



EN

THIS ACTION IS FUNDED BY THE EUROPEAN UNION

ANNEX 2

of the Commission Implementing Decision on the financing of the annual action plan in favour of the Federal Republic of Somalia for 2022

Action Document for “Promoting Human Security in Somalia”

ANNUAL PLAN

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation, and action plan in the sense of Article 23(2) of NDICI-Global Europe Regulation.

1. SYNOPSIS

1.1. Action Summary Table

1. Title CRIS/OPSYS business reference Basic Act	Promoting Human Security in Somalia OPSYS number: ACT-60607 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
2. Team Europe Initiative	Yes Indicative TEI on <i>Governance, Peace and Security – Reconciling Somalia</i>
3. Zone benefiting from the action	The action shall be carried out in Somalia.
4. Programming document	Somalia Multi-Annual Indicative Programme 2021-2027
5. Link with relevant MIP(s) objectives/expected results	The action will contribute to MIP specific objectives 2 and 3 of Priority Area 1, and specifically the following expected results: <ul style="list-style-type: none"> i. Increased peaceful resolution of conflicts. ii. Independent judicial institutions are established and responsive to the needs of citizens. iii. Security institutions at federal and state level are more efficient and accountable, with strengthened civilian oversight. iv. Security forces have increased capacities and contribute to stabilising the country through a gradual takeover of security responsibilities across Somalia.
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority Area(s), sectors	MIP Priority Area 1: Governance and Peacebuilding Sectors 1.2. “Reconciliation and Justice” and 1.3. “Security” (DAC codes 151 and 152).
7. Sustainable Development Goals (SDGs)	Main SDG: 16 – Peace, justice and strong institutions Other significant SDGs: 5 – Gender equality and women’s empowerment
8 a) DAC code(s)	151 – Government and Civil Society (20%)

	152 – Conflict, Peace and Security (80%)			
8 b) Main Delivery Channel @	21000 – International organisation 60000 – Private sector institution			
9. Involvement of multilateral partners	Yes Possibly the UN (no body clearly identified at this stage)			
10. Targets	<input type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
11. Markers (from DAC form)	General policy objective @	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
12. Internal markers and Tags	Policy objectives	Not targeted	Significant objective	Principal objective
	Digitalisation @ Tags: digital connectivity digital governance digital entrepreneurship digital skills/literacy digital services	<input type="checkbox"/>	<input checked="" type="checkbox"/> <input type="checkbox"/> <input checked="" type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
	Connectivity @ Tags: transport people2people	<input checked="" type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>

	energy digital connectivity		<input type="checkbox"/>	<input type="checkbox"/>
	Migration @ (methodology for tagging under development)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities (methodology for marker and tagging under development)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BUDGET INFORMATION				
13. Amounts concerned	Budget line(s) (article, item): BGUE-B2022-14.020121-C1-INTPA Total estimated cost: EUR 36 000 000 Total amount of EU budget contribution: EUR 36 000 000 Indicative Team Europe Initiative on <i>Governance, Peace and Security – Reconciling Somalia</i> : key Member States involved likely to include Denmark, Germany, Italy, Netherlands and Sweden – amounts to be confirmed.			
MANAGEMENT AND IMPLEMENTATION				
14. Type of financing¹	Direct management through: - Procurement Indirect management with the entity(ies) to be selected in accordance with the criteria set out in section 4.4.4.			

1.2. Summary of the Action

After decades of support from the international community, Somalia is still struggling to move from conflict and instability to long-term peace- and state-building. Support to improve rule of law and advance security and justice reforms have had a rather limited impact. Shifting from a traditional top-down approach to inclusive security and justice approaches that strengthen the social contract and contribute to a broader and deeper political settlement could lead to greater transformative change.

This action intends therefore to promote human security and sustainable peace in Somalia, through a better-managed and more accountable security sector, more effective justice institutions and strengthened conflict resolution mechanisms. To this end, (i) local inclusive and accountable approaches to rule of law issues that contribute to public confidence will be promoted (outcome 1 - community engagement); (ii) the local coverage and effectiveness of justice services to citizens, especially for women and vulnerable groups, will be expanded (outcome 2 – access to justice); (iii) efforts to professionalize police forces to increase the safety of the population and foster federal coordination on police development will be sustained (outcome 3 – police); (iv) security and justice institutions as well as oversight bodies that can meet the expectations of, and address concrete problems experienced by, the population will be strengthened (outcome 4 - institutional support). The action will draw on its understanding of local concerns and realities to inform national policy, legal and financial frameworks and to strengthen institutional responses.

Somali communities have highlighted the importance that they place on improved security and rule of law as well as the need to be more engaged in shaping responses that shall be coming from effective security and justice institutions. The latter, if sufficiently capacitated, transparent and accountable, can play a significant role in building the State's legitimacy. Similarly, accessible justice mechanisms that enjoy public confidence and professional police forces that respect the rights of citizens are key to promoting peace, protecting the interests of the poorest and most marginalised groups, while degrading the influence of Al Shabaab. The logic of intervention assumes that improved understanding (outcome 1) and capacity (outcomes 2 and 3) at local and regional level will contribute to changes in policy and institutional attitudes (outcome 4), creating social change and strengthening the rule of law. It is guided by findings from programme reviews and sector assessments, as well as by the EU internal Somalia Conflict Analysis (February 2020) that has identified programmes that are overly centralized as a key driver of conflict.

¹ Art. 27 NDICI

The results are expected to be fair outcomes for citizens through a variety of justice pathways, communities that are empowered to propose and develop their own solutions to security and justice priorities, driving strategic reforms at the regional and federal level. This is an innovative combination of community security, civilian oversight, advocacy and capacity building, by creating links between and at community, regional and national levels, as well as enhanced coordination between the different levels of government.

This action will contribute to the implementation of a range of priorities, including the objectives of the EU Africa Strategy on peace and security (in particular its focus on protecting civilians), the European Consensus (particularly the priorities on “People” and “Peace”), SDG 16 on “Peace, justice and strong institutions” as well as overarching EU priorities on governance and digitalisation. The action is designed to further deepen the EU’s integrated approach and implement key aspects of Priority Area 1 “Governance and Peacebuilding” of the MIP (sectors 1.2 “Reconciliation and Justice” and 1.3 “Security”). The entirety of the proposed allocation is relevant for implementing elements of the Team Europe Initiative (TEI) on “Governance, Peace and Security - Reconciling Somalia” under discussion. Synergies with the action on “Strengthening Inclusive Governance in Somalia (SIGS)” (Action No. 1 of Somalia’s AAP 2022) will be ensured to maintain a close link between political, security and social realities in the country.

2. RATIONALE

2.1. Context

Somalia has one of the most complex and protracted states of crisis anywhere in the world. It has suffered from years of violence and political instability which, coupled with environmental and economic shocks, have resulted in widespread displacement, food insecurity and high levels of poverty.

The restoration of the Federal Government of Somalia (FGS) started in 2007. Over the past decade, the adoption of a provisional constitution (2012) and the relatively peaceful indirect electoral processes at both federal and regional levels have signalled a positive step forward in shifting away from the use of violence as the primary means of political negotiations. Violence remains, nevertheless, a trend in Somalia “occurring in three layers of conflicts on the local, national and international level, each with interrelated triggers and drivers” (Somalia Conflict Analysis Report, February 2020). While there are tangible signs of progress in Somalia, many challenges persist, including insecurity, limited state capacity, chronic humanitarian crises, and low social, health and education indicators. Internal conflicts at the core of the fragile state lie within the undetermined nature of federalism, the role of clan in political governance, and a deep well of mistrust amongst stakeholders. The presence of Al Shabaab adds another layer of pressure as the group skilfully exploits existing grievances at the local level to disrupt the state-building process. The ability of Somalia to address these complex and inter-linked challenges rests on strengthening broad-based political reconciliation and settlements at the local and regional levels in order to create the necessary stability and legitimacy for state-building.

The relatively early stages in the development of Somalia’s federated model of government mean that many questions remain unresolved, including the degree of devolved oversight and authority of security and justice actors, and the mechanisms by which revenue will be disbursed to state and districts levels. Despite the existence of essential framework policies such as the National Security Architecture, the Somalia Transition Plan, the New Policing Model, and the Somali Maritime Resource and Security Strategy, there is a need for the FGS and the Federal Member States (FMS) to reconfirm their commitments and to demonstrate political will to cooperate and agree on a clear division of tasks and responsibilities to secure the country and ensure the safety and trust of citizens.

Despite more than a decade of presence of the African Union Mission in Somalia (AMISOM), supported by the EU with 10 years of troop training through the EU Training Mission in Somalia (EUTM-S), and over 2 billion euros of expenditures, slow progress has prevented the transition to a Somali security lead. It was envisaged that AMISOM would hand over full security leadership responsibilities to the Somali authorities by December 2021; however, there is widespread agreement that Somali security forces will not be sufficiently ready to lead on security and tackle Al-Shabaab without some form of continued external support. The Somali National Army (SNA), whilst gaining competence as an infantry fighting force, lacks the force enablers, particularly in intelligence, surveillance, reconnaissance, as well as operational maintenance facilities and skills, combat engineers, fire support, logistics, planners as well as air and medical support, which are necessary to sustain long-term deployments and combat operations. Because of this, all credible military thinking has determined that without those capabilities (currently provided by AMISOM and UNSOS), the SNA is not a long-term sustainable field force. Furthermore, the SNA is not perceived to be a legitimate force in some of the regions and is at times considered both partial and an instrument of

the FGS, although regular, non-elite SNA forces are often more loyal to clan affiliation, in many cases trumping the formal chain of command. The police (including maritime) - at federal and regional level - remain weak and unable to fulfil their role to the expected standards. That is particularly true for state police forces in the FMS (with the exception of Puntland) where police numbers, infrastructure, training, equipment, command structures and supervision are seriously lacking. And whilst capacities and presence have gradually improved, thanks to the significant support of international partners, including the comprehensive assistance provided by the EU, there is still a capability gap. At FMS level Somali security institutions remain at an embryonic state, poorly staffed and lacking sorely needed capacities to prevent and fight criminal activities on land and on the sea. This security vacuum has not only allowed non-state actors to remain key players, often providing clan-affiliated security and engaging in conflict resolution, but has also facilitated various forms of regional trafficking and smuggling, challenging even more the security of the country.

The formal justice system has barely recovered from two decades of neglect, suffering from similar weaknesses as the security sector and plagued by accusations of inaccessibility, inefficiency, partiality and corruption, leading Somalis to overwhelmingly rely on the more trusted alternative/traditional forms of justice dispensation systems (xeer, shariah and alternative dispute resolution) as well as Al Shabaab courts, known to be fast and efficient. There are two distinct 'non-state' legal systems in Somalia: xeer, traditional law, and Sharia, Islamic law. Clan elders oversee the implementation of the local xeer, while Islamic scholars are responsible to render religious judgments related to criminal acts and civil disputes. In support of traditional systems, and in an effort to formalise them, a more structured type of alternative dispute resolution (ADR) was launched by the Federal Government in 2013. It was adopted as a supplementary approach to justice by the Ministry of Justice of the FGS in 2014, with a National ADR Policy developed and adopted in 2016. This currently takes the form of 'ADR centres' operating in 16 locations across the country. These alternative/traditional systems provide a certain access to justice yet not for more serious crimes. A positive consequence of the introduction of ADR has been that there is some acceptance of 'cross-referring' cases from traditional to formal systems, as appropriate. Nevertheless, the fight against impunity and corruption and the promotion of a culture of peace, reconciliation and justice need to be strengthened at all levels, taking into account gender implications as well as grievances by youth and minorities. Last but not least, a final agreement regarding the federal justice framework still has to be reached.

As a result, most of the country depends on inadequate or very basic security and judicial service provision. Overall, the population in general does not yet benefit from inclusive, equitable and accountable governance, human security, access to justice and respect for human rights. Rule of law in Somalia (including Somaliland) remains a significant challenge, particularly outside Mogadishu and in the FMS, and it is within this framework that this action has been designed. The EU's proposed intervention will be based on an analysis of the opportunities which a more specific geographic focus provides by assessing whether and where it makes sense to invest without undermining the overall federal project.

2.2. Problem Analysis

Short problem analysis.

The past years have shown that security and justice gains are often short-lived in the absence of political agreements resolving some of the long-standing conflicts and tensions between different Somali actors. Focusing therefore on the central level has not been able to foster the implementation of the National Security Architecture, nor the adoption of a federal formal justice system.

Somalia's national, regional and state forces remain weak and poorly integrated which has contributed to leave space for non-state armed groups, including Al Shabaab, but also clan-affiliated militias, to exercise significant authority over the political and security landscape and affecting negatively the situation of minorities and other vulnerable groups. Maritime police units and coast guards are dramatically under-equipped with respect to the long coastline they have to secure (more than 3,333 kilometres in length, the longest of mainland Africa) and the strategic position given the proximity to the Gulf of Aden, one of the world's busiest maritime shipping lanes in the world). This is in addition to the multiple threats faced, such as people trafficking, the smuggling of weapons and animals, illegal migration, illegal fishing, etc. In light of the lack of focus on maritime security the potential of the blue economy remains unused and the chance for a significant increase of revenue through the maritime branch of industry stays undeveloped.

Allegations of serious human rights abuses by state and non-state armed groups are a major escalatory factor in the country's unrest and fundamentally undermine stabilisation and peacebuilding efforts. The capacity of statutory courts is extremely low and whilst customary and Sharia-based judicial systems have always enjoyed strength and legitimacy and whilst there is some cross-pollination between them and the formal judicial system (where that exists),

their role within that formal judicial system remains weak. Across this justice ecosystem, marginalised groups, including women, IDPs and minority clans, are often denied access to fair settlement of disputes, posing a significant threat to the sustainability and inclusivity of ongoing peace efforts. In addition, the limited participation of communities in shaping security and justice responses and in reducing tensions has also contributed to disconnect authorities/institutions and civil society, which is vulnerable to manipulation by violent extremist groups. This has left communities disfranchised, without access to fair and unbiased security and justice services, fuelling a culture of mistrust and conflict among and within communities as well as between population groups.

Identification of main stakeholders and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the action.

The primary stakeholders - also beneficiaries - of this action will be Somali communities, in particular women, youth and minorities, considering they are at the forefront of suffering from the lack of respect of rule of law and inadequate security and justice service delivery. Through stronger community engagement, the demands and expectations of Somali citizens with regards to security and justice will be better understood, allowing for more beneficiary-friendly, locally appropriate, and accepted responses. The action will build on platforms that already exist in some locations (e.g. community action forums, district peace committees, community conversations and ADR centres) that could be replicated in other areas.

Engaging with clan elders, religious and community leaders as well as with women's organizations and youth to reduce the influence of harmful social norms as part of a coherent effort to strengthen the rule of law locally will be essential. Given the influence of the Somali business community, direct engagement with their concerns will be an essential ingredient for success. Special attention will be given to women and the most vulnerable groups by identifying, analysing and challenging unequal power relations and discriminatory norms to reach a transformative impact.

Improving accessibility, efficiency, quality and predictability of security and justice outcomes for ordinary people will imply continuing to invest in security and justice institutions while putting more emphasis on oversight bodies, from state to federal level. This may include key ministries (defence, security, and justice as well as related ones such as finance and women and human rights), parliamentary committees related to defence, security, justice and finance as well as commissions on human rights, anti-corruption and the civil service. The evolution of the political situation and the security context, as well as the traction with potential beneficiary entities and the complementarities with other programmes will feature among the criteria to identify beneficiary institutions and bodies at FGS and FMS level.

2.3. Additional Areas of Assessment – N/A (no budget support action)

3. DESCRIPTION OF THE ACTION

3.1. Objectives and Expected Outputs

The Overall Objective (Impact) of this action is to promote human security and sustainable peace.

The Specific Objectives (Outcomes) of this action are:

1. to enhance inclusive, gender sensitive and accountable approaches to rule of law issues at local level that contribute to public confidence (community engagement);
2. to increase local coverage and effectiveness of justice services for citizens, especially for women, minorities and vulnerable groups (access to justice);
3. to expand accountable and inclusive police services that respect the rights of citizens while fostering federal coordination on police development (police component);
4. to strengthen security and justice institutions as well as civilian oversight bodies to meet the expectations of, and address concrete problems experienced by, citizens (institutional support).

The Outputs to be delivered by this action contributing to the corresponding Specific Objectives (Outcomes) are:

- 1.1. enhanced ability of local actors to promote attitudes and norms necessary to address specific security and justice problems;

- 1.2. increased participation of citizens and communities in accountability and oversight mechanisms related to security and rule of law at local level, including security issues related to women, children, youth and minorities;
- 2.1. increased access to justice through mobile courts, legal aid provision and training of justice actors, applying a gender-sensitive approach;
- 2.2. strengthened capacity of alternative dispute resolution centres for the adjudication of cases, in compliance with human rights and do-no-harm approaches;
- 3.1. enhanced capacity of the police to deliver services in a more efficient, inclusive and gender-sensitive manner, respecting the rights of citizens;
- 3.2. agreed overarching framework for the organisation of police services, clarifying roles and responsibilities;
- 4.1. enhanced capacities of security and justice institutions on aspects linked to their core competencies and duties;
- 4.2. strengthened mechanisms for internal and external accountability of security and justice actors;
- 4.3. enhanced understanding of, and capacity to, address security and justice priorities of citizens.

The proposed action is in line with the outputs under the proposed Team Europe Initiative (TEI) “Governance, peace and security – Reconciling Somalia”, contributing to the three pillars: reconciliation, state-building and federalism, and security. Relevant expected outputs under the indicative TEI include:

a) under reconciliation:

- promote participatory approaches at all levels for building trust between citizens and authorities, with particular emphasis on women, youth, minorities;
- promote conflict resolution, inter alia by supporting alternative dispute resolution mechanisms, community dialogues and restorative justice initiatives;
- build capacities and legitimacy of local institutions (incl. promoting their accountability), privileging those that enjoy higher degrees of inclusivity.

b) under state-building and federalism:

- support the establishment and further roll out of basic state functions at the federal and state levels, including for public administration and delivery of core government services;
- strengthen access to justice by supporting alternative dispute resolution mechanisms and the expansion of the formal court system.

c) under security:

- strengthen security institutions at both the federal and regional level (jointly with CSDP missions wherever possible) with a focus on improving internal governance, including by modernising the administration (sound management of human resources, digitalisation of human resource systems, establishment of functioning asset management systems) and promoting accountability and civilian oversight;
- provide specific support to PFM reforms in the security sector, considering that almost half of the entire government budget is dedicated to security-related expenses;
- provide a more comprehensive support to Somali security forces (including maritime) to build up their capacity to address crises and prevent conflict by providing packages of training (including on human rights and international humanitarian law), mentoring, equipment and infrastructure in view of an overall professionalization of the forces;
- support the strengthening of the command and control structures of the Somali National Army, including by establishing regional command centres and barracks, to complement EUTM-S support on training and advisory;
- develop a more comprehensive approach in the maritime domain through security and economic initiatives to limit threats from the sea (continued support to ports security and safety, maritime domain awareness, law enforcement) while contributing to building the Somali Blue Economy (support to fisheries, promote employment for youth, create entrepreneurial opportunities, develop public-private partnerships), in close coordination with EUCAP and EU NAVFOR;
- foster the integration of regional security forces and strengthen the chain of command and control;
- support consultative dialogues between civil society (including the media, human rights defenders, youth and women’s organisations) and security actors in view of building confidence and trust between communities and security forces while promoting respect for human rights;
- support policies and mechanisms to respond to gender-based violence.

The Delegation intends to contribute to UN joint programmes, allowing for greater coherence of support and political messaging.

3.2. Indicative Activities

Activities related to Output 1.1 - Enhanced ability of local actors to promote attitudes and norms necessary that address specific security and justice problems:

- Working with police and other security actors alongside communities to define the way in which social norms have a negative impact on people's behaviours and identify ways in which they can change (research, analysis, learning);
- Identifying the norms around referrals to customary justice by the police, formal courts and families, and implications for human rights and gender equality, as well as unintended negative impacts;
- Publicising and amplifying existing norms and practices that protect and connect people within the community – work with media (radio, social media) and promote inclusion and social cohesion;
- Working with schools, parents, teachers and other community groups (youth, women, IDPs, minorities) as well as local leaders (including clan elders) to address the reasons behind high rates of juvenile detention and recruitment by Al-Shabaab;
- Organizing community conversations with women, youth, religious and community/clan leaders.

Activities related to Output 1.2 - Increased participation of citizens and communities in accountability and oversight mechanisms related to security and rule of law at local level, including security issues related to women, children, youth and minorities:

- Identifying community priorities and, where specific capabilities and capacities are required, supporting with appropriate infrastructure, training and assets to support security and justice delivery according to those priorities;
- Developing / strengthening civilian oversight models and working collaboratively with security actors on security response strategies;
- Translating outcomes from community consultations and engagement into the ongoing police reform agenda by promoting political conversations about right-sizing, sustainability and regulatory frameworks;
- Piloting accountability mechanisms at local level, such as developing complaints mechanisms for the police, or a code of conduct for paralegals;
- Support for community policing strategies.

Activities related to Output 2.1 – Increased access to justice through mobile courts, legal aid provision and training of justice actors, applying a gender-sensitive approach:

- Investment in legal empowerment and accompaniment by developing a cadre of community paralegal advisors to offer information and guidance about different options for accessing justice, covering both formal and customary approaches, while protecting the rights of women, children, minorities, etc.;
- Support to legal aid mechanism with a focus in the FMS;
- Support to mobile courts in order to improve access to justice in remote areas and/or newly liberated areas;
- Support to bar associations to ensure access to legal aid, particularly for women and minorities;
- Improve capacities of justice actors, incl. judges, lawyers, judicial police and the custodial corps, including on human rights compliance and gender issues;
- Engage with civil society involved in the justice sector in view of promoting access to justice and accountability.

Activities related to Output 2.2 – Strengthened capacity of alternative dispute resolution centres for the adjudication of cases, in compliance with human rights and do-no-harm approaches:

- Establishment of new, as well as strengthening of existing, ADR centres;
- Introduce restorative mechanisms within the ADR processes;
- Promote non-violent communication skills through ADR processes including women and youth;
- Support further training of existing and new adjudicators.

Activities related to Output 3.1 – Enhanced capacity of the police to deliver services in a more efficient, inclusive and gender-sensitive manner, respecting the rights of citizens:

- Procurement of non-lethal support equipment to Federal and State police forces;
- Provision of infrastructure support through rehabilitation and construction of police facilities;
- Provision of financial support to state and federal police forces;
- Provision of training to police forces, also in relation to promoting gender equality and human rights standards;

- Awareness raising on the rights of the population, especially minorities, women, IDPs, etc.

Activities related to Output 3.2 – Agreed overarching framework for the organisation of police services, clarifying roles and responsibilities:

- Organize dialogues between the FMS and the FGS on the legal framework;
- Consultation workshops on FMS police plans to promote inclusive and gender sensitive processes;
- Develop and support the implementation of comprehensive training strategies for police forces at regional and federal level.

Activities related to Output 4.1 – Enhanced capacities of security and justice institutions on aspects linked to their core competencies and duties:

- Provision of technical assistance to improve administrative and human resource management, asset management and financial governance – notably through digitalization and e-governance – as well as internal controls and oversight mechanisms of the institutions in charge of security (including maritime) and justice at federal and regional level (systemic approach);
- Support to the development of regulatory frameworks and pathways to fiscal sustainability;
- Provision of equipment or other material inputs to allow the personnel of security and justice institutions (including maritime) to work in decent conditions, fulfil their mandate and promote e-governance;
- Support digital case management systems at federal and local levels;
- Foster dialogue between FGS and FMS in order to reach agreement on a federal justice model.

Activities related to Output 4.2 – Strengthened mechanisms for internal and external accountability of security and justice actors:

- Foster a culture of accountability within security and justice institutions by developing internal controls and setting up disciplinary mechanisms to increase respect of codes of conduct;
- Establish vetting measures during recruitment and integration into security forces;
- Ensure that civilian courts provide judicial oversight over detentions and investigations, including review of pre-trial detention;
- Strengthen defence and security parliamentary committees to increase civilian oversight of the security sector and human rights compliance;
- Enact necessary legislation to establish independent disciplinary and oversight mechanisms.

Activities related to Output 4.3 - Enhanced understanding of, and capacity to, address security and justice priorities of citizens:

- Strategic analysis of the security sector (including justice, public finance management, civilian oversight, human rights and international humanitarian law compliance);
- Threat and risk assessments regarding the composition and conduct of Somali security forces, payment of salaries/stipends and their perception by civilians;
- Political and economic analysis of State and non-State security and justice actors.

The commitment of the EU's contribution to the Team Europe Initiative foreseen under this action plan will be complemented by other contributions from Team Europe partners. It is subject to the formal confirmation of each respective partners' meaningful contribution as early as possible. In the event that the TEIs and/or these contributions do not materialise the EU action may continue outside a TEI framework.

3.3. Mainstreaming

Environmental Protection & Climate Change

Outcomes of the SEA screening (relevant for budget support and strategic-level interventions)

The Strategic Environmental Assessment (SEA) screening concluded that no further action was required.

Outcomes of the EIA (Environmental Impact Assessment) screening (relevant for projects and/or specific interventions within a project)

The EIA (Environment Impact Assessment) screening classified the action as Category C (no need for further assessment).

Outcome of the CRA (Climate Risk Assessment) screening (relevant for projects and/or specific interventions within a project)

The Climate Risk Assessment (CRA) screening concluded that this action is no or low risk (no need for further assessment).

Gender equality and empowerment of women and girls

As per OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that this action will take a gender transformative approach to programming, reflecting the EU's global commitment to promote gender equality and tackle gender-based violence in a context of conflict and instability. The action will actively work on unequal power relations and discriminatory gender norms, including concepts of masculinity. It will proactively engage women's voice and agency as well as men in the role they can play in advocating for and making change happen. Social norms in Somalia are a major barrier for women and girls' empowerment and participation in public life. The support that will be provided to the communities will help to better identify how to tackle those challenges and provide more adequate responses. The participation of women will be crucial in this action to ensuring that security and justice structures are representative, trusted and legitimate, and are able to meet the needs of both men and women. The action will contribute to the implementation of the Women, Peace and Security Agenda.

Human Rights

Successful security sector reform must be guided by the understanding of people as rights-holders and the State, including core security actors, as duty-bearers in providing security as a service to the people. The rights-based approach has been integrated throughout the action, with a particular focus on promoting inclusion and equality. The action is designed around the individuals as a starting point and, as such, intends to guarantee their rights in having better access to quality security and justice services, being more protected by Somali security forces, ensuring their participation in shaping security responses at community level and influencing national reforms, and holding authorities/institutions accountable. Human rights standards and compliance will be systematically considered in capacity building activities for the security forces. Contextualised understanding of inter-clan and inter-group dynamics will allow to better strengthen the inclusion of minorities and other marginalised groups.

Disability

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1. This implies that the action will support participation, inclusion and protection of people with disabilities across the different outcomes. Specific attention will be paid to reduce stigmatization and discriminatory practices against disabled people. Considering they are at higher risk in conflict areas, their needs must be better understood by Somali security forces, including ensuring equal access to security and justice services. Community platforms and dialogue will allow to better consider those issues and address specific needs for an increased protection of people with disabilities.

Democracy

Accountability and legitimacy of institutions, and increased participation of citizens in decision-making processes, are at the core of this action to build a more participative country. The bottom-up approach shall contribute to empower communities to engage more proactively in security and justice issues; it shall also better inform mandated institutions and authorities of concrete needs and challenges that people face so as to adapt the response and ensure that intended reforms and actions are aligned with this reality. Consultations and engagement with communities, including women, youth and vulnerable groups, shall foster inclusive approaches and participatory decision-making processes.

Conflict sensitivity, peace and resilience

This action has been designed based on the conflict drivers, dynamics and actors identified in the Somalia Conflict Analysis Report. The bottom-up and people-centric approaches have been recognized as more effective for reducing

violence, promoting peace and fostering resilience thanks to a problem-solving and -driven iterative process. The report recommended to “*balance development support provided to central and federal state level*” and that “*formal service delivery should be combined with community-driven development programmes*”. The action will be permanently informed by a learning method and political economy analyses, in a contextualized manner that will help identify the structural causes of conflict which are resistant to immediate change, and triggers for peace or violence. Somali communities have proven to be resilient in face of the country’s history of violence. Engaging better with them as a starting point to address security and justice needs more effectively shall contribute to a more peaceful society. This shall also promote a better understanding of concerns and grievances vis-à-vis security and justice actors, including as regards the different types of justice, in order to reduce the risk of doing harm. Different options for access to justice will be taken into account making sure women, children, youth and minorities can benefit from them.

Disaster Risk Reduction

The action will assist communities to better address the consequences of climate-related shocks since Somalia is particularly affected by drought and flooding. Recurrent natural disasters lead to local conflicts over access to natural resources and livelihoods, exacerbating existing community tensions and vulnerabilities. The action will therefore provide support to the peaceful resolution of conflicts as part of addressing larger security and justice challenges.

3.4. Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
Political	Worsening political instability with heightened risk of violent conflicts, leaving little space for meaningful progress on state-building.	M/H	M/H	Flexibility built into the programme to allow for scale-back or relocation of projects from affected areas. Potential to rebalance in favour of community-level work that focuses on protecting civilians from worst effects of violence. Close engagement with the FGS and FMS to encourage peaceful resolution of crises through accepted governance structures and institutions.
Security	Civil unrest and/or conflict spreads, increased threats of Al-Shabaab destabilising hitherto stable areas, reducing access for partners and inhibiting delivery.	M	H	The Action is designed to provide considerable flexibility to respond to change – including scaling up or reducing investment in capacity-building according to the context and focusing on community security and stabilisation priorities in a context of escalating violence. Regular review of the political and security context and its interaction with programming, as well as Political Economy Analysis throughout the cycle of the action will allow for correct and timely understanding of the situation on the ground.
	Lack of compliance with basic human rights standards by security forces.	H	M	Systematic monitoring of supported security actors as well as conflict sensitivity assessments are foreseen.

Societal	Strong cultural norms and existing power networks work against the delivery of the outputs.	M	H	The programme is designed to better understand social norms to adapt the action and ensure leverage. Regular monitoring and conflict sensitivity assessments are foreseen.
Programme	Implementing partners fail to deliver satisfactory results and impact commensurate with the risks	L	M	Downstream partners will be supported to develop ownership of the intervention logic. Failure or non-viable pathways to change should be promptly identified through dynamic review processes, and prompt adaptations to programme design made.
	Due to volatilities in the political and security context the programme is unable to adjust adequately to new realities.	L	M	Flexible programme design and continuous political and security contextual analysis, including in relation to conflict sensitivity implications, shall allow for adaptation and scaling up/down of activities in line with the evolving context.

Lessons learnt:

Where national institutions, and particularly security forces, have been heavily supported by external support over a protracted period, this can produce over-reliance on that support and the unintended effect of lack of local commitment, risking a complete breakdown if support is withdrawn. It is important that programme activities facilitates dialogue at all levels and clearly identifies where areas of support will be attributed and exactly where responsibility on the national side resides. The effectiveness of interventions appears to be highly contingent on exogenous factors such as clan dynamics, political alliances, and underlying levels of peace and stability.

Social norms are likely to have more influence than institutional factors in fragile and conflict affected States when compared to stable democracies with strong, structured and accessible institutions. They can be harmful and divisive or be factors for peace and reconciliation. Consequently, the role of factors such as social networks, personal connections and behaviour gain particular relevance in those countries. Therefore, standard strategies such as enacting laws, enforcement, transparency, or accountability can be more challenging to implement in these contexts; hence the importance of including social norms interventions in programmes, while promoting inclusion, social cohesion, community engagement and participation (especially in what ‘security’ and ‘justice’ mean to them).

Justice remains a critical priority, particularly considering the popularity of Al-Shabaab administered justice mechanisms. However, this area has not been prioritised by the Government or the international community, in part because of the focus on security. Actions that embrace both sectors will have a greater impact.

The weakness of most of the FMS’s own police forces require federal police personnel to support and operate there under an FGS remit, reporting to Mogadishu, consequently weakening the concepts of both the NPM and federalism. This has a consequential negative effect upon the progression of federalism and the ability of communities to drive local change.

Recent security sector reform research indicates that *“there is not a single template of what the outcome of SSR should look like. Rather, there exist different models of a security sector that are context-specific and that foster a sense of peace and order for local communities and that are accessible to all parts of the society”*. Adopting a flexible, conflict sensitive and adaptive approach is therefore highly appropriate.

3.5. The Intervention Logic

The underlying intervention logic is that a problem-solving approach to addressing security and justice can be more effective than one focused primarily on developing institutions. The action will therefore adopt a people-centric approach to address concrete rule of law concerns that will be identified and prioritised by citizens as a starting point (Specific Objective 1 – community engagement). This will allow for better conflict management, developing civilian oversight models, and working collaboratively with security and justice actors on related-response strategies that are gender sensitive and in compliance with human rights. Providing more effective police and justice services to citizens, especially for women, youth, minorities and IDPs will respond to the immediate grievances and needs of the population (Specific Objective 2 – Access to justice – and Specific Objective 3 – Police). The action will continue, in parallel, to strengthen institutional capacities of security and justice institutions (notably through digitalization and e-governance), as well as oversight bodies so as to promote good governance, transparency and accountability vis-à-vis the public (Specific Objective 4 - Institutional support). Acknowledging the fact that security and justice are intertwined, institutional governance, efficiency, transparency and accountability will be reinforced through a holistic and systemic approach to ensure coherence of the overall institutional system that deals with security and justice issues, as well as to enhance coordination between the state and federal level. It will also be critical to continue supporting the Somali security forces (army and police, including maritime) to make them more professional, respectful of human rights, gender sensitive and accountable in the fulfilment of their mandates. This will be closely coordinated with the CSDP Missions on the ground to ensure continued implementation of the EU's Integrated Approach. Supporting oversight bodies also implies working at different levels, notably to strengthen the rule of law locally, with a participatory approach in the communities that has started to emerge in some FMS. It will be a dual-track approach to improve the ability of FMS and FGS institutions to better collaborate through similar systems, tools and procedures, taking into account the specificities of each FMS through a tailored support. This Specific Objective will draw extensively upon the first three. It will seek to learn from community-level approaches to inform both regional and national reforms and policies, helping to consolidate policy dialogue e.g. on the formal justice model that could be developed subject to favourable political dynamics. The impact is expected to contribute to human security and peace (overall objective).

The logic of intervention assumes that:

- effort is needed at the individual level to achieve depth of impact (citizens problems are resolved to a high degree of satisfaction) and at the institutional level to achieve breadth (institutions are more willing and capable to address citizens' security and justice problems, allowing impact on a greater number of people)
- improved understanding (outcome 1) and capacity (outcomes 2 and 3) at local / regional level will contribute to changes in policy and institutional attitudes (outcome 4), creating social change and strengthening the rule of law.

The outputs will contribute to deliver fair results for citizens through a variety of justice pathways and empower communities to propose and develop their own solutions to security and justice priorities, driving strategic reforms at the regional and federal level. This is an innovative combination of community security, civilian oversight, advocacy and capacity building, by creating links between and at community, regional and national levels, as well as enhanced coordination between the different levels of government.

The action is designed in a modular way to allow gradual expansion depending on the evolution of the political context and adapting policies and approaches at a more strategic level. Outputs and activities will be developed through a flexible and adaptive approach, capable of capitalizing on key moments of political or operational space opening and of changing course when the provided support does not yield the expected results. In addition, analytical and learning process will permanently informed the outputs and activities throughout the programme cycle, by being embedded under the different outcomes to trigger wider change.

There are political and security risks that are inherent to the current situation in Somalia considering the range of unresolved conflicts in the country, not least the persistent tensions between the Federal Government and regional administrations. This action has been designed to mitigate these risks by proposing a bottom-up and people-centric approach that will enable the EU to remain engaged in critical sectors even in the absence of progress towards overarching agreements at federal level on justice and security.

3.6. Logical Framework Matrix

At action level, the indicative logframe should have a maximum of 10 expected results (Impact/Outcome(s)/Output(s)).

It constitutes the basis for the monitoring, reporting and evaluation of the intervention.

On the basis of this logframe matrix, a more detailed logframe (or several) may be developed at contracting stage. In case baselines and targets are not available for the action, they should be informed for each indicator at signature of the contract(s) linked to this AD, or in the first progress report at the latest. New columns may be added to set intermediary targets (milestones) for the Output and Outcome indicators whenever it is relevant.

- At inception, the first progress report should include the complete logframe (e.g. including baselines/targets).
- Progress reports should provide an updated logframe with current values for each indicator.
- The final report should enclose the logframe with baseline and final values for each indicator.

The indicative logical framework matrix may evolve during the lifetime of the action depending on the different implementation modalities of this action.

The activities, the expected Outputs and related indicators, targets and baselines included in the logframe matrix may be updated during the implementation of the action, no amendment being required to the Financing Decision.

PROJECT MODALITY (3 levels of results / indicators / Source of Data / Assumptions - no activities)

Results	Results chain (e): Main expected results (maximum 10)	Indicators (e): (at least one indicator per expected result)	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	Human security and sustainable peace	1. OECD Fragility Index (Status) 2. Global Peace Index (GPI)	1. 3 rd most extremely fragile State (OECD - 2020). 2. score 3.211 in 2021, rank 158 out of 163	1. Somalia gains 2 ranks by 2025 2. Somalia gains 2 ranks by 2025	1. OECD Fragility Index (Status) - http://www3.compareyourcountry.org/states-of-fragility/countries/SOM/ 2. Global Peace Index 2021 https://www.economicsandpeace.org/wp-content/uploads/2021/06/GPI-2021-web.pdf	<i>Not applicable</i>
Outcome 1	Enhance inclusive, gender-sensitive and accountable approaches to rule of law issues at local level in Somalia that contribute to public confidence	1.1 Indicator C3 from the Fragile State Index	1.1 Fragile States Index, indicator C3: Score 8.3 in 2021	1.1 Score 7 by 2025	1.1 Group Grievances Country Score according to the Fragile State Index (Country score) - https://fragilestatesindex.org/indicators/c3/	Political willingness to better engage with the citizens to develop public policies Accountability mechanisms allow for more civilian oversight
Outcome 2	Increase local coverage and effectiveness of justice services for citizens, especially for women and vulnerable groups	2.1. Rule of Law and Justice, Ibrahim Index 2.2. Rule of Law percentile rank, Worldwide Governance Indicators,	2.1. Score 10.5 in 2019 2.2. Percentile rank: 0.5 in 2020	2.1. Score at 13 by 2025 2.2. Percentile rank at 1 in 2025	2.1. Ibrahim Index/Rule of law and justice - https://iiag.online/ 2.2. Rule of Law percentile rank from the World Bank Worldwide Governance indicators https://databank.worldbank.org/source/worldwide-governance-indicators	Cooperation continues and improves between justice chain stakeholders
Outcome 3	Expand accountable and inclusive police services that respect the rights of citizens while fostering federal coordination on police development	3.1. Indicator “Security and Safety” from the Ibrahim Index 3.2. Indicator C1 from the Fragile State Index	3.1. Score 30.2 in 2019 3.2. Fragile States Index, indicator C1: Score 9.3 in 2021	3.1. Score 33 by 2025 3.2. Fragile States Index, indicator C1: Score 9 by 2025	3.1. Ibrahim Index for security and safety - https://iiag.online/ 3.2. Security Apparatus Country Score according to the Fragile State Index (Country score) –	Cooperation between FGS and FMS continues and improves

					https://fragilestatesindex.org/indicators/c1/	
Outcome 4	Strengthen security and justice institutions as well as civilian oversight bodies to meet the expectations of, and address concrete problems experienced by, citizens	<p>4.1. Number of state institutions and non-state actors supported on security, border management, countering violent extremism, conflict prevention, protection of civilian population and human rights** (GERF 2.23)</p> <p>4.2. Number of internal inspections and/or audits within security institutions</p>	<p>4.1. 15 institutions (Joint Security Sector Governance Programme – 2021); 6 P/CVE platforms in the regions (UNDP – 2021); 15 community action forums with a membership of 300 community members (Saferworld – Feb 2020).</p> <p>4.2. TBC at the beginning of the action but very low (2022)</p>	<p>4.1. 15 institutions + 1000 community members supported by 2025</p> <p>4.2. At least 2 inspections / audits per institution per year by 2025</p>	<p>4.1. Progress reports for the EU-funded intervention</p> <p>4.2. Internal audit reports</p>	<p>The political situation allows the EU to continue supporting FGS institutions</p> <p>Sufficient existing institutional system in place, notably at FMS level, to work on reinforcing capacities</p> <p>Political willingness to develop the formal justice system</p> <p>Increase domestic revenues to gradually allocate more financial resources to security and justice sectors</p>
Output 1 related to Outcome 1	1.1. Enhanced understanding and awareness of local dynamics and social norms to inform the action	<p>1.1.1. Number of research carried out with support of the EU-funded intervention</p> <p>1.1.2. Number of community consultations to understand the role that social norms play alongside other institutional, material, global or individual drivers organized with support of the EU-funded intervention</p>	<p>1.1.1. 0 in 2022</p> <p>1.1.2. 0 (2022)</p>	<p>1.1.1. 15 by 2025</p> <p>1.1.2. 12 by 2025</p>	<p>1.1.1. Reports published by the EU-funded intervention</p> <p>1.1.2. Progress reports for the EU-funded intervention</p>	<p>The security situation allows for implementation of the Action and access to local areas</p> <p>Communities are involved in the Action</p> <p>Flexibility to adapt the action</p>
Output 2 related to Outcome 1	1.2 Improved accountability and oversight related to security and rule of law concerns at local level, including what security means to women, children, youth and minorities	<p>1.2.1. Number of government policies developed or revised with civil society organisation participation through the EU-funded intervention** (GERF 2.28)</p>	<p>1.2.1. 0 (2022)</p> <p>1.2.2. 0 (2022)</p>	<p>1.2.1. At least 1 per FMS supported by the Action (2025)</p> <p>1.2.2. At least 50 by 2025</p>	<p>1.2.1. Text of strategies and policy documents</p> <p>1.2.2. Pre- and post-training test reports</p>	<p>The security situation allows for implementation of the Action and access to local areas</p> <p>Communities are open to a progressive societal change</p>

		1.2.2. Number of civil society, parliamentarians and independent bodies trained by the EU-funded intervention with increased knowledge and/or skills on SSR aspects and oversight (disaggregated by sex and type of actor)				
Output 1 related to Outcome 2	2.1 Increased access to justice through mobile courts, legal aid provision and training of justice actors, applying a gender-sensitive approach	2.1.1. Number of cases heard in mobile courts supported by the EU-funded intervention (disaggregated by sex) 2.1.2. Number of people directly benefiting from legal aid interventions supported by the EU-funded intervention (disaggregated by sex)** (GERF 2.25)	2.1.1. 0 (2022) 2.1.2. 0 (2022)	2.1.1. 250 (2025) 2.1.2. 10,000 (2025)	2.1.1. Database of beneficiaries/participants 2.1.2. Database of beneficiaries/participants	The security situation allows for implementation of the Action and access to local areas. Political will from the Justice sector is carried on allowing mobile courts duplication across the country.
Output 2 related to Outcome 2	2.2 Strengthened capacity of alternative dispute resolution centres for the adjudication of cases, in compliance with human rights and do-no-harm approaches	2.2.1. Number of cases adjudicated by the ADR Centres supported by the EU-funded intervention (disaggregated by sex, region, and centre) 2.2.2 Number of ADR adjudicators trained by the EU-funded intervention with increased knowledge and/or skills on human rights (disaggregated by sex and by region)	2.2.1. 0 (2022) 2.2.2. 0 (2022)	2.2.1. 1,500 (2025) 2.2.2. 200 (2025)	2.2.1. Database of beneficiaries/participants – database maintained by the project team based on the ADR’ data cross checked with Ministry of Justice reports 2.2.2. Pre- and post-training test reports	The security situation allows for implementation of the Action. Ministry of Justice continues its involvement into developing ADR across the country.
Output 1 related to Outcome 3	3.1 Enhanced capacity of the police to deliver services in a more efficient, inclusive and gender-sensitive manner,	3.1.1 Number of security forces trained and deployed through the EU-funded intervention (disaggregated by sex and by region)	3.1.1. 0 (2022)	3.1.1. 2000 (2025)	3.1.1. Database of participants, pre- and post-training test reports, police project report, Ministry of Internal Security reports, third-party monitoring reports.	Increased revenues to allow FGS and FMS to recruit and pay police forces

	respecting the rights of citizens	3.1.2. Number of police misconduct cases investigated	3.1.2. 0 (2022)	3.1.2. 50 (2025)	3.1.2. Ministry of Internal Security reports, third party monitoring reports, UNSOM Human Rights Protection Group reports	Coordination with other international partners to provide a comprehensive package (training, equipment, infrastructure)
Output 2 related to Outcome 3	3.2 Agreed overarching framework for the organisation of police services, clarifying roles and responsibilities	3.2.1. Extent to which EU-funded intervention contributed to updating New Policing Model 3.2.2. Number of State Police plan updated with support of the EU-funded intervention	3.1.1. 1 New Policing Model from 2017 but not properly owned by the authorities (2022) 3.1.2. 0 (2022)	3.1.1. 1 federal Policing Model updated and agreed upon by FGS and FMS, endorsed as regulatory framework for all Somali police forces (2025) 3.1.2. 6 Police Plans updated and agreed upon (5 FMS and Benaadir) (2025)	3.1.1. Somali Police forces reports and regulatory framework. Ministry (ies) of Internal security reports and regulatory framework. 3.1.2. Ministry (ies) of Internal security, Somali Police Forces, State Police Forces reports and plans	Political commitment between the FGS and the FMS to discuss the overall police framework Collaboration between international partners to support the discussions for effectiveness purposes
Output 1 related to Outcome 4	4.1 Enhanced capacities of security and justice institutions on aspects linked to their core competencies and duties	4.1.1 Number of trainings (human resources management, leadership, policy & planning, budgeting) delivered under the EU-funded intervention 4.1.2 Number of victims of human rights violations directly benefiting from assistance funded by the EU (disaggregated by sex and age)** (GERF 2.29) 4.1.3 Number of people who have benefited from institution or workplace based VET/skills development for digitalisation supported by the EU-funded	4.1.1 0 (2022) 4.1.2 0 (2022) 4.1.3 0 (2022)	4.1.1 40 (2025) 4.1.2 500 (2025) 4.1.3 At least 100 civil servants have developed their skills in digitalization (2025)	4.1.1 Pre- and post-training test reports, and monitoring system at project level 4.1.2 Ministry of Justice reports 4.1.3 Database of beneficiaries/participants	Sufficient existing institutional system in place, notably at FMS level, to work on reinforcing capacities Capacity of the FGS and the FMS to allocate enough financial resources to security institutions. Political agreement on the formal justice system Synergies and complementarities with other donors to support enough training centres.

		intervention** (GERF 2.14)				
Output 2 related to Outcome 4	4.2 Strengthened internal and external accountability of security and justice actors	<p>4.2.1. Status of legislation/policies regulating internal inspection and/or audit services within the security institutions</p> <p>4.2.2 Status of laws/regulations outlining the functioning, composition and budget of formal oversight mechanisms including parliamentary and independent bodies</p>	<p>4.2.1 0 (2022)</p> <p>4.2.2 0 (2022)</p>	<p>4.2.1 5 by 2025</p> <p>4.2.2 3 by 2025</p>	<p>4.2.1 Text of laws and regulations developed/updated with the support of the Action</p> <p>4.2.2 Text of laws and regulations developed/updated with the support of the Action</p>	Political commitment to increase accountability in the security sector
Output 3 related to Outcome 4	4.3 Enhanced understanding and capacity to address security and justice priorities of citizens through continuous monitoring and strategic analysis of the sector	4.3.1 Number of analysis and reports delivered with support of the EU-funded intervention	4.3.1. 0 (2022)	4.3.1. 6 reports per year	4.3.1 Progress reports for EU-funded interventions	The security situation allows for access to locations covered by the action

4. IMPLEMENTATION ARRANGEMENTS

4.1. Financing Agreement

In order to implement this action, it is not envisaged to conclude a financing agreement with the partner country.

4.2. Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 72 months from the date of adoption by the Commission of this Financing Decision.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

4.3. Implementation of the Budget Support Component – N/A

4.4. Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures².

4.4.1. Direct Management (Procurement)

Procurement in direct management will be contributing to SO 4 “Strengthen security and justice institutions as well as oversight bodies to meet the expectations of, and address concrete problems experienced by, Somalis”. The service contract(s) will provide technical assistance to enhance the capacities of security and justice institutions and reinforce oversight bodies (outputs 4.1 and 4.2) while also providing strategic analysis of justice and security issues to better understand and address citizens' priorities (output 4.3). The supply contract will complement the support of the technical assistance by providing the necessary equipment for the beneficiary entities to work in decent conditions and improve their effectiveness.

A service contract is the preferred modality to pursue the above-mentioned objectives/outputs given the need to rely on a flexible and rapid mechanism to support political windows of opportunity and maintain the ability to scale up/down certain activities in order to react to an often-changing context. The tender procedure for the service contract has been launched in April 2022 under a suspensive clause prior to the adoption of this Decision. This was justified because of the criticality of aligning this support with the timelines of the Somalia Transition Plan and ensure complementarity with other key EU security support provided by the European Peace Facility to the SNA (January 2022 – June 2023) and the CSDP missions. An interruption in programmatic support would undermine the coherence sought by the EU Integrated Approach in Somalia.

4.4.2. Indirect Management with international organisations

A part of this action may be implemented in indirect management with entities which will be selected by the Commission's services using the following criteria: proven track-record in delivering justice and security services to local communities (e.g. performance certificate, TPM and evaluation reports), capacity to operate in Somalia at the FMS level, proven ability to convene donors in the area of justice and security. The implementation by these entities entails achieving SO 1 “Promote local inclusive and accountable approaches to the rule of law in Somalia that contribute to public confidence”, SO 2 “Expand the provision of locally available and effective justice services to citizens, especially for women and vulnerable groups”, and SO 3 “Strengthen the expansion of accountable police

² www.sanctionsmap.eu. Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

services across Somalia to increase the security of the population while fostering federal coordination on police development” and the related outputs mentioned under Section 3.1 “Objectives and expected outputs”.

4.4.3. Changes from indirect to direct management mode (and vice versa) due to exceptional circumstances (one alternative second option)

(a) Changes from direct to indirect management mode

The programme envisions direct management through procurement (see Section 4.4.3), a service contract being the preferred modality to deliver SO 4 (institutional support). Indirect management with an international organisation, Member State organisation or third donor country entity could be considered as an alternative management mode should the political or security context so require or should invited entities be unable to submit acceptable proposals under direct management modalities.

(b) Changes from indirect to direct management mode

The action envisages indirect management to deliver SO 1 (community engagement), SO 2 (access to justice) and SO 3 (police support) (see Section 4.4.4). If negotiations with the entities fail or if the implementation mechanism proves not to be satisfactory in terms of value for money, fund management or operational effectiveness, the EU Delegation may change the implementation modality to direct management through grant contract or service contract.

4.5. Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions.

The Commission’s authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realization of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

4.6. Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)
Implementation modalities – cf. section 4.3	
Specific Objective 1 “Enhance inclusive, gender-sensitive and accountable approaches to rule of law issues at local level that contribute to public confidence” composed of	6 000 000
Indirect management with an international organization - cf. section 4.4.5	6 000 000
Specific Objective 2 “Increase local coverage and effectiveness of justice services for citizens, especially for women and vulnerable groups”, composed of	8 000 000
Indirect management with an international organisation - cf. section 4.4.5	8 000 000
Specific Objective 3 “Expand accountable and inclusive police services that respect the rights of citizens while fostering federal coordination on police development”, composed of	10 000 000
Indirect management with an international organisation - cf. section 4.4.5	10 000 000
Specific Objective 4 “Strengthen security and justice institutions as well as civilian oversight bodies to meet the expectations of, and address concrete problems experienced by, citizens”, composed of	12 000 000
Procurement (direct management) – cf. section 4.4.3	12 000 000

Evaluation – cf. section 5.2	will be covered by another Decision
Audit – cf. section 5.3	
Contingencies ³	N.A
Totals	36 000 000

4.7. Organisational Set-up and Responsibilities

Project-level steering committees will be constituted as a mechanism to monitor and review the progress under this Action. Relevant stakeholders such as representatives of target communities (notably women and youth), security and justice institutions and oversight bodies, as well as local, regional and federal authorities, will be involved in the process.

To ensure the overall coherence and smooth implementation of the action, a technical committee will be set-up to build a strong enabling environment for operational coordination between the implementing entities. It will be coordinated by the EU Delegation and will meet on a quarterly basis as a minimum.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

4.8. Pre-conditions – N/A

5. PERFORMANCE MEASUREMENT

5.1. Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) and the partner's strategy, policy or reform action plan list (for budget support).

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Roles and responsibilities for data collection, analysis and monitoring: the projects resulting from this Action will incorporate baseline surveys to confirm/establish target values. Support will be directed towards conducting perception surveys to establish baselines and targets and towards improving available data including on women representation at local council level (data currently not available). The Commission may undertake additional project monitoring visits through its own staff, third party monitors or independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews). Studies will be carried out in the context of this action to inform implementation and aid evidence-based programming of EU funded interventions.

5.2. Evaluation

Having regard to the importance of the action, a mid-term and/or final evaluation will be carried out for this action or its components, via independent consultants contracted by the Commission or via an implementing partner.

A mid-term evaluation may be carried out for problem solving and learning purposes, in particular with respect to the objectives of the action, and in view of launching a second phase of the action.

³ Consider that contracts where no financing agreement is concluded, contingencies have to be covered by individual and legal commitments by 31 December of N+1.

A final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the EU's significant investments in the security and justice sectors over several decades. Considering this action will contribute to the indicative TEI "Governance, Peace and Security – Reconciling Somalia", joint evaluations with other contributing Member States would be envisaged.

The Commission shall inform the implementing partner at least 14 days in advance of the dates envisaged for the evaluation missions. The implementing partners shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders following the best practice of evaluation dissemination⁴. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

The financing of the evaluation(s) shall be covered by another measure constituting a Financing Decision.

5.3. Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

6. STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

The 2021-2027 programming cycle will adopt a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

It will remain a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU member states.

However, action documents for specific sector programmes are in principle no longer required to include a provision for communication and visibility actions promoting the programmes concerned. These resources will instead be consolidated in Cooperation Facilities established by support measure action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.

⁴ See best [practice of evaluation dissemination](#)

APPENDIX 1 REPORTING IN OPSYS

An Intervention⁵ (also generally called project/programme) is the operational entity associated to a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Interventions are the most effective (hence optimal) entities for the operational follow-up by the Commission of its external development operations. As such, Interventions constitute the base unit for managing operational implementations, assessing performance, monitoring, evaluation, internal and external communication, reporting and aggregation.

Primary Interventions are those contracts or groups of contracts bearing reportable results and respecting the following business rule: ‘a given contract can only contribute to one primary intervention and not more than one’. An individual contract that does not produce direct reportable results and cannot be logically grouped with other result reportable contracts is considered a ‘support entities’. The addition of all primary interventions and support entities is equivalent to the full development portfolio of the Institution.

Action level		
<input checked="" type="checkbox"/>	Single action	Present action: all contracts in the present action
Group of actions level		
<input type="checkbox"/>	Group of actions	Actions reference : N/A
Contract level		
<input type="checkbox"/>	Single Contract 1	
<input type="checkbox"/>	Single Contract 2	
<input type="checkbox"/>	Single Contract 3	
<input type="checkbox"/>	Group of contracts 1	

⁵ [ARES \(2021\)4204912](#) - For the purpose of consistency between terms in OPSYS, DG INTPA, DG NEAR and FPI have harmonised 5 key terms, including ‘action’ and ‘Intervention’ where an ‘action’ is the content (or part of the content) of a Commission Financing Decision and ‘Intervention’ is a coherent set of activities and results which constitutes an effective level for the operational follow-up by the EC of its operations on the ground. See more on the [concept of intervention](#).