



**POLICE AND PUBLIC SECURITY REFORM IN THE PUNTLAND STATE OF SOMALIA
FINAL PROGRAMME¹ NARRATIVE REPORT**

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¹ The term “programme’ is used for programmes, joint programmes and projects.

² Priority Area for the Peacebuilding Fund; Sector for the UNDG ITF.

³ The start date is the date of the first transfer of the funds from the MPTF Office as Administrative Agent. Transfer date is available on the [MPTF Office GATEWAY](#).

⁴ As per approval by the relevant decision-making body/Steering Committee.

⁵ All activities for which a Participating Organization is responsible under an approved MPTF programme have been completed. Agencies to advise the MPTF Office.

FINAL PROGRAMME REPORT

I. PURPOSE

The deterioration in south and central Somalia and the need to stabilize the Transitional Institutions (articulated in the UN-backed Djibouti Peace Process) made it essential to support the considerable advances made in Puntland. Recognizing this, the Technical Assessment Mission to Somalia (12-25, 2009 January) recommended that the “PBSO should urgently consider whether the Peace-building Fund could be used to direct additional resources to Puntland and Somaliland in support of UNCT programming”. This in turn was reflected in the Secretary General’s Report to the Security Council. This recommendation to direct additional resources to Puntland was motivated by the same issues that made this project a critical peace-building intervention in Somalia: the urgent need to consolidate stability in Puntland, particularly given the security situation faced by the TFG in Mogadishu.

Contributing to enhanced security in Puntland is critical for peace-building in Somalia in a number of ways:

- Peace dividend: A show of engagement by the international community in support of the rule of law and security in Puntland will reverse the traditional under-investment in the stabilization and reconstruction of Puntland. This is a powerful signal that those who choose the path of peace in Somalia receive support.
- Prevent insecurity from spreading: The UN and the international community, through increased engagement of the UN Security Council, is looking to scale up support for the stabilization of south and central Somalia through assistance to the TFG and support of the inclusive Djibouti Peace Process. While south and central Somalia has benefited from increased assistance to their security sector institutions, the failure to support Puntland’s security institutions has created an imbalance. This could allow instability to relocate north into Puntland. This would threaten not only the fragile achievements in Puntland but would also challenge the TFG institutions, thus undermining the investment of the Security Council, the AU, and the international community as a whole.
- Consolidate counter-piracy efforts: Few of the marine-based counter-piracy interventions have addressed the underlying causes of piracy: lack of rule of law and public security in Puntland. While member states should be encouraged to support the anti-piracy activities of the Puntland authorities, it is important to simultaneously confront lawlessness and improve rule of law enhance public security in Puntland. PBF support to the democratic strengthening of the current Puntland police force and citizen-security initiatives will help achieve this. The programme aimed to complement and reinforce the ongoing security sector reform and police modernization programme being carried out by the Government of Puntland with the support of UNDP and other actors.
- Enhanced public order and rule of law: Due to the semi-autonomous nature of Puntland State, any contribution to security sector reform in that region will eventually contribute to strengthening public order and rule of law in the whole of Somalia. The Puntland police seek to complement the work of the TFG.

For example, the Federal Police Academy in Armo where TFG police were being trained is the Armo Police Academy situated in Puntland and which operated with the consent and support of the Puntland State authorities.

The Peace Building Fund contribution aims to assist the UNDP Rule of Law and Security Programme in Somalia to provide immediate support to critical elements of security sector reform in Puntland. Although Puntland – a self-declared semi-autonomous entity within Somalia – has made considerable progress towards improved security, it has been hampered by a lack of international support and a lack of internal cohesion. Puntland has embarked on a self-driven peace process remains on a troubled path towards lasting peace. It has consistently supported peace efforts in south and central Somalia, but has been consistently overlooked by the international community.

This project offers a much needed and critical opportunity to stem the further deterioration of security in Puntland into a viable process of security sector reform and work with new and credible, democratically elected authorities. It has aims to:

- Assist the Government of Puntland to initiate reform of the police, with a focus on right sizing the police force to be a more manageable and effective force;
- Assist in developing standards for the police and improving the capacity of officers to respect those standards;
- Initiate processes for enhancement of police effectiveness, accountability and oversight through strengthening linkages with the broader criminal justice chain, and developing the capacity within parliament and civil society to hold the police to account.

It is envisioned to be an essential and timely component of efforts to establish stability throughout the Somali territory and in the fight against piracy. The contribution is to be used to initiate a wider security sector reform process that will start the process of the Puntland authorities coming to terms with the existing challenges: establishment of law and order in its sovereign territory, including the coastal areas, an end to the culture of impunity, and answering the international call to counter the root causes of piracy.

The project will implement its activities under UNDP's direct execution (DEX) rules and regulations. Two activities will be implemented through micro-capital grants, awarded to local partners (Puntland State University and the Puntland Legal Aid Centre) through UNDP's Access to Justice Project. UNDP will use its technical advisors to deliver and execute activities directly (training) and also use the services of an international consultant for the delivery of the criminal investigative elements of capacity development.

In Puntland, the project will procure services from local vendors as appropriate, especially in support of training activities. All activities will be reported to the project manager and lead to adaptation of training programmes, especially in further contextualization of activities.

In all the trainings to be held, the participants will be individually assessed. These assessments will be shared with the Puntland authorities and will lead to tailor-made decisions regarding deployment and the conduct of police operations.

During project implementation, UNDP project staff insist that the Puntland counterparts actively engage in promoting gender equity and equality, which was demonstrated by seconding women police officers to participate in all activities such as participation of women.

II. ASSESSMENT OF PROGRAMME/ PROJECT RESULTS

➤ **Workshop Reform Initiative**

The implementation of the Puntland Police Improvement Convention was put under severe pressure. After overcoming initial organizational problems following the Puntland government's unwillingness to engage with certain key non-governmental organizations, a pre-conference workshop was held in March 2011 and the agenda for the main workshop was prepared. However, due to the deterioration of the security situation in Puntland, where government forces engaged in military operations against insurgents, the implementation of this programme was constrained.

The mid-year project board meeting held with the project partners in June 2011 reviewed the implementation of the programme. It recommended a new approach which involved a series of consultations with civil society to discuss what kind of police the community wanted as opposed to the "big" convention.

➤ **Analysis of Police Occurrence Books**

This activity began in Q2 2011, after initial resistance from the police. Note: The Puntland Police Commissioner was relieved of his responsibilities in October 2010 and replaced by the Commissioner for Corrections. The Puntland Government also made the executive decision to merge the police and correctional (prison) services under one command. The newly appointed commissioner had to be convinced that accurate analysis of police reports would be beneficial for inducing a strategic planning exercise, in which information about local needs of communities would be used as basis and rationale for police reform.

Until the intervention of the project, it had been highly unusual to collect information about police work. Any information about police work was considered by the Puntland authorities to be a state secret. In the proposal, independent lawyers from the Puntland Legal Aid Centre would work alongside police officers to collect data from the police occurrence books. This model of implementation met huge resistance, but was finally overcome in Q4 of 2010.

After some resistance from the police, the Puntland Legal Aid Center (PLAC) carried out an analysis of police occurrence books. The report was submitted and shared with the counterparts. The report identified major weaknesses in the use of the occurrence books. The recommendations will provide the basis for future planning and development of appropriate training programmes to address the identified weaknesses.

As a part of its efforts to establish baseline data of official contact between police and citizenry in Puntland, towards determining current police operations and activities as basis for future planning and training as well as identifying the weakest areas that need intervention, the Puntland Legal Aid Center undertook several activities as part of its contribution to the upgrading of the police. The police force is an integral part of the rule of law system and as such, any effort to enhance this vital sector will reflect in the overall enhancement of law in the region.

Main Constraints facing Police Officers

- a. *Shortage of OB personnel:* Every 48 hours, there was only one person handling the OB registration process. This is an incredible load of work which must be managed by appropriate staffing levels
- b. *Outdated OB Documents:* The current OB is outdated and there is a lack of understanding around the application of the document by the incumbent officer.
- c. *Lack of Prisoner Properties:* There are no registers allocated to document detainees.
- d. *Lack of Investigation Equipment:* There is no equipment available to the Investigation Department including computers, office furniture, cupboards, chairs, crime registers etc.
- e. *Lack of human resources:* there is no proper motivation in terms of salaries, allowances or other incentives. And the personnel usually work on low level salaries and sometimes on voluntary basis.

Recommendations

- a. *Transportation:* The police lack basic transportation and its members usually resort to public and outdated vehicles in the line of duty.
- b. *Equipment:* there is a lack of necessary basic equipment such as computers, desks, furniture etc. The limited equipment that exists is dated.
- c. *Training of Police Personnel:* there is need for the training of OB officer and OB staff to make possible that they share the workload in a better way.
- d. *Classification of Crimes:* Cases are mixed and are difficult to track down. The crimes should project all the occurrences in detail.
- e. *Training of Police Investigation Unit:* this training will help them better enhance the coordination between investigation unit and the prosecutors and will upgrade the total criminal justice process which mainly depends on the police investigation unit.
- f. *Enhancement of Statistics Unit:* there is need to upgrade this sector because this will help to find criminal cases on time, criminal cases convicted, criminal cases acquitted and closed cases.
- g. *Establishment of CID Office:* Puntland police lacks an effective CID section which further complicates the good functioning and necessary information about the situation.

Conclusions

The analysis uncovered numerous challenges for the police, from inadequate resources, to poor training and outdated policies and processes. The above constraints are endemic and need an immediate intervention from all sectors locally and internationally. Currently, there is little progress in reforming and developing the police. There is also a need for a better collaboration between the police investigation department, public prosecution office and the first instance court which are complementary. The breakdown of coordination mechanisms between police and the judiciary further complicates the criminal and civil cases process; and as a result this serves to fester the crimes and works in the favour of criminals. The case builds upon from the intelligence unit which must provide the leading role to the operations and the investigation unit. Therefore, police officers and prosecutors must be knowledgeable.

➤ **Local Needs Assessments in Selected Areas**

The project worked together with the UNDP Armed Violence Reduction Project in undertaking surveys in Galkayo and Bossaso regarding local needs for security, and especially the relationship between communities and police. The information collected has been used for evidence based programming, especially in identifying security threats (gender based violence), effectiveness of policing in relation to clan interference, the role of traditional elders and religious leaders as sources of alternative dispute resolutions and the overall impact of the Puntland Police. The surveys have been handed to the Somali Observatory for Violence, a UNDP supported institution that monitors and surveys security and safety and offers educational packages which benefit grass-root level communities and police.

➤ **Capacity Assessment of the Police**

The project supported the Puntland government in the implementation of the capacity assessment training programme for the police. This activity forms the core of the project. After several postponements, due to a combination of factors and which led to the request for extension of the project, the activity finally started in Q2. The activity combines the registration, vetting and screening of 1,500 police officers, as well as refresher training in the foundations of policing (rights based partnership policing).

An agreement was signed with the Puntland Police which included medical and physical screening of trainees, registration of participating police officers, support to the running costs of Armo Police Training Academy and monitoring of the training by the Ministry for Security/DDR. The monitoring team included high ranking officials from the Ministry of Security and the Police Headquarters including the Director General.

The registration provides basic information to establish police personnel data and personal files for all the participating officers at police HQ. Before this exercise, the police did not have proper information on officers as they did not have any personnel files. The information will thus be used by the human resource department to establish personal data and files for the police officers at the headquarters. Furthermore, the information will be used by the police administration in proper placement of the officers in appropriate units as part of the professionalization process for the Puntland police.

The vetting and screening process also included establishing literacy levels of the police officers. This baseline information will form the basis of designing literacy programme to bridge the literacy gap in the police service. The medical and physical screening will also provide basic information on physical fitness and active members of the force for the purpose of personnel planning. In effect, the vetting and screening will facilitate the process of right-sizing of the police to be more manageable, assist in developing standards for the police and improve the capacity of officers to respect those standards.

During the two week period, the participants were also given refresher training with a contextualized rights-based curriculum which focuses on the Puntland Constitution, existing and applicable laws and regulatory frameworks (from the old Somali Republic), the 1990 Cairo Declaration of Human Rights in Islam and the 10 Basic Standards of Policing. Other information including the gender ration and placement will be established from the programme.

1,500 police officers went through the exercise in 5 batches of 300 each. 4 batches of 1200 officers including 85 women have completed the training and the 5th batch 300 officers are currently undergoing the training.

Capacity Development of Police Headquarters Functions

The project delivered capacity development in five key areas of police functions.

1. *Divisional Command Training (Police Managers Programme)*

The project trained 100 police mid- and senior rank managers in human rights, command and control functions, police managerial best practices, human resources management, and command aspects of crisis-management. Out of 100 trainees, 20 were women officers. The activity is 100% completed.

2. *Young Professional Scholarship Programme with the Puntland State University*

The project supported scholarships for 20 young professional police officers who attended a 2 year course at the Puntland State University as part of the undergraduate studies that lead to a Bachelor in Law degree. Out of the 20 students, 6 were women. The students graduated in November 2011. The activity within the framework of the project was 100% achieved and completed.

3. *Criminal Investigators Course*

The project trained 64 selected police investigators in modern police investigative techniques and practices. The curriculum of this course was completely contextualized and presented on the basis of a competency dual learning methodology. This approach focuses on the immediate context (and opportunities/capacities/resources directly available in that context) of the participants and the existing legal and regulatory frameworks. Prosecutors and judges participated in the course and shared instructions and knowledge, to promote learning and best practice. Relevant case studies were prepared as 'real life/real time' cases and results were evaluated on individual level.

This led to immediate decision making by the police commissioner on deployment of the top-tier of the class to the more difficult duty stations. Of the 64 participants, 12 were women officers. The activity is 100% achieved and completed.

4. *Sexual and Gender Based Violence (SGBV) training*

SGBV has been integrated into the CID training. Investigation of SGBV cases with special attention on rape cases was one of the areas focused on during the CID trainings.

5. *Police Literacy Training*

The literacy training which was foreseen to start in Q1 could not be implemented due to resistance from the Police Commissioner. The new Police Commissioner appointed in Q3 of 2010 objected to the agreement reached with his predecessor and insisted that the budget available for the training was better used in the broader capacity assessment training. Following the resistance of the police commissioner the capacity assessment training program was subsequently broadened to incorporate the literacy programme after negotiations.

➤ **Public Awareness Campaign**

The project supported the Somali Peace Caravan. The Peace Caravan is an initiative of the UK based Bill Brookman Foundation and the UNDP Armed Violence Reduction Project. The Peace Caravan visited urban and rural areas in Puntland with the message of police reform and human rights transferred through song, dance and drama productions, much in troubadour-styled community events. Members of the Peace Caravan undertook community dialogue and sensitization using art, culture, religion, poetry, music, sports, Koranic discussion, video, spectacle, community dialogue and discussion. The project carefully drafted the messages, focusing on the position of the vulnerable groups, the universality of human rights, the protection of the law and the service and protection that police offers. The Peace Caravan reached out to an estimated 12,000 people in Puntland.

➤ **Public Consultations with Civil Society and Key Counterparts on Police Reform**

This activity was delayed for a variety of reasons, which led to an adaptation of the expectations on the side of counterparts, project and the MDTF:

- Political context in Puntland not apt to absorb reform programme (conflict between government and NGOs)
- Emerging conflict in Puntland, prohibiting access to key-installations such as Armo
- Additional donor funding not forth-coming, resulting in a stand-alone PBF package
- Damage to key-installations through extreme weather conditions (Armo)
- Frequent change of counterparts (Police Commissioner)

The PBF contribution was used to mobilize other donor contributions, especially through the Counter Piracy Trust Fund under the “Contact Group on Piracy off the Coast of Somalia” (CGPCS).

The project was also supported by the European Union (EU/EC) in 2010 under the umbrella of the Rule of Law and Security Program. Funds from the EC were primarily used for support to the Special Protection Units, a Puntland police entity created for the protection of international humanitarian and development workers, their offices and residences, as well as their movement in-country. EC funds also provided budget support for maintaining presence in Garowe through cost-sharing of the UNDP guesthouse and office facilities, including logistical arrangements (transport, ICT, medical facilities, security, and administration).

III. EVALUATION & LESSONS LEARNED

High expectations in the design phase led to initial agreement and acceptance of indicators and commitments that in reality could not reasonably be met. The communication between the MDTF and the project in June 2010 clarified and downsized the scope of the project (1 million US\$).

In November 2010 the project requested and received a positive reply for a no-cost extension in combination with approval for a budget revision as a result of several delays in scheduled project implementation. The justification for both was set out in the request.

A full independent evaluation of the Rule of Law and Security Programme's Phase III was undertaken at the end of 2011, which included the elements contained within the scope of the Peacebuilding Fund project. This report provided a detailed analysis of the programme and its three constituent projects. The lessons and conclusions of this evaluation form the basis of the development of the Rule of Law Phase IV program document which is currently being finalized.

Peacebuilding Fund
Project: Police and Public Security Reform in the Puntland State of Somalia
Certified Final Financial Statement and Report
as of 30 June 2011
(US\$)

Participating UN Organization:
Theme/Country:

UNDP
Somalia

		Amount	
Funds Received from MDTF Office	A	999,915.00	
Total Expenditure	B	998,987.99	1
Refund	C		
Balance	D = A - (B + C)	927.01	
Total Interest earned	E	-	2
Interest transferred to MDTF Office	F	-	
Interest due to be transferred to MDTF Office	G = E - F	-	
Total Balance to be returned to MDTF Office	H = D + G	927.01	3

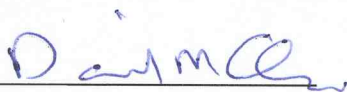
Tick the box if the Financial Regulations and Rules does not require transfer of interest.

Total Interest earned but not returned as per FRR		-	4
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Total Expenditure **Previous periods** **Current Period** **Total**

	Previous periods	Current Period	Total
Supplies	3,345.09	10,544.55	13,889.64
Personnel	115,453.71	87,232.83	202,686.54
Training	35,074.46	307,919.86	342,994.32
Contracts	80,966.73	45,560.22	126,526.95
Other Direct costs	-	263,983.87	263,983.87
Total Programme costs	234,839.99	715,241.33	950,081.32
Indirect Costs	1,043.15	47,862.52	48,905.67
Total Expenditure	235,883.14	763,103.85	998,986.99

Certified by*



4-May-12

David Clapp, Country Director, UNDP Somalia

Date

Notes:

1- From total expenditures

2- Complete lines 16-18 if your organization policy requires returning of interest

3 -Should = 0

4 -Please check mark the box above if the organization regulations and rules does not require transfer of interest

5- Should not exceed the approved percentage of Programme cost

* This report is considered an interim final report. The final certified report will be available from UNDP HQ upon closure of the financial year in question.