

# **Joint Police Programme Programme Document**

**Version 2.3**

## Brief Description

International funding has been crucial in sustaining the Somali Federal and Federal Member States (FMS) Police in returning a degree of security and rule of law to the country. The continuation and expansion of these efforts are crucial over the coming years. To enable this, a programme that supports the Federal and FMS police to implement the New Policing Model (NPM), including inter alia Daraawish branches, was established. This programme seeks to bring together donor funding of the police into one place and enables the efficient and effective allocation of resources against agreed priorities. The programme also allows the International Community (IC) to build a stronger strategic partnership with Somali police and for donor support to be provided in an increasingly coordinated and collaborative manner. To safeguard Somali ownership and long-term continuity of the programme, Somali capacity building and employment of local Somali entities is practiced when possible.

The programme funds work packages that fall under the following outputs:

1. Policing presence and visibility increased in targeted locations (outputs 1-3):
  - a. Procurement of non-lethal support equipment.
  - b. Provision of infrastructure support through rehabilitation and construction of police facilities.
  - c. Provision of electronic stipend payments.
2. Provision of training [basic and specialized] & development support, including assistance and advice, to Somali Police Services (output 4).
3. Provision of support to legal framework and policy development for Somali Police Services (output 5).
4. Support to effective civilian oversight and governance of policing (output 6).
5. Institutional coordination addresses police development and reform in Somalia (output 7).
6. Support to the Federal and State Police Daraawish branches (output 8)

EU	Bilateral	EUR 23.50 M	USD 27.07 M
UKAID <sup>1</sup>	Bilateral	GBP 12.83 M	USD 17.19 M
GFFO	Somalia UN MPTF	EUR 9.00 M	USD 10.12M
<b>Total</b>			<b>USD 54.36M</b>

Table 1<sup>2</sup>: Total resources pledged and received to date<sup>3</sup>

<sup>1</sup> The UK Aid contribution is split into USD 7.6M from UKFCO and USD 9.3M from DFID's ongoing Somalia Security and Justice Programme (SSJP), out of which USD 2.9M has already been disbursed prior to the 1st of January 2019. Exchange rates are calculated at the UN rate on the date of original signature.

<sup>2</sup> This table can be updated by the Secretariat as needed when new commitments are made and approved by the Board

<sup>3</sup> The exchange rates applied are based on the month when the agreements were signed bilaterally between UNOPS and the respective donors

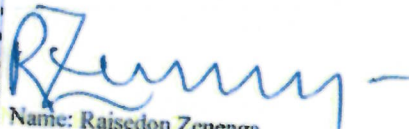
Amendment agreed by:

Minister of Internal Security:

Deputy Special Representative of the  
Secretary-General, United Nations  
Assistance Mission in Somalia



Name: H.E. Mohamed Abukar Islow Duale



Name: Raisedon Zenenga

Date:

Date: 24/8/2020.

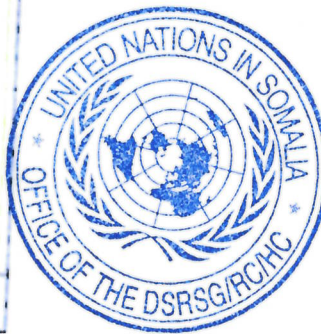
Deputy Special Representative of the  
Secretary-General, UN Resident  
Coordinator and Humanitarian  
Coordinator for Somalia



Name: Adam Abdelmoula

Date:

26.8.2020



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## **Abbreviations and Acronyms**

AMISOM:	African Union Mission in Somalia
CAS:	Comprehensive Approach to Security
CMIS:	Conference of Ministers of Internal Security
CPC:	Council of Police Commissioners
DfID:	Department for International Development
EU:	European Union
FGS:	Federal Government of Somalia
FMS:	Federal Member State
GFFO:	German Federal Foreign Office
IP:	Implementing Partner
JPP:	Joint Police Programme
MoIS:	Ministry of Internal Security
MPTF:	United Nations Multi-Partner Trust Fund for Somalia/Somalia UN MPTF
NDP:	National Development Plan
NPM:	New Policing Model
NPS:	New Partnership for Somalia
NSArch:	National Security Architecture
PPDB:	Police Professional Development Board
ROLSIG:	Rule of Law and Security Institutions Group
SDRF:	Somali Development and Reconstruction Facility
SP:	State Police
SPP:	State Police Plan
SPF - FP:	Somali Police Force – Federal Police
SPSO:	Somali Police Support Office
STWG:	Somali Technical Working Group

SWGP: Sub Working Group Police

UKAID: United Kingdom Aid

UNDP: United Nations Development Programme

UNOPS: United Nations Office for Projects and Services

UNSF: United National Strategic Framework

## 1. Situational analysis

Somalia is amid major new political and security developments that will offer greater possibilities for peace and security than the country has seen in over 20 years. For a list of the current development challenges refer to the Federal Government of Somalia's National Development Plan (2017-2019)<sup>4</sup> and United Nations Strategic Framework: Somalia 2017-20<sup>5</sup> (UNSF). The Federal Government of Somalia (FGS), established in 2012 with the support of the international community, has driven a process of rebuilding functioning government institutions and processes through Somalia's peacebuilding and state-building priorities under the Somali Compact (2013-2016) and the Justice and Security Roadmap. The Somalia National Development Plan (2017-2019) builds on the foundation laid by the Compact and sets priorities for national recovery and development in collaboration with national and regional governments. The May 2017 London Conference launched the Security Pact and the New Partnership for Somalia (NPS), which outlines the international community's support to address the country's most pressing security, economic and social needs. The conference also generated sector-specific roadmaps and strategies, including the Security Pact, the Comprehensive Approach to Security (CAS), and the National Security Architecture (NSArch). These frameworks offer a vision for the FGS, the Federal Member States (FMS), and the international community to cooperate towards sustainable security reform and steady long-term recovery.

**Key message:** The JPP takes advantage of the current situational opportunity to enhance collaboration in support of specific and realistic activities aimed at increasing the number of police officers operating across the country and their effectiveness in providing critical basic policing services to communities.

Recognizing that professional and accountable policing is a prerequisite for establishing security and rule of law in fragile areas, Somali authorities have developed Somalia's New Policing Model (NPM) and meanwhile through the CAS2B SWGP-mechanism inter alia a Daraawish Concept Note based on the NPM is under development and consultation that it is expected will guide Daraawish development across Somalia.) The NPM codifies a two-tier policing structure comprising the Federal Police to emerge from the existing Somali Police (SPF) and FMS Police services. While the division of responsibilities and labour has not been fully delineated, FMS Police services have started assuming greater responsibility in delivering policing in their respective states. This will accelerate in pace with the implementation of the Transition Plan aimed at facilitating the conditions and the time-based drawdown of the AMISOM Force over the coming years. Whilst the principle of equitable division of resources remains, the JPP recognises the importance of the Somali Transition Plan and the priorities outlined therein.

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<sup>4</sup> Pages 1-5.

<sup>5</sup> Pages 12-17.



In light of this transition, the Somali State Police services at both levels are in need of significant support in generating personnel and developing their knowledge, capacity, and skills to perform their duties. As such, the AMISOM Police Training and Development Unit in partnership with key Somali stakeholders (e.g. SPF Training Department) and coordinated through the PPDB are implementing programmes aimed at building institutional capacity of the future Federal and State Police services, including Daraawish branches, and equipping them to fulfil their respective mandate. The provision of basic and specialized training and stipends payments at both the federal and state levels is in keeping with the National Security Architecture to professionalize Somali security institutions and forces within the framework of the Comprehensive Approach to Security. The NPM was adopted by the National Leadership Forum in June 2016 and subsequently re-affirmed at the London Conference on Somalia in May 2017 under the Security Pact. The international community has welcomed these developments and provided assistance to the SPF and State Police services in implementing the NP. Nevertheless, the continuation and expansion of these efforts are critical in the coming years.

International funding has been crucial in sustaining the SPF and State Police services and will remain essential for the creation of effective federal and state Daraawish branches in returning a degree of security and rule of law to the country. This Programme supports the Federal and State Police services, including Daraawish branches, in implementing the NPM by bringing together donor funding of the police into one place and enables the efficient and effective allocation of resources against agreed priorities. By doing so, it allows the International Community (IC) to build a stronger strategic partnership with Somali police and for donor support to be provided in an increasingly coordinated and collaborative manner.

To-date support from the IC to policing in Somalia has neither been sufficiently joined-up nor has it been able to operate against clearly defined priorities, which are informed by realistic police development plans. With the Security Pact agreed at the London Conference endorsing the NPM as a key pillar of the new National Security Architecture; and with a new commitment from the Federal Government and the international community to increase coordination, the context has changed.

In 2017 the Federal Ministry of Internal Security (MoIS) and Federal Member States Security Ministries established a new consultation structure emerging from the NPM agreement including the Conference of Ministers of Internal Security (CMIS); the Council of Police Commissioners (CPC)<sup>6</sup>; and the Somali Technical Working Group (STWG)<sup>7</sup> comprised of senior political representatives and police. This institutional coordination framework will continue to link to the CAS Strand 2(b) process and identify policing priorities and allocation of resources for police development in Somalia. Within this structure, the FMS and FGS have developed one Somali Federal and five State Police Plans (

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<sup>6</sup> The CMIS and CPC are financed through the Joint Security Sector Governance programme.

<sup>7</sup> The role of the Somali Technical Working Group (STWG) is to coordinate the overall implementation of the new policing model and to prepare strategic decisions by the CoPC and CoMIS.

Working in partnership with Somali Police at the federal and state levels and utilizing the horizontal and vertical connectivity enshrined in this new management structure, the international community now has an opportunity to enhance collaboration in support of specific and realistic activities aimed at increasing the number of police officers operating across the country and their effectiveness in providing critical basic policing services to communities.

In addition to basic policing, this also holds true for international partners' support to the Federal and State Daraawish branches with the goal of enabling them to start assuming their security responsibilities in alignment with the Transition Plan and the New Policing Model. The JPP is a key mechanism to enable this opportunity to be seized. It also allows an easy coordination with bi-lateral international activities in the field of police development which ensures a comprehensive and coherent approach. The development of the police will play an important role in supporting wider stability and development objectives in Somalia and building confidence in wider political settlement processes across the country.

## **2. Strategy**

This programme follows an integrated approach to ensure that support to the police in Somalia uses as its basis the evolving Somali Federal and State Police Plans. It is based on a theory of change that focuses on the development of the State Police services and the Somali Federal Police and building federal coordination on police development through the existing institutional coordination mechanisms including the FMS Technical Committees (TCs), STWG, CPC, CMIS and the Comprehensive Approach to Security (CAS) Strand 2(b) to identify policing priorities and the allocation of resources for police development in Somalia.

The JPP strategy for 2018-2022 aims to increase police presence and visibility across the major population centres and their supply routes in the FMS by encouraging newly deployed police to conduct patrols and to develop positive interactions with their communities. It is recognized that these nascent State Police services will continue to refer a majority of community members seeking assistance to traditional dispute mechanisms but that over time (increasingly from 2021-2027) will focus on basic investigations linked to the emerging formal justice system is required. The Programmes Theory of Change (2018-2022) was developed in 2017 by DfID during

**Key message:** The JPP will work to promote and contribute to a capable, accountable, acceptable and affordable security sector, with full respect for human rights and the rule of law, underlining that it is a crucial element in establishing long-term peace in Somalia.

The JPP takes advantage of the current situational opportunity to enhance collaboration in support of specific and realistic activities aimed at increasing the number of police officers operating across the country and their effectiveness in providing critical basic policing services to communities.

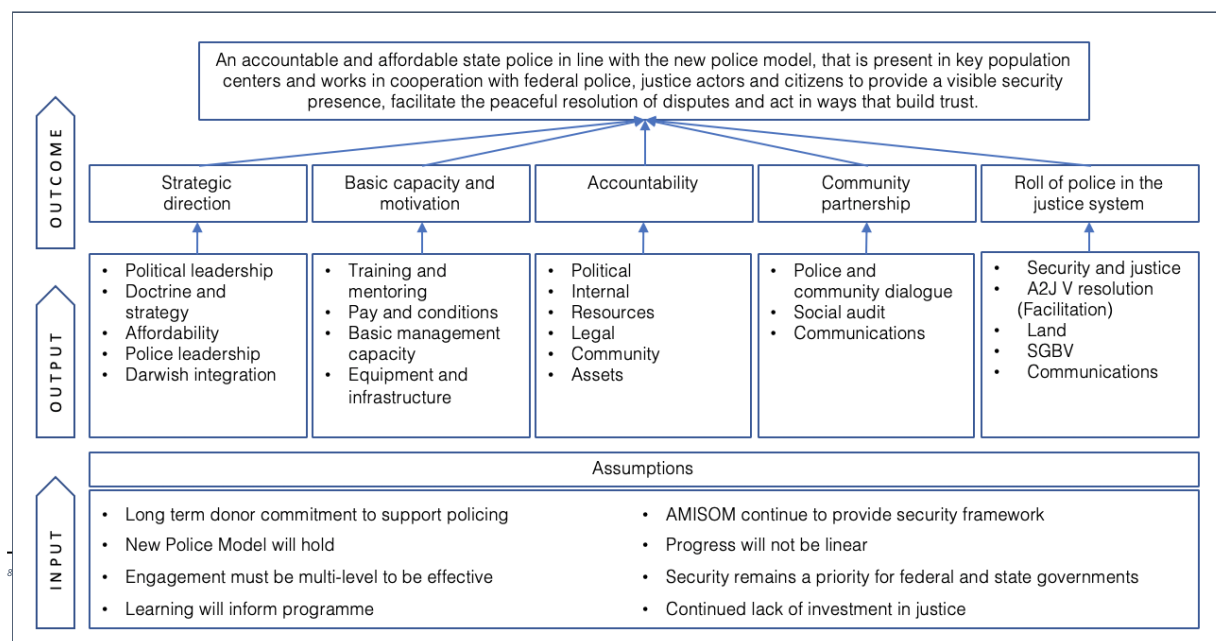
their facilitated consultations that involved key donors and implementing partners supporting the police in Somalia<sup>8</sup>.

The strategic approach underpinning the implementation of the JPP is the acknowledgement that police development is both a technical and a political exercise. In the context of Somalia, it is crucial that the federal and state police development efforts are informed by and contribute to broader political processes. This strategy recognises that reforming the police sector in Somalia is a long-term effort and that significant challenges persist. The strategy is based on the provision of support to the Government of Somalia to: develop State Police Services in Jubaland, South West State, HirShabelle and Galmudug; reform the Puntland Police; transition the Somali Police Force into the Federal Police and create effective federal and state Daraawish branches.

The programme will build on the decision of the National Security Council to allocate 4,571 officers to each FMS from the 32,000 police officers set as the ceiling in the National Security Architecture, and 9,145 officers allocated to the Federal Police and Banadir. The Technical Committees will continue to function and focus on the implementation of their plans to establish State Police services and to also contribute to the constitutional review and the development of police-related legislation.

The Comprehensive Approach to Security (CAS) Strands set the framework for coordination on the implementation of the NSArch. CAS Strand 2(b) focuses on the coordination of support to the Ministry of Internal Security (police, intelligence, maritime, DDR and immigration). The Sub-Working Group on Policing (SWGPP), under Strand 2(b) will provide the forum for the government, donors and implementing partners to discuss the police priorities and the allocation of resources under this Programme.

Figure SEQ Figure \\* ARABIC 1: JPP Theory of Change (2018-2022)



The JPP brings together funding from international partners which will coordinate the existing contributions to procure non-lethal equipment; construction; stipends; training, development and mentoring; legal framework and policy development; and institutional development in civilian oversight and governance related to policing in Somalia. This programme will be aligned with strategic and operational discussions within the context of the SWGP and in collaboration with the joint MoIS and FMS management structures. The programme will enable the existing Police Plans to set the direction for the Somalis, UN and donors, and clarify how donor contributions can be best used to support the development and reform of police in Somalia.

<b>Strategic Guidance</b>	<b>Priority areas</b>
National Development Plan (2017-19)	Chapter 2 - consolidating peace, inclusive politics, security and rule of law
Roadmap to Security and Justice 2017-2020	Chapter 5 – Ministry of Internal Security
Comprehensive Approach to Security	Strand 2(b) is the overall coordination body of international support to Somali led efforts in building the Somali Police
Federal and State Police Plans	Priorities identified in the Federal and State Police plans for the years 2018-2021, regularly updated by the respective line ministry.
Sustainable Development Goal 16	Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels
Security Council Resolution 2358 (2017)	Swift implementation of the National Security Architecture, in order to develop Somali-led security institutions and forces, both military and civilian, that are capable, affordable, acceptable and accountable with the ability to provide security and protection to the people of Somalia as part of a comprehensive approach to security.
United Nations Strategic Framework	Priority 2, (supporting institutions to improve peace, security and safety, democratic oversight, and the rule of law and safety of Somalis)

*Table 2: Strategic guidance for the JPP*

This programme creates a framework that will enable better coordination among the existing interventions that support the police. The current/anticipated interventions focus on training and equipping, infrastructure support, security sector reform, community-oriented policing and accountable governance all of which are aimed at

enhancing the professionalism and the capacity of the emerging Somalia Federal Police and the State Police, including federal and state Daraawish branches.

### **3. Inception Phase**

An inception phase of seven (7) months took place during which the following tasks were finalized allowing for the Description of Action to be updated:

- Costed and detailed Activity Work Plan for the implementation period of the Joint Police Programme detailing the list of activities (budgeted) as well as the designation of implementing partner.
- Finalized and updated Logical Framework, based on the aforementioned Activity Work Plan.
- Finalized Monitoring & Evaluation plan
- Updated communication & visibility plan
- JPP Secretariat Terms of Reference

### **4. Programme coordination**

The aim of the programme is to strengthen the strategic partnership between the FGS, FMS and the IC in implementing the NPM, allows coordination with bi-lateral projects and eases alignment with other programmes within the wider rule of law environment. Furthermore, the programme will seek to harmonize and standardize donor funding in support of this implementation. The JPP will disburse funds against specific outputs through work requests, based on a set of predetermined eligibility criteria which will need to be in place for funding to be allocated. These work requests would include tasking to specific implementing partners within the programme, to be agreed by the Executive Board. These include:

- Supporting the new national-level STWG that includes both SPF and state representation. The STWG brings together representatives of the ministerial and police establishment and will be supported by both UNSOM and AMISOM Police.
- Support the delivery of agreed federal and state level police plans - with priorities as summarised in each of the plans. These plans have been developed in alignment with the Somalia National Development Plan 2017-2019, the National Security Policy, the Security and Justice Roadmap and the New Policing Model.
- Preparing, adopting and embedding policies and procedures within the Somali police for human resource and financial management, as well as career development (recruitment, promotion, retirement).
- Enabling Daraawish branches of both Federal and State Police services to start assuming security responsibilities in liberated areas in alignment with the Transition Plan and the NPM.
- Complying with UN human rights requirements related to all individual police officers and institutions that would be supported through this programme.
- Predetermined eligibility criteria to include but not limited to:

- A standalone police development plan needs to be in place for each FMS as well as for the Federal Police.
- Clear linkages to the police development plans and the proposed activities
- An inventory of police stations/posts (with specific known geographic location) and vehicles.
- FGS and FMS budgets are in place that includes provision for police expenditures.
- Links to other non-JPP funded but related projects or programmes that are funded bilaterally through the FGS.
- Where appropriate the JPP will explore synergies with other on-going programmes on human rights, justice, JSSGP, M&E Goal 16 and PCVE.

## **5. Results and partnerships**

The overall objective is to increase, across and throughout Somalia, the presence of an effective and accountable Federal Police as well as State Police services capable of delivering basic policing services as a contribution towards improving security and access to justice to civilian populations in accordance with provisions set in the NPM, the Security Pact and the NSArch. The targeting of capacity building needs and priorities in the JPP will be coordinated through the Police Professional Development Board (PPDB) in close conjunction with any line ministry responsible for policing while the MoIS also ensures that the activities are coherent with the national Transition Plan. Specific objectives include:

- Ensure that a police presence is operating in and around the respective FMS capitals (Jubaland, South West State, HirShabelle, Galmudug and Puntland) and at least one other urban area in each FMS.
- Ensure that some effective police are operating in and around the Banadir region, able to carry out its responsibilities effectively and efficiently.
- Ensure that the Federal Police is equally developed in its specialized functions country-wide, and able to perform it in synergy and due coordination with FMS Police, as envisaged in the NPM.
- Ensuring all police entities are adequately framed within credible organisational structures including financial, human resources and asset management systems.
- Promote effective accountability of police performance and behaviour – including respect for human rights.

### **5.1 Programme outputs**

#### **Policing presence and visibility increased in targeted locations (Outputs 1-3)**

**Output 1: Procurement of non-lethal support equipment to Federal and State police forces**



To maximise usage of available funding, and ownership/leadership of and by the Somali authorities, the use of the National Window will be explored and presented to the Executive Board for endorsement and approval.

Procurement of items such as uniforms, boots, basic policing equipment, mobility and communication devices, etc. according to quantity, location, estimated value and time schedule for the requested non-lethal support equipment can be procured. Once funds are available to cover the full value for such procurement, UNOPS or any other Implementing Partner (IP) designated by the Executive Board will initiate the procurement process in accordance with its Procurement Rules and Regulations. The procurement will automatically be derived from the appropriate budget. The Secretariat will incorporate the necessary steps in engaging the Somali government representative in the processes to build the capacity of the national procurement process and financial systems upon endorsement of the use of the national window.

#### **Output 2: Provision of infrastructure support through rehabilitation and construction of police facilities**

Infrastructure will include but is not limited to rehabilitation and construction of existing or new police stations, police training institutions, and specialized policing infrastructure needs. A site assessment must be carried out followed by the development a statement of work, with an estimate of initial costing.

The designated IP by the Executive Board will only undertake works for an agreed scope provided that full funds are available for that specific scope.

#### **Output 3: Provision of financial support to State and Federal Police forces**

Federal Police officers will be paid stipends through country payroll systems, and State Police officers through either FGS' country systems or a UNOPS and commercial bank arrangement. During this programme, the payment of State Police officers' stipends will gradually progress through country systems to create a standardised country-wide approach. Synergies with ongoing Public Finance Management programmes (e.g. PREMISE<sup>9</sup>, PFMII<sup>10</sup>) will be made.

A specific and duly substantiated request could be made to use this output to fund the retirement of police personnel, instead of using it as a top-up to salary payment. However, this option should only be considered if there is evidence that such payments will be part of a wider plan for transforming the police and policing outcomes, and it is clearly and effectively articulated as a priority, anchored by appropriate policies, reforms and legislation.

#### **Output 4: Provision of training [basic and specialized], assisting and advising**

This output would be further elaborated by the Executive Board in close collaboration with the Somali Police Support Office (SPSO), the UN and other external training providers to ensure non-duplication of training efforts and that outputs are precisely

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<sup>9</sup> HirShebelle, Galmuduug, South West State, and Jubaland State

<sup>10</sup> Federal Government, Puntland.

aligned with jointly agreed requirements and priorities established in the strategic police plans.

The training covered under this component will focus primarily on developing general core policing capacity (initial; refresher; and leadership) delivered by AMISOM and coordinated by the PPDB and/or other implementing partners – and working to develop, support and facilitate Somali delivery of training wherever possible. Additional training, addressing specialized functions and the provision of management training for key organizational functions (e.g. finance, human resource management etc.) would continue to be identified in consultation with the SPSO and carried-out through other channels and mechanisms, including under the Security Sector Reform Programme (still under development) and within the coordination framework of the Police Professional Development Board (PPDB). Human rights issues will be mainstreamed across all training provided. Training of Somali trainers will be given a high priority.

The State Police will continue to refer the majority of community members seeking assistance to existing traditional dispute mechanisms but over time (increasingly from 2021-2027) a focus on basic investigations and linking to the emerging formal justice system is required. Supporting the existing capacity in Benadir and the emerging criminal investigation units (CIU) in the state capitals to build the capacity to refer victims of crime to existing victim support agencies will be required. The establishment of district-level justice coordination committees (involving police, justice and corrections services) in targeted locations will also be considered to improve the quality of investigations, prosecutions and adjudications and to promote the provision of victim support services during the investigation, prosecution and trial phases.

#### **Output 5: Provision of support to legal framework and policy development for Somali Police Services**

While the Federal Police Act has been developed, it is imperative to develop the Police Acts of the FMS and further police legislation, which shall be harmonized with the constitutional review process and the other major laws of the country. This output will be led by the MoIS and its burgeoning Legal and Police Offices, working with FMS counterparts. The laws shall be developed based on a range of consultations with specific community groups, the business community, academia, NGOs, lawyers and the judiciary. This output will also be required to cover support to MoIS, relevant FMS authorities and the police services in putting in place the necessary police human resources and payroll processes at both Federal and Federal Member State level.

#### **Output 6: Support to effective oversight and governance of policing**

The NPM provides that the oversight functions of the Federal Police will be undertaken by the MoIS at the federal level and by the Parliamentary Security Committee of the Federal Parliament. The State Ministries of Security and the State Parliamentary Security Committees shall oversee their respective State Police service (Art. 14). There is very limited capacity for effective civilian oversight within the FGS MoIS and the State Ministries of Internal Security (FMS-MoIS). The federal MoIS has recently developed the MoIS Institutional Development and Capacity Building Plan,



which sets the objectives and pathways for the MoIS especially the police as it embarks upon an institutional development and capacity building plan. The JPP will not be the only funding mechanism working in this space so there will be a need for effective coordination and coherence with wider initiatives such as the Joint Security Sector Governance Programme (JSSGP)<sup>11</sup>.

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

The institutional coordination framework established by the MoIS to enhance coordination between the FGS and FMS in 2017 has created positive interactions under a federal system of policing. The Somali Ministries responsible for policing through the federal and state Technical Committees, JTC/STWG, CPC and the CMIS will continue to contribute to linking this work to the implementation of the Transition Plan and to the broader development of rule of law in Somalia. The integrated governance structure for the Somali Police (TCs, JTC/STWG, CPC and CMIS) will continue to be used to identify police reform priorities and developing work requests that are considered by the Sub-Working Group on Police (SWGP) and the CAS Strand 2B processes. To enhance this planning and coordination even further and to support the JPP, the MoIS, after consultation with the FMS in the CMIS and CPC intends to establish a Somali Police Support Office (SPSO) if possible within the Airport Police Station. This will provide working space and enable the Somali authorities to deliver on their liaison role with UNOPS and others to provide oversight and support for the implementation of JPP activities.

The provision of direct support to the police by the programme will be supplemented by wider support to the development of key governance and oversight mechanisms, and legal framework. Although this programme can make a contribution, it is also the case that important aspects of police development in Somalia will be also be funded through alternative mechanisms and project and programmes. Through the Comprehensive Approach to Security (CAS) structure and the FGS and FMS governance structures, this programme will proactively seek to coordinate with wider complementary initiatives and activities across the IC and government to build synergy and actively promote this wider approach to police development.

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

In addition to the basic policing, the need for the creation of Daraawish has been recognised. The Daraawish units of the Somali Police are traditionally well accepted security providers, and are foreseen in the setup of security organizations at Federal and State level, as mapped out in the National Security Architecture and Somalia's New Policing Model. With the successful start of operations implementing the Somalia Transition Plan it has become evident that military gains must be backed by the deployment of highly capable Daraawish units to take over critical tasks at specific locations in the holding phase, in order to extend the rule of law into contested areas

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<sup>11</sup> The JSSGP will support Defense and Security Committees of the Lower House and the Security Committee of the Upper House with capacity building and started with Defense Committee in 2018. JSSGP aims to provide similar support to the State legislatures. JSSGP also aims to develop and capacity build FMS MoIS in a similar way it does now to MOIS.

and release Somali National Army troops for further front-line operations. Therefore, Daraawish will play a critical role in the transition from military intervention to peace, security and stabilization.

Daraawish are first and foremost a police capability, not a military or paramilitary capability. Federal and State Police Daraawish are specialized police capabilities, optimised to operate in higher threat and semi-permissive environments, usually in formed units and with enhanced levels of mobility, protection and weaponry. All Daraawish personnel must be trained first to conduct policing duties but these units must also be capable of operating in the immediate aftermath of SNA clearance operations to support “hot stabilisation activities” including key leader engagement, early recovery etc. before the handover of routine security responsibilities to other police elements. To support Federal Member States (FMS) in the initial phase after SNA operations, Federal Police Daraawish will be enabled for rapid deployment to newly liberated areas and will hold the ground, until State Police Daraawish are able to take over tasks in a meanwhile largely permissive environment.

This output provides funding to Federal and State Police Daraawish branches’ activities

- Policing presence and visibility increased in targeted locations:
  - Procurement of non-lethal support equipment.
  - Provision of infrastructure support through rehabilitation and construction of police facilities.
  - Provision of electronic stipend payments.
- Provision of training [basic and specialized] & development support, including assistance and advice, to Somali Police Services.
- Provision of support to legal framework and policy development for Somali Police Services.
- Support to effective civilian oversight and governance of policing.

Institutional coordination addresses police development and reform in Somalia.

## **5.2 Resources required and contributions to achieving the expected results**

The Somali government, UN and programme partners will continue advocating for additional donors to contribute to the JPP. Donors can formally specify to the UNOPS Secretariat what outputs they want to support and those they do not want to contribute towards. It will be a condition of this programme that individual donors cannot claim specific activities as their own because the spirit of this joint programme is built around a partnership where donors are buying a stake in targeted outputs and therefore can claim a percentage of the results across the entire output.

Output 8 is established as a specific window for support to the development of Federal and State Daraawish. Only funds specifically earmarked for Output 8 can be utilised to support the development of the Daraawish components at federal and state levels. Funds allocated to outputs 1-7 cannot be reallocated to output 8. Donors shall earmark contributions to output 8 and such contributions will continue to reflect the equal distribution (14.3%) of those funds to each FMS, and 28.5% to the FGS in line

**Key message:** JPP Donors must buy a stake in targeted outputs instead of specific activities, therefore, they can only earmark funds to a specific JPP output.

with the equal share among 32,000 police officers foreseen during the National Security Council on 3 December 2017<sup>12</sup>. Please refer to section 6.5 for more information on the JPP allocation and other work request requirements.

### 5.3 Partnerships

The key counterparts are the federal and state level ministries responsible for policing, the State Police Services, the Somali Police Force/Federal Police and police in Benadir. The UN coordinated by UNSOM Police and in collaboration with the UN implementing partners (with their respective fiduciary responsibilities) will work in partnership with AMISOM Police in order to fulfil their mandates. UNSOM and AMISOM Police will work closely with the MoIS (SPSO) and relevant authorities on federal and state level to ensure a coordinated approach to police development.

It will be important that the JPP works closely with those providing support to the police outside of the JPP structures (e.g. other key international donors contributing to the Somali Police currently include the U.S. State Department that will continue to lead on the development of police investigation capacity across the country and in supporting policing development in Benadir, the U.K. that is supporting the strengthening of counter-terrorism investigation and responses, Italy that is providing training to Daraawish forces and Turkey that is providing support to the training of trainers program). This broad support is coordinated under the Sub-Working Group on Police under CAS Strand 2(b).

### 5.4 Implementation of the UN's human right due diligence policy

The United Nations Human Rights Due Diligence Policy (UN HRDDP) obliges all UN entities providing support to non-UN security forces to ensure that this support promotes compliance with international standards among non-UN security forces receiving the support. Thus, UN entities must exercise due diligence and assess the risks of violations of international human rights, humanitarian or refugee law being committed by the recipient of UN support in the context of or during the period of the support.

In case of a potential risk, the UN is required to recommend the implementation of preventive and/or response actions by the recipient of UN support and/or by the UN to diminish the potential risk of violations being committed. The United Nations continues to work with the FGS and the FMS to implement recommended measures to prevent and respond to violations of human rights and international humanitarian and refugee law including:

- International human rights, humanitarian and refugee law training for police;
- Maintaining a database on targeted support for screened police officers;

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<sup>12</sup> This division of resources is consistent with the National Security Council decision of 3 December 2017 to apportion 9,145 police in the Federal Police and a total of 4,571 in each FMS. The Federal level allocation includes support for delivery of policing services in Benadir.

- Development of Human Resources Management System;
- Action Plans on Children Associated with Armed Forces and Groups and the Human Rights Road Map;
- Prevention and Response to Sexual Violence;
- Review of the Police Act and development of a model on the Use of Force;
- Reporting Mechanism (monthly updates that links support provided and any subsequent incidents involving civilian injuries/deaths, the circumstances of the incidents and measures taken to address violations)
- Joint Forum involving the Federal Somali Police leadership; and
- Enhanced accountability with external civilian oversight and complaint mechanisms.

## **6. Programme management**

### **6.1 Somali Joint Management Structures**

Throughout the JPP governance structure and decision-making processes, the primacy of Somali ownership will be ensured. Working through the auspices of the CMIS as necessary, the CPC, the Joint Police Technical Committee/STWG and administrative-wise through the Somali Police Support Office (SPSO) to ensure proper coordination and cooperation between the FGS and FMS Police services, inclusivity will be critical in ensuring alignment of activities to Somali political and operational priorities (e.g. National Security Architecture, Security Pact, NPM and the Somali Federal and State Police Plans). By cohering IC support through this programme, the objective is to enable the operationalisation of Article 5 of the NPM, which states that aid shall be shared in a fair and balanced manner.

#### **6.1.1 CAS 2b Police Sub-Strand**

Strategic and operational discussions will take place within the context of the CAS 2b police sub-strand in parallel with the new joint Federal MoIS and FMS Security Ministries management structure mentioned earlier in this document. This forum will be jointly chaired by the FGS MoIS, SPF and German Government as the international sub-strand lead. Other participants include Federal and State police, and international partners (UK, EU, IT, USA, AMISOM Police, UNSOM ROLSIG and key UN implementing partners). The CAS 2b police sub-strands role with respect to the JPP is to serve as a forum where the priority actions and *work requests* generated from within the Somali management structure and coordinated by the FGS MoIS, in consultation with their SPF and FMS counterparts, are discussed and endorsed. The CAS 2b police sub-strand will meet every two months, or *ad hoc* if necessary. From an international perspective, the CAS 2b police sub-strand is the forum in which implementation of the NPM will be tracked, and where operational and strategic priorities will be discussed and aligned with FGS and FMS priorities.

### **6.1.2 Federal and state programme participation**

The Federal and State Police (under the political guidance and control of the CMIS) will represent their viewpoint and interests by actively participating in the SWGP. They will confirm during the SWGP that the activities are in line with the priorities set out in the strategic police plans – which reflects the priorities in the evolving SPF/Federal Police Plan and finalized FMS police plans. FMS Coordinators have been established by the MoIS in order to work closely with the Programme and with the MoIS Police Advisor to facilitate programme implementation and to provide effective oversight of programme delivery within their respective states on behalf of the relevant FMS authority. These coordination arrangements that facilitate active and regular collective engagement by federal and state authorities in setting the agenda for police development in Somalia and overseeing and supporting the implementation of JPP activities will be strengthened through the creation of the Somali Police Support Office (SPSO) by the MOIS.

### **6.1.3 MoIS Police Advisor**

The role of the MoIS Police Adviser is to advise the Ministry of Internal Security on all matters related to Policing and closely coordinates with Federal Member State Police coordination bodies.

The Advisor will lead the SPSO in working closely with the Secretariat in order to ensure that all actions are aligned with those requirements and priorities jointly agreed by the Federal and State police authorities within the new management structure reflecting the Federal Police and State Police plans. Other responsibilities will include; 1) ensuring cross-government coordination, in particular, to ensure that police plans are mutually reinforcing with other government initiatives in the National Development Plan and 2) that projects are aligned with wider efforts to promote stability (e.g. state stabilization strategies) and establish rule of law.

**Key message:** The MoIS Police Advisor must ensure: That work requests reflect Federal and State police plans, Cross-government coordination and, Alignment of JPP projects to wider police stabilization efforts

To achieve these roles, the SPSO, led by the MoIS Police Advisor will engage in programme monitoring and evaluation and independent monitoring and evaluation activities in order to ensure oversight on behalf of MoIS and through them update the CoMIS and CoPC on a regular basis.

### **6.1.4 Somali Police Support Office (SPSO)**

A new office called the Somali Police Support Office (SPSO) will be created. Working in consultation with the UNOPS program Secretariat and with their support, the SPSO will play two key roles:

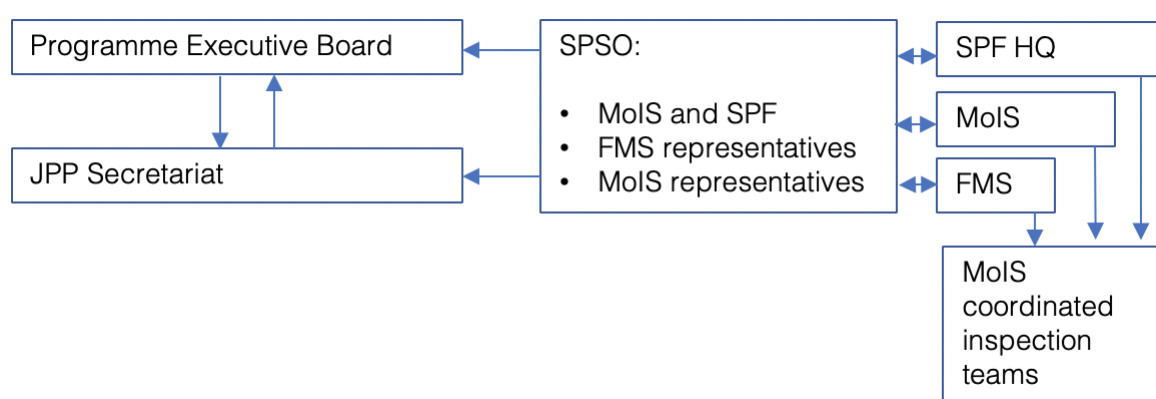
1. Bring together the priorities, agreements and decisions made through the Somali decision making structures and prepare sequenced, costed plans (with support from international community as and when required/requested) for

development of Somali police services and implementation of the NPM (and prepare and submit work requests to the JPP Executive Board for approval; and

2. Play a liaison function with the Secretariat to oversee, monitor, and report on all JPP funded activities to promote effective implementation and to assess impact.

The new office will be headed by the MoIS Police Advisor with additional participation from the SPF and FMS representatives. Their work will be facilitated by establishing appropriate facilities within the Airport Police Station within MIA to enable regular consultation with JPP partners and the wider international community.

*Figure 2: Somali Police Support Office*



## 6.2 Executive Board

The role of the Executive Board will be to approve the recommendations and all work requests. The Executive Board will determine the required resource allocation against the available operating budget of the JPP. Where the Executive Board raises questions or concerns about a specific work request it can refer these to the SWGP and SPSO for discussion, clarification and/or reconsideration.

**Key message:** JPP Executive Board decisions are made by consensus.

The Executive Board is co-chaired by the Federal Ministry of Internal Security and the United Nations. While normally there is just one senior responsible owner accountable for the success of the programme, the decision was made to give equal accountability to members of the board to ensure Somali ownership of the programme. Decisions are reached by agreement (consensus) of all members. Members will include the co-chairs, contributing donors, the SPF PC and agreed representatives from each respective Federal Member State ministry responsible for policing and State Police Commissioner. UNOPS is present in its capacity as Secretariat and the UNSOM PC and AMISOM PC as Advisors. In addition the UNDP Resident Representative and ROLSIG Director will attend Executive Board meetings as Global Focal Point advisors. The Executive Board may also invite additional participants as observers such as potential donors and IPs where their input will add value to the discussion and inform decision making of a particular meeting.

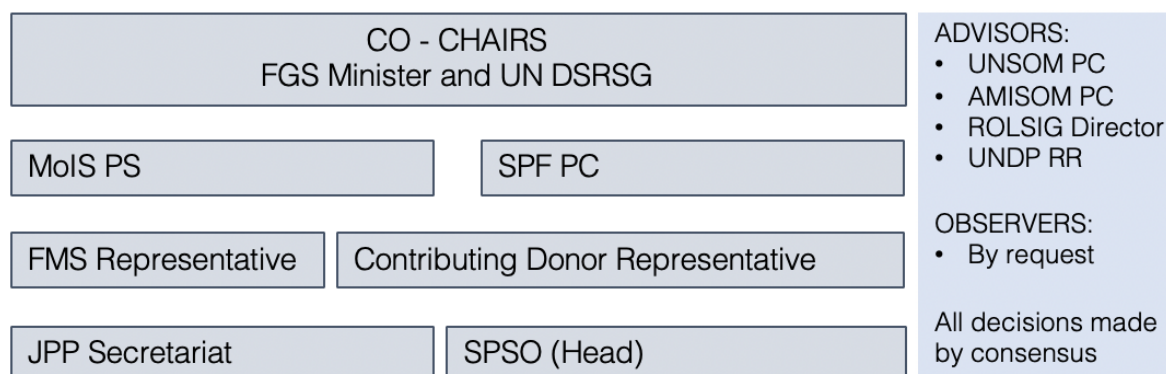
In coordination with SPSO, UNOPS will assume the function of the Secretariat that manages and coordinates the implementation of the programme to ensure efficient delivery. All approved work requests are communicated 'for information' by the Executive Board Secretariat to the Rule of Law Pillar Working Group under the NDP process.

The Executive Board responsibilities will include establishing social and environmental safeguards, fiduciary and operational standards. The Executive Board will convene at the outset of the programme and at least quarterly or whenever necessary. The Executive Board provides strategic direction and oversight and has decision-making authority for programming. Each implementing partner has programmatic, financial, and reporting responsibility for its part of the programme and will report through the JPP Secretariat to the Executive Board. The Executive Board has the following functions:

- Decision-making authority for programming; highest body for strategic guidance, fiduciary, oversight and coordination
- Facilitates collaboration between participating Implementing Partners and the host government for the implementation of the Joint Programme
- Co-chaired by the Minister of the FGS MoIS and UNSOM
- Reviews and approves the Programme Document and annual work plans, provides strategic direction and oversight, reviews implementation progress and addresses problems, reviews and approves progress reports and evaluation reports, notes budget revisions/reallocations
- Invites potential contributing donors as observers to the JPP Executive Board meetings.
- Shares information with the NDP Rule of Law Pillar, which will update the SDRF/Somalia UN MPTF.
- Refers allegations regarding fraud, corruption, collusive practices and other forms of misconduct to the Secretariat if needed. Investigations of allegations of wrongdoing by Individuals/Entities involved in the Programme which are contracted by the Secretariat or a UN implementing partner will be carried out by the Investigation Service of the UN organization with which the potential subject of investigation is contracted in accordance with that UN organization's internal policies and procedures.



Figure 3: JPP Executive Board



### 6.3 JPP Secretariat

UNOPS will have the triple role of (a) being the principle programme manager of the JPP (in close liaison with SPSO), (b) being an implementing agent for activities of the JPP and (c) providing the overall support in the form of the Secretariat. As such, the Secretariat is accountable to the Executive Board for ensuring work requests are implemented in a timely and effective manner by the IPs.

In close cooperation with the Somali authorities, particularly the SPSO, UNOPS will serve as the programme secretariat and is responsible for overall management and coordination of the delivery of the JPP, to agreed specifications, including monitoring and evaluation, purchasing and supply chain management and reporting to the Executive board. Costs associated with the Secretariat are drawn from the JPP.

**Key message:** UNOPS has several roles within the JPP: (i) Support to the Executive Board as the Secretariat, (ii) Support to the SPSO with programme management and, (iii) Main implementing partner for outputs 1-3 and 7.

As Programme Secretariat, UNOPS will deliver the following programme management responsibilities:

- Review work requests and ensuring adherence to the fund's standard operating procedures which will be developed by the Secretariat in close coordination with the Executive Board.
- Support SPSO with the preparation of work requests which will be originated through the Somalia Joint Management Structure.
- Prepare the agenda and minutes for Executive Board meetings.
- Assist the FGS MoIS with logistical arrangements required to convene the Executive Board meetings.
- Track Executive Board approvals, allocations and implementation progress through benchmarking, and identifying challenges.



- Prepare Narrative and financial reports for submission to the Executive Board.
- Receive and review implementing partner reports.
- Assist the MoIS in keeping the Executive Board up to date on CAS 2b police sub-strand recommendations.
- Facilitates collaboration between participating implementing partners and the host government for the implementation of the Joint Police Programme work requests.
- Use the programme's quality management strategy to ensure that the funds received are utilised for the purpose of delivering activities.
- Use the communication and visibility plan to ensure that the Executive Board is kept informed of key issues pertaining to the programme and support the effective visibility of the stakeholders.
- With the support of the UN Global Focal Point (GFP), inform the Somalia Development and Reconstruction Facility (SDRF) on the JPP results achieved and disbursements made as part of the overall IC's support to the Rule of Law.
- Inform the Rule of Law Pillar Working Group of the results achieved by JPP.
- Facilitate and support third-party monitoring and implement the internal M&E plan.
- Assist and support the SPSO to implement their activities as per their approved ToR.
- Facilitate information flow according to the direction given by the Executive Board.
- Draft any required Standard Operating Procedures for the JPP.
- Manage the Third-Party Monitors on behalf of the Executive Board.

#### **6.4 Funding mechanisms**

The programme is currently implemented by UN agencies and other implementing partners, with UNOPS as principal implementing partner for outputs 1, 2, 3 and partially 4 (related to logistics for new recruit training, and refresher and leadership training delivered through AMISOM in collaboration with Somali Police to increasingly develop police capacity to deliver training) and 7 (the Somali Police Coordination Framework meetings not already funded by other programmes). While UNDP principally implements outputs 4 (for specialist in-service training), 5 and 6. The Secretariat will organize a mid-term programme review which will assess progress towards the achievement of JPP outcomes as specified in this document and the JPP LogFrame and consider signs of early success and failure with a goal of identifying certain changes to ensure that the JPP achieves its intended results. The mid-term review will also review the programme theory of change and strategy, assess the quality of management and delivery and review its approach to sustainability. The MTR will also assess and detail the way forward to welcome other IPs

For all outputs, efforts will be made to use Somalia contractors and service providers, wherever feasible, in line with procurement rules of respective agencies and international procurement principles in line with procurement rules of respective

agencies shall be complied . Other UN specialized agencies and alternative non-UN implementing partners can be engaged for specific work where they offer a comparative advantage, and which shall be based on an agreement by the Executive Board.

The programme will contribute to the overall Federal Government approach to promoting Security and the Rule of Law and will also be a key component of the UN approach to supporting these efforts under the Global Focal Point Arrangement.

The following two options can be used by donors to contribute finances to the JPP.

1. The contributing donor signs a bilateral agreement with UNOPS that will contain this JPP document as an Annex; or
2. The contributing donor channels their funds through the Somalia UN MPTF specifically earmarking their financial contribution to the JPP that will contain this document as an Annex. All Participating UN Organizations (PUNOs) receiving direct funding from the MPTF Office, acting as the Somalia Multi-Window Trust Fund's Administrative Agent (AA), agreed to comply solely to the Memorandum of Understanding outlining their legal, financial and programmatic accountabilities and responsibilities under the Trust Fund. To that effect, transfers between PUNOs using funding received directly from MPTF Office through a UN to UN agreement is not permitted. A one per cent administrative fee shall be levied where funds pass through UNOPS to another implementing partner. UNOPS will ensure that only funds received through a bilateral agreement will be passed through from UNOPS to other IPs to ensure no duplication of an administrative fee occurs

This flexibility in funding arrangements for the programme will enable a greater share of resources for policing from various donors to be included within the programme, benefiting from a common governance mechanism, coordinated decision making on funding priorities and utilization, and including a consolidated financial and narrative reporting process through the programme's Secretariat.

All donor contributions channeled through bilateral arrangements with UNOPS are used only for the purpose of the execution of the JPP's intended actions and objectives and will thus all benefit from the same programmatic strategies. Each JPP implementing partner manages the activities for which it has assumed responsibility within the common work plan and the related budget of the JPP. The Somalia Development and Reconstruction Facility (SDRF) is informed by the Secretariat with support from the *UN Global Focal Point (GFP) mechanism on the JPP* results achieved and disbursements made as part of the overall IC's support to the Rule of Law.

## **6.5 Programme level approval of work requests**

The Executive Board will disburse funds against specific outputs through reviewed and approved work requests. All work requests will originate at FGS and/or FMS through the Somalia Joint Management Structure defined earlier and in line with Article 13 of the NPM and are prepared by the SPSO with the support of the UNOPS Secretariat. The outlined process will ensure that the IC and FGS/FMS are able to

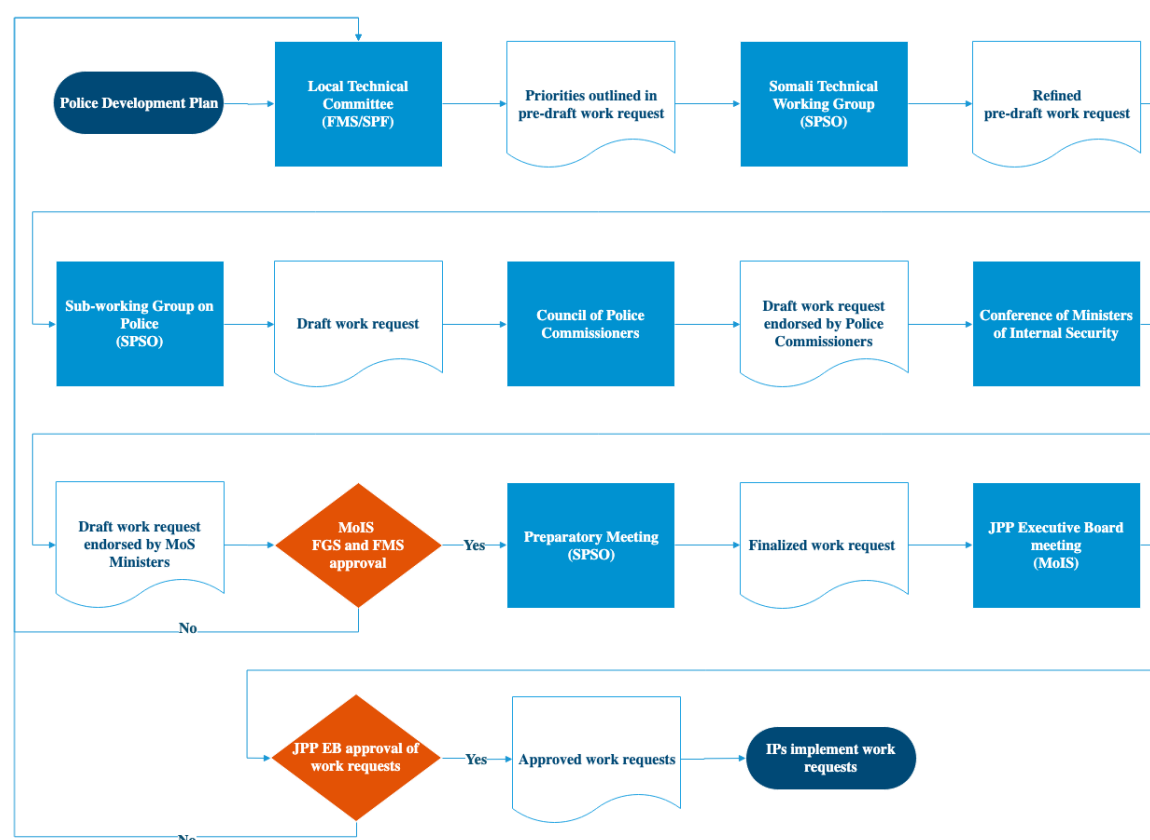
harmonize delivery of assistance to the police in an efficient manner with 360-degree visibility for all stakeholders—from planning to financing to IP selection to execution—to ensure value for money. Work requests are based on the following minimum criteria:

- Consensus exists within the Somali Joint Management Structure to support the particular work request.
- Supports the STWG's evolution and successive recommendations.
- Supports the delivery of the Federal Police Plan & State Police Plan endorsed by the CMIS and CPC.
- Demonstrates the sustainability of actions beyond the execution of a particular request and explains how these ties into the wider security and justice reforms including clarifying its coordination with the SDRF and SSF.
- Contains a budget breakdown for each proposed activity highlighting the implementing partner fees.
- Encourages preparing, adopting and using operational manuals and procedures for human resource and financial management, as well as career development (recruitment, promotion, retirement), and moving to wider country systems on all counts (including on financial management).
- Complies with UN human rights requirements related to all individual police officers and policing institutions that would be supported through this programme.
- Stays within the overall allocation envelopes<sup>13</sup> of 28.5 per cent for the FGS police and 71.5 per cent for the FMS police.
- Once the work request is approved and implementation commences, if the actual cost exceeds or goes under the approved work request budget by 10%, the budget amendment will have to be resubmitted to the Executive Board for approval.

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<sup>13</sup> This division of resources is consistent with the National Security Council decision of 3 December 2017 to apportion 9,145 police in the Federal Police and a total of 4,571 in each FMS. The Federal level allocation includes support for delivery of policing services in Banadir.

Figure 4: JPP work request process flow



## 6.6 Audit

Each implementing partner is responsible for auditing its own actions to the JPP, in line with each implementing partner's regulations, with a summary consolidation of results in a joint audit report coordinated by the Secretariat. The release of each implementing partner's internal audit report will be done according to that implementing partner's regulatory framework, and follow-up on audit recommendations are to be undertaken according to the procedures of the implementing partner. Internal audit costs levied on UNOPS will be borne by the project. Under the United Nations' single audit principle, the United Nations Board of Auditors has the exclusive right to carry out external audit of the accounts and statements of United Nations organizations.

## 7. Programme team

In close cooperation with the Somali beneficiaries, UNOPS as the programme's Secretariat and as an implementing partner will, in liaison with the SPSO, manage the programme on a day-to-day basis to ensure its smooth functioning. The team set-up for this programme will depend on the level of funding available and the level of work requests received to undertake the actions outlined above and may change to adapt to this. UNOPS' personnel from other on-going projects in Somalia are shared across different projects which is generally dependent on project complexity, duration, and requirements. Depending on the scale of work requests received, additional personnel may be required to be recruited.

However, it will be crucial that this programme appoints at least the following personnel:

**Programme Coordination Officer** - The Programme Coordination Officer (PCO) is an international staff who will provide programme management and coordination support to the JPP Secretariat and for specific financial accountancy during the lifespan of the programme. The PCO will ensure all approved work requests are handed over to the correct UNOPS and other IP project managers who will implement the set activities. The PCO will act as the link between the project managers and the Executive Board. They lead the development of SOPs, and programme strategies as well as maintain the programmes risks, issues and lessons learned. The PCO will ensure accurate records retention and will be accountable to the JPP for all aspects of Secretariat reporting and communication. The PCO will report to the UNOPS Head of Programme and will be located, full time in Mogadishu.

**Programme Budget Specialist:** An international position responsible for specific financial accountancy during the lifespan of the programme, maintaining programme awards and budgets in accordance with donor agreements, performing budget revisions as and when needed, monitoring and overseeing programme budgets to ensure that they are recorded accurately in oneUNOPS, updating programme status in oneUNOPS in accordance with changes in their lifecycle in a timely manner and ensuring accurate and timely client billing in accordance with UNOPS financial rules and regulations. Responsible for timely and accurate financial reporting and works closely with the Programme Coordinator and M&E Officer to ensure the financial reporting is submitted along with the narrative reports to the JPP EB.

**Monitoring and Evaluation Specialist:** The M&E Specialist is an international position responsible for monitoring and ensuring high-quality cost effective and timely inputs, and that programme activities are aligned to achieve the results of the programme's intended outputs. The M&E Specialist will be responsible for designing and implementing the monitoring and evaluation activities of the programme by assisting the Programme Coordination Officer in preparing quarterly and annual reports on programme progress and will monitor the programme activities on a regular basis, developing and maintaining the management information system of the programme, and will be responsible for the collection and analysis of different data in relation to the programme activities.

**Communications Specialist:** The Communications Specialist is an international position responsible for implementing communication strategies and plans that increase exposure of the JPP and mobilize public, political, and donor support. Ensures strong visibility and positioning of the JPP in the news-media on key issues of concern for the Somali police. The officer provides expert communications advice to the JPP EB and Secretariat and manages the JPP social media and external website. Liaises with FGS, FMS and UN communication bureaus and divisions on communications, messaging and other operational issues. Re-packages, writes, edits, and commissions information/stories to ensure frequent and regular news outputs for the JPP including briefing notes, press releases, fact sheets, press lines, 'if-asked' guidance notes, social media outputs, etc.

**Programme Support Officer:** This is a national staff position that provides direct administrative and financial support and specific financial accountancy during the lifespan of the programme. The Programme Support Officer will ensure all assets (physical, financial and human) are employed effectively and in the most cost-effective manner. The position will ensure accurate records are maintained for funds received and disbursed, and the initiation of procurement actions for the Secretariat in accordance with UNOPS' regulatory framework.

## 8. Financial and narrative reporting

UNOPS will be responsible for all narrative and financial reporting to the Executive Board for the contributions that UNOPS will hold in trust. In cases where donors opt to channel the funds through the Somalia UN MPTF in support of the JPP outputs, the IP will be required to report to the JPP Secretariat and to the Somalia UN MPTF. The JPP Secretariat will prepare a single consolidated report and submit to the Executive Board. This same report will be provided to any entities requiring reporting from the JPP such as the Somalia UN MPTF. The MoIS Police Advisor will support the JPP Secretariat in the preparation of the reports.

The JPP secretariat shall ensure that based on the initial risk analysis provided in section 12 a risk log shall be activated and regularly updated by reviewing the external environment that may affect the programme implementation.

- A. For contributions signed through a bilateral agreement with UNOPS (See section 6.4, option 1), financial reports to be submitted to the Executive Board will be as follows:

**Key message:** The Secretariat will only produce one narrative and financial report for the Executive Board on a quarterly and annual basis, and finally, one programme closure report.

- An interim financial statement is to be submitted 30 days after the end of the quarter together with a progress report.
- An annual financial statement with regard to the Contribution certified by an authorized official of UNOPS as of 31 December of the year in question, to be submitted no later than 30 June of the following year accompanied by an interim narrative report;
- One final financial statement certified by an authorized official of UNOPS to be submitted no later than 31 July following the year after the Project is financially closed, together with the final narrative report.
- Progress/Narrative reporting on results to be submitted to the Executive Board will contain the following:
- Compare actual Outputs with planned Outputs and analyse how these Outputs contribute to expected Outcomes of the Programme,
- Include information on how financial resources have been distributed among the Outcomes and Outputs, based on the overall results framework,

- Explain major deviations from plans and problems encountered, including a brief account of materialised internal and external risk factors to the Project and how these have been handled, and
- Include other information, as relevant, related to the implementation of the Programme.
- An annual progress report will also be prepared based on the results framework of the programme.

Each Implementing Partner shall set up a separate ledger account for the JPP and will account for the income received to fund its programme components in accordance with its financial regulations and rules. UNOPS will charge a fixed fee of 7% on the overall contribution.

In cases where reporting to the Executive Board involves contributions implemented by IPs other than UNOPS, the narrative and financial reports are to be submitted to the JPP Secretariat as per the UN to UN agreement signed between UNOPS and the IP or no less than 30 days before the reporting deadlines mentioned above if an agreement between both entities does not exist because, for example, the JPP funds have been directed to the implementing partner by the Somalia UN MPTF.

- B. For funds channelled through the Somalia UN MPTF, financial and programmatic accountabilities and responsibilities are detailed in the Memorandum of Understanding of the Somalia Multi-Partner Trust Fund.

## 9. Legal Context<sup>14</sup>

The table below outlines cooperation agreements which form the legal basis for the relationships between the FGS and each Participating UN Organization (PUNO) of the programme:

*Table 2: Legal basis for the relationships between the FGS and each Participating UN Organization (PUNO)*

PUNO	Agreement
UNDP	This Programme Document shall be the instrument referred to as the Programme Document in Article I of the Standard Basic Assistance Agreement between the Government of Somalia and UNDP, signed by the parties on 16 May 1977.
UNODC	The Government of Somalia signed the Standard Basic Assistance Agreement (SBAA) with UNDP on 16 May 1977 and agreed that the SBAA shall apply, mutatis mutandis, to assistance provided by UNODC.
UNOPS and UNMAS	An agreement of the Assistance was signed by the Government of Somalia and UNDP on 16 May 1977. This agreement provides a foundation under which UNOPS operates in Somalia.
UNICEF	This Programme Document will be the basis of a Letter of Agreement between the Relevant Ministries of the Federal Government of Somalia and UNICEF.

<sup>14</sup> The Implementing Partners/Executing Agency agree to undertake all reasonable efforts to ensure that none of the funds received pursuant to the JPP are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by the JPP does not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this programme document.

UN Women	An agreement of Assistance was signed by the Government of Somalia and the United Nations Development Programme on 16 May 1977. This agreement provides foundation under which UN WOMEN operates in Somalia
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## 10.Logical Framework

The Logical Framework Matrix together with the M&E plan are the two crucial monitoring tools, describing expected results, indicators (with associated baselines, targets and means of verification) against which the programme M&E Officer can monitor change. The logical framework is paramount to measure contribution to outcomes, as it establishes a causal link between activities, outputs, outcomes and the programmer's overall impact. It will allow for the JPPJPP's planned results in identifying target indicators and the key assumptions for achieving those targets, while the M&E plan will provide guidance through evaluating and monitoring programmed performance.

The logical framework will facilitate successful delivery of the project in various ways as it:

- Serves as the foundation of the programme, summarizing what the programme aims to achieve and how to get there. This overview helps to include the identification of stakeholders' needs and the definition of related objectives;
- Will be used as a reference point for assessing programmed performance during management meetings as well as to make decisions based on indicator progress information; and,
- Outlines the standards of measurement (targets, baselines and sources of information) by which progress towards results can be assessed.

To conduct effective benefits management, the Executive Board will establish baseline data, select appropriate indicators of performance, and design mechanisms that include planned actions. By setting the boundaries and metrics for the planned results the logical framework will define what is being measured, while the M&E plan will provide information on where to source the required information, how and how often data will be collected and will define who is responsible. The M&E plan will also include the role of Third-Party Monitoring in providing regular and independent analysis and assessments to support effective oversight of the JPP by the Executive Board. The SPSO, including the MoIS Police Advisor, will be engaged in all aspects of M&E as will FMS focal points in their respective states.

The JPP Executive Board can commission independent reviews and/or evaluations of the programmed if and when deemed necessary provided that such reviews comply with UN financial regulations and rule, including the Single Audit Principle. A mid-term assessment will be commissioned at the mid-point of the programme. Regarding programme closure, the Executive Board formally closes the programme, confirming that the programme has been completed.



## **11. Monitoring and evaluation**

The programme performance will be undertaken at the Federal level and across all FMS and will be monitored on a regular basis by the M&E Officer at the Secretariat, in some cases supported through 3<sup>rd</sup> party monitoring looking specifically at activities and outputs. The MoIS, working with FMS focal points, will also monitor and report on implementation. Each IP may have its dedicated M&E resource allocation to measure outputs.

The JPP M&E data will be owned by the Secretariat on behalf of the JPP Executive Board and will be shared with relevant entities upon assessing requests for information made to the Secretariat.

### **11.1 Third-Party Monitoring**

The Executive Board will consider and agree on the role of a Third-Party Monitoring service provider that will provide regular monitoring and assessments on the ground to confirm IP quality of IP delivery and also to assess impact. The Executive Board, informed by the logical framework, will agree on the key impact indicators that will be utilised by the Third-Party Monitoring service provider, in accordance with UN regulations and rules. The approach to TPM is agreed and the Secretariat will develop a term of reference and submit it to the JPP Executive Board for review and approval.

### **11.2 System to address Sustainable Development Goal 16**

To measure the outcome level the UN set up a dedicated rule of law outcome-based M&E mechanism (ROL-M&E) to follow the progress of the implementation of UN's contribution to enhancing rule of law looking specifically at SDG Goal 16 for Somalia. The ROL-M&E is part of the overall Somalia M&E system for monitoring progress of Sustainable Development Goal 16. This M&E mechanism will be managed separately to this programme by UNSOM-UNDP with key implementation agencies and government.

## **12. Programme strategies**

Since programmatic strategies are living documents, they can be found in detail in a separate document created by and updated as necessary by the JPP Secretariat. The following are the core strategies of the programme but more, especially related to sustainability issues such as and gender equality and empowerment, will be created by the Secretariat.

### **12.1 Sustainability Strategy**

The conflict sensitivity sustainability strategy will help ensure that all JPP projects benefit all end-users equally will ensure gender mainstreaming and infrastructure resilience considerations are taken into account. To do so, we must ensure that we

consider the different needs of different end-users, and what specific actions are required to meet their needs. The plan will include, inter alia, the following:

- Gender action plan
- Health, safety and environment plan
- Conflict sensitivity analysis
- Resilient infrastructure analysis

By doing so, our ambition is to ensure that our project benefits are equally accessible to all and contribute to improving the lives of people in need.

## **12.2 Quality management strategy**

The programme's quality management strategy will ensure that the funds received are utilised for the purpose of delivering activities within the 6 outputs as outlined in this document, are delivered on time, through accurate verification, within budget and to the required and pre-agreed quality standards. The quality assurance strategy and plan will be the overall responsibility of the Programme Coordination Officer. The plan will include, inter alia, the following:

- Confirmation of quality expectations.
- Quality tolerances for programme delivery
- Acceptance criteria.
- Quality responsibilities.
- Change Management procedures.
- Configuration Management Strategy.
- Standard Operating Procedure

## **12.3 Communication management strategy**

Effective communications will help ensure that the Executive Board is kept informed of key issues pertaining to the programme, including progress, issues, and any change to the risk environment. The Visibility and Communications Specialist will develop a Communications Plan inclusive of a stakeholder map and will submit the plan to the Executive Board for approval. The communications management strategy will consider the need of the following stakeholders:

- For donors, as partners and funding sources, the strategy will include specific details about the formal meetings, narrative and financial reporting which will be required through the life of the programme.
- UNOPS, as implementing partner, JPP Secretariat, and programme manager, will feature in the Communications management strategy as the lead entity responsible for ensuring effective communications at all times during the programme's lifespan.
- MoIS, working with FMS counterparts, will be supported in communicating progress in the delivery of the JPP in support of the implementation of the NPM

to wider external audiences beyond the JPP, particularly the key stakeholders and beneficiaries in Somalia.

## 12.4 Risk Management Strategy

The programme will follow UNDG Guidelines and the engagement risk management process, which includes an initial engagement risk assessment, quarterly assurance reviews, as well as tools for daily programme level risk management and a clear escalation criterion. The roles and responsibilities are defined as per the delegation of authority and shall be further detailed and agreed by the Executive Board.

Overall risk management is the responsibility of the MoIS Police Advisor; however, each individual implementing agency is responsible for the management of risks associated with the delivery of their specific activities under this programme. The MoIS Police Advisor will identify and report all risks, their likelihood and impact to the Executive Board through the Secretariat as and when necessary, including mitigation measures as appropriate. All risks and the impact and mitigation measures will be recorded in a Risk Register that is updated on a regular basis and detail the status of each risk and will have a unique, sequential risk identifier. Individual risk overviews will be entered on the risk summary which will be readily available for authorised individuals.

Security remains a central issue for programme implementation in Somalia. Following established security protocols for previous works delivered in Somalia and under the UN security framework, implementing agencies will take all necessary security risk mitigating measures for the implementation of this programme. Implementing agencies will work with the appropriate local and national authorities to establish an adequate level of security and in accordance with the UN Department of Safety and Security (UNDSS) rules and guidelines where appropriate. UN personnel movements in Somalia will be in accordance with UNDSS guidelines and regulations.

*Table 3: Key JPP Risks*

#	Description	Type	Impact and Probability	Countermeasures / Management response	Status
1	Insufficient capacity of UN partners to implement programme activities.	Organisational	Delay in the implementation of programme activities.  P = 2  I = 3	Activities are based on demonstrated capacities of UN partners. An effective governance mechanism will monitor progress both in terms of funding and implementation. The programme builds concretely upon past programmes and achievements making them realistic and feasible given current capacity.	

2	Lack of funding from donors.	Political	Lack of good governance and accountability might lead donors to stop investment to Somalia.  P=3  I=3	The programme introduces measures strengthening the accountability of state institutions and the capacity of rights holders, thus ensuring that the enhanced capacity of state institutions will benefit rather than being used against the people of Somalia. Follow-up with the partners and internal reallocation of funds if necessary.	Resource mobilisation strategy developed.
3	Changes in the political landscape negatively impact programme implementation	Political	Potential changes to the political landscape may delay or even halt implementation.  P = 33  I = 44	It may be necessary to re-prioritize activities. Possible mitigation measures include a committed focus on technical capacity development of institutional partners.	Monitoring of situation by Programme management and advice on taking measures as appropriate.
5	Initial commitment of counterparts to reforms and commitment to NPM fades during the implementation of the programme.	Strategic	Programme might be challenged if priorities are not implemented by justice institutions.  P = 2  I = 4	Regular follow up and orientation on federalism would be important and its information for better policing would be important	Capacity development of counterparts is ongoing.
6	CBOs and NGOs do not have the capacity to implement key components of the programme.	Organisational	Delay the implementation of activities  P=3  I=3	Capacity assessments will be conducted on the ability of national partners to implement parts of the programme.  A rigorous capacity development approach will help to strengthen capacities of local NGOs/CBOs.	Capacity development of local NGOs/CBOs ongoing.
7	Conflict in implementation areas.	Operational	Activities may be affected if programme implementation is suspended due to increased security risks. The risk of this is greater in relation to areas where state institutions are not present.  P = 2  I = 5	The programme will be implemented in sequence thus mitigating risks and increasing ability to continue even under adverse circumstances. Implementation of activities across a range of locations allows for some activities to continue while other areas become insecure. The programme will collaborate with local partners and actors to ensure that activities are implemented in culturally appropriate ways.	Some of the areas are stabilized.
8	Lack of capacity to implement NS Arch milestone)	Strategic	Programme might be challenged, if priorities are not implemented by justice institutions. P = 2 I = 4	Review and provision of information to all the strategic partners and key interlocutors of this programme	Capacity development of counterparts is ongoing

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