



**Rule of Law and Security Programme
Phase III, 2009-2011**

Project document

UNDP Somalia
June 2009

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United Nations Development Programme
Somalia
Project document

Project title	UNDP Somalia - Rule of Law and Security Programme (ROLS) Programme Strategy Phase III 2009 – 2011
UNTP outcome and UNDP Country Programme outcome	UNTP outcome 3: Improved security and protection under the law for all Somalis
Intended outcomes and outputs	<p>1) Civilian Police Improved community security is subject to the existence of a trained, professional and community-based civilian police service, with a focus on service/duty to the community and an internalised understanding of human rights and gender values. The police service consists of a minimum of 15% female police-officers, equally represented throughout all ranks and positions.</p> <ul style="list-style-type: none"> • Capacity development of Ministry/ies of Interior and police to respond to needs of the community with full accountability and transparency, including provision of basic equipment and essential infrastructure. • Accountability, financial management and parliamentary oversight mechanisms in place and adhered to by counterparts. • Civilian policing practices and specialised training including gender based violence. • Community-based civilian policing practices, recruitment and training integrating HIV/AIDS, gender and human rights. • Community-based civilian policing pilot projects with a focus local needs and community participation. <p>2) Access to Justice More people, especially women and the vulnerable, have access to justice and understand the law and their rights.</p> <ul style="list-style-type: none"> • Development of national/regional justice strategies and action plans. • Capacity development for key justice institutions, including administrative capacity, training, mentoring, provision of equipment, Judicial Management, case administration and infrastructure support along with internal legislative and civil society oversight capacities. • Legal reform and initiation of harmonization of <i>xeer</i>, sharia, and statutory laws and institutions. • Increased number of legal professionals, through support for postgraduate and continuing legal professional education, including assistance for placements in key ministries. • Access to justice, including legal aid and mobile courts, particularly for women and vulnerable groups (children, minorities, individuals living with HIV/AIDS). <p>3) Custodial corps Selected custodial facilities (prisons) meet international physical and human rights standards for prisons with prison staff trained in gender sensitivity and systems to promote rehabilitation rather than punishment as the overarching aim of the custodial services.</p> <ul style="list-style-type: none"> • Establishment of modern custodial entities in priority locations with, management and structures which include women. • Training of custodial officers with gender, human and HIV/AIDS integrated. • Completion and opening of model rehabilitative prisons in Puntland (PL) and Somaliland (SL). • Development of cooperation between Somali authorities and

	<p>Uganda in this field.</p> <p>4) DDR, Armed violence reduction and Small Arms Reduction: Conflict management mechanisms are within easy access of all people especially women and the vulnerable, Victims Referral Mechanism in place and an Early Warning and Response Network have been established.</p> <ul style="list-style-type: none"> • Contingency planning for DDR in central/south Somalia as part of peace process. • Support for establishment of regional frameworks for arms control • Development and support for community-based and initiated local security and safety plans in targeted areas. • Establishment of a Victims Referral Mechanism – an inter-ministerial framework to improve efficiency and cooperation to support rehabilitation of victims of violence, especially women and youth. • Establishment of an early warning and response network and an Observatory on violence. <p>5) Mine action: Consolidation of Mine Action Centres and structures in Somaliland and Puntland, Explosive Ordinance Disposal in Puntland. Enhancement of SMAC and PMAC capacities to develop and standardize the Mine Action Awareness efforts of various INGOs. Consolidation of Police EOD teams. Integrating MA into community development, security and safety initiatives.</p>
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2009 AWP budget:	50544406.6
Total resources required	124,241,879
Total allocated resources: _____	
• Regular	_____
• Other:	
○ EC	17M
○ Denmark	1.75M
○ Italy	0.23M
○ Norway*	3M
○ DFID**	3.3M
○ Japan	3M
○ USAID	5.5M
○ BCPR	2.6M
○ UNDP Trac	1M
Unfunded budget:	86,548,310
In-kind Contributions	
* Hard Pledge	
** Soft Pledge	

Programme Period: 3 years (36 months)	

Key Result Area (Strategic Plan):	
Atlas Award ID:	00014781
Start date:	1-1-2009
End Date:	31-12-2011
PAC Meeting Date: 18 th - 25 th March and 9 th April 2009	
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I. SITUATION ANALYSIS

Somalia has been without a national government since 1991. Chronic violence, civil war, and weak or disintegrated state structures have produced instability with severe humanitarian consequences over almost two decades. This has greatly affected people's safety and well-being, and the development of basic infrastructure and institutions. During 2007-2008 the situation deteriorated further, bringing humanitarian and security conditions to their worst levels in many years. Although Somaliland and Puntland are more stable than South Central (SC) they also suffered public security reverses on account of terrorist attacks in October 2008 and a sharp increase in pirate activities along their coastlines, particularly from Puntland.

During the past decade there have been repeated attempts to re-establish a central national government based in Mogadishu. The latest of these attempts – the Djibouti talks and agreement in August, 2008 – led to the appointment of a new president and in January 2009 and the formation of a new unity government. The Djibouti process developed in the aftermath of the December 2006 Ethiopian invasion of south-central Somalia in support of the Transitional Federal Government (TFG) against the Islamic Courts Union (ICU). In early 2009 the Ethiopian army withdrew from Somalia. Negotiations between the TFG and the chief wing of the successor of the ICU termed the Alliance for the Liberation of Somalia (ARS), previously in armed opposition, culminated in the expansion of the existing Parliament, the election of the ARS leader Sheik Sharif Ahmed as President and of a new Prime Minister in February, 2009. As of the time of writing, it had yet to be seen how successfully the new government would be able to establish itself in Mogadishu drawing on an expanded military presence of the UN-backed African Union Mission for Somalia (Amisom).

Despite these developments, the fundamental administrative situation in Somalia is not imminently going to change. At present, Somalia comprises three administrative areas: south-central Somalia, the semi-autonomous Somali State of Puntland, and Somaliland, which in 1991 unilaterally declared it an independent republic. While interlinked economically and ethnically, each of the three regions have evolved differently with the latter two in a delicate post-war and early recovery phase, including elections in early 2009 in each region, while much of south-central Somalia (especially Mogadishu and surrounding areas) has suffered from continuing open conflict with Al Shabaab forces whose leaders are divided as to whether initiate negotiations with the new central government.

Somaliland declared its independence from the rest of Somalia in 1991, establishing a regional government with a functioning parliament and ministries. For some years now it has been the most advanced regional government. In south-central Somalia, the TFG was weakened by internal fighting and structural problems, and failed to consolidate control in key areas, while the Puntland government has struggled to develop into an effective government. The bombings in Puntland and Somaliland in October 2008, and the surge in piracy, have underscored the fragility of the nascent government structures and capacities. The advent of a more secure government in PL in February, 2009 seemed to open up the possibility of more UNCT and IC engagement in that area. In other parts of Somalia, there are areas of virtual self-government influenced by clan-based militias while important zones such as Baidoa (former seat of Parliament) are now under the military and civil control of Al Shabaab forces. The latter is demanding the full withdrawal of all foreign troops, including Amisom, on which the present central government is momentarily dependent for its security.

South Central, Puntland and Somaliland are in the inception stage of security sector governance and in general nation building. Governance and state-building, if they are to be effective, then they must also be representative of the general population and of women in particular. This is a major challenge as the most Somalis men do not consider the inclusion of women an important aspiration in its own right. Minorities also tend to be excluded and women are considered a political and social minority. However, the Transitional Federal Charter stipulates that 12% members in parliament be women. This goal was not met and the new government has not changed the situation although civil society including women networks having been offered 75 seats out of 550 parliamentary seats agreed as part of the Djibouti process.

Somaliland and Puntland for instance each have a single woman in the cabinet and less than ten in House of Representatives and none in the Guurti. Security sector reform must encompass the need for greater inclusion at all levels.

In sum, all regions have been plagued by general insecurity, inter-clan violence, humanitarian emergencies, terrorism, and the weakness or absence of government bodies. The major factor underpinning prospects for recovery and development is the recovery and development of conditions in which people can live in safety and security. Such security – human and immediate security – depends on the State developing its capacities, including for the task of constructing a broader security framework, distinguishing clearly between traditional security bodies and a civil police. While Security Sector Reform encompasses all security bodies and police, and reform must be comprehensive and justice-driven, ROLS will concentrate on civilian and custodial bodies.

Efforts to improve the rule of law and security have made some progress around the country, especially in Somaliland. However the sharp reversals of political and military control in towns in south-central Somalia during 2008 and 2009 (for example in Kismayo, Baidoa and Mogadishu after the Ethiopian withdrawal), have in ways illustrated the lack of rule of law and security, including the collapse of previous UN engagement in key zones. Similarly, the general deterioration in security for aid organizations, the assassination of the head of the UNDP office in Mogadishu in July 2008, and the bombings in Somaliland and Puntland in October 2008, have been indicative of the fragility of security gains and the limitations to what has been achieved. Governments in each of the three regions continue to reiterate their appreciation for support provided to the development of modern policing and the concept of civilian based accountable policing is slowly permeating counterpart structures and thinking.

In December 2008 the UN secretary-general, Ban Ki-Moon, emphasised to the UN Security Council the need to assist the Somali parties in developing the security sector within the framework of the rule of law. This was endorsed by resolution 1863 (2009), which requested the Secretary-General to advise on plans to assist the parties to implement the Djibouti Agreement including in the area of rule of law. In January a UN Technical Assessment Mission (TAM) examined existing activities, gaps and capacity needs in the field of justice, prisons, security sector reform (SSR), disarmament, demobilisation and reintegration (DDR), human rights and mine action. Across the sector, the TAM recognized that significant activities had already been delivered by UNDP through its Rule of Law and Security (ROLS) Programme, and that further activity should complement existing projects and avoid duplication. As with the advent of the first TFG government (and deriving crucial lessons from the controversial engagement record), UNDP was called upon to support immediate security enhancing steps, including the accelerated expansion of the Somali Police Force. But to do so from a principled and quality assurance packed process. In the words of the International Contact Group meeting in Brussels in February, 2009: development of a 10,000 strong civilian accountable police service by the second trimester of 2010, reaffirmed also at the second Brussels meeting of April 23, 2009\1

Support for Civilian Police will be a critical element if implementation of the Djibouti Agreement and IC support to the new government is to be successful. Previously the ROLS programme was involved in assisting the TFG police to broaden its outreach and recruitment, in order to constitute an inclusive Somali Police Service. The emphasis has been on increasing the number of trained policemen and policewomen, to help give stability and legitimacy to a willing government. The new government's legitimacy with the population will be reinforced as new police practices are unveiled. ROLS' years of experience in SL and PL place it in a unique position to ensure an indispensable contextualization of the reform agenda and this is consistent with the goals of previous international support to ROLS.

¹ With the Djibouti peace process challenge posited (and welcomed) by UNDP to considerably scale-up police formation, come the financial implications and oversight responsibility incumbent on UNDP ROLS and particularly its donors. Simply stated, the Brussels commitment cannot be met without the corresponding financial resources to make it possible. ROLS is being asked to quadruple its efforts as regard police formation over the course of 15 months. This will depend not only on the security/access to existing training facilities currently being refurbished in the Mogadishu area, in addition to the now-completed Armo Academy in Puntland. UNDP's capacity to train however will be limited or fully dependent on additional contributions for the payment of the extraordinary training loads. In light of the broader programme demands and ongoing activities, the present submission only contemplates a set percentage for the payment of stipends and enhanced requirements. It is the responsibility of UNDP and its Steering Committee, all subscribers to the Brussels declaration and in line with decisions by the UNSC, other peace-keeping trust mechanisms or additional earmarked contributions will be necessary to reach the goal. And as of the initiation of the 2nd quarter of 2009, no such commitments have been made.

Box: INTERNATIONAL SUPPORT TO DJIBOUTI PROCESS AND HOW IT BUILDS ON SUPPORT TO PREVIOUS ROLS PRIORITIES.

1. ICG, Brussels February 2009

In February 2009 the International Contact Group (ICG) on Somalia met in Brussels. During this meeting the ICG agreed to support the recruitment, training, equipping and deployment of 10,000 Police Officers in Somalia by June 2010.

2. Donor Pledging Conference, April 2009

Meeting in Brussels in April 2009 the international donor community, under the auspices of the European Commission, pledged their support to Somali Security Institutions and the African Union Mission in Somalia. Pledges made at this meeting include:

- Support to AMISOM at \$160.51 million
- Support to Somali Security Institutions (SSI) at \$66.43 million

Support to the Somali Security Institutions includes UNDP ROLS Police formation programming and includes the payment of stipends to Somali Police Force Officers that have been trained and verified by the UNDP. UNDP will facilitate the actual payment to individual beneficiaries through the independent Police Stipend Monitoring Committee, which consists of senior civil servants from the Prime Minister's Office, the Ministry of Finance, the Ministry of Interior, the Somali Central bank and the Somali Police Force. This modality has been tested and approved in accordance with UNDP and donor accountability requirements in a pilot disbursement in February 2009 and will be continued. The modality will gradually be developed towards an integrated financial administration and human resources database within the SPF headquarters, with facilitation of the Somali Central Bank.

3. Three Year Programme

The current confirmed funding committed to the ROLS programme will cover activities through to the end of 2009. Further funding will therefore be sought to cover the remaining period of the three year programme.

II. STRATEGY

1. OVERALL STRATEGY

The overall goal or intended outcome of the ROLS Programme Phase III is **improved security and protection under the law for all Somalis**. This goal is one of the five overall goals of the UN Country Team in Somalia, as set out in the UN Transition Plan (UNTP) for Somalia for 2008-2010. The proposed strategy for ROLS Phase III (2009-2011) also builds on the Security Sector Assistance Framework developed by a team of experts (including the present head of the ROLS unit) under the leadership of the SRSG and endorsed by the International Contact Group in its April 2008 meeting in Oslo. The strategy also builds on lessons learned and good practices developed over the 2002-2008 ROLS programme. The framework recognises inadequacies in the way partners have addressed the security sector in the past and calls for a phased approach to security sector development with coherence among all stakeholders at the political level. All within a principled human-rights centered security sector governance framework guidelines, largely drawn and developed from UN Secretariat's Security Sector Reform discussions/documents and OECD-DAC guidelines and best practices (i.e., principally Security Sector Programming, Engagement in Fragile States, Paris Declaration principles applied to Security Sector).

The political dimensions of support to the security sector will be led by the UN Political Office for Somalia, while UNDP will remain engaged at the technical level. Clear roles and responsibilities have been elaborated to ensure UNDP maintains its development focus with UNPOS on political issues. That partnership began to be forged with the advent of a new SRSG, donor mobilization and, above all, the Djibouti negotiation process culminating in the August, 2008 accords and the advent of a new unity ARS/TFG government in January, 2009.

As recent Somali and other post-conflict experiences reveal, confronting the immediate security context may undermine longer term development and risks human rights and force abuses. Risks increase when the political context and the juridical protection framework is not seen by ordinary Somali citizens as capable of protecting them from the abuse of political/security force, including the mistaken and unacceptable political/counterinsurgency minded use of the Police by authorities with no oversight capacities in place. Particularly in Somalia where there is no one single set of perpetrators of violence, forcing society and development agencies to engage violence and impunity across the board drawing on juridical and cultural strengths, and external resources where necessary, towards the goal of providing security as a service and as a right. Programming will ensure that the urgent does not come at the expense of the important and structural. Roots and manifestations will be dealt with simultaneously and at diverse levels, always within the particularities of SL, PL and South Central. The relationship between politics and legality on one side, and the degree of police professionalism and violence, on the other will vary. The search for justice will be the same but the political context will influence its course, particularly when it comes to the development of a security sector force that is accountable, rises above sectoral, clan or extremist use and a police which is subordinated and supportive of political reform/reconciliation and the rule of law.

1.2 A Human Rights Based Approach

Rule of Law can also be defined as the application of a Human Rights Based Approach to the Security Sector and its development. This follows from the UN norm that the Human rights standards contained in, and principles derived from, the Universal Declaration of Human Rights and other international human rights instruments guide all development cooperation and programming in all sectors and in all phases of the programming process. As such, development cooperation, including cooperation from a development perspective with the Security Sector, must contribute to 'duty-bearers' to meet their obligations and/or of 'rights-holders' to claim their rights.² Further, human rights principles guide all programming in all phases of ROLS' programming process, including assessment and analysis, programme planning and design (including setting of goals, objectives and strategies); implementation, monitoring and evaluation. In addition to principles such as: universality and

²http://www.undg.org/archive_docs/6959-

The_Human_Rights_Based_Approach_to_Development_Cooperation_Towards_a_Common_Understanding_among_UN.pdf

inalienability; indivisibility; inter-dependence and inter-relatedness; non-discrimination and equality; participation and inclusion; Security Sector programming must give particular emphasis to the accountability and the rule of law.

UN guidelines in this regard indicate that with “*Accountability and Rule of Law*” States and other duty-bearers are answerable for the observance of human rights. In this regard, they have to comply with the legal norms and standards enshrined in human rights instruments. Where they fail to do so, aggrieved rights-holders are entitled to institute proceedings for appropriate redress before a competent court or other adjudicator in accordance with the rules and procedures provided by law”. In the capacity-building focus that characterizes UNDP interventions, “*Programmes of development cooperation contribute to the development of the capacities of duty-bearers to meet their obligations and of ‘rights-holders’ to claim their rights*. It identifies *rights-holders* (and their entitlements) and corresponding *duty-bearers* (and their obligations) and works towards strengthening the capacities of rights-holders to make their claims, and of duty-bearers to meet their obligations. Good programming would also encompass a focus on marginalized, disadvantaged and excluded groups, making participation a means and a goal, and ensuring strategies that empower people along with accountability to all stakeholders.

In summary, the strategy of the ROLS programme is based on an understanding that:

- The rule of law requires peaceful conflict resolution, community security and democratic governance with intervention across the criminal justice chain;
- Technical aspects of the rule of law and security need to be combined with the human dimension of public confidence in and perceptions of legal and security actors;
- To improve human security, it is necessary to take a broad and multi-sectoral approach, rather than a narrowly security focused approach and,
- A comprehensive approach inspired by the concepts of human, economic and socio-cultural security which vision implies that:
 - all concerned parties, the State as well as community members, play a role in the improvement of security and conflict management.
 - potential threats should be quickly identified and efficient responses developed in order to prevent them.

The ROLS programme has been prepared in the light of recommendations made in reports and evaluations of previous ROLS phases, particularly a 2008 evaluation of DDR, judiciary and prisons components. The largest donor to ROLS, the EC, evaluated the programme in November 2006, noting the relevance, coherence and logic of the programme, and highlighting the ‘excellent relations with the different Government counterparts’.

Building on the achievements of the ROLS programme from 2002-2008, ROLS III will strengthen quality assurance, through enhanced accountability and legislative oversight mechanisms. The programme will seek to build capacity to meet key benchmarks and performance indicators, working towards the overall objective of an environment where Somali citizens are protected and can protect themselves from violence. Oversight should consist of checks and balances that prevent abuses of power and ensure that institutions attain legitimacy and credibility among the population, predicated on their own respect for the law and due process. ROLS will tackle gaps in the security sector oversight legislative framework in Somalia, to see what should best be done to address the gaps and shortcomings following the ongoing reorganization of government in South Central, and the new governments that followed elections in PL and in SL (April, 2009) . The objective will be to ensure that security and justice institutions operate in accordance with the rule of law and with clear legal mandates and limitations, as well as strategies.

2. PROGRAMME FRAMEWORK

The ROLS programme will be framed around five main projects or project areas:

- Civilian Police
- Access to justice
- Custodial Services
- Disarmament, Demobilisation and Reintegration (DDR), Armed Violence Reduction (AVR) and Small Arms Control (SAC)
- Mine Action

Gender and human rights will be integrated into all the project plans, with specific indicators and close monitoring. OHCHR/UNPOS will lead the overall human rights strategy.

Across all five focus areas, the programme will seek to develop the capacity of Somalis – government, state and civil society – to develop, manage and implement security sector reform. In addition to specific capacity development initiatives for key partner institutions, the ROLS programme will also provide technical support and capacity building to bodies established under the Djibouti Agreement, such as the Joint Security Committee and the ongoing reorganization of the security sector under the new government in Mogadishu. This support will be under the overall coordination and political leadership of the UN Political Office for Somalia (UNPOS). While military and intelligence bodies lie within the security sector, and need to be included in recurring security sector assessments, because of its mandate UNDP cannot work with these bodies.

Support for the security dimension of the Djibouti Agreement has been called for by the United Nations secretary-general and Security Council. In his 19 December letter to the Security Council, the Secretary-General recommended that the United Nations should help the parties to the Djibouti process to develop a coherent package of assistance required to restore the security sector and the rule of law, initially through support to the Transitional Security Arrangements. UN Security Council Resolution 1863 (January 2009) endorsed this recommendation and requested an early update on implementation. The transitional security arrangements established under the Djibouti process comprise three key institutions: the Joint Security Committee (JSC), Joint Security Forces (JSF) and Somali Police Force (SPF). The stated role of these institutions is to deliver on the aims of the Djibouti Agreement, including to: ensure the cessation of all armed confrontation; promote a peaceful environment; avoid a security vacuum; and facilitate the protection of the population and the unhindered delivery of humanitarian assistance. The ROLS programme will support these institutions and will continue to play a central role in the development of the police service, building on the accomplishments of the past two ROLS phases.

3. METHODOLOGY

At the time of preparing this strategy, three dimensions to the situation in Somalia made it inadvisable to draw up a specific activity-guide methodology:

- Implementation of the Djibouti Agreement is moving ahead; a new government has been formed, but is not in control of meaningful parts of the country. This has implications for ROLS and UNDP planning for the central government. In the meantime however the ROLS team now forms part of the Secretariat of the Joint Security Committee (JSC) which under UNPOS guidance is developing working modalities and road maps for the implementation of agreements as well as the mobilization of the international expertise and resources required for its successful fruition. As a new central actor the JSC is developing requirements in its own right, an activity which requires time and accompaniment. Only upon completion of this activity, whereby the specific needs of the JSC are articulated, will ROLS adjust delivery, particularly as regards Civilian Police, to the needs of the newly reorganized government in South Central Somalia.
- As the result of assassination of the UNDP Mogadishu Officer-in-Charge in July 2008 and the worsening of the security conditions in South Central, coupled with the most recent bombings of the UN Common Compound in Hargeisa and other targets in Hargeisa and Bosaso on 29 October 2008, the Security Management Team and UN HQ has ordered the relocation of UNDP staff from Somalia. Implications for Monitoring and Evaluation, as well as accountability issues now emerge and force a rethinking of the dynamics of engagement with serious implications on formal governmental processes. A new system will lean toward “remote control” supervision (from Nairobi or Puntland) while security restrictions remain in place. This system must also guarantee that proper procedures and accountability are not sacrificed.
- The unstable and constantly changing political and security environment in Somalia has meant that ROLS programming has had to adopt a variety of implementation mechanisms. ROLS will continue to use both top-down (institutions) and bottom-up (community) approaches in its programme implementation including partnership with relevant government agencies, NGOs, civil society, universities and other educational institutions, women, youth, traditional elders and the business community. Recognizing that both approaches are important for the development of rule of law and security institutions, the ROLS programme will give greater attention over the 2009-

2011 periods to community-based and community-led initiatives. This approach can be replicated in different regions, and with a focus on women and youth. This helps to ensure the sustainability of project initiatives and meaningful progress towards achievement of action outcomes, even as the political and security environment may deteriorate.

The picture is different in Somaliland and Puntland. Although access has also been restricted, programming can continue along with activities depositing more responsibility in the Sub Office structures, national staff, with intermittent direct international presence in the field. Somaliland in particular has made the most progress towards establishing governance structures and institutions. It should not be “punished” through cut-backs in support or commitment in the aftermath of the October bombings. Given the holistic approach to rule of law and security within the overall framework of the security sector, outcomes can be replicated and extended across Somalia as security and political conditions permit. Initiatives developed in Somaliland such as the process of establishment of a command and control framework for the police with linkages to the community, could be adapted and lessons learned from it applied to a similar exercise in Puntland. In PL a new government has favourably impressed the IC and assumed a new commitment to the professionalization of the security structures, with ROLS assistance. Communities have also mobilized impressively to assist authorities in maintaining vigilance and safety. ROLS community-based security initiatives have continue to have a solid support base.

At the same time, synergies between ROLS project components will support replication and extension of the action outcomes, particularly in SL and PL. Matched progress is an essential aspect of the programme and will ensure for example, that where the judiciary project is able to establish justice compounds, community-based policing projects will also be supported. This joint approach ensures sustainable extension of the action across different regions with the requisite adaptations depending on the regional context.

It is anticipated that ROLS programming will continue to evolve in response to experience, developments on the ground, and lessons learned. Greater coherence will be ensured as the program continues to evolve from traditional and compartmentalised approaches focused on discrete security related activities (e.g. police, military, DDR) to a coherent developmental framework within which support to security mechanisms is embedded. The current approach to SSR broadens the definition of security from threats applying to the state, to wider aspects of the safety and well-being of people, and focuses on integrated efforts based on multi-sectoral strategies to address diverse security challenges. ROLS will seek to ensure that its programmatic areas play a greater role in helping to ensure representative administration at local the level.

3.1 Phased approach

In light of the experience and lessons learned by ROLS, a phased approach to security sector development is appropriate in allowing one to differentiate between the three different regions of Somalia as well as the local and the national levels, with the capacity to calibrate interventions to relapses into violence and instability. For analytical purposes, ROLS has found the following categorization useful:

- A Conflict Phase where SS interventions are intended to stabilize and contain a situation of violence. It may include operations such as political and military mediation, facilitation of a ceasefire/settlement, or disengagement of opposing military forces that go beyond UNDP’s mandate; but still need to be recognized as part of a broad Security Sector Reform or Establishment process. In UNDP’s experience, it also entails strengthening local mechanism for peace and promoting local level DDR and national DDR preparation, planning for peace support operations and integrated missions, indirect support for verification and monitoring of agreements and other similar activities intended to reduce the level of active hostilities and open up dialogue possibilities. South Central Somalia, in many respects, has reverted to a conflict situation.
- In an Early Recovery category, increasing attention is focused on building the institutional structure for the security sector. It includes facilitating extensive consultative processes to identify the nature of the security needs and types of institutions that are locally acceptable, legal frameworks and human rights protection mechanisms, and other accountability initiatives which collectively provide for a credible form of security governance. Puntland may be considered in this category, with possibilities of advancing although; over the course of the past year there has been deterioration in the quality and quantity of security and governance.

- The Post-conflict/ Transition Phase would go on to support the establishment of the national and sub-national mechanisms to govern the conduct of the security sector. This places stronger emphasis on efforts to strengthen security sector management and executive oversight, including capacity building for key ministries and departments such as justice and interior. ROLS programming for Somaliland reflects post/conflict criteria.

While elements of each phase may be found in the different regions, with occasional relapses, it is important to insist on a holistic approach from the onset. In areas where there is relative stability, through the existence of a locally constituted authority that enjoys domestic legitimacy and some institutions of governance, there is scope for greater and broader engagement in the security sector. Lessons learned indicate that such engagement at sub-national levels is possible even if the situation at the national level is not conducive. Local and sub-national level efforts to strengthen governance and security institutions can comprise essential building blocks to enable improved governance and security at the national level. The objective is to move forward and faster so as to provide quality security service delivery including access to justice and support for the judicial apparatus by the training of judges, civilian police, and similar activities. The state, donors and societies can look forward to further strengthening the technical and professional capacities of police, custodial services, customs and other forces (including the armed forces) all in tandem with the development of indispensable civilian, judicial and legislative oversight.

3.2 Synergy between civilian police, access to justice, custodial services and DDR/armed violence reduction projects

In Phase III of the ROLS program, specific efforts will be made to strengthen the particular linkages between projects that contribute to the ‘criminal justice chain’. A key aspect of the ROLS strategy is matching progress between the different projects. However, for Phase III, joint initiatives and planning will be emphasized. This will strengthen overall systems for rule of law and security, and build relations and processes through joint workshops and planning sessions that build knowledge and better define roles and responsibilities. Community involvement will be a common denominator with a focus on prevention and work with demobilized youth and youth in danger of becoming militarized. To this effect, the community safety and security plan will provide a strategic plan for coordinating activities in reducing violence and supporting victims. A common baseline assessment shall help set benchmarks and set objectives at the community level.

3.3 Decentralised approach

A decentralized, sub-national approach to SSR lends itself well to the prevailing Somalia reality. There is also no conflict between a sub-national approach and existing Somali constitutional contexts as both the Transitional Federal Charter (TFC) and the Somaliland constitution invoke the need for decentralized approaches to development. The programme recognizes the different realities of Somaliland, Puntland and South Central and the specific regions and districts within these entities, noting the need for customized approaches to each. In addition to working directly with authorities at the federal, state/regional level, ROLS will aim at supporting progress in districts as building blocks towards a comprehensive SSR.

It is anticipated for ROLS to proceed to roll out activities (in most components as described above) in line with the Local Governance Programme, which supports the establishment of district councils and capacities in line with the Transitional Federal Charter. Once these councils are elected and minimum capacities built, ROLS will be able to use them as entry points for the establishment of civilian police and access to justice linked to the local structures and representatives of the communities, in line with its general principles.

3.4 Modalities of operation

UNDP Somalia’s ROLS programme has been operating in a rapidly changing and extremely challenging security and political environment. All three regions witnessed increases in the levels of insecurity throughout 2007 and 2008. The escalation in armed conflict in south-central Somalia, the deterioration in security for aid organizations, and the bombing of the UN compound in Hargeisa and other targets in October 2008, entailed the relocation of many UN staff and new constraints on programme implementation and operation modalities, principally by way of defining new limits on the presence of UN internationals at any one time in PL and SL, and virtually none to South Central. UNDP must be prepared for the risk that significant fluctuations in the operating environment continue to occur. For this reason, while overall objectives can remain stable, it is important that there is

flexibility about immediate objectives, activities and implementation methods, incorporating crisis management criteria into its day to day activities.

From a development and good governance perspective, and drawing on best practices for engagement in fragile states, rule of law and security can be forged both from the top down and the bottom up: their development can be driven by the state or by local-level actors, or by both simultaneously. The ROLS programme combines both approaches (top-down and bottom-up) and uses a variety of implementation methods, depending on the specific initiative and circumstances. For example, in areas of open armed conflict, where government institutions deliver no services or barely exist, working with local-level actors is essential for building security and ensuring preparedness to support a peace process. ROLS partners therefore range from government counterparts, through to INGOs, local NGOs and companies, and community-based organizations. Where possible, ROLS will draw on skilled expatriate Somalis, who are willing to work in the three regions of South Central, Puntland and Somaliland with the support of UNDP's Qualified Expatriate Somali Technical Assistance project,

Programme implementation mechanisms are direct:

- Working through state/government counterparts. Since capacity is limited, a revised Letter of Agreement will be used, which emphasises partner accountability and minimises risk through direct payment to vendors for services, works or contracting. A core project implementation team and unit, and a quality assurance team, may be established within the government partner (e.g. Interior or Justice Ministries, Police Headquarters, etc.). UNDP will try to avoid setting up parallel units within government to serve UNDP interests.
- Working through local NGOs, including women's networks and human rights groups, INGOs and private sector companies. NGO and private sector partners will be selected based on careful assessment of their abilities taking into account relevant existing networks and initiatives with which to partner. This modality is already widely used in south-central Somalia and its use in Puntland and Somaliland will increase.
- Working in close cooperation with other UN agencies under the framework with the UNTP, such as the United Nations Political Office in Somalia (UNPOS), the United Nations Office for Project Services (UNOPS), the International Organization for Migration (IOM), the United Nations Office on Drugs and Crime (UNODC), the Office of the High Commissioner for Human Rights (OHCHR), the High Commissioner for Refugees (UNHCR) and the United Nations Children Fund (UNICEF);
- Working in close cooperation with International Partners as the African Union Mission in Somalia (AMISOM) or other international peace-keeping initiatives, as well as with bi-lateral international partners, including international non-governmental organisations;
- Remote capacity development (including training, mentoring and learning). This means outside Somalia and led by regional organizations, but looking for solutions specific to the Somali context and, where possible, building South-South partnerships. Only the most critical capacity building activities will qualify for remote capacity development.

The current insecurity and instability have reduced UNDP's ability both to undertake and effectively monitor project activities. Therefore, UNDP will rely more on local expertise, through contracting of local companies as well as the setting up of core teams within government counterparts to ensure high quality implementation, reporting and monitoring.

3.5 Coordination and Support to Somali Security Sector Institutions

The Djibouti process created the Joint Security Committee as a negotiating platform between the then TFG and the ARS. With the nomination of the new president the JSC is now a coordination platform between the Somali TFG and the International Community. As such and in coordination with the UN Political Office for Somalia (UNPOS), UNDP will provide technical and advisory support, stipends to the Joint Security Committee members as well as continued support to the planning of the Somali Security Sector Process and strengthening of the Somali National Security Council.

The budget to support this coordination effort covers the following areas:

- Joint Security Committee staff stipends and office equipment
- Planning capacity (training planning workshop and provision of technical advisory services)

3.6 Inter-linkages Between ROLS and Broader UNDP Programmes

ROLS will seek to take advantage of linkages and synergies between ROLS and other UNDP programmes. The ROLS programme is envisaged to contribute to the overarching objective of sustainable development in Somalia, as do UNDP's Governance and Recovery and Sustainable Livelihoods programmes. The connections with the Recovery and Sustainable Livelihoods programme will be established through the community security project and the employment generation for early recovery (EGER) project, particularly in early planning for DDR. In addition, the EGER project provides important in roads into communities across Somalia, which may provide entry points for strengthened rule of law initiatives at the community level. Combined interventions are a new modality being developed to ensure minimal mentoring and consultation on the ground. By way of assistance to demobilized ex-combatants and community-based reintegration, The ROLS programme will also contribute to livelihoods and the UNTP goal 'Vulnerable and marginalized groups have improved sustainable food security and economic opportunities'.

Together with the Governance programme, particularly through the Somali Institutional Development Project (SIDP), linkages will be established to support institutional capacity building of key counterparts, including Civilian Police, Ministry of Interiors, and Justice to build up administrative management capacities.

In collaboration with the Local Governance project, support will be provided to newly established district councils through a joint roll-out of initiatives for police, access to justice and community security. Selected councils/localities in Puntland and Somaliland will engage with community based security and local civilian policing initiatives. Openings in South Central will be targeted as soon as conditions allow and government establishes control

4. PROJECT SPECIFIC STRATEGIES

Project specific strategies for Civilian Policing, Access to Justice, Custodial Services, DDR/Armed Violence Reduction and Mine Action are detailed below.

4.1 Civilian Police

The UN mandate for strengthening policing falls under Outcome 3 – Improved security and protection under the law for all Somalis - of the UN Transition Plan. No institution is more central to citizen safety than the police. Nor obviously should any institution be more subject to the rule of law than the police itself. Adequate monitoring mechanisms, internal and external to the institutions (including community) are critical to ensuring the transparency and accountability of rule of law institutions and winning the trust and respect of the population.

ROLS Phase III will continue and build on UNDP's existing Law Enforcement project. The name change in the project is intended to better reflect the contents and spirit of ongoing work—more consistent with the UNTP's goal of improved security and protection under the law for all Somalis. To improve protection under the law, the project supports the delivery of civilian police with community oversight and participation, and gender-sensitive practices. Alongside the provision of capacity development, equipment, facilities and training, the project supports the enhancement of transparent and accountable management with appropriate internal and external civilian accountability, in line with modern police doctrine and international human rights. Adequate monitoring mechanisms, internal and external to the institutions (including community) are critical to ensuring the transparency and accountability of rule of law institutions and winning the trust and respect of the population. Similarly the incorporation of women into the Police and the specialized training given to handle gender and sexual assaults will enhance this institution's credibility and mark a break with the existing image and past reality of reactive and militarized policing focussed solely on the protection of the state with disregard for local needs.

To date, support to the civilian police has focused on capacity development of national counterparts, emergency basic recruit training, provision of minimum basic operational equipment, provision of stipends to properly trained and monitored civilian police personnel along with the provision of said training and police station infrastructure.

In Somaliland and Puntland, ROLS will continue its efforts to build the capacity of the civilian police services in conjunction with managing the Special Protection Units in preparation for government authorities to take full control of them. Emphasis will be placed on improving command, control and management structures, and training. Similar to the approach in South Central Somalia, training will balance recruit training with specialized training for mid-rank and senior officials. The capacities of Armo Academy and Mandeera Police Academy will be enlarged, to host an expanded training program for Puntland and south-central Somalia and Somaliland. In concurrence with the development phase of the civilian police services and the peace process, under UNDP supervision, the Uganda Police Force will participate in training and mentoring support by mid-2009. All activities will comply with the UN arms embargo on Somalia.

4.1.1 Capacity development for key institutions responsible for Civilian Police

Building upon ROLS initiatives in Phase I and II, the project will develop the capacity of key counterparts to ensure the proper functioning of the civilian police and adherence to legislative and accountability mechanisms. Key areas of capacity that need to be developed are: administration, human resources and finance, management, and command and control. Delivery of specific capacity training modules will be done in collaboration with the Somali Institutional Development (SIDP) project led by the UNDP Governance programme. Infrastructure and equipment support will also be provided to key civilian police counterparts.

4.1.2 Public accountability and parliamentary oversight mechanisms

Enhancing civilian oversight and accountability mechanisms is a key priority. ROLS will expand the Police Advisory Committees (PACs) within South Central and adapt the model for use in Somaliland and Puntland, placing greater emphasis on civil society participation in security related matters. The parliamentary committees on security will also be trained so as to play a greater oversight and accountability role. ROLS will insist on clear benchmarks and indicators to measure performance including adherence to human rights practice. Another mechanism to increase civilian participation in security decision making is Community Security Centres, which are intended to facilitate dialogue between the public and the police. This initiative will be further detailed in the proposed activities of the community security project. In SL and PL support will continue to Legal Assistance centres to deal with allegations of police abuses.

4.1.3 In-service training in civilian and community-based policing practices

Training the civilian police service to build their skills and knowledge in community-based policing is an important aspect of the civilian police strategy. Training for senior and mid-rank personnel will be prioritised in order to ensure that adequate structures and systems are in place. This should help to improve management of police stations and allow for new skills and practices to be passed on to junior personnel.

4.1.4 Community-based policing pilot projects

Recognising that access to the field and the security situation can fluctuate across Somalia, the ROLS programme will establish pilot projects to build community based policing practices. These projects will be guided by a set of coherent principles but will be adapted as required by regional dynamics and community needs. Community based policing projects will link closely with justice projects operating in the same areas and where possible, with the work of the joint UN Local Governance programme. Selection of regions to commence community based policing projects will be undertaken with local counterparts, NGO and partner UN agencies. Modalities of implementation will be calibrated to security and displacement dispositions.

4.1.5 Recruit training in community-based policing practices

The ROLS capacity for delivering police training is limited by the maximum intake size at the Armo Academy and the Mandeera Academy in Somaliland, as well as by the capacity of students to absorb and understand basic policing principles and procedures. Depending on security, other training facilities may also be used (including in Mogadishu). The impact of training will depend on the ability of police leaders to supervise operations and ensure that recruits who have undergone training work within the boundaries described during the training program. It is therefore imperative that mid- and senior-rank personnel are prioritized for training and training-of-trainers (TOT). The enlargement of the Armo training facilities will be completed to ensure that it can meet new training demands. While sustaining international access to Armo will be more difficult, UNDP still feels confident it can attain

the desired training targets, also transferring some training to Uganda and elsewhere. When Mogadishu stabilizes, work will begin immediately to rehabilitate three police training centers.

4.2 Access to Justice

During 2009-2011, Access to Justice will focus on working closely with the civilian police and corrections components to establish effective justice systems in the regional capitals. UNDP will continue to assist with strengthening and developing the capacity of formal judicial institutions. Emphasis will also be placed on ensuring that formal and informal justice systems are responsive to community needs. The project will further develop relations between community actors (e.g. traditional elders, women, youth leaders) and formal justice actors (e.g. courts, judges), using local and international NGOs as needed, with the aim of increasing accountability and respect for basic human rights as well as improving coordination and linkages between the formal and customary legal systems. In order to increase the number of legal professionals in the three regions and improve the overall capacity of existing key legal institutions and personnel, the Judiciary Project will engage and support Somali tertiary educational facilities to provide legal education, and continuing professional legal training.

A priority of the project will be to increase access to justice for vulnerable populations, such as women, IDPs, those living with HIV/AIDS minorities and children. The project will support the expansion of legal aid services inside and outside regional capitals through agreements with legal aid providers and Bar Associations. The project will support the operation of mobile courts. These will enable the Regional and Appellate Courts to hear cases in the rural areas accompanied by a Prosecutor and Legal Aid Lawyer. The Project will try to engage traditional elders in the task of coordinating formal and informal systems, in a manner that respects human rights. Mobile court projects will provide rural communities the option to seek justice through a formal legal system and engagement with traditional elders will ensure increased linkages and synergies between the formal and informal systems, emphasising adherence to basic human rights principles through the involvement of local and INGO partners.

The project will promote judicial accountability by supporting the development and implementation of judicial codes of conduct, judicial inspection schemes and public complaint mechanisms. The project will strengthen national lawyers through bar associations as regulators of their profession and to hold government actors accountable for the implementation and enforcement of justice.

Continued partnerships with legal aid providers, including law faculties and bar associations, will provide an important check and balance on the activities of civilian police and security institutions ensuring respect for human rights and basic principles of access to justice are upheld through regular visits to police stations, prisons and courts.

4.2.1 Development of national justice strategy and action plan

Ensuring that justice counterparts have a clear and defined road map for the development and implementation of a fully functioning and responsive judicial system is crucial to the strengthening of rule of law in Somalia. National justice strategies and action plans are important for the longer-term development of justice in Somalia. UNDP will therefore continue, in each of the three regions, work with key justice actors to further develop a 3-5 year national justice strategy/action plan, building on an initiative begun in 2008 which brought key justice actors together to begin formulating regional strategies.

Somali partners need help to develop and implement plans that will be flexible enough to meet short-term challenges at the same time as working towards longer-term goals. Both supply side (i.e. judges and lawyers) and demand side (i.e. those affected by issues of legal access and awareness including court users, community and women's groups, local NGOs) actors will be included in a broad inclusive and participatory consultative process building on the approach adopted in the development of the national justice declarations in Somaliland and Puntland in 2008. The strategy will also build from the judiciary assessment which will have a gender and juvenile justice focus. Under the Security Sector Governance framework, activities and plans will be also closely linked to the civilian police, DDR and local governance projects.

4.2.2 Institutional Capacity Development for Key Justice Institutions

In 2008 comprehensive assessments of the judicial institutions in the three regions of Somalia were carried out in order to (i) clarify weaknesses and gaps in capacity, (ii) gather baseline data, and (iii) inform justice reform plans and the preparation of national justice strategies.

To date, the Judiciary Project has provided legal training workshops for the judiciary and assisted in the rehabilitation of courts and provision of equipment for courts in the three regions of Somalia. The priority now is to ensure the effective functioning of courts in the regional capitals and expand to the districts/rural areas through support for mobile courts and, security permitting, improving court infrastructure and management, as per the needs identified in the 2008 judiciary assessments.

The project will support case management administrative capacity, the provision of equipment and infrastructure to establish courts that are equipped and staffed by trained professionals, and which adhere to basic human rights and fair trial standards, in particular for vulnerable women and juveniles. These efforts will contribute to establishing transparent case management systems, and ensuring increased public awareness and demystification of the role and responsibilities of the judiciary, the court system and the rights of the public.

Key to strengthening the judiciary is to ensure there are adequate oversight and accountability mechanisms in place for the conduct and practice of judges and legal professionals. UNDP will support the development and implementation of codes of conduct, professional legal ethics courses, the establishment of a public complaints mechanism, an internal judicial monitoring scheme, as well as support external accountability mechanisms implemented by local partners including the legal aid networks, bar associations and NGOs.

4.2.3 Initiation of legal reform and harmonization of xeer, sharia, and statutory laws and institutions, in accordance with international human rights norms and standards

Somalia has three different legal systems: formal, Sharia and customary law (xeer). Customary law remains the most commonly used method of resolving disputes at a community level. Although each legal system has its merits, the relative jurisdictions and precedence are unclear in practice, and this is to the disadvantage of vulnerable groups and individuals, such as women and IDPs. The project will therefore try to promote coordination between the legal systems. One element of this is strengthening of the engagement between elders and formal justice actors through to better improve coordination between the two systems and ensure they work better together, and regional meetings between formal and informal decision makers which build on activities previously conducted by UNDP and its local and international partners. Support will also be given to the capacity development of traditional elders, for example through training in conflict resolution, peace building, human rights and the law, and mentoring by legal aid lawyers.

Therefore there is a need to further promote a justice system in which the three legal systems can work together in a way that the citizen, particularly the vulnerable, can experience access to justice, independently of the origins or school of legal jurisprudence or customary oral tradition. As these systems exist side by side, and as each has its own strengths and weaknesses and effectiveness, the strategic task is to assist in their progressive application by way of research, review, specialized and community level discussion, with a view to the harmonization of best legal practices into a complementary whole. Law in this way also responds to the changing contexts of Somalia including increased urbanization which poses its own new demands and challenges, as for example, dealing with organized juveniles that are escaping traditional restraints and codes of conduct. While confusion of legal traditions can be purposefully exploited for the benefit of the few, discussion and codification, in the UNDP ROLS experience in Somalia, can work in the opposite direction helping to preclude manipulations. There can be no ignoring of how certain interpretations of Shariah and militant islamists have actually advanced taking advantage of the absence of a harmonized view of justice. Justice reform which positively impacts on the population becomes a means of foreclosing such advances.

This is not to deny that different justice systems have over the past two decades assisted in maintaining a semblance of peace and security in different parts of the country. Those contributions cannot be ignored. As Le Sage argued, “efforts to force one system across all areas would undermine those systems that function locally, and ‘rule of law’ assistance could in those circumstances create more

conflict by undermining the structures that currently underpin local peace and security arrangements”.³

In concrete terms, ROLS Access to Justice strategy looks to the strengthening of the engagement between elders and formal justice actors through developing traditional dispute resolution forums that are linked to formal court structures, and regional meetings between formal and informal decision makers. This builds on activities previously conducted by UNDP and its local and international partners. Support will also be given to the capacity development of traditional elders through for example training in conflict resolution, peace building, human rights and the law, and mentoring by legal aid lawyers. Within a harmonization strategy, Somali citizen participation can be upscaled and with it arrive at higher levels of ownership over the emerging government structures. In the Rule of Law Framework, access to justice should be regarded as a key pillar of the peace process and the political and social reconstruction of Somalia. Indeed it is at the heart of any effective political transition. Puntland and Somaliland’s experience points to the importance of justice-centred rule of law to consolidate stable governing institutions. In tandem with the DDR/AVR community security structures, citizens and communities establish legal channels and principles to deal with conflict and therefore to help forestall renewed violence.

UNDP will also work with xeer customary laws and with traditional elders to identify compatible and contradictory practices with/to the Constitution and accepted international human rights standards. Concurrently, UNDP will work with the Parliaments and formal legal system to undertake reform of outdated colonial period laws and drafting of newly required laws, with special attention to legal governance of all security sector bodies. Although conditions in Somalia, including post October 28, 2008 bombings scenarios in PL and SL, continue to indicate that many Somalis prioritize the reestablishment of security over the elaborate concerns of justice. This remains a central challenge best addressed by a coherent approach that assists ordinary people in solving every day problems, thereby gradually delegitimizing recourse to the use of force and advancing in the demilitarization of Somalia’s society and culture. For this reason, justice reform is not a matter left to the Judicial authorities or to specialists. The bottom-up must meet the top down to hurriedly meet the demands of Somali societies.

1.2.4 Increased number of legal professionals

Long-term legal education is required to increase the number of qualified lawyers, prosecutors and judges in Somalia. UNDP established a new law faculty in Puntland in 2008 and continued to assist already existing law faculties. In consultation with the law faculties and judiciary, UNDP will launch postgraduate legal programmes for new graduates, practising lawyers and existing members of the Judiciary. Efforts will be made to increase the number of women legal professionals, through supporting scholarships for women law students, and enhancing the role of women law graduates in the judicial system through employment and intern placement schemes during and after the completion of their studies.

The project will support Bar Associations, including women-only bar associations, to provide legal services such as legal aid, but to also represent the interests of legal professionals in Somalia, hold members accountable for their practice, advocate for legislative reform and support legal and policy change.

4.2.5 Access to justice

The project will aim at increasing access to justice through the provision of no-cost legal services. In Q1 2008, ROLS commenced a partnership with a women’s legal NGO in Mogadishu to provide no cost legal representation to vulnerable groups, and continued to provide support to existing legal aid NGOs in Puntland and Somaliland. Given the high numbers of individuals detained in prisons and police stations, the project will support the provision of free legal representation to individuals on remand status, vulnerable persons and women. If security permits, public awareness-raising will commence in south-central Somalia in Q1 2009 and will focus on the role of the judiciary and the need for it. UNDP will continue to support the expansion of legal aid networks in all three regions of Somalia through partner legal aid centres, clinics and Bar Associations.

³ Andre Le Sage, *Stateless Justice in Somalia: Formal & Informal Rule of Law Initiatives*, A Report submitted to the UNDP-Somalia Rule of Law and Security (ROLS) Programme, Centre for Humanitarian Dialogue, (January, 2005), p.3.

In 2008, the project focused on increasing access to justice through the provision of no-cost legal services in rural areas, for women and vulnerable persons, through the establishment of mobile courts. This was supported by an information campaign for the community on the role of the judiciary.

Emphasis will be given to ensuring legal protection to children in contact with the law (i.e. alleged child offenders, institutionalized children, child victims of crime and child witnesses) via strengthening and establishment of key children's institutions, support with training and institutional capacity development and legal reform. Focus will also be given to creating a child friendly customary law response to children's cases with the adoption of practices in the best interest of the child. In Somaliland emphasis will be given to ensuring the adoption and implementation of the recently passed Juvenile Justice Law which was passed in 2008.

Victims of sexual and gender-based violence will also be of particular concern with the development of judicial response teams and referral mechanisms to address both the legal and non-legal concerns of these individuals. ROLS supported the launch of the Somaliland Women Lawyers Association (SWLA) in the second quarter of 2008 and is continuing to support and strengthen its institutional capacity. The SWLA is the first and only Women's Bar Association in Somaliland. The SWLA will also provide assistance and counselling to women who are victims of crime and in particular survivors of sexual and gender-based violence (SGBV); and campaign for the elimination of all forms of legal and traditionally sanctioned discrimination against women. UNDP entered into an agreement with the Mogadishu-based Association of Somalia Women Lawyers to strengthen their institutional capacity to provide sustainable legal services and aid with a particular focus on deprived, vulnerable groups, individuals on remand status and in pre-trial detention. In addition, the Association has been tasked with building the capacity of women lawyers in Somalia, encouraging the recruitment of women as legal professionals, and the appointment of women into the Somali judiciary.

ROLS will continue to support the pilot Sexual Assault Referral Centre (SARC) in Hargeisa. The SARC will operate closely with the women and child desk as a 'one-stop' location where victims of SGBV can receive medical care and counselling. Victims also have the opportunity to report the assault to the police for investigation (to be handled by the Women and Child Desk) and have access to free legal advice and representation. UNDP will continue supporting this pilot scheme in 2009 with a view to replicating the SARC in other prioritised regions of Somalia. Discussions will be undertaken and strategies developed with police authorities on increasing and promoting women to senior ranks including heads of section and especially investigation departments.

4.3 Custodial Services

Progress in police and judiciary institutions will be unsustainable without the development of an effective Custodial Service in Somalia, guided by principles of rehabilitation rather than punishment. Building on past work, ROLS III will support improvements to corrections particularly as part of the new facilities being inaugurated in Puntland and Somaliland in early 2009. Similar efforts in South Central will develop in tandem with present reorganization of the new government. Monitoring however continues as practiced by the Police Advisory Committee and Legal Assistance partners in Mogadishu.

4.3.1 Reform of custodial facility management structure

The custodial facility system in Somalia is outdated and requires reform of the management structures and physical rehabilitation to bring the prisons in line with international standards. This will also include issues related to the development of legislation, policy and procedures, rehabilitation of facilities as well as reform of custodial facility administration, budget management, human resource and performance management and staff training.

4.3.2 Training of custodial officers

The majority of custodial officers in Somalia have received little or no training on their role and function. In 2008, UNDP commenced a new training course in collaboration with Kenyan custodial authorities which has provided custodial officers working in the model prisons in Hargeisa and Gardo with basic training on their role guided by the principle of rehabilitation. This training will now be expanded to officers working in other prisons across Somalia. Mounting difficulties for Somalis to enter Kenya has obliged UNDP to seek out the Uganda Prison Service for training and mentoring

support. Agreements were reached in this regard in January 2009 and implementation will begin in April.

4.3.3 Completion and opening of model prisons

In January 2006, UNDP contracted two international custodial consultants to support the design of a custodial facility in Hargeisa, Somaliland and in Gardo, Puntland. The design of the custodial facility was meant to put into practice the latest thinking on design in order to rehabilitate inmates and prepare for their return to normal lives after their sentences are served. To ensure that the model prisons function in accordance with the original concept and training provided to the custodial officers, specialized expertise will be hired to provide support and to ensure that the model prisons function in line with international standards. These prisons will act as models for the functioning of other prisons in the regions.

4.4 DDR/Armed Violence Reduction/SAC

In Q3 2008, a comprehensive evaluation of DDR in Somalia was undertaken. The evaluation reviewed DDR project progress to date and made recommendations on future activities. The primary recommendation of this evaluation was that in light of the limited capacity of the Somali authorities to address armed violence with a top-down approach, and noting the strong traditional and customary community structures in existence in all regions of Somalia, it is appropriate to focus on the development of community security – a ‘bottom-up’ approach, which can ultimately complement government- or state-led top-down security initiatives and structures. Initiatives to combat the spread of small arms can be part of a community security approach, or a government-led, top-down initiative. The small arms component is a good example of bottom-up process and will be capitalized on and strengthened. The evaluation noted that comprehensive DDR cannot take place without a peace agreement, political will and national ownership – elements which have so far been lacking. In preparation of a comprehensive DDR process, the project keeps working on the building blocks, preparing for DDR and working with the various actors involved. In case of a comprehensive peace agreement adhered to by different parties, DDR could start under the leadership of UNPOS with UNDP playing a supporting role.

Based on these recommendations for developing a longer term holistic approach to reducing armed violence in Somalia, the DDR and Armed Violence Reduction project uses a decentralized approach based on two guiding principles: 1) all concerned parties, the State as well as the communities play a role in the improvement of security and conflict management and 2) potential threats should be quickly identified and efficient responses developed in order to prevent them.

The project aims to break the spiral of violence by emphasizing prevention, thus generating favourable conditions for development. On the preventive side, peaceful conflict management and armed violence reduction shall neutralize factors generating violence. On the curative side, rehabilitated victims shall be able to overcome trauma and reintegrate into society. Parallel to this effort, the project aims in the longer-term to build the capacity of a community-based network of partners for the implementation of a full scale DDR programme decentralised at the community level.

The following are the key milestones/activities to be implemented for the achievement of the project’s objectives. The project will be initiated on a pilot basis in a select number of areas.

4.4.1 Preparing for full scale DDR program

Although conditions do not exist at this stage for a comprehensive DDR program, it may become a reality within the context of the Djibouti Agreement or the deployment of a peace keeping mission. UNDP’s role will be a support function, under the leadership of UNPOS. In the meantime, the project will develop contingency plans in the event of increased opportunity for intervention and maintain the contact with the main counterparts. Service providers can be assessed, in particular for reintegration support capacities.

4.4.2 Small arms and development of a regional and national legal framework

The ongoing civilian weapons registration project in Somaliland is a model for other parts of Somalia. Following the approval of the Firearms Act in the Somaliland Parliament, the project will be handed over to the Somaliland authorities, with ongoing technical support from UNDP. The model will be

adapted and used in Puntland and parts of south-central Somalia, and will be coordinated with other elements of the Community Security Project

The project will support the formulation of a regional/national legal framework for DDR and small arms, and actions to increase public awareness and compliance. Special aspects related to the DDR/SSR shall be linked directly to the ongoing peace process. To this end, the Djibouti Agreement is the most recent attempt to bring sustainable peace and stability in Somalia. The Community Security Project (CSP) will support the establishment and executing capacity of DDR. Where possible, early assessments and preparatory planning will be undertaken with all stakeholders to ensure a coordinated approach to DDR. When the environment allows, a link will be established to the national security plan that includes a procedure for responding to the needs of ex-militia.

4.4.3 Conflict management and peace building

At the level of conflict management and peace building, the strategy will focus on four target groups: women, youth, elders and local authorities. The grassroots associations corresponding to the first three groups will be gathered in a community security committee at the level of each targeted neighbourhood, in order to strengthen the representation and associative fabric. The members of these committees as well as recognised community mediators will be trained in various topics, and then strengthened to support local peace processes, organise dialogue workshops and sensitization activities. The committee and its related peace building activities will be hosted at the community security resource centre. The establishment of these centres shall provide essential “neutral space” for dialogue and strengthening communities’ skills to develop alternatives to armed violence and conflict. These resource centres, located at the heart of the targeted areas, will also provide a point of reference for coordinating and supporting all related activities. Furthermore, they shall provide a framework to support other national and international actors in the field of armed violence reduction, early recovery and local governance.

4.4.4 Rehabilitation of victims of violence

Concerning the rehabilitation of the victims of violence, the project together with key Ministries, UN agencies and NGOs, of a national/regional frameworks, aims to facilitate the creation of Victim Rehabilitation Mechanism (VRM) that will identify the needs of the victims of violence, define the admission criteria, attribute the responsibilities of various governmental partners, establish a referral and monitoring system and present a local implementation plan for the mechanism. Emphasis will be on the most affected victims such as children and women. The specific terms of the VRM will be outlined in an Inter-ministerial agreement. The project will be based on this agreement in order to facilitate the access to services at the level of the targeted areas, and possibly to enhance their capacity. To this end, the Community Security Resource Centre shall provide the framework to support this component. The centre shall be at the core of a hub and spoke network of services for the rehabilitation and reinsertion of victims. The Centre (hub) is the primary point of reference for receiving, screening and orienting victims of armed violence towards a community-based network of services (spokes). It is foreseen that a Victim Rehabilitation Unit will be created and hosted in the relevant ministry and in each centre to coordinate and follow up on victims. Furthermore, the VRM provides the basis for the implementation of a contingency plan for the reinsertion of militias through a decentralised DDR approach. In this regard, the VRM is an essential element to establishing DDR preparedness in Somalia. The VRM capacity will be situated in the Community Security Resource Centre established in the heart of the targeted neighbourhoods.

4.4.5 Support the development of Early Warning and Response Network (EWARN)

The establishment of the EWARN for armed violence will monitor and evaluate the processes and activities in order to measure and compare the impact of the project with other interventions in this sector. Following the development of common indicators and assessment tools, data collected will be centralized at the regional level in order to facilitate information sharing as well as the appropriation of processes and lessons learned. This objective is an essential element in building national capacities and mechanisms to address armed violence and allow the community to become actively involved in supporting the peace process.

At the community level, the Community Security Committee and associated community-based organizations will be networked and strengthened to collect data. In effect, confidential data on the victims of armed violence will provide an essential point of reference to measure the level of armed violence. At the regional level, partnerships with regional peace building institutions will be established

so as to reinforce analytical capacity and formulate recommendations on the strategies to reduce armed violence and conflict. The establishment of this partnership is part of the EWAR. It will enable the sharing of knowledge and experiences between the academic sector and practitioners at the local level. Developing a partnership with international academic institutions would further enrich perspectives by providing information from other experiences and lessons learned in the field of armed violence reduction.

The DDR/Armed Violence Reduction project will link closely with the Employment Generation for Early Recovery Project within the Recovery and Sustainable Livelihoods programme to ensure linkages and relationships established at the community level are built upon and reinforced. This will also support effective preparation and planning for DDR when the security situation allows.

4.5 Mine Action

The prevailing security situation in South Central prompted a request from the Resident and Humanitarian Coordinator for Somalia for an inter-agency assessment mission (UNDP-BCPR and UNMAS) to assess the current state of mine action activities in Somalia and give recommendations for the restructuring of activities in all of Somalia. The objective was to seek to continue implementation under the prevailing security situation.

As a result of the assessment Mine Action in Somalia is now divided into two separate and independent structures, where mine action in Somaliland and Puntland is retained under a UNDP ROLS management and mine action in South Central is transferred to UNMAS management. A horizontal linkage will help ensure coordination and sharing of technical expertise between the two structures. For Somaliland/Puntland, UNDP will have a Technical Advisor based to work directly with both the SMAC and the PMAC national institutions and lead on a capacity/institutional development. ROLS MA will further support training of EOD police teams and national MAC staff along with strengthening victim surveillance capacity.

Mine Action outcome, outputs and targets will concentrate on consolidation of Mine Action Centres and structures in Somaliland and Puntland. Explosive Ordnance Disposal in Puntland will be linked to AVR in a community safety and security framework, Specific goals include the full nationalization of the Somaliland Mine Action efforts within 36 months and within 48 months for Puntland. The Mine areas of focus will be developed further with UNMAS.

III. RESULTS AND RESOURCES FRAMEWORK

Applicable Key Result Area (from 2008-11 Strategic Plan): <i>Improved security and protection under the law for all Somalis</i>				
Applicable MYFF Service Line:				
Partnership Strategy: Implementation through contractual arrangements with the Ministry of the Interior, Ministry of Justice and with a consortium of international NGO partners based on their comparative advantages and expertise.				
Project title and ID (ATLAS Award ID): Rule of Law and Security Programme Strategy Phase III 2009 - 2011 AWARD NO. 00014781				
INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS
<p><i>Specify each output that is planned to help achieve the outcome.</i></p> <p><i>For each output, include a baseline with associated indicators and targets to facilitate monitoring of change over time. Each output shall ultimately become a Project ID in Atlas</i></p>	<p><i>Use this column for more complex projects where an output takes more than one year to produce.</i></p>	<p><i>List activity results and associated actions needed to produce each output or annual output targets. Each activity result shall ultimately become an Activity ID in Atlas.</i></p>		
<p>Output 1: Improved security environment in Somalia</p> <p>Baseline:</p> <p>-Number of militia estimated at 53,000 in SC and 6,000 in Somaliland/Puntland. No reliable figures on child recruits. Limited data to support reintegration.</p> <p>-First NSSP elaborated and approved by Parliament.</p> <p>-Security sector review initiated throughout Somalia. Legislation in place in Somaliland to control arms in towns.</p>	<p>Targets (year 1)</p> <p>(i)Contingency plans developed in conjunction with Djibouti process. (ii) Armed violence reduction process established in 2 pilot target communities</p> <p>Targets (year 2)</p> <p>(i)Armed violence reduction process established in target communities (8 communities, security permitting); (ii) Victim referral mechanisms in place in targeted communities (iii) Security and safety plans developed in five target</p>	<p><u>1.Activity Result</u></p> <p><i>Begin DDR planning for South Central</i></p> <p>Action</p> <p>Conduct consultative and dissemination workshops and approve plans.</p> <p><u>2.Activity Result</u></p> <p><u>1.Activity Result</u></p> <p>Actions</p> <p><u>2. Activity Result</u></p> <p>Coordination and database on victims established at host Ministry.</p> <p>Actions:</p> <p><i>Establish a database on victims of armed violence,</i></p>	<p><i>Security institutions, armed forces, militia, Guurti, civil society, National Institutes, UNDP</i></p>	

<p>Indicators:</p> <p>(i) Structures, systems and policies for comprehensive DDR framework in place and ongoing.</p> <p>(ii) Support the establishment of the regional framework for small arms control.</p> <p>(iii) Support for the execution of community security plans in targeted areas.</p> <p>(iv) Support for the reintegration of victims of armed violence through a community-based network.</p> <p>(v) Establishment of a conflict management mechanism at the community level.</p> <p>(vi) Establishment of an Early Warning and Response Network for armed violence.</p> <p>(vii) Awareness of Explosive Remnants of War (ERW) increased in vulnerable communities.</p>	<p>Targets (Year3).</p> <p>(i) Regional frameworks for arms control Framework drafted in Puntland and South Central</p>	<p><i>establish a joint monitoring and evaluation framework to measure the level of armed violence i.e. victimisation survey, common indicators, data on victims, conduct analysis to acquire basic data i.e. victimization survey in each targeted area. Partner Assessments, Working Group on DDR and Contingency Planning.</i></p> <p><u>4. Activity Result</u></p> <p>District Safety and Security Plans workshops conducted, Plans developed.</p> <p>Actions</p> <p><i>Community Safety and Security assessment conducted, findings discussed, District Safety and Security Plans workshops conducted, Plans developed.</i></p> <p><u>1. Activity Result</u></p> <p>Consultative seminars at the regional level on arms control with recommendations on legislation.</p> <p>Actions</p> <p><i>Support the review of legislation, rules and procedures on arms control, small arms registration mechanism for civilian supported, support sensitization of campaign on small arms control at the regional level, National Plan of Action against SALW developed and supported.</i></p>		
<p>Output 2: Somalis, especially vulnerable groups have better protection under the law, access to justice and greater understanding of the law and their rights</p> <p>Baseline:</p> <p>- 3,500 trained police operational</p>	<p>Targets (year 1)</p> <p>(i) 3500 personnel trained on supervision and management; (ii)MOIs and Police HQs in all three regions provided equipment, monitoring and mentoring of processes and procedures; Trained, professional and community-based police with a focus and understanding of human rights issues as well as service/duty to the community</p>	<p><u>1.Activity Result</u></p> <p>Training conducted</p> <p>Actions</p> <p><i>Development of curriculum in line with international human rights standards, deployment of the international trainers</i></p> <p><u>2.Activity Result</u></p> <p>Actions</p>	<p><i>Police and security institutions; justice institutions; NGOs; UNDP</i></p>	

<p>in SC.</p> <ul style="list-style-type: none"> - 4,000 trained police operational in Somaliland/Puntland. - Somalis, especially women, remain unequal before the law. - Legal training, including judge's training started throughout Somalia. - Bar associations in place in south-central, Somaliland, Puntland. - Only 1 legal clinic in Somaliland. - Poor awareness of human rights and mechanisms for redress. - Somaliland Human Rights Commission under establishment <p>Indicators:</p> <p>(i) Additional police trained in an understanding of human rights issues and service to the community, equipped and operational throughout Somalia.</p> <p>(ii) Expansion of legal clinics and an increased number of legal professionals.</p> <p>(iii) Review of law systems and processes initiated to harmonize xeer, shar'ia and statutory laws and institutions in accordance with human rights norms.</p> <p>(iv) Completion and opening of model prisons</p> <p>(v) Training of Custodial Corps Officers in corrections</p>	<p>(iii)2 workshops held for Elders and women's networks to implement the 2006 Elders' Declaration on harmonization of legal frameworks</p> <p>Targets (year 2)</p> <p>-(i) 10,000 trained, equipped and deployed police officers, verified and certified by UNDP, by June 2010; (ii)200 personnel trained in crime investigations, including crime scene and forensic police management, investigative procedures, prosecution management, forensic policing, fraud, immigration. and cross border crime, organized crime, juvenile delinquency, crime prevention, sexual and gender based violence and specialized police tasks;</p> <p>(iii)165 legal scholarships (30% women) to Hargeisa, Amoud and Puntland State Universities provided (iv) 2 Legal Aid clinics in Hargeisa and Boroma provide pedagogical</p>	<p><i>finalization of Phase III Armo Police Training Academy, training of 1200 police recruits in community policing with human rights issues integrated; as well as organized training for select officers including Middle Management and SPU in police processes including, support to drafting of police legal framework, Police Strategic Plan and Police donor and multi-year budget strategy. Development of parliamentary capacities for oversight and accountability on police issues.</i></p> <p><u>3. Activity Result</u></p> <p>Consolidate process of harmonization of three legal systems.</p> <p>Actions</p> <p><i>Continue to work with elders to eradicate practices that violate human rights, initiate process of identification of which legal system will handle minor and serious offences, land issues and family matters.</i></p> <p><u>1.Activity Result</u></p> <p><u>10,000 police recruited, trained, certified and equipped.</u></p> <p><u>2.Activity Result</u></p> <p><u>The target grouped selected and training conducted.</u></p> <p>Actions</p> <p><u>Recruitment process initiated, equipments provided curriculum developed, international trainers deployed.</u></p> <p><u>3. Activity Result</u></p> <p>Increased access to justice through support to legal aid projects, mobile appeal courts and Sexual Assault Referral Centre</p>		
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<p>management, gender and human rights.</p>	<p>support (v) Regional justice strategies and action plans drafted and approved (vi) Model prisons in Puntland and Somaliland completed (vii) 100 custodial officers trained</p>	<p>Action <i>Continue to support NGOs and Legal Clinics in the provision of legal aid across Somalia, continue to support Mobile Appeal Courts travelling to the regions of Somaliland to hear cases, continue to provide support to Sexual Assault Referral Centre through institutional contract with monitoring by NGOs and national counterparts, provision of scholarship grants</i></p> <p><u>4.Activity Result</u> Increased number of legal professionals.</p> <p>Action <i>Continue support to existing and newly established undergraduate law faculties including scholarships for females and minorities, continue support for entry of female graduates into the Judiciary, and law profession, continue support to improve and capacity-build Bar Associations and Women Lawyers Associations.</i></p> <p><u>5.Activity Result</u> Establishment of effective Custodial Corps and Custodial system in Somalia,</p> <p>Action <i>Organise workshops for senior custodial management, operational/security staff and Custodial Corps staff on corrections regulations, complete, open and support Model Prisons, UNOPS to continue with ongoing construction, ensure new model prisons in Hargeisa and Gado are completed, equipped and operational in 2009,organise training for Custodial Corps staff outside of Somalia on prison regulations and UNSMRs, local partners to carry out monitoring of custodial facility conditions</i></p>		
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	<p>Target (year 3)</p> <p>i) Refresher training for 1800 personnel, cadet training for 300 personnel training for station commanders, refresher training for 350 SPU personnel in Puntland; (ii) Refresher training for 3000 personnel, cadet training for 300 personnel (by end 2011), refresher training for 350 SPU personnel in Somaliland;(iii) MOIs and Police HQs in all three regions established accountability, human resources and financial management mechanisms with trained personnel</p> <p>(iv) 600 personnel (15% female) trained with HIV/AIDS, gender and human rights integrated. (v)10 projects in communities with participation of civil society and community representation, focussing on Local Security Needs and protection of vulnerable groups</p> <p>(vi)Key justice institutions receive training according to recommendations of the Justice Sector Assessment.</p>	<p><u>1.Activity Result</u> <u>Support to establishment of effective, efficient and accountable police service.</u></p> <p><u>Actions:</u> <i>Deployment of international police training experts, development of standard police training curriculums with human rights issues integrated.</i> <i>Support to drafting of police legal framework, Police Strategic Plan and Police donor and multi-year budget strategy, development of parliamentary capacities for security sector oversight.</i></p> <p><u>2.Activity Result</u> Support to capacity development for key justice institutions.</p> <p><u>Actions</u> <i>Development of a national justice strategy and action plan for the justice sector, Provision of equipment and infrastructure support and rehabilitation on a target basis, Continue to support processes for legislative reform including Code of Conduct for the Judiciary.</i></p>		
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IV. ANNUAL WORK PLAN

EXPECTED OUTPUTS	PLANNED ACTIVITIES	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Funding Source	Budget Description	Amount
Output 1: Improved security environment for all in Somalia	Programme Management								2,191,574.00
	DDR/AVR/SAC								7,285,287.60
	1 Activity Result Strengthen local peace process - conflict management capacity in one target community								
	-Coaching committees for AVR process	X	X	X	X				
	-Community Safety and Security assessment		X	X	X				
	-Peace Building Centre (PBC)			X	X				
	-Community Safety and Safety Plan (RSSP)			X	X				
	-Information strategy	X	X	X	X	Lead agency: UNDP Partners: Ministries of Interior and Security, civil society, Human rights organisations, local and international NGOs, Ministries of Women and Family Affairs/Development,			
	-Capacity building of counterparts	X	X	X	X				
	-Field Monitoring and data collection	X	X	X	X				
	2 Activity Result Establish an early warning and response network for peace building (through the establishment of the Observatory on Violence)								
	-Training of committees, elders network, youth and women in South Central associations and, local council and authorities common	X	X	X	X				
	Community Safety and Security Framework (CSSF)in South Central	X	X	X	X				
	-Data analysis and policy development in all three regions.	X	X	X	X				
	-Research and development in Puntland		X		X				
-Common Community Safety and Security Framework (CSSF) in all the three regions.	X	X	X	X					
-Capacity building of committee	X	X	X	X					

	-Establishment of the Observatory of Violence	X	X	X	X				
	-Construction of the Joint training centre / Observatory	X	X	X	X				
	-International backstopping of the Observatory			X	X				
	3 Activity Result Support the establishment of the regional framework for SAC								
	-Support the establishment of the regional framework for SAC	X	X	X	X				
	-Development and execution of the Small Arms Control Action Plan	X	X	X	X				
	-Database on SALW		X	X	X				
	-Support sensitization campaign on small arms control at the regional level in Somaliland and Puntland.	X	X	X	X				
	4. Activity Result Support the establishment, execution and monitoring of the framework for DDR								
	-Monitoring of DDR in all the three regions.				X				
	5 Activity Result Support the establishment, execution and monitoring of the framework for DDR								
	-DDR preparedness at the community level		X	X	X				
	-database on militias		X		X				
	-Reintegration assessment conducted and sensitization initiated.	X	X						
Mine Action. 6. Activity Result Institutional, technical and human resources capacity of the Somaliland Mine Action Centre (SMAC) is enhanced to coordinate activities in all 5 pillars of Mine Action and with relevant with government agencies					Lead agency: UNDP Partners: Ministries of Interior and Security, civil society, Human rights organisations, civil society, IMSMA, SMAC		930,133		
- Managers trained in management of SMAC in all five pillars of Mine Action	X	X							
- Institutional and oversight capacity within SMAC structure and key staff are developed		X	X	X					
-Transition plan developed by SMAC in conjunction with the Inter-Ministerial Committee for Mine Action and Mine Action implementing partners			X	X					
-IMSMA & Survey capacity within the SMAC fully independent and capable of analysis of data from all pillars of mine action	X	X	X	X					

	-SMAC capacity in victim surveillance is enhanced to accurately determine the scope of the mine and UXO problem, and progress made	X	X	X	X					
	7. Activity Result 7. Intensive EOD training for key team members to ensure increased adherence to International Mine Action Standards									
	-Ongoing follow-up, QA and technical support provided to EOD teams	X	X	X	X					
	8. Activity Result 8. Increase access to and efficiency of MRE service provision to reduce the landmine and UXO casualties throughout Puntland by 50%:									
	-Enhanced MRE coverage for mine/ERW high and medium impacted areas as identified through LIS	X	X	X	X					
	6. Activity Result Support to existing EOD teams to continue clearance in 4 regions of Somaliland, and to ensure long-term national capacity exists to deal with the residual landmine and UXO threat:									
	-Existing EOD teams and operations in Somaliland maintained (5) Somaliland	X	X	X	X					
	-Maintain and expand EOD capacity and operations in Puntland	X	X	X	X					
Somalis, especially vulnerable groups have better protection under the law, access to justice and greater understanding of the law and their rights	Civilian Police					Lead agency: UNDP Partners: Ministries of Justice, Interior and Security, civil society, Human rights organisations, traditional elders, communities.			20,253,067.00	
	1. Activity Result Activity Result Increased consultation and collaboration between the Police and Communities.									
	<i>Activity Action</i> -A national literacy and civic awareness course to be delivered over a period of 3 years developed by selected universities and Secondary schools in Puntland and Somaliland.	X	X	X	X					
	-A survey identifying Community Policing opportunities conducted in Puntland and Somaliland.	X	X	X	X					
	- NGOs trained to support/promote community policing project and develop community safety committees established in coordination with DDR/AVR initiative		X	X	X					
- In consultation with community stakeholders including youth, women, elders and minorities community based local policing rolled out in 2 Puntland districts and training and equipment provided.	X	X	X	X						

2. Activity Result <i>Civilian Police Force with internal organisation to be able to plan, lead, establish structures for management and development capacity and be able to monitor demand and basic performance</i>								
<i>Activity Action</i> -In Puntland and Somaliland a Police Directorate with Ministry of Interior, Ministry of Family Affairs and police composition with 15% women's representation and a gender unit established with their capacity built on development of organisational structure, strategic planning, operational planning, monitoring and development of policies and fund raising.			X	X			Lead agency: UNDP Partners: Ministries of Justice, Interior and Security, civil society, Human rights organisations, traditional elders.	
- Training for Puntland Command and Control staff	X	X	X	X				
- 60 station commanders trained in Puntland on day to day Police Management, conflict resolution, community policing, gender and Human right standards.	X	X	X	X				
3. Activity Result <i>Police trained and able to undertake civilian policing duties & able to monitor service delivery.</i>								
-40 Trainers of Trainers from Mandera Academy trained development of curricula, and strategic planning, knowledge and skills for training, planning and management of the force and with HIV/AIDS, gender and human rights integrated.								
- 20 radio operators and technicians trained on installation and maintenance of communications equipment	X	X						
-Logistical support provided to Police Academy and Training Directorate staff based at Police HQ.	X	X	X	X			Lead agency: UNDP Partners: Ministries of Justice, Interior and Security, civil society, Human rights organisations, traditional elders.	
- 600 new recruits trained at Mandera with 20% women composition and with Gender, Human Rights and HIV/AIDS integrated into the training.		X	X					
- 50Traffic Police, 50 CID specialists, 100 SPU, 100 Mobile Public Order Unit, trained on crime investigation, escort and policing public event respectively. Basic capacity and procedures established for collection, analysis and use of crime intelligence; Establishment and training on basic crime intelligence and analyses systems including support for the development and the finalization of an organized/illicit trafficking assessment	X	X	X					
- SPU and Mobile Unit in Somaliland and Puntland provided with running cost.	X	X	X					
- Review of Somaliland SPU operations, running cost conducted.	X	X	X	X				

	4. Activity Result Law Enforcement ESTATE and operational infrastructure and provision of logistics, equipment, and furnishings.									
	<i>Activity Action</i> -3 in Somaliland and 4 in Puntland prioritized police stations in rural areas rehabilitated with tendering and contracting to have gender considerations	X	X	X	X					
	-Mandera and Gardo Police training school facilities completed with female accommodation, offices and in place as well as construction of Gardo Police Station completed.	X	X							
	-Armo phase III completed and operational. equipment to	X	X							
	-Provision of equipments to prioritised police stations in border and rural areas in Puntland, Police force, Police Stations, HQ departments, Quick reaction team, SPU, Inspection teams, workshop maintenance team, community policing initiatives , Sexual Assault Referral Centres(SARC) in Somaliland, Quick reaction team in Somaliland including ambulance for Mandeera Police Training Academy	X	X							
	-HIV/AIDS, Human rights and gender trainings conducted at ARMO police academy conducted.	X	X							
	5. Activity Result Internal and external oversight and accountability mechanisms strengthened with respect to policing.									
	-Police Reform Plan including the establishment of a Professional standard unit for Puntland Police with a separate unit to investigate into Public Complaints against Police including complains that require specialised training such as SGBV cases		X	X	X		Lead agency: UNDP Partners: Ministries of Justice, Interior and Security, civil society, Human rights organisations, UNODC.			
	-Police internal and external oversight mechanism established.									
	-UNODC support to CID training, Crime Surveys and Law Review									
6 Activity Result Civilian policing delivered in selected regions in South Central Somalia with adequate equipment and structures in place in line with international human rights standards.						Lead agency: UNDP Partners: Ministries of Justice, Interior and Security, civil society, Human rights organisation.				
<i>Activity Action</i> -Radio communications, transportation, body armour, computers, furniture provided for Police HQs, Regions and District			X	X						

- Biometric database	X	X	X	X				
- Running costs police stations	X	X	X	X				
- 3470 Police officers trained in supervisory and management with HIV/AIDS gender, conflict resolution and management integrated.	X	X	X	X				
- Establishment of Police Development Management Teams			X	X				
- Training support for 3 Police Training Academies								
- SPU Support			X	X				
- Establishment of a Police Call Centre, Professional Standards Unit, support of Police Complaints Commissions and Sexual Assault Referral Centres.			X	X				
- Public Awareness Campaign		X	X	X				
- Local needs community based policing rolled out in conjunction with Judiciary and UNDP Somalia Governance in suitably secure districts inside Mogadishu		X	X	X				
- Police Advisory Committees that has 30% women representation to cover all of the capital city and all areas where community based policing is developed	X	X	X	X				
Access to Justice 7. Activity Result 7. Formulation and Implementation of National Justice Strategy					Lead agency: UNDP Partners: Ministries of Justice, Interior and Security, civil society, Human rights organisations, traditional elders.			19,067,935.00
<i>Activity Action</i> -Workshop held with all justice actors to discuss and formulate short and midterm (3-5years) national justice strategy for Puntland.	X	X						
-Draft National Strategy Workshop held in Puntland		X	X					
-Follow up workshop to review the strategy and finalise in Puntland.				X				
- Finalisation of National Justice Strategy in Somaliland including finalisation of Action plan for implementation of the National Declaration including finalising M&E Plan.	X	X	X	X				

8. Activity Result Improved quality of justice dispensation through responsive judicial system					Lead agency: UNDP Partners: Ministries of Justice, Interior and Security, civil society, Human rights organisations, traditional elders.			
	- Supporting development of Judicial Code of Conduct and Professional Ethics Program for Judiciary and Legal Professionals in Puntland	X	X	X	X			
	- Continued 'Roll out' of standardised 'Court Kit' in 4 capital regions, in line with the 2008 assessment recommendations & law enforcement 'roll out' in Puntland.		X	X	X			
	- Continued support to mobile courts project in Puntland	X	X	X	X			
	- Support to Judicial Monitoring Mechanisms in pilot regions.	X	X	X	X			
	- Presentation of baseline assessment of the Judicial System at a national conference and translated to Somali in Somaliland	X	X					
	- Roll out' of Court system on establishing a functioning court system in 5 key regional capitals in Somaliland		X	X	X			
	- Implementation of the recommendations of the Court Administration and Case Management report in 1 pilot Region (Hargeisa Regional and Appeal Court).	X	X	X	X			
	- Judicial Conference for all Judges held in Puntland			X				
	- Continued support to mobile courts project held in Puntland	X	X	X	X			
	- Support to Judicial Monitoring Mechanisms in pilot regions in Puntland	X	X	X	X			
	- Continued support to Mobile Appeal Courts in each capital regions to go out into the districts in Somaliland.	X	X	X	X			
	- Establishment of the first Model Court in Somaliland	X	X	X				
	- Code of Conduct distributed for the Judiciary, Court and Prosecution Staff in Somaliland	X	X	X				
	- Establishment of Judicial Monitoring Mechanisms in pilot regions.		X	X	X			
- Communication Campaign to disseminate the new Juvenile Justice Law and justice for children rights	X	X	X	X				

9. Activity Result Improved quality of justice dispensation through increased access to justice					Lead agency: UNDP Partners: Ministries of Justice, Interior and Security, civil society, Human rights organisations, traditional elders, Universities, UNFPA.		
	<i>Activity Action</i>						
	-Support to Legal Aid Centre &Civic Education Programmes through the Universities/LNGOs on Access to Justice.	X	X	X	X		
	- Establishing an SGBV referral network by strengthening legal aid and NGOs providing medical and psycho-social assistance to victims of SGBV	X	X	X	X		
	-Provision of scholarships for minorities, females and law professionals to attend Law Faculties in Hargeisa University Amoud University	X	X	X	X		
	- Strengthening Bar Association in Somaliland	X	X	X	X		
	- Support to the First Somaliland Lawyers Women's Association (SWLA)	X	X	X	X		
	- Provision of senior law professors to capacity build the capacity of the law faculty staff and teach law courses in identified areas	X	X	X	X		
	- Provision of legal resources for the Law Faculty & technical and capacity building support including training and mentoring on capacity building for Academic Staff; curriculum design & support to improve the quality of teaching and research in the Faculties(this will include support to integrate HIV/AIDs legal issues into the curriculum as well as support to enable the University to provide such training in the future to Legal Professionals	X	X	X	X		
	- Establishment of a Post graduate Diploma in Legal Practice at Law Faculty at Hargeisa University	X	X	X	X		
- Establishment of Judicial Monitoring Inspection Scheme in Bay region							
- Support to the Supreme Court in Baidoa			X	X			

	10. Activity Result <i>Process of legal reform and harmonization of xeer, sharia, and statutory laws and institutions, in accordance with international human rights norms and standards initiated</i>					Lead agency: UNDP Partners: Ministries of Justice, Interior and Security, civil society, Human rights organisations, traditional elders, women networks.			
	<i>Activity Action</i> -Traditional elders forum established with community-based paralegal scheme in courthouse premises in Baidoa and Huddour linking formal and non-formal justice systems	X	X	X	X				
	- Regional meetings held with traditional leaders and judicial representatives to discuss harmonisation of customary law in South Central		X	X	X				
	Capacity building and training of traditional elders on peace building, conflict resolution and formal and informal dispute resolution mechanisms in South Central	X	X	X	X				
	- Support implementation of the Elders Declaration of 2006 to better harmonise Customary Law and the formal legal system in Somaliland	X	X	X	X				
	-- Pilot project to improve coordination between the Courts & Traditional Leaders (supporting implementation of the Elders Declaration) in Puntland and Somaliland		X	X	X				
	- Support to traditional elders to address issues of SGBV, including FGM and domestic violence, within the community, including sensitisation, development of preventive and responsive mechanisms	X	X	X	X				
	- Establishment of Elders Taskforce to be formed to study the Juvenile Justice Law (JL) in depth and formulate a 'traditional system' version that encompasses and ensures the same rights of children as in the JL.	X	X	X	X				
	- Support to establish the Law Reform Commission	X	X	X	X				
	- Capacity building of traditional elders and strengthening of engagement between elders and formal justice actors in Pnutland.			X	X				
	11. Activity Result <i>Capacity Building of Key Justice Institutions</i>					Lead agency: UNDP Partners: Ministries of Justice, Interior and Security, civil society, Human rights organisations.			
	<i>Activity Action</i> -Support to Ministry of Justice and Religious Affairs (MOJRA) in Puntland to increase accountability in the implementation and management of agreements signed with UNDP	X	X	X	X				
	- Capacity Building of the Higher Judicial Council	X	X	X	X				

	- Integration of a human rights based approach into the role and activities of the MOJ and High Judicial Council	X	X	X	X				
	- Awareness Raising for Justice Actors on Juvenile Justice Issues	X	X						
	- Provision of technical advice and capacity building to the Ministry of Justice, Attorney General's Office and High Judicial Council	X	X	X	X				
	- Training on Justice for Children for regional child protection committees, Courts, Law enforcement and prisons officials in order to implement the new Juvenile Justice Law			X	X				
	12. Activity Result Mobilization of communities for collective action including to hold duty bearers accountable for prevention of and response to human rights violations and abuse					Lead agency: UNDP Partners: UNICEF, UNHCR, Civil society, Stakeholders in justice sector, universities, media,			
	<i>Activity Action</i> - Education campaign on human and civil rights through the media in Puntland and Somaliland	X	X	X	X				
	- Distribution of international and regional human rights instruments to local human rights NGOs, Universities and paralegals in Puntland	X	X	X					
	- Capacity Building for Human Rights Defenders to improve their ability to monitor human rights issues, mobilise communities and undertake human rights advocacy in Somaliland.	X	X	X	X				
- Support to Human Rights NGOs to undertake advocacy and campaigning on human rights issues	X	X	X	X					
- Education campaign on human and civil rights through the media (radio)			X	X					
-support to Human Rights NGOs to undertake advocacy and campaigning on human rights issues, especially rights of women and children in Puntland and Somaliland.	X	X	X	X					

-Support to paralegals and local lawyers (Legal Aid Centre and Bar Association) to undertake human rights reporting and monitoring in vulnerable communities in Puntland.	X	X	X	X				
- Distribution of international and regional human rights instruments to local human rights ngos, Universities and paralegals in Puntland			X	X				
Corrections 13. Activity Result Minimum standard infrastructure established in selected prioritised prisons with basic equipment and are made functional					Lead agency: UNDP Partners: Ministries of Justice, Interior and Security, civil society, Human rights organisations, UNODC			3,007,984.00
<i>Activity Action</i> - Corrections Reporting format developed and 100 Custodial Corps staff trained on its use in reporting prison conditions/issues periodically in Puntland					Justice, Interior and Security, civil society			
<i>Activity Action</i> -Prisoner filing system developed and 60 Custodial staff in Somaliland 80 in Somaliland from 6 prioritised prisons trained on its usage and with training disaggregated by sex			X	X				
<i>Activity Action</i> -Model Prison and Priority Prison (Bosaso) have equipped medical centres with qualified staff in Puntland			X	X				
-Support the establishment and operation of a Prison Monitoring Network - pilot project in Gardo and Hargeisa & establishment of a Prisons Inspectorate in Puntland			X	X				
<i>Activity Action</i> - Introduce a Corrections Reporting format and train 80 Custodial Corps staff to use it in reporting prison conditions/issues periodically with special skills provided for reporting on women and minorities as well as training disaggregated by sex in Somaliland			X	X				
<i>Activity Action</i> -Hargeisa Prison has equipped medical centre with qualified staff			X	X				
14. Activity Result. Capacity of Somaliland and Puntland Correctional Officers built at individual and institutional level	X	X	X	X				

	<i>Activity Action</i> - Legal and regulatory framework for Custodial Corps in place in Puntland and Somaliland	X	X	X	X				
	<i>Activity Action</i> -Technical advice and training provided to Custodial Corps in Puntland and Somaliland.		X	X	X				
TOTAL									50544406.6

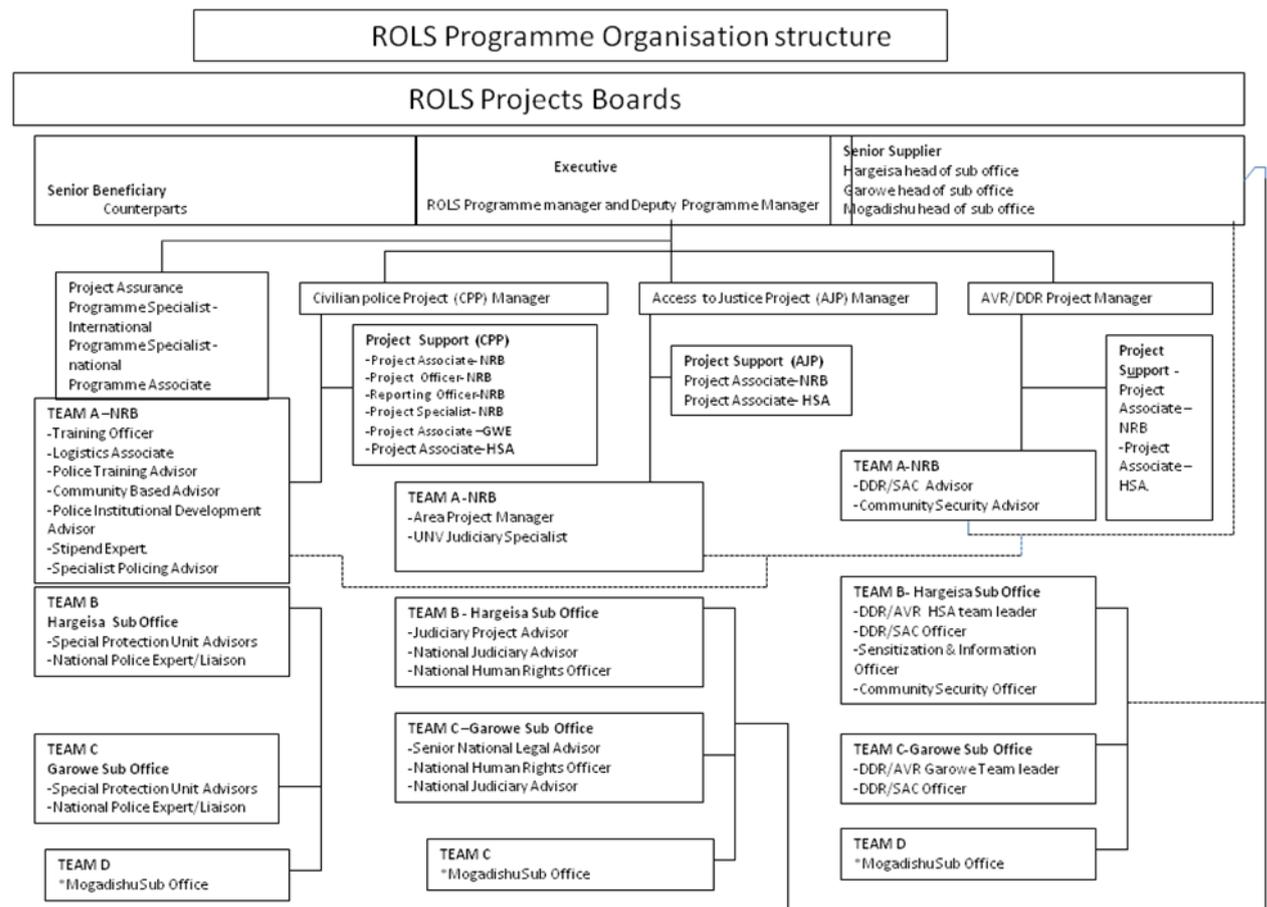
V. MANAGEMENT ARRANGEMENTS

PROGRAMME MANAGEMENT

Under the supervision of the Programme Manager and Deputy Programme Manager, each of the projects under the ROLS programme is managed by a Project Manager. The Project Managers supervise Area Project Managers in Somaliland and Puntland. Activities in Central South will be managed from Nairobi with few national staff on the ground. Head of Sub Offices in Somaliland and Puntland play an integral role in overseeing the day-to-day management and implementation of projects in the respective regions. Quality assurance is handled by the programme team based in Nairobi. A ROLS Steering Committee, comprised of donors and government representatives, meets on a regular basis to review progress and provide policy guidance. Project boards will be established in accordance with Prince 2 and results based management standards. The overall implementation of the ROLS Programme in the field will be undertaken in line with UNDP Somalia's Sub Office Guide.

Due to the deteriorated security situation, (area) project managers may only be able to operate through missions, meetings outside Somalia and through teleconference/videoconference facilities.

The following is the organizational structure of the Rule of Law and Security Programme:



FUNDING

The final funding for the ROLS programme (all donors combined) is not known at this stage. The contribution from the EC is being treated as a maximum amount (USD 17 million) rather than as a percentage of the estimated total eligible cost.

Should any budget reallocations be required within the programme to ensure that priority components are covered; these will be regularly reviewed by the Steering Committee (Government-UN-donors) in

the light of the funds available. As necessary any such reallocations will be reflected in a modification of the contract.

VI. MONITORING FRAMEWORK AND EVALUATION

M&E will be undertaken in line with UNDP principles for Programming for Results Management Guide.

- A steering committee consisting of UNDP, donors and government officials will provide yearly-basis overall policy guidance to the programme
- Project boards will be formed in each of the project regions to provide project level basic guidance
- 6-monthly and Annual Project Reports shall be prepared by the Project Managers and shared with the Steering Committee members.
- In addition to ongoing monitoring of project activities, the programme will conduct an annual review in each region to assess performance of the projects against annual targets and progress against the Annual Work Plan (AWP).
- The Programme Management Support Team (PMST) in UNDP Somalia supports the design and implementation of an overall M&E system for UNDP programmes including ROLS.
- Periodic monitoring is carried out by programme and project staff, with the Programme Unit responsible for overall outcome monitoring, reporting and quality control... However, security restrictions and relocation of staff have disrupted programme delivery to date. Foreseeing the continuation of violent conflict, ROLS is doubling its alliances with partner NGOS and INGOS to ensure coverage and maintain civilian and legislative oversight.

In addition, ROLS monitoring and evaluation will be guided by the outcome monitoring framework for UNDP. A separate evaluation tracking table has been developed by UNDP Somalia to guide overall evaluation of programmes. This will also ensure synergy between different project or programme level evaluations where possible.

Security situation permitting, baseline surveys will be carried out in 2009. This will be followed by surveys in the second and third year of the programme which will enable the programme to measure a change in the environment and assess the impact of the activities undertaken.

A mid-term external evaluation will take place in 2010. Recommendations from the evaluation will inform the further programming and work planning activities for 2011. A final external evaluation will take place upon completion of the programme.

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

Within the annual cycle

- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.
- An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, a Project Progress Reports (PPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.
- A project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project
- A Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

Annually

- Annual Review Report. An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board and the Outcome Board. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.
- Annual Project Review. Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

IX. LEGAL CONTEXT

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement (SBAA) between the Government of Somalia and the UNDP, signed on 16 May 1977.

Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the executing agency and its personnel and property, and of UNDP's property in the executing agency's custody, rests with the implementing partner.

The implementing partner shall:

- put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
- Assume all risks and liabilities related to the executing agency's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The implementing agency agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder 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 Project Document.

ANNEX ONE: Gender and Human Rights Integration

GENDER INTEGRATION/MAINSTREAMING

Over the past ten years, the promotion and protection of human rights and the empowerment of women has gained prominence in the work of UNDP globally. UNDP Somalia has adopted this approach and ensured that human rights and gender are a fundamental part of the ROLS Programme. Gender equality is as essential to poverty elimination as it is for peacebuilding. Security must also take the form of promoting gender equality as a process and an outcome, premised on the equal worth and dignity of all men and women. For ROLS 3 this now means incorporating gender analysis and women's perspectives into programming and projects, including analysis and decision making. Each of the ROLS projects is tasked to promote an active and visible policy and practice of mainstreaming a gender perspective, which is to say, foreseeing what the differentiated aspect will be on women and men. Women figure as a primary stakeholder group, from which important data is gathered, while other stakeholder groups are examined in terms of staffing and organizational culture, and the degree to which their staffing and budget allocations recognize and address issues of gender equality.

Promoting gender equality is a tall order in the context of a country and a field where security is seen as the exclusive task of males and the State. We are not always sufficiently clear as to address the practical and ideological barriers, including staff capacity to mainstream gender equality in their work. ROLS nonetheless has had some success in supporting civil society organizations and units within official partner institutions that promote gender equality.

As a field, Rule of Law and SSR, has much to gain by integrating the gender dimension. This is now broadly recognized as a necessity as governments, donor agencies and the UN continue to emphasized women's participation and efforts to achieved gender equality as crucial element of post conflict reconstruction. Resolution 1325 of the Security Council on "Women, Peace and Security" highlights the interdependence of post conflict gender equality, peacebuilding and security: it reaffirms "the important role of women in the prevention and resolution of conflicts and in peacebuilding" and urges states "to insure increased representation of women at all decision-making levels in national, regional and international institutions and mechanisms for the prevention, management, and resolution of conflict:. Similarly, in 2006, the Council of the EU emphasized that gender perspectives should be incorporated in all of the EU's policies and activities on SSR.

There is also awareness of the need to address the particular experiences of men and boys, both as victims and as sources of insecurity. Gender inequality affects all as it inhibits development and security—as violence against women and the vulnerable is in many communities the most pervasive form of insecurity with huge effects across society.

There is a recognition that women are more responsive to local needs and often better able to address the range of security and justice priorities that coexist in communities. Grounding inclusiveness in SSR/ROL programming will assist in the delivery of greater justice and security delivery of security to all — or conversely, gender-less analysis and approaches will fall short of achieving the goal of equal treatment under the law for all Somalis.. What is more, integrating gender into Rule of Law and Security Sector Reform enhances State responsiveness to the security needs and roles of all parts of the community. It can strengthen local ownership of the reform process and enhances capacities to carry out security sector oversight from below.

This is a process that in Somalia, and elsewhere, comes into conflict with impatience and urgency to arrive at "security", leading to insufficient local and sometimes national ownership. Consultation and dialogue with the larger range of stakeholders tends to suffer. While rapidly building security sector force capacity tends to be prioritized in settings such as Somalia, sector wide engagement such as featured by ROLS includes moving in parallel with community level security initiatives and judicial and legislative reform. These should not be seen as sequential processes if for no other reason that in the absence of a fully elected and effective government, it is all the more important to included diverse groupings, particularly communities, in a process of working toward legitimizing the new process while taking a hand in—and not feeling threatened by --short term stabilization. Understanding the role of women is critical when building stability: creating conditions for a functioning everyday life is vital from for the construction of security.

In Somalia, ROLS will assess the implication for women (and men) of every project planned activity, ranging from the influencing of legislation, to government policies and programmes, in all areas and at all levels. Gender is at the heart of a community perspective that addresses women and men's concerns as a part of the design, implementation monitoring and evaluation of security sector policies. Where women are not benefitting equally from security sector programming, inequality will only be reinforced. Work will be developed with Parliaments to assist with oversight of the Security Sector by way of mechanisms that assist to bring gender responsiveness to governmental programming across the security sector, including custodial services and the capacity of all institutions to deal with particular security needs of women, youth and the vulnerable

ROLS projects are tasked to assess the impact of their activities on women and youth. The community perspective and the bottom-up activities in each area is asked to identify and respond to women's concerns. It is the beneficiaries that have to identify their needs. Capacity needs to be enhanced at the top level to insure gender mainstreaming with the various security/justice institutions including gender awareness training, codes of conduct, sexual harassment training, gender advisors, dedicated resource expenditures. For example, in SL authorities have responded to the gender dimension by way of initiatives to prevent and respond to gender-based violence (Sexual Assault Reference Centres). Women's Legal Associations have been created to assist in the task of training on gender for civil society organizations, particularly those involved in oversight of security institutions. Police training programmes incorporate measures to increase female recruitment, retention and advancement, to build on Somali-family friendly traditions to enhance women's presence and organizations for information gathering. Community policing forums and detention monitors are trained along with police on interviewing female and child victims of sexual assault. Women are to play the key role for the referral of victims and early warning initiatives programmed under ROLS 3.

Perceptions of the police and the development of confidence in it, for example, will not be achieved without steady increases in the number of women in its ranks. In SL women face informal barriers to working in the police and other security services which lead to their under-representation. The internal culture of the security organizations makes it difficult for women to advance. Yet experiences from Liberia and elsewhere point to this single fact as primordial in turning around public perceptions. Police services are yet to capitalize on the better communication skills and less proclivity to use force that characterize female police members working at the operational level. As regards DDR, ROLS employs the UNIFEM checklist on Gender-aware DDR and UN integrated DDR Standards (IDDRS) that provide guidelines on addressing the particular needs of women and girls. The UNDP-supported Observatory on Violence, to be organized and hosted by the University of Hargeisa, will count on skilled interviewers, preferably women, capable of gathering and establishing sex-disaggregated data and studies essential to inform policy and project planning. .

Women's participation in disarmament and gun control reached legendary proportions in SL Women's groups supported by UNDP ROLS provide a range of services to victims of violence, including medical and legal advice. They work with the formal security services in providing information about local threats. They are involved in training police officers in the handling and management of cases of sexual and other forms of gender-based violence. Construction and rehabilitation of police stations by UNDP now include arrangements for facilities for the reporting and handling of rape and domestic violence. It is the Women's Legal Associations that have assured ROLS the implementation of the linkages between local security and justice concerns.

For example, two women's bar associations established in South Central and Somaliland have been operating and campaigning for the rights of women. The Somaliland Women Lawyers Association has conducted a number of advocacy campaigns around the rights of women including an information session with justice actors on the role of the SWLA and a workshop on gender based violence. It has provided places for 12 female interns in law firms and government ministries. In South Central, the Association of Somalia Women Lawyers which began operation in December 2008 has already provided legal assistance to 22 individuals detained in prison and police custody (9 IDPs, 10 from minority groups, 1 woman, 1 disabled and 1 elder) in January 2009.

Years of experience, particularly in Somaliland and PuntlandL, has led ROLS to the conclusion that more needs to be done to fully integrate gender in post-conflict or conflict affected Rule of Law and security reform process and in reformed security institutions. There should be no underestimation in

Somalia of the resistance of key cultural forces along with the enormous weight of past impositions of security at the expense of women, or the perceived unwillingness of one or another government or judicial system to deal with issues of violence as they affect women, but also children and vulnerable minorities.

ROLS, guided by the BCPR eight point agenda on women in conflict, UN Resolution 1325 and 1820 will seek to promote early action on inclusion and access to justice for women, and vulnerable sectors. This will take the form of influencing policies and legal frameworks as well as specific capacity building that translates into concrete increases in the levels of protection and participation, including the promotion of their integration into training activities and partner entities. Somalia, as elsewhere, requires that women, youth, minorities and vulnerable sectors feel that they are integral actors in peace and reconciliation and state-building processes.

Human Rights

DAC/OECD has identified core values for SSR as “to be people-centered, locally-owned and based on democratic norms and human rights principles and on the rule of law. Responsiveness to local needs of men, women and children is not simply a question of gender or human rights, it is more than being politically-correct or even respectful, it is a question of pragmatic necessity if Rule of Law is to be the basis of order and development. There can be no democratic outcome without a democratic participation. Human rights principles require that states insure that women are not excluded from public processes, including in security decision making.

Against this legal and ethical imperative and in the Somalia context, UNDP ROLS has focused on three strategic areas of intervention.

Emphasis is placed on advocacy and awareness-raising in the community which is undertaken through partnerships with national human rights NGOs. ROLS is focusing on creating effective functioning courts, judiciary, law enforcement and prisons that protect rights and allow individuals to effectively claim their rights. To this end, ROLS has undertaken training for journalists and NGOs that encourage a strong civil society, including a free and independent media. Alongside this, ROLS has supported the establishment of the Somaliland Human Rights Commission and will continue to build the capacity of the Commission once the requisite legislation is passed by the government.

Effective national human rights promotion and progress towards gender equality require public policies to ensure enjoyment of human rights by all people. ROLS works with its state counterparts (Ministry of Justice, Ministry of Interior, Police Commanders, Judiciary and Prison Commanders) to ensure that they recognize and respect individual human rights and fulfil their obligations to create institutions that are accountable to the people of Somalia. At the same time, ROLS encourages the community to claim their rights against the state through the use of access to justice projects across Somalia. In February 2008, the Somaliland government approved a ten point declaration on justice reform in Somaliland; the first step for reform in the justice sector. ROLS will be encouraging the government to undertake similar processes of reform in all its institutions. A similar declaration was negotiated among elders in Puntland encompassing provisions to promote peace in the disputed border region with SL.

UNDP provides critical support in facilitating the implementation and observance of universal standards of human rights and women’s rights. The ROLS programme undertakes this by ensuring that all training for the judiciary, police and prison officers is from a human rights and gender perspective. A broader strategy for protection and promotion of human rights is being formulated in collaboration with UN Political Office for Somalia (UNPOS) with the guidance of the Office of the High Commissioner for Human Rights (OHCHR). Promoting a community-owned reform of customary law provisions that violate human rights and produce conflicts is ongoing, enhancing the capacity of traditional leaders to focus on gender-discriminating practices (forced marriage, discriminatory inheritance practices, etc). Workshops and workshop follow up on declarations will focus on protection and promotion of the rights of women, children, minorities, refugees, IDPs and foreign guests.

ANNEX TWO: RISK MANAGEMENT

RISK ASSESSMENT AND MITIGATION

UNDP country programme's risk assessment was undertaken to evaluate the risks for international partners and UNDP on funding and implementing respectively is based on experience and lessons learned during the last 3 years and a scenario for the next 12 months.

While the overall risk levels are relatively high, the opportunity costs of not supporting State building and the re-establishment of institutions that deliver basic functions, the re-establishment of rule of law and security as well as not providing direct assistance to the poor, the vulnerable and the marginalized segments of Somali society to strengthen their livelihoods in the different geographic zones in Somalia are significant since a failure of this endeavour would endanger the overall objective of the transition process. It could in fact lead to a fall-back into crisis, increasing social tensions and humanitarian emergencies. Therefore, a risk management strategy has been designed that will significantly increase the probability of successful implementation in the given high-risk environment.

The implementation of the UNDP country programme incurs programme, output-related and institutional risks for international partners (see detailed risk matrix below). Overall programme risks (capital "R" risks) are those that endanger the programme as a whole and potentially lead to programme failure. These related to:

- security situation
- political stability
- political support

Output-related risks (small "r" risks) endanger one or several outputs of the programme – in particular projects – but do not prevent a successful over-all implementation of the programme. Institutional risks relate to a situation that would have a significantly negative impact on the reputation of programme partners, both due to international or national perception. Alleged human rights abuses are an example of this institutional risk.

Then, operational risks affect the overall program. These concern mainly the financial management, stipend payments, equipment/asset management and rehabilitation of buildings.

OVERALL RISKS

Assessment

Risks that would endanger the success of the UNDP programme as a whole mainly consist of a serious degradation of the security situation, an increase of political tensions leading to instability and non-functional government, a general lack of political support of government counterparts to the overall programme objectives and the perception by Somalis that UNDP is only supporting the Government and not the communities. This situation could lead to a negative impact on the reputation of partners involved in the support to TFG. Experience shows that the probability of this risk materializing is relatively high. In addition, national partners and UNDP staff can become targets because of collaboration with TFG. Furthermore, political instability, insecurity and conflict are in some areas severely exacerbated by rapid degradation of livelihood patterns (severe drought in parts of Central Somalia, hyperinflation and rapid price increases of basic commodities). These in turn generate population displacement and aggravate the overall humanitarian situation. Risk levels (impact, probability) are highest in South-Central and Puntland. In Somaliland, overall programme risk levels are clearly lower.

Mitigation

Mitigation of overall programme risks is significantly more difficult compared to output-related and operational risks. It mainly consists of continuous monitoring of the political situation with the support of UNPOS, continuous monitoring of delivery of key milestones, regular joint planning sessions with programme partners and a flexible programme design that allows for adjustments in programme activities in order to respond at early stages of risk materialisation. It is also important that UNDP is

seen as part of the UN system, where other agencies are providing concrete benefits to the communities, such as UNICEF, WFP, ILO and FAO.

UNDP's reaction to these overall program risks include more delivery through local partners, NGOs and national staff, stronger engagement with elders and community leaders, a stronger emphasis on capacity building of Government and non Governmental counterparts, reconciliation, engagement with civil society and media as well as stronger outreach to communities through radio and television to promote UNDP supporting Somalis. More programmatic resources may need to be spent on livelihoods and local governance projects, preferably in collaboration with other UN agencies, building on strengths of other UN agencies.

OPERATIONAL RISKS

Assessment

A further set of operational risks concerns transport of equipment and asset management and maintenance as well as the rehabilitation of buildings. First, international partners can be confronted with a security situation that prevents access and endangers (timely) delivery of assets. The security situation would also have a direct impact on rehabilitation of buildings since it would hinder or prevent proper monitoring of progress and quality of constructions. A serious worsening of the situation (fighting, bombings) would endanger the rehabilitated buildings and procured assets as such. Secondly, there is a risk that procured equipment is not properly maintained and managed. Some of the equipment might also disappear.

Mitigation

In terms of asset delivery and management as well as infrastructure rehabilitation, the following practical arrangements will help reducing risk levels. Delivery to Mogadishu port will happen through WFP with international military protection. In addition, specific arrangements with the Somali Police for delivery and premises protection will be ensured. Regular assessments of political and security situation will inform project decisions such as the choice of location and additional security measures.

SPECIFIC PROJECT RISKS OF THE ROLS PROGRAMME

Assessment

Output-related risks have been mainly identified in the areas of community perception of the police and justice system and – linked - their efficiency and quality of service delivery, access to and independence of Justice, delivery and management of equipment and the rehabilitation of buildings and infrastructure. There is a risk that Police forces and the Judiciary are discredited and / or not widely accepted due to actions of the government or because they represent specific clan interests. In addition, if the judiciary and police do not communicate properly, there is a risk that high numbers of individuals are detained at police stations and in remand status at prisons for indefinite periods of time. If judges are not adequately trained judgments will not be in line with accepted standards of fair trial. Insufficient administrative capacities of courts might lead to a back-log of untreated cases. In terms of corruption, there is a risk that police, judges and law professionals are receptive to bribes and corruption. Finally, despite the implementation of programme activities, communities in rural areas might continue to have insufficient access to justice. Similar to the programme risks, the level of programmatic output risks, especially those pertaining to the perception of police and judiciary personnel and community acceptance of reintegration of former militia is higher in Puntland and South-Central Somalia compared to Somaliland. At the same time, the risk of an insufficiently independent justice system is similarly high all three regions.

The main institutional risk for international partners relates to a factual or perceived involvement of government counterparts in serious Human Rights violations and a general international public perception that programme partners are involved in support to a non-democratic abusive government. This situation could lead to a negative impact on the reputation of partners involved in the support to TFG. Experience shows that the probability of this risk materializing is relatively high.

Mitigation

Mitigation measures for output-related operational risks can be more easily defined and implemented. Those displaying higher levels of probability and impact are printed bold in the table below. Regarding

police and judiciary capacities and quality of service delivery, joint training for police and judiciary, facilitation of communication between institutions will increase smooth functioning of the 'criminal justice chain'. UNDP will also work closely with the MOJ and Supreme Court to ensure high quality and appropriate training for judges and law professionals, emphasizing human rights and support for long-term legal education. In addition, alternative outreach mechanisms will be established to increase access to justice, including possibly paralegals, provision of legal aid, mobile courts, etc. Independence of the justice system will be promoted through support for independent budget management and for independent nomination, recruitment and HR management. Finally, participatory planning processes and advocacy level will be increased to ensure acceptance at community level, specifically for reintegration activities.

Addressing and mitigation institutional risks requires reliable internal and external information analysis, specific and comprehensive human rights-based training activities and constant preparedness and responsiveness to public perceptions. A key element in this context is pro-active information sharing between programme partners.

RISK SCENARIO

As a planning tool for the next 12 months, the following scenario has been developed which has guided the project and program response, as highlighted in the tables below.

Despite implementation of the Djibouti Peace Agreement, progress on reconciliation is slow (both at local level and central level) and limited, and the national government in Mogadishu is preoccupied by political wrangling and sporadic challenges from opponents; international political and donor support is still tempered by political concerns. Progress on disarmament is limited; security in south-central Somalia is fragile and security incidents persist all over the region, with the possibility of short-term escalation. Some areas in south-central Somalia are accessible but access is unpredictable. Presence of international staff is limited and changes over time. AMISOM is hampered by shortfalls in contributions, funding and logistics. The new ARS-TFG government is under pressure to delivery concrete results. Pre-planning begins for the UN to take over AMISOM.

The strong depreciation of the Somali shilling creates public unrest; rainfall failure or drought in parts of south-central Somalia and noticeable increases in prices (also in Dollar terms) are negatively impacting on livelihoods and rapidly worsening the humanitarian situation. After its withdrawal from Mogadishu and Somalia, the Ethiopian army remains on the border, ready to intervene. Several incidents of human rights violations by the Somali police force and other parties have been observed.

The security situation in Puntland remains unsettled with strong threat for kidnapping; this is a limiting factor for the presence of international staff. Piracy off the coasts continues to be a threat, with possible implications on the mainland. The drought, rapid price increases and forced migration from worse affected areas in south-central Somalia threaten livelihoods in Puntland too (although not as acutely as in south-central). The position of the Puntland Government becomes increasingly weakened.

Somaliland remains relatively stable though progress in dialogue with the government in Mogadishu on federal arrangements is limited and upcoming elections create political frictions which may affect the overall security situation in Somaliland, in addition to the possible spill-over effect from south-central Somalia and Puntland.

RISK MANAGEMENT MATRIX – ROLS PROGRAMME, SOMALIA (AS AT 20 NOVEMBER 2008).

(I) Impact (6 highest, 1 lowest)

(P) Probability (6 highest, 1 lowest)

Area	Risk	I*	P**	Mitigation Measures	Project Response
Access to justice	- Lack of access to justice due to increase implementation of national security measures (Somaliland and Puntland) and collapse of key justice institutions (South Central)	4	5	<ul style="list-style-type: none"> - Advocacy to encourage the Somaliland and Puntland Government to repeal the Public Order Laws, institute legal reform and to ensure that the principle of due process and fair trial are applied - Stronger engagement with elders and community leaders: focus on conflict resolution and peace building, human rights, access to justice. - Support is provided to ADR and traditional mechanisms, where feasible - Outreach mechanisms are increased, including access to justice, paralegals, provision of legal aid, mobile courts, etc. 	<ul style="list-style-type: none"> - Increased Partnership with local organizations, including NGOs, Bar Associations and Legal Clinic, paralegal visits to police station and IDPs camps, for delivery of free legal aid to vulnerable groups, including IDPs, prisoners and individuals on remand, women and children and raise legal awareness - Increased partnership with Law Faculties to ensure pool of qualified legal professionals, e.g. scholarships for women and minorities. - Stronger outreach to communities, including rural areas, to promote access to justice. Campaigning and effective dissemination of legal information to develop capacity of communities and to understand: a) their right to seek legal redress through the justice system b) the various institutions entrusted to protect their access to justice c) the steps involved in starting the legal process. - Increase emphasis on traditional justice delivery mechanisms in partnership with I/ L NGOs. - Support to Bar Associations, including the women bar association, to establish rules of practice, a constitution to regulate them
	- Access to justice and police do not coordinate, which leads to high numbers of individuals detained at police stations and on remand in prisons for indefinite periods of time	5	4		

	- Communities in rural areas continue to have insufficient access to justice	4	5		<p>and establishment of a unified public bar association in partnership with an international bar association.</p> <ul style="list-style-type: none"> - Support to the first Sexual Assault Referral Centre in Hargeisa to provide a medical, psychosocial and legal response for SGBV survivors.
	- Court administration systems are not in place to manage cases and ensure fair trials	4	4	<ul style="list-style-type: none"> - ROLS works closely with MOJ and Supreme Court to ensure high quality and appropriate training for judges and law professionals, emphasizing human rights and support for long term legal education - Institutional capacity should be built for court administration and case management (e.g. registry) 	<ul style="list-style-type: none"> - Roll out of appeal, regional and district courts, prosecution offices and houses of elders in prioritized districts where security permits. Construction to be completed by UNOPS in Somaliland. UNDP national staff and legal aid lawyers to monitor the process - Based on the access to justice assessment 2008, the three to five years justice strategy action plan will be completed and presented at the end of the first quarter 2009. Civil society, including all justice actors, is involved to ensure the planning process is participatory and inclusive (Somaliland)
	- Judicial processes violate international standards of due process and fair trial	4	4	<ul style="list-style-type: none"> - Support to independent nomination, recruitment and human resources management through High Judicial Council/Judicial Service Councils - Revision of the legal framework and structure of the access to justice, e.g. 	

	<ul style="list-style-type: none"> - The access to justice is not de facto independent 	5	5	<ul style="list-style-type: none"> - judicial monitoring, code of conduct, etc. - Support on harmonization of different systems of law and increase emphasis on skills and capacity of traditional justice mechanisms - Temporary external mechanisms established to monitor court proceedings in the absence of UNDP staff, e.g. law faculties, bar associations and local NGOs 	<ul style="list-style-type: none"> - Capacity development for Justice Sector professionals - Development and dissemination of public information material and campaign that highlights planned justice reform measures as well as the new juvenile justice law (Somaliland) - Establishment of an independent judicial monitoring scheme - Advocacy with government and justice sector to ensure adoption of the code of conduct for access to justice, prosecution and lawyers
	<ul style="list-style-type: none"> - Lack of public confidence in the access to justice due to corruption, absence of administrative system and access 	5	5		
Human Rights	<ul style="list-style-type: none"> - Increased abuse against Somalis/IDPs due to counter terrorism measures, including arbitrary arrest and detention (Somaliland and Puntland) and as consequence of escalation of conflict 	4	4	<ul style="list-style-type: none"> - Enhance human rights monitoring and related information analysis system to be put in place to allow for verification of information and for all allegations to be thoroughly investigated. 	<ul style="list-style-type: none"> - Increased support to provide legal aid and visits to prison and police custody
Prisons	<ul style="list-style-type: none"> - Increased number of individuals being detained in prisons. - Overcrowding of prisons will lead to increase of violations of human rights of prisoners, in particular vulnerable groups. 	4	4	<ul style="list-style-type: none"> - Advocacy to encourage the authorities to repeal the Public Order Laws where relevant, institute legal reform and to ensure that the principle of due process and fair trial are applied - Mobilization of community elders to engage with relevant authorities on reducing number of detainees and alternatives to prison 	<ul style="list-style-type: none"> - Operational plan on alternative to prison piloted through juvenile issues with national authorities and civil society. - Partnership developed with local NGOs to engage community elders - Engage with the Ministry of Health to undertake monitoring in the prison and to link with national NGO to assist. (Somaliland) - NGOs to undertake educational and vocational training, counselling and monitoring of conditions in prisons, with focus on juveniles.

DDR/SAC/Community Security	- Lack of acceptance / resistance at community level prevents effective reintegration	5	5	Participatory planning and advocacy for reintegration at community level	<ul style="list-style-type: none"> - Linkage established between DDR process and Djibouti Peace process, particularly the setting up of the Joint Security Committee. - Where the situation permits link mobilization of communities for collective action including to hold duty bearers accountable for prevention of and response to human rights violations and abuse thereby allowing for reintegration process and promotion of sensitization activities.
	- Lack of inclusive planning at national level prevents effective identification and reintegration planning and policy development	4	4	<ul style="list-style-type: none"> - Inclusive planning and policy development for DDR with wide stakeholder participation, in line with IDDRS standards - Joint Security Committee TORs include planning and policy development for DDR. 	<ul style="list-style-type: none"> - Support for inclusive dialogue sessions with broad stakeholder representation for DDR planning and policy development - Support for inclusive dialogue sessions with broad stakeholder representation for DDR planning and policy development

	<ul style="list-style-type: none"> - The absence of monitoring mechanism and preventive measures may allow the mobilisation of former armed elements as well as new recruit in the creation of armed groups. 	5	5	<ul style="list-style-type: none"> - The activities are conceived in a way to manage and reduce the risks of violence by stimulating the sense of a common responsibility of the State and the community in situations of violence. 	<ul style="list-style-type: none"> - Capacity for monitoring shall be developed at the local level with linkages to national institutions.
	<ul style="list-style-type: none"> - Changes within the political landscape disrupt ongoing activities. 	4	4	<ul style="list-style-type: none"> - Interventions targeted are identified in collaboration with DGs and Department Heads to enable continuity - Focus support on technical and operational levels. - Focus support on technical and operational levels. 	<ul style="list-style-type: none"> - Establish clear benchmarks to achieve in collaboration with relevant actors. - Technical Assistance(TA) will be delivered through training of trainers only in neighbouring countries; Assessing Alternative Service Delivery Models. Security allowing, required Somali technical experts will be provided to counterpart.
	<ul style="list-style-type: none"> - General insecurity makes it difficult to provide and monitor assistance to civil service institutions (SC) 	4	4	<ul style="list-style-type: none"> - Ongoing activities are maintained through alternative implementation modality and capacity of local implementing partners strengthened. - Monitoring and evaluations are done by independent civil society oversight committee. - Infrastructure development will help create employment for youth to stabilise the district. 	<ul style="list-style-type: none"> - NGOs partners are selected to undertake reintegration activities. - National counterpart capacitated to undertake monitoring and evaluation of reintegration activities. - Link civil society oversight to the results on mobilization of communities for collective action including to hold duty bearers accountable for prevention of and response to human rights violations and abuse through training and capacity building.

	<ul style="list-style-type: none"> - High expectation cannot be met immediately by the Joint Peace and Safety Committees 	4	4	<ul style="list-style-type: none"> - Clarity on role of local council, police and grass root community agreed with all stakeholders and consistently communicated to manage expectations - Ongoing activities are maintained through alternative implementation modality and capacity of local implementing partners strengthened. - Collaboration with other international 	<ul style="list-style-type: none"> - It is critical that the community project adapt a 'learning-by-doing' approach, hence capacity will be developed during implementation. - Minimum package including both hardware and soft assistance provided to the committee. "quick win" investment activities to be implemented as soon as committees are established - Committees, they are supported to undertake labour intensive activities through local NGOs. The later are recruited to ensure the planning process is participatory and inclusive. - Engagement with citizens increased through development of local peace and safety forum - Support the elaborate and execute adequate communication strategy for the committee - Identify sensitization activities aimed at using local means of communications - Develop a network of partners to ensure elaboration and implementation of a common strategy on armed violence reduction - Develop joint strategies work plan with partners so as to ensure a common vision and implementation modalities. - Ensure exchange of information and capacity building through linking the network of local partners with broader international forums on peace and conflict

				actors to increase impact and sustainability.	<p>management.</p> <ul style="list-style-type: none"> - Develop capacity of partners for increase delivery according to international norms - Pre-finance ongoing activities, endorsed by the project, by NGOs in the district. - Identification and development of a common mechanism for measuring project outputs and impact on the level of armed violence through a local NGO.
	- Access and security disrupts the mobilisation of the community and the support to ongoing local peace process	5	5	<ul style="list-style-type: none"> - Provision of support through LNGOs, Public-Private Partnerships (PPP) - Expression of Interest (EoI) for service providers launched and selection of local implementation partners is already underway. - Monitoring by remote and spot checking by national staff of UN Joint Programme Agencies(peer review) - The review of decentralisation legal framework will be carried out in conjunction with Ministry of Interior, local NGOs and consulting firms 	<ul style="list-style-type: none"> - Continue supporting ongoing activities using alternative implementation modalities - Transfer of implementation responsibility to authorities where applicable. - Secure access is criteria for districts to participate in LDF. - Advocacy with Ministry of Interior to spearhead local governance reform process through proper legislations and legal frameworks.

	<ul style="list-style-type: none"> - National partners become targets because of collaboration with UNDP / international partners. 	4	4	<ul style="list-style-type: none"> - Reduce exposure through low-profile approach in sensitive areas. - Awareness raising of all UNDP staff deployed in Somalia regarding risk - “Early warning” through specific monitoring of security situation - Training of partners on security and safety measures 	<ul style="list-style-type: none"> - Temporary security arrangements for individuals – if possible - UNDP logos not used if it exposes partners to risks - Unable to request protection from governmental counterparts - Suspending of support review options for public-private partnerships and expanded work with NGOs/CSOs.
Civilian police.	<ul style="list-style-type: none"> - Responding to increased threats and insecurity by building more security agencies, which fall outside the control of the MoI, which adds complexity to the management and control of security forces. Due to the complexity it will be difficult to track or assess the impact of these forces and also to pay them. Leading to predatory security bodies. 	6	6	<ul style="list-style-type: none"> - To work with the executive and the MoI to effect better control and coordination of existing security agencies, by developing planning facilities to understand the security demands and help use existing resources more effectively through more efficient practices, and limited expansion 	<p>To work with an international provider to develop an external planning school and to recruit candidates from the various stakeholders to occupy a planning entity within a directorate in the MoI. To offer mentoring facilities in country through association with perhaps AMISOM or UNOPS or local NGO. All of which will require some affirmative action to strengthen their capacity.</p>
Civilian police.	<ul style="list-style-type: none"> - Suspending police recruitment of askaris and leaders / managers & associated training, will lead to Police who gravitate to a militia style practices instead of migrating to a model consistent with community safety and social cohesion 	5	5	<ul style="list-style-type: none"> - To ensure that Police recruitment and development of police recruits, staff and management are subject to sensitisation of their role in community based policing and that the associated skills and compliance with systems is developed. - 	<ul style="list-style-type: none"> - To pick up on the training of police using international providers, to re examine the curriculum and ensure coherence of this with Community based approach, and to encourage training of National trainers externally , who can then deliver , monitor and assess the success of the updated curriculum and skills transfer. - - For an international provider to be able to

					<p>work with another agency such as UNOPS to offer mentoring to the training executive. Also to offer support with training materials such as mock police stations, journals, supervision and activity centred on human rights centred policing.</p> <p>-</p>
Civilian police	<p>- Exclusion of communities from oversight arrangements, such as intervention and monitoring. As tensions rise then there will be an inevitable increase in the activity of the security agencies. This needs to be moderated otherwise it will lead to the community resisting⁴and adding to the instability and the confusion, and perhaps foster sympathy for the insurgent ideology.</p>	5	5	<p>- To create opportunities to ensure that the community stay involved with helping and overseeing the activities of the security forces and feel they can offer advice and inform the government of the impact of its security policies, and moderate them appropriately and relevantly.</p>	<p>- To work with UNICEF and build on their Protection Committees and encourage a broad inspection approach in police detention facilities.</p> <p>- Develop the PAC model to sharpen the focus and reporting of any inspection team.</p>

⁴ This was the case when targeted explosions were conducted earlier in the year when presidential extension was announced.

Civilian police	<ul style="list-style-type: none"> - Requirement for SGBV initiatives and Harm minimisation .The high number of IDPs and migrants exposes women and children to to considerable risk, from criminal minded groups due to degradation of rule of law.⁵. 	5	5	<ul style="list-style-type: none"> - This requires the involvement of Police to partner with the health providers to engage positively with SGBV initiatives. To assist and secure a means to minimise harm from SGBV as control of this is unlikely. This will provide a means to perhaps monitor the behaviour of the Police themselves and also track offending and offenders. Also it creates an opportunity to develop investigative practices and pushes a concrete human rights and gender initiative to serve as a benchmark. This is also are entry point for rule of law and through investigative practices rekindle a role for the access to justice and business case for rule of law. 	<ul style="list-style-type: none"> - To work through UNICEF and local NGOs to re boot the SARC pilot in Hargeisa and to support it in its work in harm minimisation, monitoring and investigation. - To work with UNICEF and build on their Protection Committees and encourage a broad inspection approach in police detention facilities, or perhaps through the same mechanism develop the PAC model to sharpen the focus and reporting of any inspection team. - To work through UNICEF and local NGOs to re boot the SARC pilot in Hargeisa, and to support it in its work in harm minimisation, monitoring and investigation.
Civilian police	<ul style="list-style-type: none"> - Protection of Police estate, in order to house the systems and infrastructure to account and manage police activities. Abandonment of support for the estate will mean that persons suspected of criminal activity will have no recognised place to be housed and visited by the community in order to monitor police procedures and systems 	5	5	<ul style="list-style-type: none"> - It is necessary to offer support for Police stations and HQ arrangements in order that the connection can be made between the community and the access to justice and also to make detainees visible within the community. So ongoing support is required. 	<ul style="list-style-type: none"> - To continue the infrastructure building and infrastructure plan currently sub contracted to UNOPS.

⁵ In Somaliland there are many migrants and IDPs who do not have the protection of the clans. SGBV is a particular threat even in a peaceable environment, so when the situation deteriorates then the likelihood of the escalation of SGBV is also high.

	and watch over human rights and judicial processes.				
	<ul style="list-style-type: none"> - Police communications and transport arrangements need to be protected so that the police can be informed of where the conflict centres are, monitor tension indicators and respond accordingly. 			<ul style="list-style-type: none"> - The Police require communications and transport to be provided and maintained, and for these systems to be monitored so that they are used effectively and appropriately to maximise their impact on planning and coordinating and assessing response. 	<ul style="list-style-type: none"> - This links in closely with the directorate and the planning initiative ante. There should e a specific comms and transport component to oversee the logistical needs and their deployment seated in the directorate. This can become outsourced to an NGO function whose role is the provision of logistics and also its monitoring, so there is a demand centred approach and evidence generated to consider the maintenance and expansion needs of this element of safeguarding security capacity.

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	National partners become targets because of collaboration with UNDP / international partners.			<ul style="list-style-type: none"> - Delivery model should focus more on communities and their participation. Very limited staff presence on the ground. Some activities to be carried out in Kenya or other countries - More delivery through local NGOs, Somali contractors and/or national staff: Increase delegation of functions to local partners/Increase monitoring through local partners - Stronger emphasis on capacity mobilisation of government and nongovernmental counterparts - Stronger emphasis on reduced visibility of UNDP staff and enhanced security measures for UNDP staff: creative delivery mechanisms to be developed to reduce visibility of UNDP staff while 	

				<p>guaranteeing accountability</p> <ul style="list-style-type: none"> - Partnerships developed with local NGOs to undertake M&E where security does not permit project staff travel. - Increased communication required on UNDP activities - Caution of engagement during electoral campaign period. - A more targeted focus on key institutions which are crucial for service delivery and stability of SL, e.g. MOJ, AG, High Judicial Council, MOI. <p>Maintaining dialogue with the authorities on the principles of engagement including respect for human rights.</p>	
				<ul style="list-style-type: none"> - Technical and capacity mobilization provided to key justice institutions, including MOJ, AG and High Judicial Council by UNDP national staff and, security permitting, international UNDP staff and INGO's. - Provide technical advice targeted to support delivery as per the existing LOAs. - Establish an effective monitoring system that will report monthly in line with UNDP rules and regulations. - Transfer of implementation responsibility to authorities where applicable which will be monitored by national UNDP staff. 	

		3	3		<ul style="list-style-type: none"> - Project will be limited to secure areas. Enhance capacities of the selected implementing partners and identify additional partners capable of delivering projects. - Development and dissemination of public information material that highlights how the programme supports democratisation and respect for human rights.
Change of strategy of project implementation through use of National partners		3	3	-	<ul style="list-style-type: none"> - Technical and capacity mobilization provided to key justice institutions, including MOJ, AG and High Judicial Council by UNDP national staff and, security permitting, international UNDP staff and INGO's. - Provide technical advice targeted to support delivery as per the existing LOAs. - Establish an effective monitoring system that will report monthly in line with UNDP rules and regulations. - Transfer of implementation responsibility to authorities where applicable which will be monitored by national UNDP staff. - Project will be limited to secure areas. Enhance capacities of the selected implementing partners and identify additional partners capable of delivering projects. - Development and dissemination of public information material that highlights how the programme supports democratisation and respect for human rights.

		2	2		<ul style="list-style-type: none"> - Technical and capacity mobilization provided to key justice institutions, including MOJ, AG and High Judicial Council by UNDP national staff and, security permitting, international UNDP staff and INGO's. - Provide technical advice targeted to support delivery as per the existing LOAs. - Establish an effective monitoring system that will report monthly in line with UNDP rules and regulations. - Transfer of implementation responsibility to authorities where applicable which will be monitored by national UNDP staff. - Project will be limited to secure areas. Enhance capacities of the selected implementing partners and identify additional partners capable of delivering projects. - Development and dissemination of public information material that highlights how the programme supports democratisation and respect for human rights.
		3	3		
		3	2		