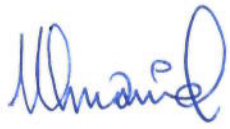




Title: Joint Police Programme (JPP) in Somalia

Brief Description
<p>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 is crucial over the coming years. To enable this, it is proposed to establish a dedicated programme that will support the Federal and FMS police implement the New Policing Model (NPM). This programme will seek to bring together donor funding of the police into one place and enable the efficient and effective allocation of resources against agreed priorities. By doing so, it will enable the International Community (IC) to build a stronger strategic partnership with Somali authorities and the police and enable donor support to be provided in an increasingly coordinated and collaborative manner. In order to safeguard Somali ownership, Somali capacity building and sustainment of the long term and continuity of the project the JPP will consider giving opportunity of contracting employment for local Somali entities. It is envisaged that the will fund work packages that fall under the following outputs:</p> <ol style="list-style-type: none"> 1. Policing presence and visibility increased in targeted locations: <ul style="list-style-type: none"> ▪ Procurement of non-lethal support equipment (strand 1); ▪ Provision of infrastructure support through rehabilitation and construction of police facilities (strand 2); and ▪ Provision of electronic stipend payments (strand 3). 2. Provision of training [basic and specialized] & development support, including assistance and advice, to Somali Police Services (strand 4). 3. Provision of support to legal framework and policy development for Somali Police Services (strand 5). 4. Support to effective civilian oversight and governance of policing (strand 6). 5. Institutional coordination addresses police development and reform in Somalia.

<p>Contributing Outcome: UN Strategic Framework priority 2: Supporting institutions to improve Peace, Security, Justice, the Rule of Law and safety of Somalis; and strategic priority 3: Strengthening accountability and supporting institutions that protect.</p>			
	Total Resources Allocated:	EU	€18.5M
		UK	£14M
		Total	USD 42M

Agreed by:

Minister of Internal Security	Deputy Special Representative of the Secretary-General, RC and UNDP RR	Deputy Special Representative of the Secretary-General, United Nations Assistance Mission in Somalia
 Name: H.E. Mohamed Abukar Islow Duale	 Name: Mr. Peter de Clercq	 Name: Mr. Raisedon Zenenga
Date: 11 June 2018	Date: 14 JUNE 2018	Date: 20 JUNE 2018

Abbreviations

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
IP: Implementing Partner
JPP: Joint Police Programme
JPTC: Joint Police Technical Committee
MoIS: Ministry of Internal Security
MPTF: UN Multi Partner Trust Fund
NDP: National Development Plan
NPM: New Policing Model
NPS: New Partnership for Somalia
NSA: 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
SWGPP: Sub Working Group Police
UNDP: United Nations Development Programme
UNOPS: United Nations Office for Projects and Services
UNSF: United National Strategic Framework

I. SITUATIONAL ANALYSIS

The current development challenges are outlined in detail in the Federal Government of Somalia's *National Development Plan (2017-2019)*¹ and *United Nations Strategic Framework: Somalia 2017-2022* (UNSF) so will not be reproduced here. However, with particular reference to policing, 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. 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). 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. Most recently, 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 road maps and strategies, including the Security Pact, the Comprehensive Approach to Security (CAS), and the National Security Architecture (NSA). These frameworks offer a vision for FGS, FMS, and international community cooperation towards sustainable security reform and steady long-term recovery.

Recognizing that professional and accountable policing is a prerequisite for establishing security and rule of law in fragile areas, Somali authorities have developed a New Policing Model (NPM). The NPM codifies a two-tier policing structure comprising the Federal Police (also known as the Somali Police (SPF)) and FMS Police (also known as Regional Police). While the division of responsibilities and labour has not been fully delineated, some FMS Police 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 time-based drawdown of the AMISOM Force over the coming years.

In light of this transition, the state police are in need of significant support in developing their knowledge, capacity, and skills to perform their duties. As the SPF develops its roles as envisaged by the NPM, they will also require further assistance and support. As such, the AMISOM Police Training and Development Unit in partnership with key Somali stakeholders (e.g. SPF police training department) are implementing programmes aimed at building institutional capacity of the federal and state police forces and equipping them with necessary skills required to fulfil their mandate. The provision of basic police training and stipends payments at both the federal and state levels is in keeping with the National Security Architecture to professionalise 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 regional police forces in implementing the NPM. The continuation and expansion of these efforts is critical in the coming years.

International funding has been crucial in sustaining the Somali Federal and Federal Member States (FMS) Police Services in returning a degree of security and rule of law to the country. This Programme will support the Federal and FMS police implement the New Policing Model (NPM) by bringing together donor funding of the police into one place and enable the efficient and effective

¹ Pages 1-5.

² Pages 12-17.

allocation of resources against agreed priorities. By doing so, it will enable the International Community (IC) to build a stronger strategic partnership with Somali authorities and the police and enable 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 that includes the Conference of Ministers of Internal Security (CMIS); the Council of Police Commissioners (CPC); and the Joint Police Technical Committee (JPTC)³ 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 a Somali Federal and State Police Plan (SF&SPP) that is a compilation/synopsis of the needs and priorities drawn from the FMS state police plans. The SF&SPP will be regularly updated with input from the evolving FMS state police plans and the forthcoming SPF plan - and will be central to providing the strategic direction that sets the needs and priorities to be addressed by this JPP.

Working in partnership with Somali authorities at the Federal and State levels and utilizing the horizontal and vertical connectivity enshrined in this new management structure, the IC now has a real 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. The JPP is a key mechanism to enable this opportunity to be seized. The development of the police will play an important role in supporting wider stability and development objectives in Somalia and broadening, deepening and building confidence in wider political settlement processes across the country.

II. STRATEGY

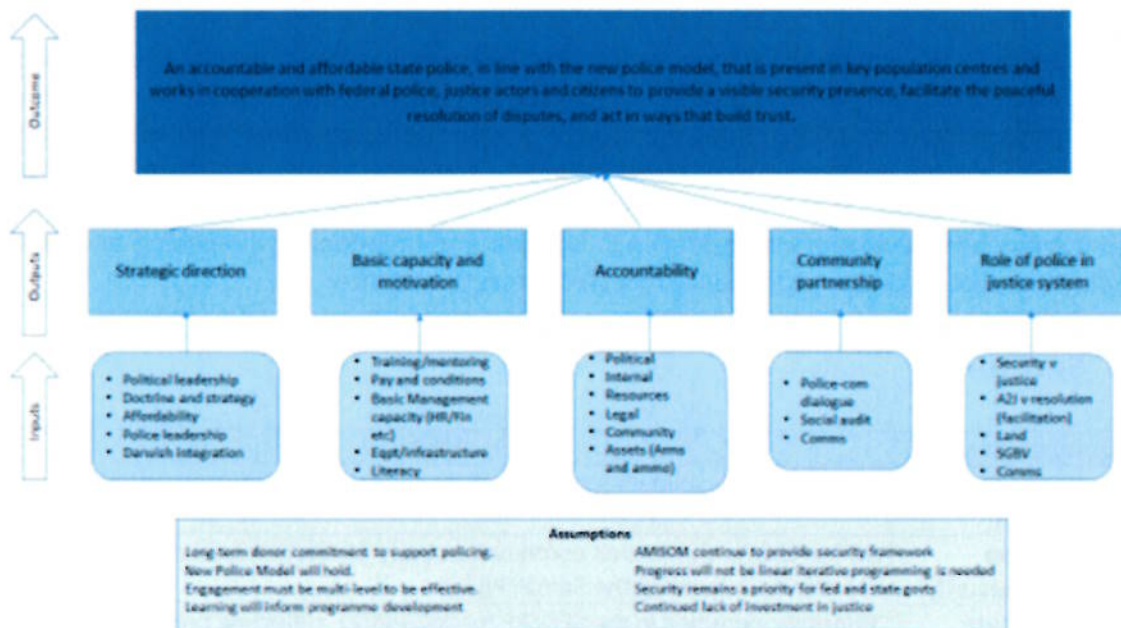
Strategic Guidance	Priority areas
National Development Plan (2017-19)	Chapter 2 - consolidating peace, inclusive politics, security and rule of law
Comprehensive Approach to Security	Strand 2(b) is the overall coordination body of international support to Somali led efforts in building the Somali Police
Federal and State Police Plans	Priorities identified in the SF&SPP for 2018-2021, reflecting the evolving SPF and FMS police plans, and regularly updated by the MOIS.
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.

³ The role of the JPTC is to coordinate the overall implementation of the new policing model and to prepare strategic decisions by the CoPC and CoMIS.

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)
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This Programme is an integrated approach to ensure that support to the police in Somalia uses as its basis the evolving Somali Federal and State Police Plan. This Programme is based on a theory of change that focuses on the development of the FMS Police and the Somali Police Force and building federal coordination on police development through the existing institutional coordination mechanisms including the FMS Technical Committees (TCs), JPTC, 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 strategy enshrined in the JPP for 2018-2022 aims to increase police presence and visibility across the major population centers 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 Regional 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 Programme’s Theory of Change (2018-2022) depicted in the diagram below was developed in 2017 by DfID during their facilitated consultations that involved key donors and implementing partners supporting the police in Somalia.⁴



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 the Somali Federal Police Service and State Police

⁴ UNSOM Police, UNDP and UNOPS took an active role in those discussions.

Services in Jubbaland, South West State, HirShabelle and Galmudug; reform the Puntland Police and transition the Somali Police Force into the Federal Police.

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 (SWGPs), 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.

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 Services. The programme 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.

This Programme 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 Donors contributions can be best used to support the development and reform of police in Somalia.

III. INCEPTION PHASE

An inception phase of three (3) months will take place during which the following tasks will be finalized allowing for the Description of Action to be updated:

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

IV. PROGRAMME COORDINATION

The aim of the Programme is to strengthen the strategic partnership between the FGS, FMS and the IC in implementing the NPM. Furthermore, the programme will seek to harmonize and standardise donor funding in support of this implementation. The JPP will disburse funds against specific work strands through work requests/proposals, 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 Programme Executive. These include:

- Supporting the new national-level JPTC that includes both SPF and Regional representation. The JPTC brings together representatives of the ministerial and police establishment and will be supported by both UN and AMISOM police.
- Support the delivery of agreed federal and state level police plans - with priorities as summarised in the SF and SPP. These plans have been developed in alignment with the Somalia National Development Plan 2017-2019, the National Security Policy and the Internal Security Strategy (currently under revision) and the New Policing Model.
- Preparing, adopting and using policies and procedures for human resource and financial management, as well as career development (recruitment, promotion, retirement).
- 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:

- A standalone police development plan needs to be in place for each FMS as well as for the Federal Police.
- An inventory of police stations/posts (with specific known geographic location).
- FGS and FMS budgets are in place that includes provision for police expenditures.

V. RESULTS AND PARTNERSHIPS

The overall objective is to increase, across and throughout Somalia, the presence of effective and accountable SPF and FMS police forces 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 National Security Architecture. 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 the MoIS to ensure that they are coherent with the national Transition Plan for AMISOM forces. Specific objectives include:

- Ensure that a police presence is operating in and around the respective FMS capitals (Jubbaland, Southwest, HirShebelle, Galmuduug 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 role 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.

The Programme outputs are:

Output 1 - policing presence and visibility increased in targeted locations

Procurement of non-lethal support equipment (strand 1)

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 to be procured. Once funds are available to cover the full value for such procurement, UNOPS or any other Implementing Partner (IP) designated by the Programme Executive will initiate the procurement process in accordance with its Procurement Rules and Regulations. The procurement will automatically be derived from the appropriate budget. UNOPS or any other designated IP shall also follow wherever possible the national procurement policy to build the capacity of the national procurement process and financial systems.

Provision of infrastructure support through rehabilitation and construction of police facilities (strand 2)

Infrastructure will cover both rehabilitation and construction of existing or new police stations, police training institutions, specialized policing infrastructure needs, etc. Here, UNOPS after consultation with the MoIS police desk may carry out a site assessment first followed by developing a statement of requirements, with an estimated initial costing. In addition, UNOPS would prepare a budget for the entire scope of works, which may include topographical, and geotechnical surveys, concept & detailed design, procurement, programme management and supervision costs, along with UNOPS overhead costs. These preliminary costs will be sent back to the UNOPS and MoIS police desk for consideration. UNOPS will only undertake works for a certain agreed scope provided that full funds are available for that specific scope. For example, UNOPS may only be required to provide assessments and design due to limited availability of funds. In this case, assessments and design would be the scope and UNOPS would require the full amount to commence these activities. Funds for the follow-up activities such as procurement and construction could be sourced at a later stage. Maintenance costs should be factored into the infrastructure work requests. Comparable procedures would apply in the case of other IPs being designated by the Programme Executive for infrastructure development.

In order to maximise usage of available funding, and ownership/leadership of and by the Somali authorities, the use of the National Window will be adopted wherever possible, receiving close support from the Offices within MoIS. The relevant originator of the work request in the Somali joint management structure, and the implementing civilian ministry (e.g. Ministry of Public Works in collaboration with MoIS and the police entity), will be responsible, with oversight provided by the JPP secretariat, for preparing the tenders, evaluating the offers and selecting the implementing partner in accordance with UNOPS Procurement Rules and Regulations. The transfer of funds will happen directly from the JPP to the designated IP. Accordingly, all funds would remain at the JPP level, and will only be released upon successful finalisation of the work request being awarded.

Provision of financial support to State and Federal Police (strand 3)

Federal police officers will be paid stipends through country payroll systems, and FMS police officers through either FGS' country systems or a UNOPS and commercial bank arrangement. It is envisioned, however, that during this programme the payment of FMS 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. PREMISE5, PFMII6) will be made.

A specific, and duly substantiated, request could be made to use this strand 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 2 - Provision of training [basic and specialized], assisting and advising [Strand 4]

This strand would be further elaborated by the Programme Executive 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 aligned with jointly agreed requirements and priorities established in the SF&SPP. Training covered under this component will focus primarily on developing general core policing capacity (initial; refresher; and leadership) delivered by AMISOM and coordinated by 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.

It is recognised that the nascent State Police will continue to refer a majority of community members seeking assistance to existing traditional dispute mechanisms but that 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 Benadiir and the emerging criminal investigation units (CIU) in the state capitals in terms of building their 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 3 - Provision of support to legal framework and policy development for Somali Police Services (Strand 5).

It is imperative to develop the Federal Police Act, 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, 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

⁵ HirShebelle, Gaimuduug, SouthWest, Jubaland States

⁶ Federal Government, Puntland

services in putting in place the necessary police human resources and payroll processes at both Federal and Federal Member State level.

Output 4 - Support to effective oversight and governance of policing (strand 6)

The NPM provides that the oversight functions of the police will be undertaken by the MoIS at the Federal Level and by the Parliamentary Security Committee. There is very limited capacity for effective civilian oversight within the Federal 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. Similar plans need to be developed and supported at the State level. Likewise, a capacity development plan will be developed for the Federal Parliamentary security committee and select committees at the FMS. 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.

Output 5 - Institutional coordination addresses police development and reform in Somalia

The institutional coordination framework established by 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, 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, CPC and CMIS) will continue to be used to identify police reform priorities and developing work/project proposals that are considered by the Sub-Working Group on Police (SWGPP) 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) 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 implementation of JPP activities.

It is well recognized that the provision of direct support to the police is but one component of the wider approach required to supporting Somali partners develop a police service that is affordable, accountable, able and acceptable. 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.

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 specify in their agreements with UNOPS or with the UN-MPTF what outputs and strands 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/or strands and therefore can claim a percentage of the results across the entire output and/or strands.

Partnerships

The key counterparts are the federal and state level Ministries responsible for policing, the State Police Services, the Somali Police Force and police in Benadiir. 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 FMS authorities to ensure a coordinated approach to police development at the federal and state level. 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 Benadiir, the U.K. that is supporting the strengthening of counter-terrorism investigation and responses, Italy that is providing training to Darawish 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).

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 in order 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;
- 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.

VI. PROGRAMME MANAGEMENT

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 and 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.

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, UN ROLSIG and key UN implementing partners). The CAS 2b police sub-strand's 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.

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 SF&SPP – 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 Programme Coordinator 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 implementation of JPP activities will be strengthened through the creation of the Somali Police Support Office (SPSO) by MOIS. (ToR's forthcoming).

The MoIS Police Advisor will be appointed as the MoIS focal point to work alongside the UNOPS programme staff. As directed by the Minister MoIS, the Advisor will establish and Head the Somali Police Support Office, create a series of independent and parallel police inspection and coordination teams to ensure the effective performance of the following functions. The Advisor will lead the SPSO in working closely and if necessary on a daily basis with the UNOPS team 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 and summarized in the SF&SPP reflecting the SPF and FMS 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. Every project should be subject to a conflict impact assessment. To achieve these roles, the SPSO, led by the MoIS Programme Coordinator, will have access to all stages of planning and project delivery

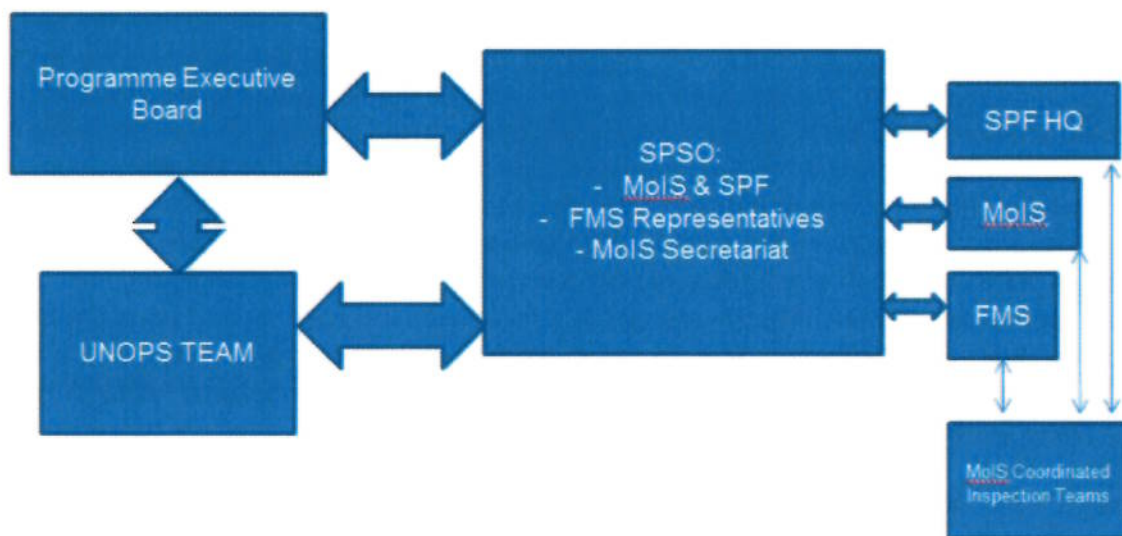
and will engage in programme monitoring and evaluation and independent monitoring and evaluation activities in order to ensure oversight on behalf of MoIS and through them update the CoMIS and CoPC on a regular basis.

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. (Role 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 (reflecting transition priorities) and prepare and submit work requests to the JPP Programme Executive Board for approval; and 2. (Role 2) play a liaison function with UNOPS as the implementing partner to oversee, monitor and support delivery of 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. See fig 1 below.

Somali Police Support Office - SPSO



Programme Executive

The role of the Programme Executive will be to approve the recommendations and all work requests. The Programme Executive will determine the required resource allocation against the available operating budget of the JPP. Where the Programme Executive raises questions or concerns about a specific work request it can refer these to the SWGP and SPSO for discussion, clarification and/or reconsideration. The Programme Executive will be co-chaired by the Federal Ministry of Internal Security and the United Nations. Decisions will be reached by agreement (consensus) of all Members. Members will include the Co-chairs, contributing donors, the SPF PC and agreed representatives from each Federal Member State. . The Programme Executive will also

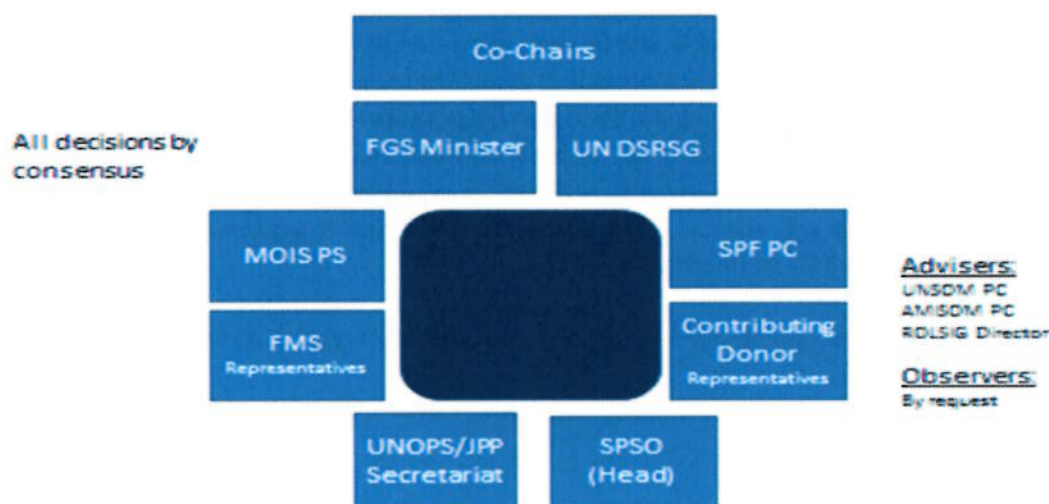
invite the participation of additional participants (UNSOM, AMISOM PC's, potential donors and major IPs) where their input will add value to the discussion and inform decision making. UNOPS will assume the function of Secretariat and will take on the role as the administrative agent of the programme. All approved work requests will be communicated 'for information' by the Programme Executive Secretariat to the Rule of Law Pillar Working Group under the NDP process. As necessary, the UNOPS Secretariat will communicate the approved work requests to the UN MPTF Administrator who then disburses the funds to Implementing Partners. The Programme Executive responsibilities will include establishing social and environmental safeguards, fiduciary and operational standards.

The Programme Executive will convene at the outset of the programme and at least quarterly or whenever necessary. For a Joint Programme using the parallel funding modality, the Programme Executive provides strategic direction and oversight, and has decision-making authority. Each Implementing Partner has programmatic, financial, and reporting responsibility for its part of the Programme -and will report through the JPP Secretariat to the Programme Executive. The Programme Executive has the following functions:

- Decision-making authority; highest body for strategic guidance, fiduciary and management 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 MoIS and UN
- 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, audit reports (published in accordance with each implementing partner's disclosure policy)
- Approves/initiates investigations (if needed).
- Share information with the NDP Rule of Law Pillar, which will update the SDRF/MPTF.

Fig 2 below describes the Programme Executive.

JPP Programme Executive Board



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

As Programme Secretariat, UNOPS will also assume a support role, including:

- Logistical arrangements required to facilitate the Programme Executive meetings, including the preparation of the agenda and minutes, managing Programme Executive documentation and information, etc.
- Documenting, communicating and ensuring follow-up of the Programme Executive's decisions.
- Assisting the Programme Executive in following up on CAS 2b police sub-strand recommendations.
- Reviewing work requests and ensuring adherence to the fund's standard operating procedures which will be developed by the Secretariat in close coordination with the Programme Executive.
- Organizing boards with the participation of the Programme Executive to evaluate tenders and make decisions on any significant procurement processes;
- Ensuring that opportunities to use the "National Window" for procurement processes are fully considered.
- Tracking Programme Executive approvals, allocations and implementation progress, including through benchmarking, and identify challenges to be reported to the Programme Executive regularly.
- Maintain updated records and documentation including fund strategic documents and other information relevant to the fund.
- Aggregating narrative and financial narrative reporting for submission to the Programme Executive.

Funding Implementation Mechanisms

The Programme will be implemented by UN agencies and other implementing partners, with UNOPS as principal implementing partner for outputs 1, 2 and 5 (related to recruit training, and refresher and leadership training delivered through AMISOM in collaboration with Somali Police to increasingly develop police capacity to deliver training). UNDP will principally implement outputs 2 (for specialist in-service training), 3 and 4. Particularly for outputs 2, 3 and 4, implementers will be subjected to make use of Somali service providers wherever feasible. 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 agreement by the Programme Executive. 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.

2. The contributing donor channels their funds through the UN's MPTF specifically earmarking their financial contribution to the JPP that will contain this document as an Annex. A specific policing window in the UN Multi Partner Trust Fund (MPTF) will be created.

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, whether channelled through bilateral arrangements through UNOPS, or through the MPTF will be used only for the purpose of the execution of the JPP's intended actions and objectives and will thus all benefit from one common communication and visibility strategy. 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) will be informed by the Programme's 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.

Programme level approval of work requests: The Programme Executive will disburse funds against specific work strands through *work requests/proposals* reviewed and approved through the process set out in the diagram below. 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 will be prepared by the SPSO – with the support of the UNOPS Secretariat. The outlined process will ensure that the IC and FGS/FMS will be 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 will be based on the following minimum criteria.

- a) Consensus exists within the Somali Joint Management Structure to support the particular work request.
- b) Supports the JPTC's evolution and successive recommendations.
- c) Supports the delivery of the Federal Police Plan & State Police Plan endorsed by the CMIS and CPC.
- d) Demonstrates sustainability of actions beyond the execution of a particular request and explains how this ties into the wider security and justice reforms including clarifying its coordination with the SDRF and SSF.
- e) 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).
- f) Complies with UN human rights requirements related to all individual police officers and policing institutions that would be supported through this programme.
- g) Stays within the overall allocation envelopes⁷ of 28.5 percent for the FGS police and 71.5 percent for the FMS police.

⁷ 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.

Administrative Agent (AA)

The Joint Rule of Law Programme which is part of the Somalia UN MPTF, will follow the fund management modality according to the UNDG Guidelines on UN Joint Programming. The UNDP Multi-Partner Trust Fund Office (MPTF Office), will serve as the Administrative Agent of the Somalia UN MPTF.

UNOPS role in JPP

UNOPS will have the triple role of (a) being the principle programme manager of the JPP and administrator (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 JPP Secretariat. As such, UNOPS are accountable to the Programme Executive for implementing work requests in a timely and effective manner.

Audit

Each implementing partner will be responsible for auditing its own actions to the JPP, in line with each implementing partner 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 disclosure policy for internal audit reports, and follow-up on audit recommendations are to be undertaken according to the procedures of the implementing partner. The cost of internal audits will be charged to the implementing partner through administrative fees received from the JPP. The matter of external audit of the particular joint undertaking has to be referred to the External Auditors of all participating agencies/ implementing partners.

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. 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 the following personnel:

Programme Coordination Officer - The Programme Coordination Officer (PCO) will be 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 Project Managers who will implement the set activities. Although the Project Managers will report to the Head of Programme, the PCO will act as the link between the PMs and Programme Executive. The PCO will ensure accurate records retention and will be responsible to the JPP for all aspects of reporting and communication. The PCO will report to the Head of Programme and will be located, full time in Mogadishu.

Budget Specialist: This is an international position. The Budget Specialist is responsible for 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.

Monitoring and Evaluation Officer: The Officer will be 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 Officer will be responsible for designing and implementing the monitoring and evaluation activities of the programme by assisting the Programme Manager in preparing quarterly/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 & analysis of different data in relation to the programme activities.

Programme Support Officer: This is a national staff position based in Mogadishu that will provide direct administrative and financial support to the Programme Coordination Officer 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, according to the programme controls set out below.

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 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

Communication Management Strategy

Effective communications will help ensure that the Programme Executive is kept informed of key issues pertaining to the programme, including progress, issues, and any change to the risk environment. The Programme Coordination Officer will develop a Communications Plan inclusive of a stakeholder map and will submit the plan to the Programme Executive 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 administrator, 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 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;

Financial and Narrative Reporting

UNOPS will be responsible for all narrative and financial reporting to the Project Executive for the contributions that UNOPS will hold in trust. In cases where donors opt to channel the funds through the MPTF in support of the JPP strand/outputs but the funds are disbursed to another implementing partner other than UNOPS – then the JPP Secretariat will be informed and the IP will be required to report to the JPP Secretariat and to the MPTF. The JPP secretariat will prepare a consolidated report and submit to the Programme Executive. Financial reports to be submitted to the Programme Executive will be as follows:

- a) An interim financial statement is to be submitted 30 days after the end of the quarter together with a progress report.
- b) 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;
- c) 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 Programme Executive will contain the following:

- a) Compare actual Outputs with planned Outputs and analyse how these Outputs contribute to expected Outcomes of the Programme,
- b) Include information on how financial resources have been distributed among the Outcomes and Outputs, based on the overall results framework,
- c) 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
- d) Include other information, as relevant, related to the implementation of the Programme.
- e) An annual progress report will also be prepared based on the results framework of the programme.

In cases where reporting to the Project Executive involves contributions implemented outside of UNOPS control, the narrative reports are to be submitted to the JPP Secretariat 2 weeks prior to submission to the Project Executive.

During the inception period each Implementing Partner/Participating UN Organisation shall prepare a separate budget, consistent with its procedures, and covering the mutually agreed components of the programme it will manage. UNDG approved harmonized budget categories should be used for financial reporting. Responsibility shall be assigned to the JPP Secretariat for preparing an aggregated/consolidated budget, showing the budget components of each implementing partner.

Each Implementing Partner shall set up a separate ledger account for the Joint Programme 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 on the overall contribution that is to be agreed upon during the inception period.

The MoIS Programme Coordinator will support the JPP Secretariat to in the preparation of the reports. The UNOPS and UNDP M&E staff shall ensure that based on the initial risk analysis provided in the programme document (Section VIII), a risk log shall be activated and regularly updated by reviewing the external environment that may affect the programme implementation.

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 Programmed 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 programmer'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 a successful delivery of the project in various ways as it:

- Serves as the foundation of the programmed, summarizing what the programmed aims to achieve and how to get there. This overview helps 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 Programme Executive 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 Programme Executive. 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 Programme Executive can commission independent reviews and/or evaluations of the programmed if and when deemed necessary.

A mid-term assessment will be commissioned at the mid-point of the programme.

Programme Closure - the Programme Executive formally closes the programme, confirming that the programme has been completed.

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 through dedicated programme staff at UNOPS and UNDP, in some cases supported through 3rd party monitoring looking specifically at activities and outputs. The MoIS, working with FMS focal points, will also monitor and report on implementation. Each IP will have its dedicated M&E resource allocation to measure outputs.

Third Party Monitoring: The Programme Executive 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 Programme Executive, informed by the logical framework, will agree the key impact indicators that will be utilised by the Third-Party Monitoring service provider. This role and approach will be further elaborated during the JPP Inception Phase and agreed by the Programme Executive.

System to address Sustainable Development Goal 16: To measure the outcome level the UN is in the process of setting 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. It is envisaged that the ROL-M&E shall be part of the overall Somalia M&E system for monitoring progress of Sustainable Development Goal 16. This M&E mechanism will be administered separately to this programme by UNSOM-UNDP with key implementation agencies and government. This mechanism is expected to provide feedback to the overall Rule of Law programmes and institutions of the UN Rule of Law in Somalia. Sustainable Development Goal 16 is *'promoting peaceful and inclusive societies for sustainable development, providing access to justice for all and building effective, accountable and inclusive institutions at all levels'*. This will be the first time a peace operation in collaboration with the UN Country Team in Somalia attempts to measure UN impact over time on collective outcomes for rule of law and will thus serve as an important contributor to SDG Goal 16.

Key objectives of this M&E mechanism shall include:

- Compile, analyse and use qualitative and quantitative feedback data collected through already-existing networks and mechanisms, as well as dedicated data collection capacity, as to inform decision-making and adapt programming.
- Identify needs and gain further insight into factors that affect communities and security.
- Measure impact of programming, achieve a more holistic and accurate narrative of needs and response, achieve greater accountability.
- Provide an early-warning system to detect rising tensions or growing insecurity in communities
- Data will be provided on the go – allowing the UN to understand better the impact of its implementation and offer a chance to re-programme much earlier if the desired results are not being met.

The UN envisages that the ROL-M&E shall receive equitable funding contributions directly from each relevant project and programme contributing to Goal 16 to ensure its sustainability to monitor longer term progress under Goal 16 and measure the impact of rule of law and to access *peace, access to justice for all towards building effective, accountable and inclusive institutions at all levels* in Somalia. The Programme Executive will consider the role of the ROL M&E mechanism and conclude upon the value added and the level of financial contribution of the JPP by the end of the Inception phase.

A key product of the inception phase will be a JPP M&E strategy that is formally agreed and signed off by the JPP Programme Executive.

The Outputs of the Programme will be monitored through the following plan: Output level

Monitoring Activity	Purpose	Frequency	Expected Action	Joint Partners	Cost In USD
Track results progress	Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the Programme in achieving the agreed outputs.	Monthly	Slower than expected progress will be addressed by Programme management.	MOIS, Federal/State Police and UN	300,000
Monitor and Manage Risk	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required under Social and Environmental Standards. Audits will be conducted in accordance with audit policy to manage financial risk.	Quarterly	Risks are identified by Programme management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.	MOIS, SPF, State Police and UN	
Learn	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the Programme.	At least annually	Relevant lessons are captured by the Programme team and used to inform management decisions.	MOIS, SPF, State Police and UN	
Annual Programme Quality Assurance	The quality of the Programme will be assessed against UN quality standards to identify Programme strengths and weaknesses and to inform management decision making to improve the Programme.	Annually	Strengths and weaknesses will be reviewed by management and used to inform decisions on programme performance.	MOIS, SPF, UN implementing partners, OR Programme Board	
Review and Make Course Corrections	Internal review of data and evidence from all monitoring actions to inform decision making.	At least annually	Performance, risks, lessons and quality discussed by PSC and used to make course corrections.	PSC	
Programme Report	A progress report will be presented to the PSC and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual Programme quality rating summary, an updated risk log with mitigation measures, and any evaluation or review reports prepared over the period.	Annually, and at the end of the Programme (final report)	To be undertaken by the Programme team and the MoIS.	MOIS, SPF, State Police and UN	
Programme Review (PSC)	The programme's governance mechanism (i.e., PSC) will hold quarterly Programme reviews to assess the performance and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the Programme. In the final year, the PSC shall hold an end-of Programme review to capture lessons learned and discuss opportunities for scaling up and to socialize Programme results and lessons learned with relevant audiences.	PSC on quarterly basis and one end year review and one end of Programme review	Any quality concerns or slower than expected progress should be discussed by the PSC and management actions agreed to address the issues identified.	All partners	

VII. SUSTAINABILITY

The sustainability issue of stipend payments should ultimately be considered. According to the National Security Architecture, the intention is to reach an overall number of 32,000 police officers (both SPF and FMS Police Forces). Throughout the course of this programme it is expected that the FGS, in concert with the State Administrations, will make progress on the NPM and spread/numbers of required police officers. Affordability, as is included in the Security Pact, must be considered in all JPP decision-making and needs to inform budgeting and to also ensure linkages to wider Public Financial Management efforts including establishing payroll systems (including the increasing transfer of responsibility to the government as their revenues increase). For example, the existing co-financing agreement in Jubaland is an important precedent and should be expanded whenever possible.

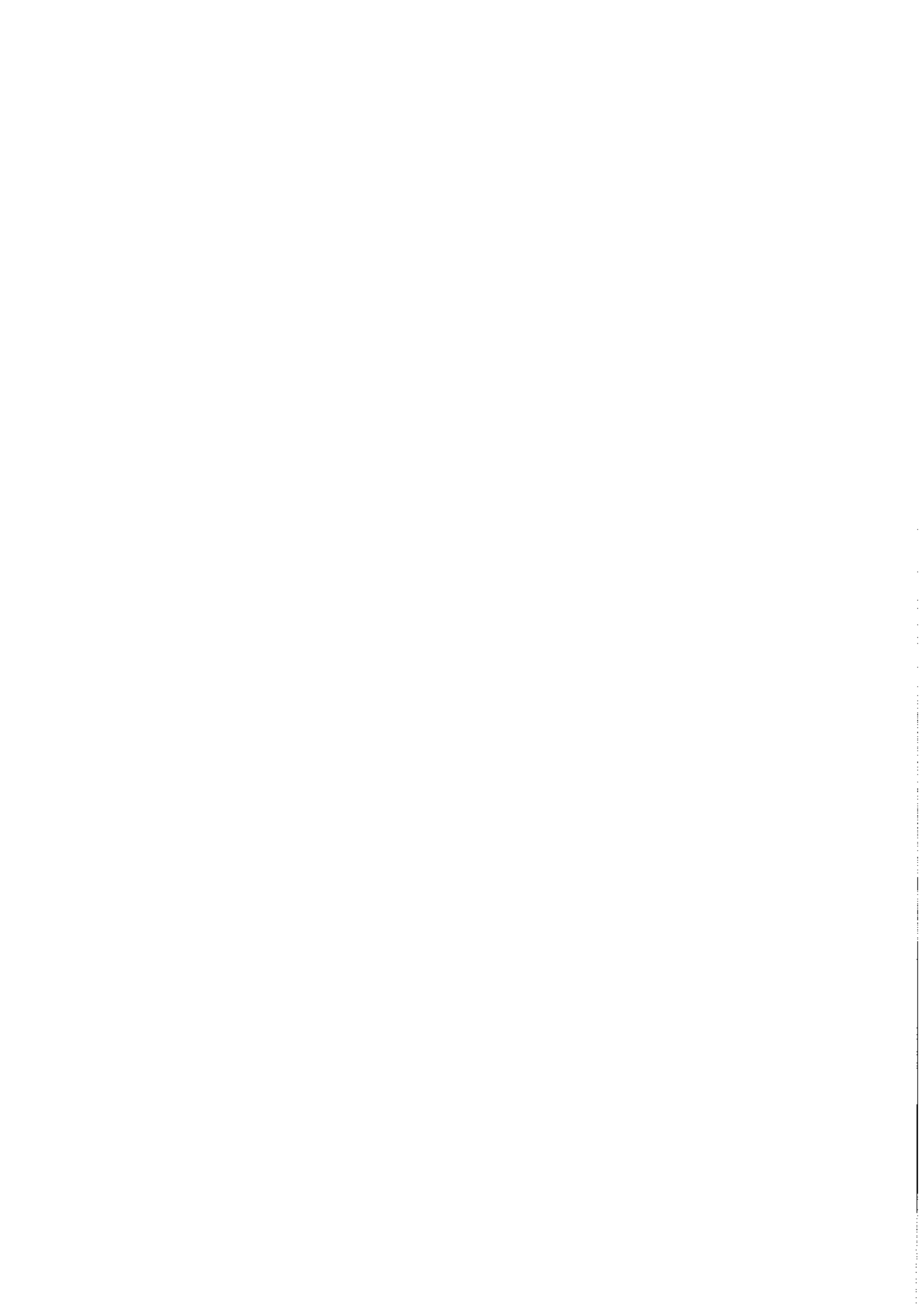
The programme has a broader objective which focuses on technology transfer and capacity development of FMS security institutions. This is carried out through the development of an integrated Human Resource (HR) management system that includes a biometrics database required for identification and an integrated e-payroll system to administer timely stipend payments based on attendance and adherence to the human rights principles. This entire platform will eventually be transferred to the FGS thus not only strengthening national capacity but also creating a transparent, accountable and efficient HR management system.

VII. LEGAL CONTEXT⁸

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

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	An agreement of the Assistance was signed by the Government of Somalia and UNDP on 16 May 1977. This agreement provides 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.
UN Women	An agreement of the 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

⁸ The Implementing Partners/Executing Agency agree to undertake all reasonable efforts to ensure that none of the funds received pursuant to this Joint Programme are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by Participating UN organizations do 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.



EXPECTED OUTPUTS	RESULTS CHAIN	INDICATORS	DATA SOURCE	BASELINE (March 2018)	2018	2019	2020	ASSUMPTIONS	Budget in USD
Output 1 Policing presence and visibility increased in targeted locations Gender Marker	[Strand 1]: Provision of non-lethal equipment for the SPF and the FMS Police	<ul style="list-style-type: none"> Number of equipment support packages delivered to police recruits 	Procurement documentation	24 police stations equipped	?	?	?	The FGS/FMS will not be able to provide basic policing equipment.	To be inserted
	[Strand 2]: Provision of infrastructure support through rehabilitation and construction of police facilities	<ul style="list-style-type: none"> Number of building constructed Number of buildings refurbished Number of actions under the national window 	Procurement documentation	?	?	?	?	Existing police establishments in targeted areas require refurbishing.	
	[STRAND 3]: PROVISION OF ELECTRONIC STIPEND PAYMENTS TO ELIGIBLE SOMALI FEDERAL AND FMS POLICE OFFICERS	<ul style="list-style-type: none"> Number of electronic stipends paid to SPF officers Number of electronic stipends to FMS police officers 	STIPEND PAYMENT DOCUMENTATION	6,800 SPF 1,200 state police 200 Joint Patrol Police (Gaalqacyo)	?	?	?	?	Where possible, the Govt. of Somalia will pay police salaries.
Output 2 Contribute to improved basic policing services in targeted locations Gender Marker	[Strand 4]: Training, [basic and specialized], assisting and advising	<ul style="list-style-type: none"> Number of FMS police recruits trained Number of SPF recruits trained Number of FMS police trained at in-service training Number of SPF police trained at in-service training 	Training reports	1,200	800	?	?	Increasing police presence requires trained police officers.	
	The Police Professional Development Board is managing the development, facilitation and evaluation of training	PPDB establish a management system to record development, facilitation and evaluation of training conducted.	PPDB meeting minutes and PPDB training reports	PPDB meets monthly No management system exists	?	?	?		
	A community policing policy is approved that articulates how police services are expected to interact with their local communities	<ul style="list-style-type: none"> PPDB develops a community policing policy Police is approved 	No policy	No policy/doctrine exists	1	1	1	1	To provide guidance on the role of the police in the community
	Somali Police Cadet Curricula is developed and implemented	<ul style="list-style-type: none"> Curricula is developed Number of cadets trained 	Training records from PPDB	No curricula	?	?	?	This will address in the mid-term the shortage of police station commanders	
	Somali Police training plan is developed and used as the basis for delivering	<ul style="list-style-type: none"> Training Plan is developed Training Plan guides the type and volume of police training 	Training and Plan PPDB	No training plan exists	?	?	?	The PPDB increases its capacity to	

	recruit and in-service training	<ul style="list-style-type: none"> Number in-service training activities facilitated by mobile training teams on police station management, SOBV and Human Rights training Training need assessment for the Somali Police is conducted and disseminated Police managers are trained on leadership and management including strategic planning Number of police laws developed (by FGS/FMS) Number of police laws enacted (by FGS/FMS) Number of police policies developed (by FGS/FMS) Number of police policies approved (by FGS/FMS) 	meeting minutes AMISOM assessments ORA of SPF						manage the longer-term training programme
Output 3 Provision of support to legal framework and policy development for Somali Police Services.	[Strand 5]: Provision of support to legal framework and policy development	<ul style="list-style-type: none"> Number of police laws developed (by FGS/FMS) Number of police laws enacted (by FGS/FMS) Number of police policies developed (by FGS/FMS) Number of police policies approved (by FGS/FMS) 	Legislative drafting committee minutes	?	?	1972 Police Act exists but does not reflect the political and policing realities in Somalia	?	?	There is political will to review the legislative framework and to enact new laws that reflect the New Policing Model principles
Gender Marker	A standardized Use of Force Model is approved that outlines options for police to deal with the wide range of operational risks	A Use of Force Model is approved by the CMIS	CMIS, CoPC, JTC, TC minutes.	?	?	No of Model exists.	?	?	A Use of Force Model will contribute to reducing excessive use of force by police
	A standardised Code of conduct is approved by FGS and FMS.	The standardized Code of Conduct is approved by the CMIS	CMIS, CoPC, JTC, TC minutes.	?	?	No standardized CoC exists. There is a SPF Code of Ethics and an AMISOM developed Code of Conduct that has not been approved by the Govt. of Somalia	?	?	A standardized Code of Conduct will contribute to improved police services
	A policy/doctrine is developed that outlines how the police should interact with the formal and traditional justice system and mechanisms.	<ul style="list-style-type: none"> Police/doctrine developed Policy is being used in the targeted locations to guide police service delivery 	Policy document Assessment of police services being delivered in targeted locations	1	1	No policy/doctrine exists.	1	1	Policy/doctrine
Output 4 Support to institutional	[Strand 6j]: Provision of support to institutional development in civilian	Number and type of support provided to the MoIS and the FMS Ministries responsible for policing.							

development of oversight of the police including the overall governance of policing Gender Marker	oversight and governance of policing																			
	An independent oversight body is investigating complaints made against police and taking appropriate action in those cases	<ul style="list-style-type: none"> Complaint policy and procedures are finalized H.R. Com. provides annual reports on human rights. 	Reports from H.R. Commission	H.R. Committee established but not operational	?	?														
Output 5 Institutional coordination addresses police development in Somalia Gender Marker:	An internal body is investigating misconduct and disciplinary matters and is taking appropriate action in those cases	<ul style="list-style-type: none"> Conduct policy and procedures are finalized Number of investigations Details of thematic outcomes of the investigations 	Reports from Internal Investigation Body.	SPF Police Inspection Directorate Outdated HRM policies	?	?														
	Human resources management policies and procedures (including recruitment, promotion & separation) and on training approved	<ul style="list-style-type: none"> Policy on finance developed Policy on human resources (recruitment, promotion, separation and on training) developed Policy on logistics developed Policy on police oversight 	Policy documents	Outdated HRM policy in SPF No FMS policy.	?	?														
Output 5 Institutional coordination addresses police development in Somalia Gender Marker:	The integrated governance structure is used to identify police reform priorities and developing work/project proposals that are considered by the SWGP	<ul style="list-style-type: none"> Number of policing priorities identified per year by JTC Total of funding allocated to work requests per year 	SWGPs, CMIS, CoPC, JTC, TC minutes	Nil	?	?														
	State police plans are reviewed and updated annually within the NPM framework	Number of FMS and FGS police plans revised annually	TC, JTC minutes	1 (PL) reviewed 5 FMS plans exist	6	6														
VIII. Risk Management Strategy	A Federal Police Plan is developed (that considers policing in Benadir)	Federal police plan is developed.	Police Plan	Nil.																
	An integrated Somali Police Plan is reviewed and updated annually to consolidate the priorities of the FMS and FGS	Integrated plan is reviewed annually	Police Plan	1 Federal and FMS police plan exists.	1	1														

VIII. 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 Programme Executive.

Overall risk management is the responsibility of the Programme Manager; however, each individual implementing agency is responsible for the management of risks associated with the delivery of their specific activities under this Programme. The Programme manager will identify and report all risks, their likelihood and impact to the Programme Executive 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.

#	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	Programme introduces measures strengthening the accountability of state institutions and the capacity of rights holders, thus ensuring that 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 can impact the Joint Programme implementation. P = 2 I = 3	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.