30,000 people.
YESO Media Campaign on Local Security	Executed a media campaign that raised awareness about local security structures, including the JPPU, reaching approximately 40,000 viewers.
YESO Outreach on Community Policing	Extended outreach through radio and social media focusing on community policing and peacebuilding, engaging an additional 17,000 individuals.
Community-Based Security Assessments in HirShabelle	Completed security assessments in Jowhar and Beletweyne, offering essential insights to guide future community-focused policing strategies.
Establishment of Community Policing Forums	Established community policing forums in eight Puntland districts, enhancing the dialogue and cooperation between the police and community members.
Community Policing Workshops in HirShabelle	Facilitated comprehensive community policing workshops in Jowhar and Beledwayne, engaging 80 participants, including community members and police officers.
Puntland Community Policing Workshops	Organised community policing workshops in four Puntland districts, broadcast across multiple media platforms, enhancing community engagement in policing practices.
Community Consultation Workshops	Conducted community consultation workshops in Dhusamareb, Galkayo, Hobyo, and Abudwak, with 200 participants at each event, developing actionable community policing plans.
Galkayo Community Policing Coordination	Developed an action plan for community policing in Galkayo through a comprehensive workshop, promoting enhanced community-police relations.
YESO Meetings with Galkayo Peace Committee	Facilitated meetings focused on improving communication and peacebuilding awareness, enhancing trust and collaboration between the community and police.

4. Linking Outputs to Outcomes: A Theory of Change Perspective

The previous section outlined tangible deliverables achieved under each of the nine output areas of the JPP, setting a solid foundation for a deeper analysis. As we transition from highlighting specific activities and outputs, this section—' Linking Outputs to Outcomes: A Theory of Change Perspective'—explores how these efforts potentially contributed to higher-level results, enhancing police capabilities within Somalia.

This analysis attempts to establish a plausible connection between the concrete outputs delivered and the broader outcomes envisioned in the program's Theory of Change, thereby providing a comprehensive understanding of the programme's impact on Somalia's policing landscape.

The JPP was designed to drive significant improvements across multiple levels of policing capabilities within Somalia, as envisioned in the Programme's ToC (refer to Annex 1). This section revisits the JPP's ToC to critically examine how the programme's activities and outputs may have contributed to the anticipated outcomes at the institutional, organisational, individual, and community levels.

Although the JPP Rubric Assessments provided a systematic evaluation of police capabilities across various federal and FMSs, they were not utilised for the current analysis. Completed in 2023, these assessments offer only a baseline snapshot without subsequent updates, therefore not reflecting the current status of policing capabilities as of 2024. Additionally, the lack of comparative data from before and after the programme's implementation limits our ability to measure the direct changes attributed to the JPP's interventions. Hence, this analysis seeks to infer potential contributions based on aligning specific programme outputs with the intended changes outlined in the ToC.

The output areas (except Output 9 on Community) detailed in Section 2 were initially defined in the JPP Programme Document (ProDoc) of August 2020. In March 2021, the Secretariat revised the JPP ToC, identifying three levels of support (individual, organisational, and institutional) at which the JPP contributes to enhancing the policing system in Somalia.

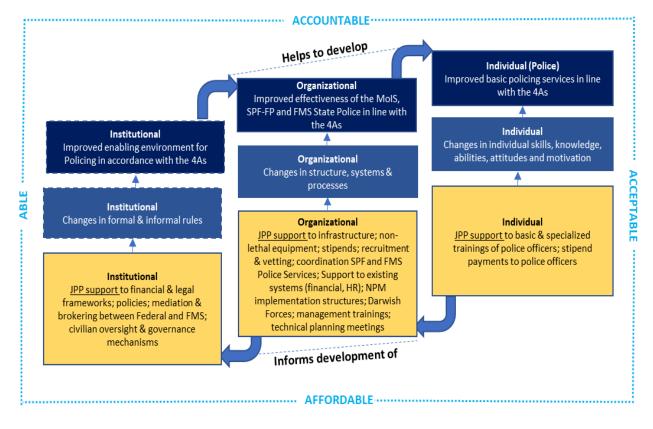


Figure 9: JPP Levels of Support as Defined in the ToC

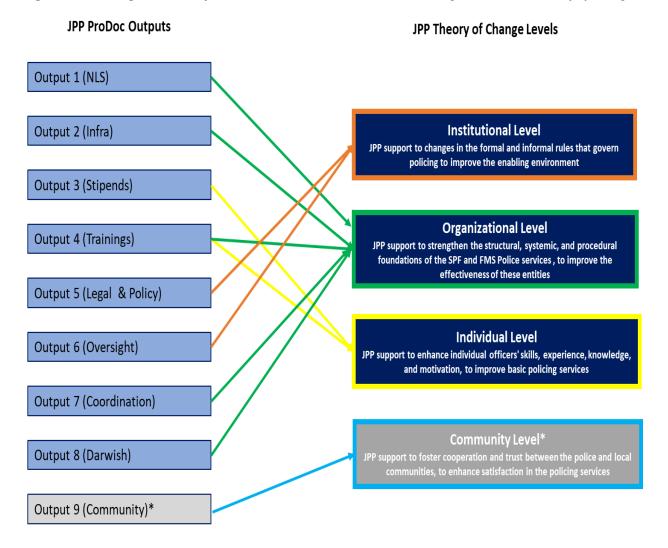
To facilitate a clearer analysis of changes relative to this ToC, the outputs listed in the original Pro-Doc have been aligned with the following levels of support:

• **Individual Level:** Focused on enhancing individual officers' skills, experience, knowledge, and motivation. The JPP supported training (Output 4) and provided stipends (Output 3) to maintain compensation for officers in Federal Member States.

- **Organisational Level:** Aimed at strengthening the structural, systemic, and procedural foundations of the SPF and FMS Police services. This included infrastructure support (Output 2), non-lethal equipment (Output 1), recruitment, vetting, management capacity building (Output 4), Daraawish forces (Output 8), and coordination efforts (Output 7) to bolster technical planning and integration between the FGS and FMS.
- **Institutional Level**: Targeted the development of an enabling environment defined by clear laws, policies, and regulations. This support encompassed developing and enacting legal frameworks (Output 5), enhancing civilian oversight mechanisms (Output 6), and facilitating collaborative platforms for collective action and policy implementation.
- **Community Level:** While not originally included in the 2021 ToC, the JPP undertook initiatives at the community level to foster cooperation and trust between the police and local communities through outreach, dialogue, and engagement activities. This was considered Output 9 for the JPP Final Report.

Figure 10, below presents a visual representation of how these outputs align with the ToC levels of change:

Figure 10: JPP Programme Outputs and their Links to the ToC, *Not in original Pro-Doc or Theory of Change

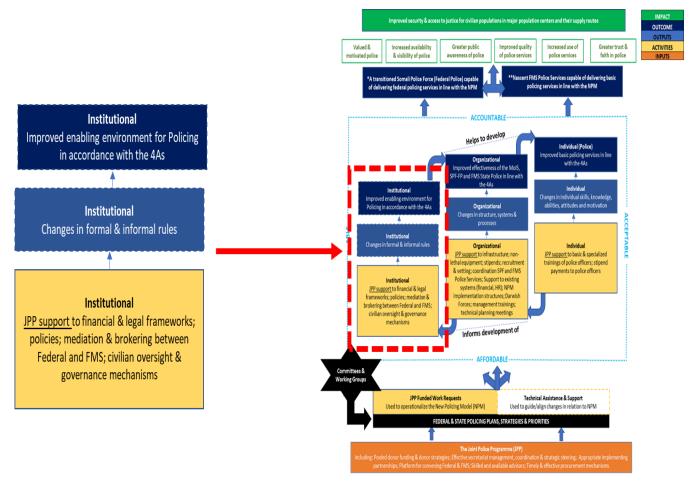


Institutional Level Analysis: Enhancing Laws, Policies, and Regulations for Improved Policing Environment

Theory of Change - Institutional Level

At the institutional level, the JPP aimed to enhance the formal and informal rules that govern policing to create an enabling environment for policing in Somalia. The goal was to support the development and operationalisation of robust laws and policies at both federal and state levels, thereby effectively governing police services guided by the principles of ability, accountability, affordability, and acceptability.

Figure 11: JPP Theory of Change (Institutional Level): Anticipated Activities, Outputs and Outcomes



Outputs to Outcomes Analysis - Institutional Level

Analysing the potential contributions of Outputs 5 and 6 to the institutional-level changes anticipated in the JPP's ToC reveals a focused effort to enhance the legal and regulatory frameworks governing policing in Somalia. Output 5, by developing and refining crucial legal documents and policies, such as the National Community Policing Policy and various State Police Acts, this output directly supported the establishment of a coherent legal environment conducive to effective policing operations. The development of these frameworks aimed not only to standardise policing practices across regions but also to align them with national laws and constitutional norms. This included advancing the Federal Police bill towards Cabinet approval, which, once implemented, could significantly clarify the legal basis for a federated policing system in Somalia.

Output 6 complemented these efforts by establishing foundational oversight and governance mechanisms crucial for maintaining the integrity and accountability of police operations. The creation of oversight bodies such as the Internal Police Complaints Unit and the Police External Oversight Board in Puntland, and the extensive biometric registration of police personnel, were instrumental in promoting transparency and accountability within the police forces.

These measures likely contributed to enhancing the governance of police services, ensuring that policing practices adhere to the newly established legal standards and are consistently monitored for compliance and effectiveness. Additionally, the institutional framework was further strengthened by regularly convening Pre-Executive Board and Executive Board meetings. The quarterly meetings served as a critical platform for fostering dialogue and collaboration between police authorities from the Federal and FMSs. They facilitated inclusive negotiations and consensus-building on various aspects of police reform, enhancing the alignment and coordination of policing efforts across Somalia. This strategic engagement was pivotal in ensuring that the reforms supported by Outputs 5 and 6 were implemented and harmonised across different levels of governance, contributing to a more unified and effective policing framework.

Together, these outputs could plausibly have strengthened the enabling environment for policing in Somalia by building a legal and regulatory framework that supports effective governance and oversight of police services. This framework is crucial for operationalising laws and policies that govern police work, ensuring that they not only exist but actively shape policing practices in line with international standards and local needs. While substantial progress has been made, the full realisation of these changes depends on continued commitment and support from federal and state authorities to enforce and uphold these frameworks.

Potential Areas of Limited Change - Institutional Level

While the JPP had made substantial progress in enhancing the legal and policy frameworks essential for effective policing in Somalia, certain aspects remain less developed, potentially hindering the full realisation of the intended institutional changes:

- *Civilian Oversight and Governance Mechanisms:* The establishment of oversight mechanisms was primarily concentrated in Puntland, with the creation of the Police External Oversight Board and the Internal Police Complaints Unit. Other regions may lack similar structures, resulting in uneven accountability and governance standards across the federal and state levels.
- *Financial Frameworks for Sustainability*: The progress on establishing robust financial frameworks to ensure the long-term sustainability of policing services was limited. Without these frameworks, there is a risk that the gains in legal and policy frameworks might not be fully sustainable, potentially affecting the long-term effectiveness and stability of the police forces.
- *Police Legal Frameworks*: Despite the progress made in enacting FMS police legislation in Galmudug, South West, and Hirshabelle States, its implementation remains limited. The pending Federal Police bill, currently under discussion, presents both opportunities and challenges. While it can potentially solidify the federal legal framework for policing, it could also create legislative conflicts with existing state police acts.

These identified gaps highlight areas for ongoing focus and improvement. Addressing these limitations will be essential for ensuring that the reforms not only take root but also lead to lasting changes in Somalia's policing landscape.

Organizational Level Analysis: Enhancing Structures, Systems and Processes to Improve the Effectiveness of Police Authorities

Theory of Change – Organisational Level

At the organisational level, the JPP aimed to fortify the capabilities of the MoIS, the SPF, and FMS Police Authorities by improving their structures, systems, and processes. This effort was intended to boost the operational effectiveness of these entities in alignment with the principles of ability, accountability, affordability, and acceptability, thereby improving their responsiveness and efficiency in meeting community policing needs.

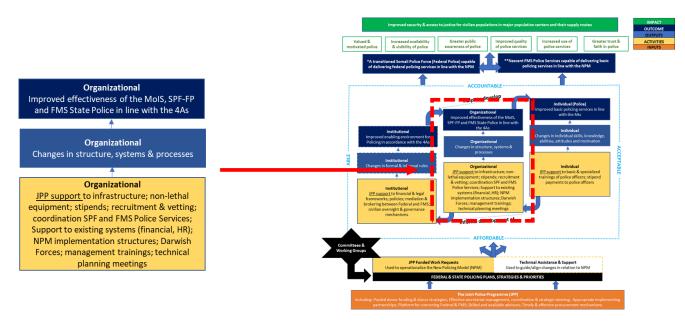


Figure 12: JPP Theory of Change (Organisational Level): Anticipated Activities, Outputs and Outcomes

Outputs to Outcomes Analysis – Organisational Level

Training initiatives under Output 4 were a critical pillar in elevating police capabilities, with a comprehensive approach encompassing basic, refresher, and specialised modules. These efforts aimed to establish a professional and ethically grounded police aptly equipped to tackle varied policing challenges. The force generation training, which vetted and trained hundreds of officers across different FMSs, directly amplified the police workforce, potentially enhancing responsiveness to community policing needs. Such training endeavours not only upgraded individual skill sets but also sought to embed a culture of continuous professional development within the police forces.

Output 7, focused on institutional coordination, facilitated significant improvements in aligning policing efforts with broader national security and justice reforms. By institutionalising strategic capacity assessments and fostering regular coordination meetings, this output likely enhanced the systemic integration of policing strategies across federal and state levels. Establishing platforms like the Inter-Ministerial Consultative Forum under this output may have been instrumental in advancing collaborative and strategic discussions, thereby smoothing the path for coherent policy application and operational planning within the policing frameworks.

The structural reinforcements provided under Output 2, alongside the logistical and operational boosts from Output 1, significantly contributed to the physical and functional capacities necessary for effective policing.

The development of infrastructural facilities like police stations and training centers under Output 2, coupled with the provision of essential non-lethal support equipment under Output 1 (including vehicles and communication tools), likely enhanced the operational readiness and efficacy of the police forces. These enhancements were crucial for establishing a conducive environment for police operations, which is integral to the sustained effectiveness of the police force.

Together, these outputs fostered a more structured, well-equipped, and coordinated policing environment, which is essential for the effective management and implementation of policing strategies aligned with the goals of the New Policing Model.

The combined efforts across these outputs suggest a plausible enhancement in the organisational structures, systems, and processes within the MoIS, SPF, and FMS Police Authorities. By improving training capabilities, infrastructural facilities, and coordination mechanisms, the JPP likely contributed to elevating the overall operational effectiveness of the policing services. However, realising these potential enhancements would depend significantly on Somali authorities' continued commitment and resource allocation and supporting international partners. This inferential analysis highlights where the JPP outputs may have contributed to organisational improvements, aligning with the anticipated changes outlined in the Theory of Change.

Potential Areas of Limited Change – Organisational Level

Despite notable advancements in reinforcing organisational capacities, certain areas exhibited limited progress, which could impact the overall effectiveness and sustainability of the reforms at the organizational level:

- Opportunities for Strengthening the Implementation Structures for the New Policing Model: Implementation structures intended to support the NPM were inadequately established, leading to inconsistent application across FMS. This lack of robust frameworks potentially hindered the uniformity and effectiveness of the intended police reforms.
- Discontinuation of Support to Technical Planning Meetings: Initial support for technical planning meetings was critical for aligning police reform efforts. However, the diminution of this support created a void in sustained dialogue and coordination, potentially reducing the effectiveness of policy implementation and response to emerging challenges.
- *Limited Comprehensive Support for Existing Systems:* While efforts were made to boost capacity through training and equipment, limited comprehensive support was provided for improving the financial and HR systems within the MoIS and Police Authorities. The lack of sustained improvements in these critical areas could jeopardise the long-term sustainability and scalability of the police reforms.

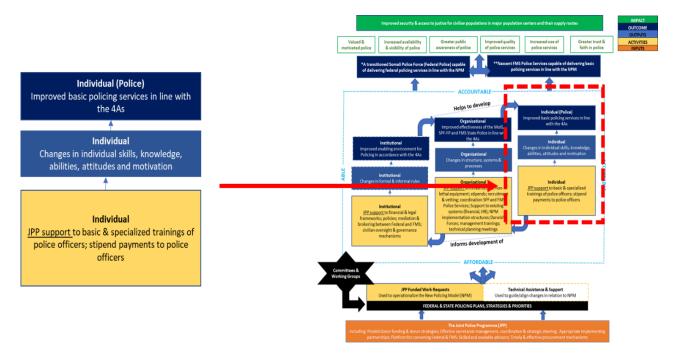
Highlighting these gaps is crucial for directing future initiatives to ensure comprehensive and enduring organisational reforms within Somali policing. Strengthening these areas is essential to developing a resilient policing infrastructure capable of adapting to Somalia's complex security landscape and successfully implementing the New Policing Model.

Individual Level Analysis: Enhancing Capabilities to Improve Policing

Theory of Change – Individual Level

At the individual level, the JPP aimed to enhance the capabilities and professionalism of police officers across Somalia, focusing on improving skills, knowledge, operational capacities, attitudes and motivation. This was intended to directly improve the effectiveness of basic policing services and contribute to broader security and justice outcomes.

Figure 13: JPP Theory of Change (Individual Level): Anticipated Activities, Outputs and Outcomes



Outputs to Outcomes Analysis – Individual Level

At the individual level, the JPP's targeted outputs through financial support and specialised training programs were designed to enhance the capabilities and professionalism of police officers across Somalia, ideally leading to improved policing effectiveness and broader security outcomes.

The stipends (Output 3) aimed to stabilise officers' livelihoods by ensuring they received regular and equitable compensation. This financial stability was crucial for maintaining morale, fostering dedication and encouraging long-term service commitment among the officers. By securing a basic compensation framework, the program could plausibly have supported the operational readiness and sustainability of the police forces, thus indirectly contributing to enhanced public safety and law enforcement across diverse communities.

Specialised training programs (Output 4), including leadership, human rights, and operational tactics, were essential in building a comprehensive skill set within the police forces. Training to promote adherence to international standards included significant efforts to develop local trainers, enhancing the sustainability and relevance of training initiatives. Such educational interventions could plausibly have elevated the professional standards of individual officers, equipping them with the necessary skills and knowledge to perform their duties more effectively and ethically.

These outputs might have contributed to strengthening individual officers' capacities to support the broader strategic goals of the JPP, including enhanced security and justice outcomes. The success of these efforts, however, would depend significantly on the continued alignment of training with operational needs and the sustained financial motivation of the workforce, ensuring that these enhancements in skill and knowledge translate into improved policing practices on the ground.

Potential Areas of Limited Change – Individual Level

Despite significant strides in enhancing individual capabilities through extensive training and financial support, there are areas where changes may have been limited, potentially affecting the long-term impact and consistency of these improvements:

- Strengthening Financial Foundations: A critical issue was the sustainability of stipend payments. Towards the end of the programme, continued stipend payments depended on co-contributions from FMS governments. However, inconsistent financial revenues led to delays in fulfilling these commitments, affecting police officers' payments. This situation underscored the need for more robust support in establishing financial frameworks that could ensure sustainable funding for police compensation. Strengthening these financial mechanisms is essential to maintain police morale and commitment, supporting the long-term effectiveness and stability of policing services across Somalia.
- Training Reach and Consistency: Moreover, while a substantial number of officers were trained, the reach and consistency of training across all geographic areas and ranks within the police force might not have been comprehensive. The uneven distribution of training could lead to significant gaps in skills and knowledge among officers, particularly in remote or less prioritised regions or among ranks that were not sufficiently included in the training programs. Addressing these gaps is essential for building a uniformly skilled police force capable of effectively responding to the complex security needs of different communities across Somalia.

Addressing these areas is essential for building a resilient policing infrastructure that can adapt to Somalia's complex security landscape and achieve the JPP's long-term goals. Future initiatives should prioritise improving the financial stability of compensation schemes, ensuring consistent training for all, and integrating skills into daily police work.

Community Level Analysis: Enhancing Community Engagement and Policing Support

Theory of Change – Community Level

Although not initially outlined in the JPP Theory of Change, the community level became a significant focus during the programme's implementation. Enhancing community engagement and policing support aimed to strengthen the relationship between police and the communities they serve, foster a cooperative and trusting environment conducive to effective policing and community safety, and thereby enhance satisfaction in the policing services.

Outputs to Outcomes Analysis – Community Level

The activities under Output 9 present a compelling case for their contribution to fostering stronger relationships between police and communities in Somalia, which could enhance public trust and satisfaction with policing services.

Initiatives such as media campaigns, community policing workshops, and public discussions were designed to broaden the dialogue on security and justice, potentially making policing efforts more inclusive and transparent.

Community-led radio discussions and workshops, facilitated by organisations like WISE and YESO, likely played a key role in breaking down barriers of misunderstanding between the police and the community. These engagements, reaching tens of thousands of individuals through direct interaction and media outreach, could have positively shifted public perceptions of the police. By including diverse community members and police representatives, these programs might have fostered more community-tailored policing strategies, potentially increasing the responsiveness of police services to local needs.

The creation of community policing forums and the execution of community-based security assessments provided structured opportunities for continuous dialogue and cooperation. These platforms likely facilitated mutual understanding of security challenges, allowing community inputs into safety initiatives essential for sustained trust. The strategic use of media to extend the reach of these initiatives might have made policing efforts more visible and accessible, thus potentially broadening their impact. These concerted efforts at the community level could plausibly have contributed to a more engaged and cooperative relationship between communities and police forces, fostering a sense of shared responsibility in maintaining public safety and possibly leading to higher public satisfaction with policing services.

Potential Areas of Limited Change – Community-Level

While the JPP made commendable strides in enhancing police-community relations, the approach to community engagement revealed significant limitations that could impact the sustainability and effectiveness of these efforts. Although substantial efforts were made to involve communities, the consistency and systematic integration of these efforts across all regions and throughout the program's duration varied. Initially, the community policing efforts were not included in the Programme Document and were only developed later in the programme, indicating a reactive rather than proactive approach to community engagement. From the beginning, the absence of a structured, program-wide approach likely limited the depth and durability of trust-building between police forces and communities.

Establishing a systematic, well-integrated approach to community engagement from the outset is crucial for future initiatives. This should aim not only to maintain consistency across different regions but also to ensure that such efforts are ingrained within the program's core objectives, enhancing their impact and sustainability. This strategic foresight could help forge stronger, more enduring relationships that are vital for the success of community policing models.

5. Lessons Learned

The following section draws key lessons from the JPP's design and implementation, which may be applied to future security and justice programming in Somalia and similar contexts.

Lesson Learned 1: Realistic Ambitions in Politically Complex Environments

Programme goals must be realistic given the political context and explicitly articulated to manage expectations effectively. The JPP's ambitious goal to influence and reform the entire policing model in Somalia struggled against political fragmentation and resistance from certain stakeholders around the New Policing Model. Despite its efforts to support a federated policing system, the programme faced hurdles due to skepticism from the federal government and a lack of consensus among key political actors around a 'new policing model'. As such, ambitions that hinge on broad political reforms require favourable political climates or significant influence, which may exceed a programme's control.

For future security and justice initiatives in Somalia, it's crucial to align mutual expectations to design practical and achievable goals tailored to the country's complex political landscape, ensuring adaptability and feasibility. Programmes should clearly outline their scope and limitations and effectively align stakeholder expectations. Additionally, it is essential to actively foster and maintain relationships with a diverse range of political actors to secure buy-in and support, which will facilitate smoother implementation and enhance the programme's overall success.

Lesson Learned 2: Strategic Clarity is Paramount

Clear strategic direction and defined roles enhance program coherence and effectiveness.

The JPP experienced strategic ambiguity, particularly around whether the programme was meant to be transactional (operationalising work requests) or transformative (achieving strategic results). In the early stages of the programme, 'comprehensive work requests' were advocated to encourage a wider programmatic approach to support each of the six policing entities. However, in practice, the use of smaller scale 'work requests' was generally used to fund small-scale projects. This ambiguity often led to confusion, specifically around the roles and responsibilities of UNOPS and other partners. This, at times, led to operational inefficiencies and tensions. Ambiguities in strategic objectives and partner roles can undermine programme efficiency and stakeholder cooperation.

For future programmes to be effective, it is vital to establish clear strategic objectives that all partners understand and agree upon at the outset. Additionally, the roles and responsibilities of each partner organisation should be well-documented and communicated to prevent overlaps and conflicts. Regular strategic reviews should also be conducted to reassess and realign the programme's objectives and strategies, ensuring continuous coherence and addressing emerging challenges.

Lesson Learned 3: Importance of Local Ownership for Sustainability

Ensuring local institutions own and lead security initiatives is crucial for sustainability.

The JPP aimed to be a Somali-owned initiative, positioning local communities and institutions as primary agents of change. However, the perception among stakeholders was that the program was predominantly donor-driven, with national stakeholders often playing a secondary role. This discrepancy between the intent for local ownership and the implementation reality highlighted challenges in aligning international support with genuine local leadership and participation. Sustainable reform in the security and justice sectors requires programmes to be nominally led by local institutions and embed these institutions deeply in the decision-making process. The JPP's documented strategy emphasised Somali leadership, yet, in practice, faced challenges such as limited local stakeholder involvement in core decision-making and an overemphasis on donor priorities. This misalignment risks reducing the legitimacy and long-term sustainability of the program's outcomes, as genuine local ownership is essential for reforms to be embraced and sustained by the community.

Future security and justice initiatives should prioritise genuine local ownership by establishing equitable decision-making frameworks that ensure all stakeholder voices are equally heard, thereby preventing any single group from having disproportionate influence. Expanding engagement to include a diverse array of community representatives not only enhances inclusivity and program relevance but also helps in building consensus.

Initiatives must also make decision-making processes transparent and accessible, enhancing trust and accountability. Investing in understanding local dynamics and integrating robust feedback mechanisms in collaboration with established local organisations will ensure that reforms are effective and sustainable.

Lesson Learned 4: Streamlining UNOPS Role for Clarity and Efficiency

The triple-hatted role of UNOPS within the JPP created complexities that can be streamlined for more effective management and clarity in future programs.

In the JPP, UNOPS served in a multi-faceted role that included principal programme manager, implementing partner and overall support in the form of the JPP Secretariat. This triple-hatted arrangement, while resource-efficient in theory, often led to role confusion, conflicting priorities, and a dilution of accountability.

The overlap of operational, strategic, and support functions under one umbrella complicated internal coordination and decision-making processes. When a single entity wears multiple hats, especially in complex environments, it can hinder transparency and lead to inefficiencies. Clearly defined roles and separation of functions are crucial for maintaining focus, accountability, and operational clarity.

Future security and justice initiatives should consider structuring roles to separate strategy, implementation, and administrative functions to different entities or clearly defined departments within the same organisation. Establishing distinct lines of accountability for each role can prevent conflicts of interest and ensure that each function is evaluated on appropriate criteria. Additionally, improving coordination mechanisms that facilitate clear communication and collaboration between different roles within the same programme will enhance overall coherence and effectiveness. By implementing these changes, future initiatives can achieve better clarity, accountability, and operational efficiency, which are essential for success in complex environments.

Lesson Learned 5: Emphasise Collaborative UN Partnerships

Harmonious and collaborative relationships within the UN system are critical for unified programme delivery.

The JPP had occasional competitive tendencies between UN Agencies, highlighting the need for improved coordination and collaboration. Effective UN collaborations can enhance program impact but require conscious efforts to align strategies and operations.

Future security and justice initiatives should consider fostering a 'Delivering as One' ethos, encouraging UN agencies to work towards common goals using a more coordinated approach. This can be done through regular UN coordination meetings and updates to help maintain alignment and transparency.

Lesson Learned 6: Sustainability Requires Local Political Will

True sustainability of security programmes depends significantly on local political will to adopt and support long-term funding and policy frameworks.

The JPP faced substantial challenges in transitioning the responsibility for stipend payments to FMS authorities, a key aspect intended to ensure financial sustainability. Despite extensive efforts by the JPP Secretariat, including negotiations and strategic discussions facilitated between the Ministries of Security and Finance at both federal and FMS levels, the progress was minimal.

The Secretariat's initiatives, supported by the UK-funded PREMIS programme, included drafting policy papers, hosting critical meetings, and supporting legal frameworks like the Pensions and Gratuity Bill. However, these efforts were stymied by insufficient political commitment to adopt necessary policy and funding changes. This lack of progress highlighted a significant gap between programmatic support and the political will needed to implement sustainable financial structures for the police force.

The experience of the JPP, particularly with stipend payments and the broader financial responsibilities for police salaries, demonstrates the critical role of political will in transitioning from donor dependency to local ownership and sustainability.

For future security and justice programmes, sustainability planning should be integral and initiated from the outset, not midway through the programme. Efforts must focus on building robust political will through strategic engagement with key stakeholders, aligning programme objectives with local political and economic agendas to ensure strong support.

Regular monitoring of political commitments and enhancing local capacities in policy, negotiation, and financial management are critical. Programmes should also design incentives for political buy-in that align with the programme's success, facilitating a smoother transition to local ownership and long-term sustainability.

Lesson Learned 7: Gender Equality Needs a Targeted Approach

Specific strategies and action plans are essential to meet gender inclusion targets effectively.

The JPP aimed to increase female participation in the police force but fell short of its 30% target. This shortfall highlighted the lack of a targeted gender action plan tailored to Somalia's socio-cultural dynamics. Without specific actions, targets, and contextual adaptation, generic strategies struggle to overcome ingrained cultural barriers and structural inequalities.

For future security and justice programs that intend to ensure gender equality, it is important to create specific strategies that address the barriers to female participation in security sectors. In addition, engage community leaders to foster community support for gender inclusivity. Finally, strategies should be monitored and adapted, and the effectiveness of gender initiatives should be regularly assessed and necessary adjustments made.

Lesson Learned 8: Optimizing Transparent Funding and Planning Mechanisms

The work-request modality proved to be resource-intensive and inflexible, highlighting the need for adopting more annual, integrated planning approaches.

The JPP utilised a work-request modality that required individual proposals to be drafted and approved for funding, which consumed significant resources and often delayed project execution. This piecemeal approach to funding and planning made it difficult to adapt to changing circumstances and execute a coherent long-term strategy. An annual planning-based approach allows for better resource allocation, strategic continuity, and flexibility to adjust to program needs and external changes throughout the year. Adopting annual planning cycles is crucial for future security and justice initiatives. This approach should establish a system where funding and key project decisions are mapped out yearly, providing all stakeholders with a transparent framework and predictable timeline. To streamline operations, simplifying the proposal and approval processes is essential; this can be achieved by consolidating numerous work requests into comprehensive annual plans, thereby reducing bureaucratic delays. Additionally, integrating flexibility within these annual plans is vital to accommodate necessary adjustments and respond adeptly to unforeseen challenges.

6. Concluding Observations

The JPP has significantly advanced Somalia's policing capabilities through a structured and multi-tiered support framework, enhancing legal and institutional frameworks, fostering individual officer professionalism, and strengthening community trust. These efforts have laid a crucial groundwork for Somalia's long-term security and justice objectives.

Strategically, the JPP has been instrumental in advancing the institutional mechanisms governing police forces, enhancing legal frameworks, and establishing foundational oversight mechanisms, ultimately supporting the implementation of the federated policing system.

These developments fostered a disciplined, accountable, and transparent police service, aligning Somali police operations with international norms and improving local governance practices.

Organisational enhancements have also been central, with significant improvements in police training and operational readiness that have directly contributed to a more robust and responsive police force, equipped to handle Somalia's complex security challenges. Moreover, the introduction of community-level engagement initiatives has been instrumental in building trust and cooperation between the police and their communities, enhancing public safety and satisfaction with policing services.

With the anticipated drawdown of ATMIS and the scaling back of international support to a smaller-scale JPP-2, the sustainability of these policing improvements hinges on the Somali authorities' continued commitment to maintaining and advancing these reforms. This transition signifies a critical phase where the focus shifts towards enhancing the durability of the gains made and ensuring that the foundational improvements in policing are deeply embedded within Somalia's security institutions.

Looking ahead, the JPP's comprehensive approach provides a replicable model for future security and justice programs in Somalia and similar contexts globally. The lessons learned highlight the importance of adaptability, local ownership, and sustained international support in fostering effective security reforms. As Somalia continues to navigate its complex security and political challenges, the foundations laid by the JPP offer both a blueprint and a beacon for ongoing efforts to stabilise and secure the nation.

7. Annexes:

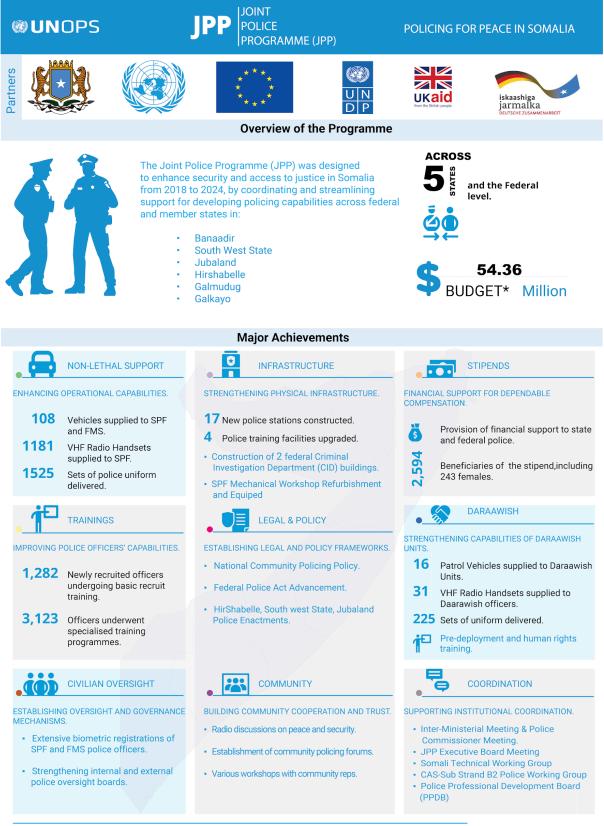
Annex 1: Infographics Annex 2: Case Studies

Annex 3: Project Pictures

8. Appendix:

Appendix 1: Interim Financial Report

Annex 1: JPP Infographic



The names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations. Creation date: 9 Dec 2024 Data Sources: UNOPS Somalia Feedback: JPP Secretariat | www.unops.org/somalia |



Annex 2: Case Studies

Case Story 1: JPP Executive Board Meeting in October 2024

'The Joint Police Programme has supported the Somali Federal Government in rolling out a new policing Model structure and initiating overall security reforms. The Programme was effective and successful', observed Hon Ali Yusuf Ali, the Minister of Interior, Federal Affairs and Reconciliation of Federal Government of Somalia at the Executive Board of the Joint Police Programme (JPP) on 18th September 2024.



The Somali Police Force, once plagued by corruption and inefficiency, embarked on a transformative journey with the support of the European Union (EU), the United Kingdom, and Germany since Phase I of JPP commenced in 2018.

The Interior Minister acknowledged that the JPP has enhanced law, order, and stability by introducing and strengthening the New Policing Model (NPM), the security pact, and the national security architecture.

The donors' support was multifaceted. They provided substantial financial assistance to modernize police infrastructure, equip officers with state-of-the-art tools, and establish modern police stations. A focus on human capital development complemented this investment in physical resources.

Addressing the Executive Board of JPP, Raisedon Zenenga, Deputy Special Representative of the Secretary-General for Somalia DSRSG said, 'At this final JPP meeting, we stand with institutions united in a shared and agreed-upon direction. This alignment has been evident throughout our journey as we have collectively witnessed the programme's success.'

Speaking on behalf of donors, Hadrien Maillard, EU Representative, remarked, 'It is important to recognize that this program's success is not simply about the financial contributions made by donors such as the UK, Germany, and the EU. More significantly, this program has played a crucial role in the state-building process, particularly by strengthening the capacity of Somalia's security forces.'



Throughout the program, donors have worked diligently to uphold the principle of Somali ownership, with the \$54 million budget equitably shared between the Federal Government and the Federal Member States. This funding has been directly allocated to initiatives requested by the beneficiaries themselves, ensuring that their priorities are met.

Hadrien Maillard, the EU Representative, further noted, 'I would like

to take this opportunity to thank UNOPS for their exceptional work, which included infrastructure development, managing stipend payments, and, over the past few months, transferring valuable knowledge. This work method, which I have not seen applied elsewhere, has helped improve ownership and sustainability for each initiative.'



Addressing the Executive Board Members, Osman Abdullahi Mohamed, Deputy SPF Police Commissioner remarked that the support provided through this program has been remarkable and has significantly strengthened the Somali Police Force's operational capabilities. We look forward to continuing our collaboration as we work towards further enhancing the security and stability of Somalia.

Commenting on the UNOPS approach and strategy, Ala'a Nemer, UNOPS Country Director, noted, 'A key success of the JPP has been its ability to coordinate support from various international donors alongside the Federal Government of Somalia and Federal Member States, fostering a unified approach to Somalia's rule of law needs. The principle of Somali ownership has guided us, ensuring that our strategies align with national priorities'.





Navaneethan Vijayakumar, acting Project Manager of JPP, summed up that JPP has been pivotal in strengthening the legal and policy frameworks essential for the operational effectiveness and governance of the Somali Police Services, including the development and refinement of critical legal documents and policies, such as the National Community Policing Policy, the Somali Police Training Strategy, and four State Police Acts/bills. Through workshops and consultations, this output supported the creation and endorsement of comprehensive legal frameworks for

Puntland, HirShabelle, South West and Jubaland, aligning them with constitutional review processes and national laws.

While police reform is ongoing, the Donors' support has laid a strong foundation for a more professional, accountable, and effective police force in Somalia. This transformation strengthens the country's internal security and contributes to its aspirations.

Case Story 2: Capacity Development of the Criminal Investigations Directorate



The Joint Police Programme, funded by the EU, the United Kingdom, and Germany, officially handed over the newly constructed Criminal Investigation Directorate (CID), which includes the Holding Cell Building, Office and Training Building, and Anti-Blast wall, to the Police Department of the Federal Government of Somalia on March 7, 2024.

Somalia's CID was in dire need of capacity building due to many challenges. Decades of conflict have left the department under-resourced, with limited personnel,

outdated equipment, and inadequate infrastructure. Many officers lack the necessary training in modern investigation techniques, forensic science, and digital forensics, hindering their ability to investigate complex crimes effectively.

By embracing the principles of SDG 16, the Joint Police Programme supported the Federal Government of Somalia in building the CID in Mogadishu, which aimed to enhance investigative capabilities to create safer, more just, and more inclusive societies by enforcing the law, building trust, addressing the root causes of crime, and promoting human rights.

The JPP Team took the necessary steps to confirm that the construction activities have been completed in full compliance with international standards.





JPP spent approximately US\$1.7 million on the infrastructure development of CID buildings and further provided furniture and equipment.

While significant strides were made in recent years to enhance the Somali CID's capacity through international assistance and infrastructure development, it is important to acknowledge that challenges persist.

'JPP profoundly enhanced the capacity and infrastructure of the Somali Police Force's Criminal Investigation Directorate (CID)', as noted by its Director, Colonel Muhudin Ahmed Osman. Reflecting on the programme's impact, he emphasized the substantial benefits received, including constructing three new buildings—a detention facility, a training and office block, and a protective perimeter wall—all of which have significantly improved operational effectiveness and community service delivery.

The newly built detention facility has transformed the CID's ability to handle criminal investigations. Previously limited to holding 20 detainees, the facility now accommodates up to 70 individuals, significantly boosting operational capacity.

The expansion also includes female detention and additional interview rooms for investigators, enabling a more efficient interrogation process and case management. Furthermore,



dedicated offices for detention administration, prosecutors, and legal representatives, such as defence lawyers, have been introduced, fostering a more integrated and transparent judicial process.

The improved detention center has also raised the public image of the CID. Enhanced sanitation and hygiene standards ensure compliance with human rights norms. The facility's design reflects a commitment to humane treatment and professional law enforcement practices, reinforcing community trust in the CID.

The second building, housing offices and a training centre have greatly supported the CID's daily operations and service delivery to the community. This fully equipped office, powered by solar energy, offers a sustainable and reliable energy source, reducing dependency on traditional electricity while promoting environmental awareness. Solar lighting has proven to be both cost-effective and educational, inspiring officers to adopt modern energy practices.

The facility provides a comfortable and conducive environment for the officers working tirelessly around the clock, enhancing their productivity and morale. The training center within the complex allows for continuous professional development, ensuring that officers are equipped with the knowledge and skills required to address evolving challenges in law enforcement.

The construction of a robust concrete perimeter wall around the CID headquarters has been instrumental in fortifying the complex against potential threats, including insurgencies and terrorist attacks. This security measure protects personnel and assets and instills confidence among officers, enabling them to work long hours and remain dedicated to serving their community without fear. The wall symbolizes resilience and the unwavering commitment of the CID to uphold safety and justice.

Col. Muhudin expressed deep gratitude to the JPP donors and the implementing agency, UNOPS, for their critical support in providing and delivering these state-of-the-art facilities. These enhancements have raised operational standards and aligned the CID's practices with international human rights norms. The improved infrastructure serves as a beacon of progress, reflecting the CID's dedication to fostering a safer and more just society.

Case Study 3: JPP improves operational efficiency and strengthens the chain of command

'The construction of modern police facilities improves operational efficiency, strengthens the chain of command, and enhances communication within the police force. These facilities also enable effective training and capacity building, fostering professionalism and skill development. Moreover, improved infrastructure supports long-term institutional stability and strengthens community engagement, creating a foundation for sustainable, trust-driven policing practices', Adan Yusuf Salah, said a Programme management specialist for UNOPS Somalia from 2023 to 2024. Before joining the Joint Police Programme, he worked for the Federal



Government of Somalia (FGS) and the Federal Member States (FMS). From 2019 to 2022, he was the Head of the Somali Police Support Office under the Ministry of Internal Security of the Federal Government of Somalia. He also served as the Director General of the Ministry of Internal Security in Jubaland State from 2017 to 2018.

'Construction of police facilities and the provision of police vehicles immensely capacitate the Somali Police Force', he further observed. The Joint Police Programme also provided monthly stipends to 2348 police officers, including 241 Female officers, and this was distributed across five states, namely Galkayo (160), Galmudug (365), HirShabelle (507), Jubaland (760), and SWS (556) received monthly stipends through the JPP to ensure basic compensation was provided to FMS police.

Further, 111 vehicles were distributed to Federal and FMS police across all five Federal Member States and Benadir Regional Administration. 1181 VHF radio handsets were supplied to SPF, Federal Daraawish, and Hirshabelle police. ICT equipment was provided to four police stations in Galmudug (Guriel, Adado, Hobyo) HirShabelle (Bulo Burte) and nine police headquarters departments in HirShabelle. Issued ICT equipment to support asset management in SPF logistics, transport, communications, and logistics departments in HirShabelle, SWS, Galmudug, Jubaland, and Puntland. 15 new police stations and several department buildings in BRA, Jubaland, Puntland, Galmudug, and HirShabelle were furnished.



The provision of police vehicles focused on enhancing resource mobility, physical security, and crime prevention. Increased mobility allows for broader patrol coverage, quicker response to incidents, and the rapid deployment of specialized units like Daraawish. This operational efficiency directly contributes to stabilization efforts, extends the rule of law, and mitigates security risks. Additionally, the visibility of police vehicles fosters community trust while boosting police morale and productivity. 'I have witnessed firsthand the transformative impact of the Joint Police Programme (JPP) on the Hirshabelle State Police. Initially, the police presence was limited to Beletweyne and Jowhar, leaving many areas underserved and vulnerable. However, through the intervention of JPP, this has dramatically changed', said Adan Yusuf.

The provision of police vehicles has been a game-changer. These resources enabled the deployment of officers to districts and sub-districts that had long lacked a police presence. Today, Hirshabelle State Police operate in areas such as Moqokori, Aden Yabal, Maxaas, Halgal, and even smaller sub-districts like Tardo and Cali Guud. This expanded reach has brought hope and stability to communities that once felt neglected.

"These efforts have strengthened the rule of law, and access to justice has improved significantly. What we see now is not just an increase in police coverage but a tangible improvement in service delivery that fosters trust between the police and the people they serve. This initiative is a testament to how targeted support can pave the way for a more secure and just society in Somalia."

"The Joint Police Programme (JPP) has brought significant change to Gargaal, one of the oldest districts in Somalia's Bari region. Previously lacking a police station, the community faced challenges in law enforcement, justice delivery, and safety. Through JPP's intervention, a new police station was established, greatly improving the district's ability to prevent crime, uphold justice, and provide essential security services.

The station's reach extends to five neighbouring sub-districts, fostering a safer environment, reducing criminal activity, and enabling better support for local businesses. Gargaal residents have expressed deep gratitude, recognizing the project's role in enhancing community trust, promoting justice, and contributing to economic and social stability. This transformation showcases the power of collaborative efforts in strengthening law enforcement

Case Story 4: Empowering Women Police in Somalia

A new wave of change is sweeping through the streets. The Joint Police Programme (JPP) has been a beacon of hope, especially for women police officers in the federal states. The community often



viewed women in uniform with suspicion, and their authority was frequently undermined. However, with the support of the JPP, women police officers and recruits underwent rigorous training in law enforcement techniques and community engagement. This training equipped them with the skills to handle complex situations, particularly those involving gender-based violence. The JPP supported the development of policies and procedures to address gender-based violence.

The presence of empathetic and well-trained women police officers fostered a sense of trust. This trust is not just a product of improved policing but also genuine community involvement. The regular community meetings where residents can voice their concerns and seek guidance from the police.

'With the support of JPP, the Somali Police Force implemented several programs and reforms that encouraged gender equality by increasing the number of female police on both federal and state levels. Through support for our Training and Community Policing Departments, we were also able to



provide skills development training for both male and female police officers and hold several district level forums, which played a significant role in enhancing police-public relations and allowed us to raise awareness of the 991 hotlines set up for the public to report criminal incidents', said Brigadier General Zakia, Former Deputy Police Commissioner of the Somali Police Force.

In the span of a few years, the JPP transformed the landscape of policing in Somalia. Once sidelined, women police officers now play a crucial role in law enforcement. The community, too, has transformed, becoming more trusting and engaged. Women Police officers symbolise hope and empowerment for countless women in Somali communities.

Case Story 5: Promising Story of Jubaland State Police



'I want to acknowledge the tremendous achievements we've made together through the Joint Police Programme', said Major General Yusuf Hussein Osman-Dhumal, Minister of Internal Security of Jubaland, at the Executive Board Meeting held on 18th October 2024.

Jubaland is a member state of the Federal Government of Somalia, supported by the Joint Police Programme and funded by the European Union, the United Kingdom, and Germany. Jubaland, a semi-autonomous state in Somalia, significantly improved its law and order situation, but challenges persist.

He summed up the support extended by JPP to Jubaland: Recruitment and training of 900 police officers, stipend support from 2018 to 2024, provision of police patrol vehicles, and

construction of the Afmadow police station and the Dolow police training facility. These contributions were invaluable in strengthening our police force.

JPP was designed to address critical logistics and operational infrastructure gaps, thereby improving the effectiveness and efficiency of police services across Somalia. According to Ala'a Nemer, UNOPS Country Director, a significant focus was placed on training Somali police trainers to enhance the sustainability and local ownership of the training processes. Under this output, the provision of vehicles, communication tools, uniforms, and ICT equipment aimed to boost mobility, improve communication within and between units, and standardise the police's appearance and functionality.

The Programme supported the vetting, recruitment and training of old and new police officers in 6 states including Jubaland, In Jubaland alone, 150 new personnel were recruited and enlisted after they were equipped with matching skills. The JPP combined donor funding and engagement from the UK, EU, and Germany. The programme worked directly with State Ministries of Security (MoS) and Police Authorities from the five FMSs (Galmudug, HirShabelle, South West, Jubaland, Puntland) and Ministry of Internal Security (MoIS) and Somali Police Force (SPF) in Mogadishu and the Benadir Region.



Navaneethan Vijakumar, acting Project Manager of JPP, noted that on average, 2348 including 241 Female officers, from Galkayo (160), Galmudug (365), HirShabelle (507), Jubaland (760) and SWS (556) received monthly stipends through the JPP to ensure basic compensation was provided to FMS police. He further stated that 111 vehicles were distributed to Federal and FMS police across all five Federal Member States and Benadir Regional Administration. A total of 1181 VHF radio handsets were supplied to SPF, Federal Daraawish, and Hirshabelle police. ICT equipment was provided to four police stations in Galmudug (Guriel, Adado, Hobyo) and HirShabelle (Bulo Burte) and nine police headquarters departments in HirShabelle.

ICT equipment was issued to support asset management in SPF logistics, transport, communications, and logistics departments in HirShabelle, SWS, Galmudug, Jubaland, and Puntland. 15 new police stations and several department buildings in BRA, Jubaland, Puntland, Galmudug, and HirShabelle were furnished.

While Jubaland made progress in establishing law and order, it still faces significant challenges. Continued efforts are needed to strengthen security forces, address clan tensions, combat corruption, and improve the judicial system. International support and cooperation will be crucial in achieving lasting peace and stability in the region.

Annex 3: Project Pictures



© Galmudug State Police Basic Recruit Training (2023)



© Handover of IT Asset Management equipment to the HirShabelle police authorities in Jowhar, 2021



 $\ensuremath{\mathbb{C}}$ Provision of police patrol vehicles and two MAN trucks to HirShabelle Police Authorities



© Jubaland State Police officers donning new uniforms procured through the JPP, showcasing the provision of 300 sets of uniforms in 2023



© Galmudug State Police officers donning new uniforms procured through the JPP, showcasing the provision of 400 sets of uniforms in 2022



© Handover of the newly constructed Afmadow Police Station in Jubaland State



 $\ensuremath{\mathbb{C}}$ Handover ceremony of the newly constructed Qardho Police Station in Puntland State





© Handover ceremony of the Criminal Investigations Directorate (CID) Headquarters building in 2024



© Galmudug State Police Basic Recruit Training (2023)



 $\ensuremath{\mathbb{C}}$ Graduation of the second batch of Galmudug State Police (2024)



© Somali Police Force cadets in Kismayo partaking in their graduation following their initial three-month training course

