

Acronyms

AMISOM	African Union Mission in Somalia
CRD	Center for Research and Dialogue
FCA	Finn Church Aid
FGS	Federal Government of Somalia
IDLO	International Development Law Organisation
IOM	International Organization for Migration
ISWA	Interim South West Administration
JJCS	Joint Justice and Corrections Section
NISA	National Intelligence and Security Agency
ROLSIG	Rule of Law and Security Institutions Group
RUNO	Recipient United Nations Organization
SIDA	Swedish International Development Cooperation Agency
SWISA	South West Intelligence and Security Agency
SNA	Somali National Army
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Rights & Emergency Relief Organisation
MPTF	United Nations Multi-Partner Trust Fund
UNOPS	United Nations Office for Project Services
UNSOM	United Nations Assistance Mission in Somalia

PROJECT DOCUMENT

Recipient UN Organization(s)

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I. Peacebuilding Context and Rationale for support

a) Peacebuilding context:

In Somalia, the government is battling the jihadi terrorist group Al-Shabab (AS), with the military support of the African Union Mission in Somalia (AMISOM) following a 25-year crisis between periods of large-scale civil war, low intensity warfare and unstable peace. The group is waging a global jihad against “enemies of Islam”, and thus is combatting the Federal Government of Somalia (FGS) and AMISOM. The international community has designated AS as a terrorist organization. The group has also pledged allegiance to al-Qaeda and is suspected to receive financial and military support from its various networks.

In South-west Somalia the combined efforts of AMISOM, non-AMISOM international troops, the SNA, numerous anti-AS militia and the wider International Community sponsored counter-terrorism campaign in doing little more than containing the AS threat to a level in which the insurgency does not currently represent an imminent existential threat to Somalia. But that containment belies the fact that AS continues to actively recruit and raise taxes across great swathes of the country. It is not, by any indicator, an insurgency in rapid decline. In South West State (SWS), AS continues to attack settlements, including Goof Gaduud Shabellow and Goof Gaduud Buurey, in close proximity to the State Capital, Baidoa. Recent withdrawals by the Ethiopian National Defence Forces (ENDF) from towns across Bakool and Hiiran have handed these locations back to AS, undermining state and peacebuilding goals and increasing the areas in which AS can operate freely. AS are able to quickly concentrate their forces from across South Central Somalia and conduct attacks against these towns with 300 – 400 fighters. Better armed and more mobile they are quickly able to overpower pro-government forces. Raising the capacity of Somali Security Institutions is a focus for the UN agencies and the broader International Community, but it is unlikely that they will be able to do so until, at least, 2024.

In March 2016, a pilot project was launched to develop and test a rehabilitation programme for convicted high-risk AS prisoners in the Baidoa prison. The objective was to target the underlying causes of extremism through religious discussions, civic education, and psychosocial support. Data were gathered about the target group, the prison and the external environment and a “do-no-harm” analysis was conducted to inform the programme. The assessment showed that most of the prisoners joined due to religious ideas and for employment opportunities. Engagement of family and community support networks was stressed as a critical factor for the prisoners’ rehabilitation and reintegration. The rehabilitation programme consisted of motivational activities, and a family programme. The former was introduced in order to break down barriers and develop relationships between prisoners and the Rehabilitation Committee (RC). The family programme was developed based on the principle that positive family influence is key to successful reintegration and resettlement. The focus of the programme was to reconnect participants and their families through reflective activities and discussions, both within group sessions and with the extended family. The programme also intended to help the prisoners explore what they missed during their imprisonment. Intensive community outreach and consultation with clan elders resulted in their buy-in, support and guidance of the project.

The activities carried out during 2016 resulted in an increased knowledge about AS prisoners and a better understanding of the perception among community members the target group. At an individual level, the project has instilled hope in the prisoners' for a better future and reconnected them with their families. The project's emphasis on community outreach has resulted in a positive community orientation towards the project and generated ideas on how local actors can contribute to the reintegration of the prisoners. Clan elders have briefed sub-clan elders about the project, offered counselling to the prisoners, and it was suggested by them the provision of religion discussions with the prisoners upon release.

Lessons-learnt during the course of the project showed the importance of sustaining and expanding it in order to implement and evaluate a full rehabilitation programme with a strong community element. The Swedish government has committed to continue to support the project throughout 2017.

b) Mapping of existing peacebuilding activities and gaps:

Table 1 – Mapping of peacebuilding activities and gaps

Implementing partner	Source of funding (Government/development partner)	Key Projects/Activities	Duration of projects/activities	Budget in \$	Description of major gaps in the Outcome Area, programmatic or financial
<i>IOM</i>	<i>Germany</i>	<i>Providing accommodation and skills training to low risk disengaged fighters</i>	<i>2017. The project is expected to continue.</i>	<i>4,000,000 USD (for the two projects in Baidoa and Kismayo)</i>	<i>The programme targets only low risk disengaged fighters</i>
<i>IOM</i>	<i>AfDB (African Development bank)</i>	<i>Activities to prevent youth from entering into Al Shabaab. The project also supports the socio- economic reintegration of disengaged combatants at the German funded Transition Centres</i>	<i>2 years project (2017-2018)</i>	<i>4,500,000 USD</i>	<i>This primarily focuses on non-AS youth.</i>
<i>IOM</i>	<i>Japan</i>	<i>Outreach project focusing on building community resilience and acceptance of reintegration of disengaged combatants sing community dialogue sessions with CVE and implementing small grant projects.</i>	<i>2017</i>	<i>325,000 USD (This project is Split over Baidoa and Kismayo)</i>	<i>The programme focuses on disengaged combatants.</i>
<i>IOM</i>	<i>US Department State</i>	<i>Strategic communications and outreach about the disengaged combatants</i>	<i>Oct 2016- Oct 2017</i>	<i>1,000,000 USD</i>	<i>Focus on outreach and communication. An increase</i>

		<i>centre. Educate the community to see the benefits and enable them to absorb them. Include trauma healing and sports events in the community and in the centre.</i>			<i>awareness in the community may be in favor for the reintegration process of the prisoners.</i>
<i>UNIDO/UNDP</i>	<i>PBF</i>	<i>Vocational training delivery capacity to strengthen and youth are provided with technical training and technology transfers for improved access to more regular employment.</i>	<i>2017-2018 18 Months</i>	<i>3,014,000 USD</i>	<i>The programme does not specifically target rehabilitated AS detainees. However, there is a potential to do so and these trainings could offer additional opportunities for reinsertion and employment.</i>
<i>ELMAN</i>	<i>Japan</i>	<i>Vulnerable community members and disengaged combatants will construct infrastructure improvements in five facilities in Baidoa, one of which is the prison</i>	<i>2016-2017 8 Months</i>	<i>50,000 USD</i>	<i>This is a small infrastructure project and additional rehabilitation of the prison is needed.</i>
<i>Europe Aid/FCA Finland</i>	<i>European Union</i>	<i>To increase access to basic services and create realistic livelihood opportunities in the main accessible areas of return and departure in South West State of Somalia.</i>	<i>To be approved, yet.</i>		<i>The programme does not specifically target rehabilitated AS detainees. However, there is a potential to do so with the creation of infrastructure, of which could offer additional opportunities for employment.</i>

c) Rationale for this project:

There is a growing body of general policy-level guidance available on Countering Violent Extremism (CVE) but a shortage of empirical evidence. In 2016, the Ministry of Foreign Affairs of Denmark published a report¹ describing efforts made in countering terrorism in developing countries like Somalia. The report suggests the relevance of basing programmes on robust programme design and conduct periodic reviews and evaluations in order to check that the programme logic still holds. Further recommendations include paying particular attention to

¹ Lessons learned from Danish and other international efforts on Countering Violent Extremism (CVE) in development context. DANIDA. Evaluation Report 3/2015, (2015)

involving the immediate family and the broader community in the programme. Another suggestion is that programmes should focus on the key drivers in the local context and aim to target individuals with higher risk. An evolving concept is “risk reduction” (RR)² which is a term used as an alternative to deradicalisation. RR has clear overlaps with CVE but the activities are specifically targeting individuals who have been involved in violent extremism and suggest the importance of individually tailored programmes.

These key recommendations are in line with how the project in the Baidoa prison is designed, which presents a programme with a strong project management, close involvement of the community actors, and tailored interventions to the local context. Using the concept of RR and the importance of stressing the key reasons for joining AS the programme should apart from including vocational training, an exposure to counter-ideologies assist with a reintegration component, social networking and basic education.

One main lesson learnt from the project was the importance of carefully considering what will be in the scope of the project, and what is outside its scope. The Custodial Corps in Somalia requires support in many different areas, including paying salaries and training for the prison staff, rehabilitation of infrastructure, provision of food and adequate health care. This has also been identified in UNODC handbook for management of Violent Extremist Prisoners³ where the importance of proper basic conditions for prisoners is stressed. If these wider set of objectives are addressed the likelihood will increase of successful rehabilitation of the AS prisoners. Some of these actions should be implemented through outreach to other entities and organisations that can provide additional support.

Outline of the programme for 2017

The project will target AS prisoners through and at involving families and the community in the reintegration process by evaluating and expanding the already-implemented activities. The overall objective of the project is that AS prisoners with a prior involvement with al-Shabaab remain uninvolved with and unsupportive of Shabaab after release. The project will be divided into three major areas; (1) develop and implement a rehabilitation programme; (2) establish a reintegration process; (3) improve the prison environment.

Outcome 1. Prisoners with a prior involvement with al-Shabaab develop appropriate knowledge, skills and attitudes.

The first quarter of the project will evaluate the ongoing rehabilitation activities and if necessary revise the implemented tools and programmes. Given the range of factors that motivate this involvement the programmes should offer considerable breadth in terms of rehabilitation activities, and these should be tailored to individual needs. In seeking to achieve these aims, the Baidoa rehabilitation project intends to deliver education and vocational training, motivational activities, civic and religious education, personal development training, and psychosocial support and mental health services. The rehabilitation programme, delivered in a group format, will consist of a series of lectures and discussions exploring the prisoner's' beliefs systems and enhancing their awareness of the opportunities available to them. Personalised counselling will

² Countering Violent Extremism and Risk Reduction. A Guide to Programme Design and Evaluation. RUSI Whitehall Report 2-16, (2016)

³ Violent Extremist Prisoners and the Prevention of Radicalization to Violence in prisons, UNODC (2016)

be offered to target the needs of individual beneficiaries, when necessary. The programme is offered on a voluntary basis and the ultimate decision to join will be made by the prisoner.

A risk assessment for the prisoners has been developed which assesses factors considered critical to radicalisation such as attachment to extremist ideology, previous violent behaviour and aggressive tendencies. The risk assessment will be further developed to make sure it is designed in line with the new developed programme components. The risk assessment will be conducted in the beginning, by gathering baseline data and, at the end of the rehabilitation programme, reporting on noticed behavioural changes and progress. As an additional way of assessing the risks, an observation analysis will be conducted by the RC, observing the behavioural changes of the prisoner

Outcome 2. Prisoners with a prior involvement with al-Shabaab maximise their prospects for successful social and economic reintegration on release

Similarly, to any offender-behaviour programme, participation is aimed at reducing risk and at successful resettlement of prisoners. During 2017, at least five prisoners are due to be released. Whose cases will be used as pilots on how the developed release plan can practically be implemented. The release plan will include guiding on housing, employment and social support as well as needed risk mitigation measure for the individual not to go back to Al Shabaab. Reintegration preparations will be given and include life skills trainings such as entrepreneur skills, careers guidance, health and safety and first aid. This will preferably be done by community members with the specific skills coming to the prison to have sessions with the prisoners.

The community programme will include, both, outreach to and dialogue with elders and relatives, and the establishment of a community forum. The community forum will be responsible to follow up on the prisoner's individual cases and, in cooperation with the police, the prison authority and the National Intelligence and Security Agency (NISA) will discuss how the prisoner's behaviour is evolving, and, consequently, plan for the reintegration. Reportedly, it is general practice in Somalia that if prisoners have behaved well during their first three years, they can get a three-month sentence reduction for each year served. This could present an opportunity to sign a Memorandum of Understanding with the Ministry of Justice, NISA, and Prison Management whereby prisoners could be transferred, upon completion of the programme, on day-release for vocational training. However, it is important to notice that this intervention will rely on the resources and commitment of the SWS Ministry and NISA since this activity will be out of the scope of the project.

Outcome 3. The correctional environment is conducive to rehabilitation and reintegration support

A supportive operational context, in terms of, both, prison environment and staff capacity, is important for the successful of delivering the interventions. Identification of critical structural rehabilitation and upgrading requirements in the prison will be done in order to improve the living conditions for all the prisoners. Additionally, in order to avoid jealousies developing between the AS offenders and the rest of the prisoners, a number of Do No Harm actions will consist of improvements to the general living conditions in the prison. For instance, clothing, bedding, additional food and mosquito nets will be provided for all prisoners. A casefile for each prisoner will be opened, serving two purposes, upgrading the management system in the prison and include

all prisoners in the basic prison management activities. This system, still a pilot, will be discussed during the National workshop and, if agreed by main parties, it may be scaled up at Federal/National level to ensure uniformity and coherence among different custodial facilities.

Training for custodial personnel will be delivered on a quarterly basis, including human rights training, managing of VEOs and give updates on the progress and content of rehabilitation programme. It became obvious that since the prison staff are irregularly paid the low achievement and risk of corruption was a concern. It was therefore agreed that a small incentive would be paid to key prison staff that are directly supporting the project. Project staff has reported on the positive effects in terms of engagement and reliability.

Linking with other projects

Improvement of the infrastructure, vocational training and the reintegration process are three main areas that should be linked to other project. As mapped out in section 1B there are ongoing initiatives that could gain the beneficiaries of this project. Additionally, separate discussions have taken place with each organization mentioned below and linkages will be further explored.

UNIDO did in January 2017 start a project providing vocational training mainly for women and youth at risk in Baidoa. In discussions with UNIDO an idea is to include approximately 25 AS prisoners and in order to not cause disharmony with the rest of the prison population, include 25 prisoners from the rest of the prison population. A smaller vocational centre will be built in the prison and the training being provided will focus on improving the infrastructure in the prison. An additional linkage to be explored is that mothers/wives of the AS prisoners can gain from the project by providing them with vocational skills. By strengthening economic activities, and co-creating small and micro-enterprises owned/operated by women they can support the household for the prisoners while in prison and after their release.

A smaller infrastructural project will be implemented by ELMAN to improve the overall conditions in the prison; UNSOM/FCA will coordinate with ELMAN to ensure that main infrastructural priorities are dealt with properly and in a time fashion, avoiding duplication/overlapping.

Discussions have taken place with IOM who is running the transitional centre for disengaged combatants. The suggestion is that the potential 5 ex-prisoners, if deemed by NISA as low risk can be transferred to the centre upon release. The prison project will do a separate risk assessment as well as have a reintegration officer to follow up on each case. If feasible the community working group for IOM will be used in both projects in the reintegration component. The legal framework needs to be further looked into and how the sign off process with the local authorities possibly could look like.

UNODC is providing training for custodial corps and vocational training in Mogadishu central prison. There is a possibility to extend this initiative to Baidoa prison by sending staff for training in Mogadishu as well as explore the possibility to use the model for vocational training in Baidoa prison

UNDP has raised the importance of providing legal aid and awareness to the prisoners as well as the community members. In the reintegration process it will be considered to include activities like information on legal services, forums and support available to resolve frictions and disputes through peaceful means, linking with elders and community police.

While the project aims at enhancing coordination with other actors, it is important to stress actual coordination and cooperation in such a context is challenging to put in practice, due to environmental issues (e.g. security, logistics) and management ones (e.g. lack of funding, different approach/objective/timeframe). The project is designed to deliver the agreed results regardless other actors, but at the same time, to have an increased impact whether actual coordination will be achieved. Thanks to the ongoing evaluation and research component (M&E component), which will regularly keep the team informed, the project will be capable to react to unexpected events promptly.

Catalytic effects

In the short term, the pilot project will help to enable prisoners evaluated as low security concerns following completion of the rehabilitation phase to have a developed release plan that can follow up with vocational training and job placement opportunities, to show commitment of them being law-abiding community members.

Experience shows that ex-combatants need social support to permanently lay down their risk of reoffending. Families and clan elders as a catalyst in the immediate aftermath during their sentence and upon release. Is therefore of high importance in order to create awareness and the necessary support to welcome and support these prisoners upon their release. On the long term, by having close involvement of the community, the sustainable rehabilitation of AS offenders stands to enhance community security by reducing the risk of recidivism upon release and enhancing public confidence in the administration of justice and corrections. Lessons learned will also enable the pilot project to be expanded into other parts of Somalia. Beyond the families of the offenders, the project will particularly focus its engagement with the main stakeholders in their communities of origin, namely clan elders, sheikhs and imams. The support of clan elders for the reintegration of former AS offenders into their communities of origin will also mitigate the risk of reprisal by AS in the event that they would retake control over those areas. However, the division and weakness of clan elders versus AS is a reality in SWS and other interventions are needed to empower them and re-establish their political and moral authority. As the custodians of the Xeer and of Islam, clan elders, sheikhs, and Imams are key figures for interpreting the Quran in a way that could pardon these former AS offenders and maintaining law and order in the absence of formal rule of law institutions. Lessons learned from the project will also enable the pilot project to be expanded into other parts of Somalia.

II. Objectives of support and proposed implementation

a) Project outcomes, theory of change, activities, targets and sequencing:

Project impact

Inmates with a prior involvement with al-Shabaab remain uninvolved with *and* unsupportive of Shabaab after release.

Project outcomes

1. Rehabilitation: Inmates with a prior involvement with al-Shabaab develop appropriate knowledge, skills and attitudes within prison.
2. Reintegration support: Inmates with a prior involvement with al-Shabaab maximise their prospects for successful social and economic reintegration on release.
3. Prison environment: The correctional environment is conducive to rehabilitation and reintegration support.

Four assumptions have been identified at this level.

- The security context in Baaloda and wider Somalia remains suitable for the program.
- Key agencies within FGS remain supportive of the program.
- Key donors remain supportive of the program.
- The prison continues to receive and house former al-Shabaab prisoners.

Such assumptions (and those relating to lower-level effects) should be revisited periodically throughout the project lifecycle as they have the potential to substantially undermine delivery if they prove to be even partially flawed. The project is designed in line with a standard Theories of Change (ToC) approach, with the underpinning logic being that:

*IF Outcomes 1, 2 and 3 are achieved,
AND the relevant assumptions hold,
THEN the Impact statement will be achieved.*

Theory of change

The theory of change underpinning this project aims to empowering the community by improving the transparency and accountability of the rehabilitation/reintegration procedure strengthening the relationship between citizens and the state. By contributing to enhanced stability and security in the communities in Somalia - South West State through rehabilitation and reintegration of convicted AS prisoners.

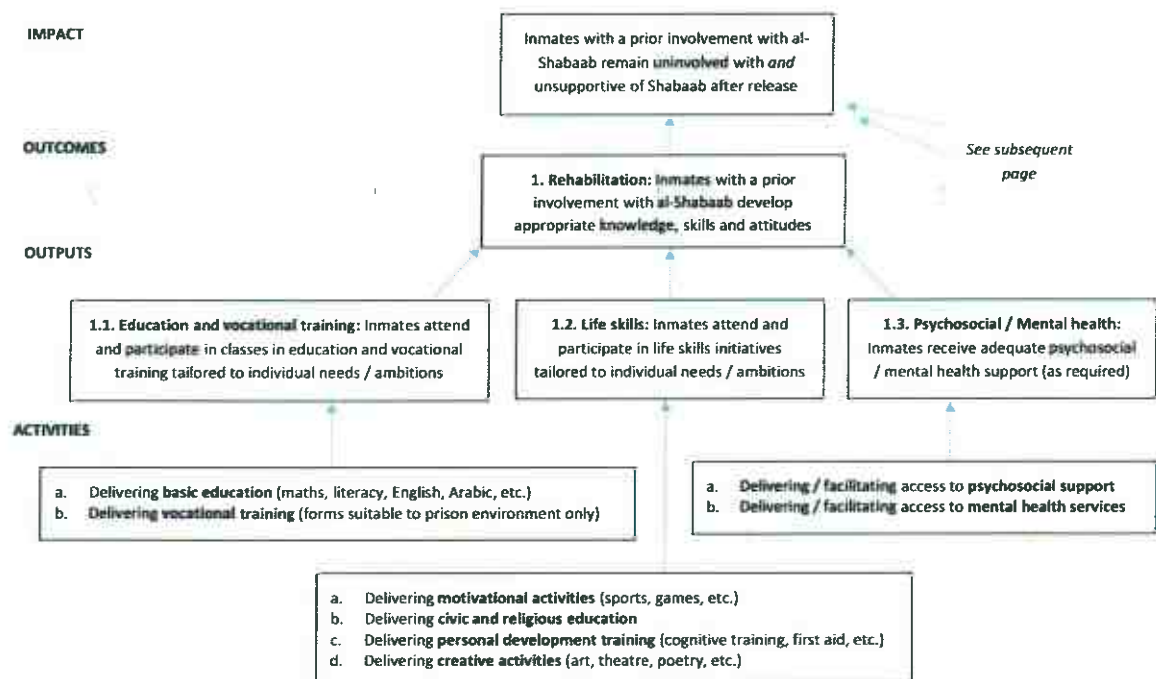
While individuals who are supportive of violence are generally more likely to become directly involved in its creation, it is important to observe that in many cases there is a substantial disconnect between attitudes and behaviours in relation to 'violent extremism' (VE). Specifically, as has been noted by various high-profile thematic experts (e.g. John Horgan, Marc Sageman), those who contribute to violence are not necessarily supportive of its ostensible political or ideological aims. This pattern was supported by research undertaken during the Assessment Phase of the pilot project. Thus, to contribute to the articulated Impact statement, the programming should be of relevance both to those who *are (or were)* and *are not (or were not)* supportive of the ideology and ostensible objectives of al-Shabaab. The project therefore aim to provide a range of activities to target the drivers.

In regards to the second outcome 'reintegration', the term is interpreted to refer to both a social and economic process, in line with the standard interpretation of this term. This dual understanding was also supported by research undertaken during the Assessment Phase of the pilot project, with various community members highlighting the importance of both aspects. As indicated in *Figure 1*, the project will support the social element through activities that aim to enhance linkages between prisoners and their families / the wider community, as well as seeking to enhance support for the reintegration process from these groups. The project will assist with the economic element through providing guidance on / access to financial support, employment and placement opportunities, and additional education and vocational training.

However, it should be recognised that the project will have limited agency once individuals leave the prison, and *Outcome 2* is articulated to reflect that fact – i.e. being phrased in terms of 'maximizing their prospects' of reintegration, rather than simply pinpointing reintegration as the

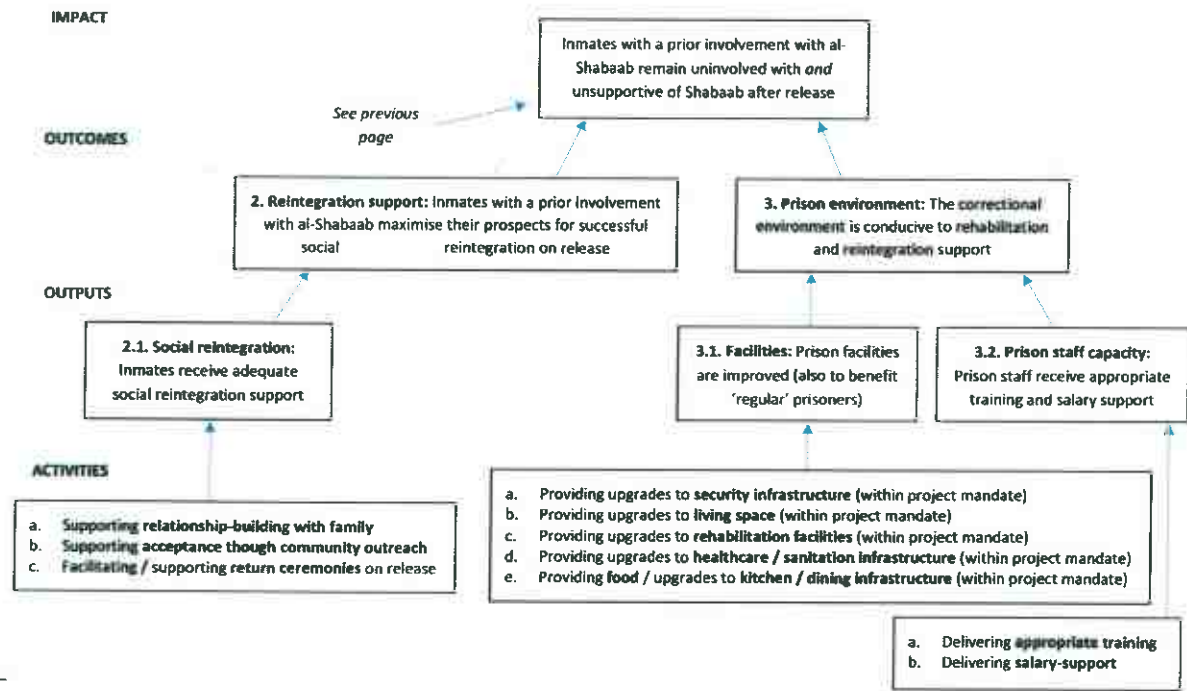
desired effect. It is regularly observed that prison-based projects that aim to rehabilitate violent extremist prisoners must consider the wider prison conditions and staff capabilities. Improvements should be made not only on human rights grounds, but also as they help create circumstances in which phenomenon of violent extremism may best be countered. As such, the intention is not for Outcome 3 (as articulated in Figure 1) to ‘cause’ the intended Impact, but rather to ‘enable’ it. Continued security issues relate to insufficiencies in terms of weapons to defend against attacks, the lack of guard towers, and the lack of uniforms to distinguish between guards and prisoners, and so on. Substantial issues also remain, for instance, regarding the adequacy of the living spaces, nutritional provisions, healthcare, and so on. Many of these issues are beyond the mandate of the rehabilitation project. Nevertheless, immediate ‘quick wins’ for may include providing bunk beds, mosquito nets, bedding, sanitary kits, a family reception area, a library, guard uniforms, and sports footwear for all prisoners.

Figure 1: Results Chain (part 2) ⁴



⁴ This figure is drawn from James Khalil and Martine Zeuthen, ‘Countering Violent Extremism and Risk Reduction: A Guide to Programme Design and Evaluation’, RUSI Whitehall Report 2-16, p.11.

Figure 1: Results Chain (part 2)⁵



Target group and geographical area

For the rehabilitation component, the project will target convicted AS prisoners in the Baidoa prison. A challenge during the first phase of the project has been the low number of AS prisoners. In discussions with the SWS Minister of Justice, prison management, and AMISOM, there is a possibility to transfer prisoners from other part of Bay region. There are currently four locations where AS prisoners are held; Dinsoor, Bardeele, Burhakaba and Bardeele. AMISOM will be able to assist with escorting the prisoners from the locations to Baidoa prison if required. Even if the project mainly targets AS prisoners, some interventions will include all prisoners, in order to not create a perception that AS prisoners get additional benefits. For instance, a case file for each prisoner will be opened giving an overview of personal/family information, and criminal records. Additional activities targeting all prisoners are included under the do-no-harm budget line.

Do- no - harm

The project aims to stress the reintegration component which if not considered carefully may cause further instability in the villages where the prisoners are returning to. Lessons learnt show the importance of proper consultation with community leaders, ensure their support and engagement in the reintegration process. To further prevent instability the inclusiveness of the management structure and carefully consider the clan dynamics and ensure that recruitment is not disproportionate to one clan. Lessons learnt further show ensuring that activities are culturally sensitive developed. The prisoners have established a forum and a focal point is consulting with the RC on the rehabilitation programme. This can be further expanded to ensure that the inputs from the beneficiaries are considered and included.

⁵ See, Research Report

The Rome Memorandum⁶, which is a set of principles for handling VEOs, states that in order for prisoners to be able to undertake any programme the prison needs to meet basic requirements. An ongoing concern of the project has been the poor condition of the facility, lack of adequate food for and that the prison staff is not being regularly paid. The assessment of the first project clearly showed the poor conditions in the Baidoa prison, in terms of cells conditions, washing and medical facilities, and the recreation area. Lessons learnt is the need of having a specific do-no-harm budget line which can be used to cover costs as the top up of food supplies, small incentives for key prison staff, and articles for the prisoners such as sanitary kits, prison clothes or mosquito nets.

Gender and children

It is becoming recognised that CVE interventions need to be acutely conscious of the impact of gender. CVE has tended to focus on young men and ignore women and girls. In a study commissioned by DFID/FCO⁷, it was found that the drivers of women and girls involvement in jihadi groups were broadly the same as those for men and boys, although the local context can be critical and the entry points are different. Women were found to rarely act as frontline fighters in jihadi missions, whereas they do so in those with an ethno-nationalist cause. It was also found that wives and mothers may support jihad through their roles in society as educators and influencers of the next generation.

Currently, there are no female AS prisoners in Baidoa prison but if there were, they would be considered to be part of the project. In that case, the rehabilitation programme would need to be reviewed and tailored to meet their needs. The mothers of the prisoners have shown to be important for the support of the AS prisoners. A specific part of the family programme aims to involve and encourage mothers to be engaged in their sons' lives. There may also be a possibility to link in the UNIDO project by providing vocational training to the prisoners' mothers as role models. Experience has shown that focus groups discussions (FGS) are a useful format to interact in Somalia and women are more talkative when in a group of only women. It is therefore advisable to include FGS which is focusing on understanding the role and needs of women related to Al Shabaab prisoners.

An additional concern during the first phase of the project was how to locate under-aged children. A collaboration with UNSOM Human Rights section will be put in place in order to develop a policy for handling children in the prison. When children are located in the prison in order to deem the age of the person and given the lack of birth certificate, it is possible to conduct a screening. If the person is deemed to be under-aged, the procedure establishes that the prison authority has a consultation with the family/clan. In Baidoa, UNICEF is conducting an initiative targeting under-aged AS prisoners. If assessed as the best option for the child, it should be considered.

⁶ Rome Memorandum on Good practices for Rehabilitation and Reintegration on Violent Extremist Offenders, Global Counterterrorism forum (GCTF), (2012)

⁷ Women and extremism: The association of women and girls with jihadi groups and implications for programming, Sarah Ladbury (2015)

b)Budget:

A total amount of programmable fund \$703,264 was granted for the pilot phase II by the Swedish Government, plus \$67,393.09 of funding from FCA to avoid any activities gaps and thus ensure its continuity.

The activities were divided in four results representing the project outcomes besides other costs as staff (\$153,300), supplies (\$5,880), equipment (\$15,660), travel (\$15,120) and other support costs (\$64,025.68) to ensure the conduction of all planned activities.

The referred results aimed to achieve 1) the design the rehabilitation programme and all the necessary activities by getting counter-terrorism experts on board (\$150,400); 2) community outreach and trainings (\$29,150) during the pilot phase I these activities have showed great importance in order to deliver the best results and get the community support; 3) do-no-harm analysis and activities as physical prison conditions upgrade (\$104,500); last M&E falls under research and media coverage and all the necessary activities to understand the prisoners, needs and motivations and as well to work as counterterrorism approach in the project covered area (\$83,000).

Costs	Quantity	Months	Unit value (in USD)	%	Total Costs (USD)
Staff & other Personnel					153,300.00
Project Manager (FCA)	1	12	5000	100 %	60,000.00
Rehabilitation Officer (CRD)	1	12	1500	100 %	18,000.00
Project Supervisor (CRD)	1	12	2000	100 %	24,000.00
Project Accountant (CRD)	1	12	1000	100 %	12,000.00
Country Director (CRD)	1	12	5000	20 %	12,000.00
Driver (CRD)	1	12	250	50 %	1,500.00
Reintegration Officer (CRD)	1	12	1200	100 %	14,400.00
Finance Manager (CRD)	1	12	2500	10 %	3,000.00
Program Coordinator (FCA)	1	12	7000	10 %	8,400.00
Supplies, Commodities, Materials					5,880.00
Office Supplies	1	12	100	100 %	1,200.00
Communication (mobile phones for project staff)	1	12	140	100 %	1,680.00
Material for recreational activities	1	1	3000	100 %	3,000.00
Equipment, Vehicles, and Furniture					15,660.00
Vehicle rental	1	12	1500	75 %	13,500.00
Fuel & Maintenance	1	12	180	100 %	2,160.00
Activities					367,050.00
Outcome 1					150,400.00
Rehab Program Design, Testing and Update (consultancy)	1	12	5500	80 %	52,800.00
Rehabilitation Committee	6	12	1000	80 %	57,600.00
Design of release process (consultacy, workshop, etc.)	1	1	25000	100 %	25,000.00
Religious Expert (consultancy)	1	3	3000	100 %	9,000.00
Coordination meeting	12	1	500	100 %	6,000.00
Outcome 2					29,150.00
Small Scale Reintegration Initiative	5	1	3000	100 %	15,000.00
Training to prison staff	6	1	500	100 %	3,000.00
Community outreach activities (meetings,	6	1	1750	100 %	11,150.00

refreshments, security, etc.)						
Outcome 3						104,500.00
Identification of rehab/upgrade works (engineer)	1	1	2500	100 %		2,500.00
Prison Infrastructure Rehab/Upgrade	1	1	70550	100 %		70,000.00
Prison Staff Incentives	1	12	1000	100 %		12,000.00
Do no harm actions	1	1	20000	100 %		20,000.00
M&E						83,000.00
Research & Evaluation Study (consultancy & related expenses such as transport and accommodation while in Somalia)	1	12	6000	75 %		54,000.00
Media Coverage (during national workshop & for radio drama/story telling)	1	1	15000	100 %		15,000.00
Translation	1	1	2000	100 %		2,000.00
Publication	1	1	2000	100 %		2,000.00
National Workshop	2	1	5000	100 %		10,000.00
Travel						15,120.00
Local Flight (project staff)	4	12	200	80 %		7,680.00
Visa	2	12	60	100 %		1,440.00
Security costs (movements by road)	1	12	500	100 %		6,000.00
Support Costs						64,025.68
Accommodation in Baidoa (UN Compound)	1	12	4140	85 %		42,228.00
Office Rent	1	12	1200	30 %		4,320.00
Office Security	1	12	2000	30 %		7,200.00
Accommodation for Support Staff/Consultants (while in Baidoa)	6	12	150	100 %		8,640.00
DSA (project staff only)	50	1	32	100 %		1,637.68
Programmable funds for FCA						621,035.68
Direct Programme Management Costs (UNOPS fee)						36,220.39
Sub-total						657,256.07
Indirect Costs (UNOPS fee)						46,007.92
TOTAL through MPTF						703,263.99
FCA funding						67,393.09
GRAND TOTAL						770,657.08

b) Capacity of RUNO(s) and implementing partners:

The Recipient UN Organization for the pilot project is UNOPS. UNOPS is the organisation in charge of administering the project funds and is solely responsible for disbursing the funds to the implementing organisations and developing the required financial information. Moreover, UNOPS will transmit the narrative reports provided by the implementing partners as is to UNSOM along with the financial reports. UNOPS will not be responsible in any respect for managing the implementing partner recipient of the funds.

Table 4: Overview of RUNO funding in the country				
	RUNO 1: UNOPS	Key Source of Funding	Annual Regular	Annual emergency

		(government, donor etc)	Budget in \$	budget (e.g. CAP)
Previous calendar year		USA, DFID, UNPF, KOICA, Sida, EC, Italy, UNDOC, UNSOA	\$20,104,101	N/A
Current calendar year		USA, DFID, UNPF, KOICA, SIDA, EC, Italy, UNDOC, UNSOA	\$31,204,461	N/A

III. Management and coordination

a) Project management:



Finn Church Aid (FCA) as an international implementing partner will be responsible for the overall management of the project, deliver tools and programming and the reporting to UNSOM/UNOPS. In collaboration the Centre for Research and Dialogue (CRD), a local partner, FCA will report to UNSOM Rule of Law Justice and Corrections unit (JJCS). UNSOM will provide technical support and act as political advisor throughout the project implementation. Lesson learnt from the first phase are the importance of a close collaboration on the implementation between UNSOM and FCA/CRD and strong staff presence.

Finn Church Aid (FCA)

FCA as the international implementing partner will be responsible for the overall management of the project, deliver tools and programming and the reporting UNSOM/UNOPS.

Project Manager – PM (International)

The PM is finally responsible for the project, She/he coordinates the project team and the external

actors directly and indirectly involved into the implementation; overall grant-management falls under the PM's responsibility. She/he will be main focal point for UNSOM and UNOPS and will be based in Baidoa.

Programme Coordinator – PC (International)

As per FCA's SOPs, the PC will supervise the work of the PM, ensuring that the quality of the delivery is up to standards, and that project's results are achieved as per work-plan and in line with overall FCA's objective in Somalia (the project follows under Right 2 Peace theme of FCA); She/he reports directly to FCA's Country Director (CD), whilst further monitoring the project's implementation; only 15% of her/his time will be charged to the project.

Project Consultants

The consultants are responsible to develop the project tools, components and monitor/ evaluate the project. Three main consultants positions will be hired as outlined below.

Programme Designer (International Consultant)

S/he is responsible for developing the civic, religious, family and psychosocial components of the Rehabilitation Programme. Develop manuals and training material for the Rehabilitation Committee. Review and revise the risk assessment and case file template and make sure it is in line with the developed rehabilitation programme. S/he will develop a community programme, including outreaches and dialogues as well as a release process manual. The programmes will be developed in consultancy with the Project Supervisor.

M& E Expert (International Consultant)

S/he is responsible for developing and maintains a proper M& E system. Develop questionnaires for prisoners/ family members to measure the impact of the programme, Questionnaires for interviewing community members about the reintegration process. S/he will also be responsible for updating the team on research in the field.

Religious Expert (National)

S/he will specifically advise on the religious component and work with the programme Designer to develop the religious component. S/he will if required, advise the Rehabilitation Committee on religious matters.

Centre for Research and Dialogue (CRD)

As the national implementing partner, CRD will be responsible for implementing most of the activities.

Project Supervisor (National)

S/he will advise on the programme in order to properly tailor the components to the context and specifically advice the Programme Designer on the religious and civic components. H/she will be responsible for developing basic education curriculum in Somali, Arabic, English and Maths. Additionally, the project supervisor is responsible for the monthly reports submission to FCA. As a national expert, the project supervisor will guide the rehabilitation committee on the work in the prison and liaise with the PM. He/she will also be responsible to monitor the activities inside and outside the prison, reporting directly to the PM.

Rehabilitation Officer

S/he will be responsible for receiving the prisoners and conducting the first assessments. S/he is responsible for implementing the motivational and rehabilitation activities in the prison, develop

schedules and inform prisoners about daily activities. He/she will be the regular link between FCA's PM and mainly working in the prison. The large volume of activities to be implemented in the prison will affect the availability of the RC to visit the UN compound/CRD office. The Rehabilitation Officer will cover this gap; moreover, he/she will also be in charge of security and logistic arrangements. Additionally, submit attendance sheet and training reports. The Rehabilitation Officer will manage and supervise the Rehabilitation Committee.

Reintegration Officer

He/she will be responsible for mapping out ongoing project in Baidoa that can be linked to the project and the implementation of the pilot reintegration initiative and regular follow up. The reintegration officer will be responsible to set up the community forum and implement the community programme. He/she will be main focal point for coordination with other actors engaged in vocational and livelihoods activities in Baidoa, while activities in the prison will keep on running. The reintegration officer will be responsible to draw up the release plan for the five potential cases. This will include meeting the family and additional individuals that may be helpful in the reintegration process of the prisoner.

Rehabilitation Committee (RC)

The rehabilitation committee will consist of a team of up to six specialised members. Based on lessons learned, a Team Leader will be identified and appointed to improve the effectiveness in delivering the activities and the operational link with FCA's Project Manager. The team will consist of religious leaders responsible for the implementation of the religious component of the programme as well as reaching out to the communities and elders. One psychosocial member will consult will be the contact point for the prisoners' relatives, be responsible for the psychosocial component of the project and provide counselling to the prisoners. One team member will deliver the civic and basic education (Somali, English, Arabic and Maths). One member will be responsible for sports and recreational activities for all prisoners in Baidoa prison. To improve the project's cost-efficiency, RC members will be contracted on a daily basis as some periods of the implementation will not require the services of all of them. Daily rate may differ based on role and responsibilities.

Country Director (CD)

As per the 2016 experience, having CRD CD involved in the liaison with local authorities is a key aspect for the overall success of the project, especially to promote local ownership and to address unexpected political issues. Only 20% of the CD's time will be charged to the project.

Finance Manager (FM)

She/he is in charge of the final financial reporting to FCA and the Donor(s) as per CRD's SOPs. She/he will supervise the work of the project's accountant, provide *ad hoc* capacity building if required, and carry the financial monitoring. Only 10% of her/his time will be charged to the project.

Project Accountant (PA)

He/she will be responsible for day-to-day financial activities as per FCA's and donor's rules and regulations

Driver

For all the movements by road in Baidoa.

Other important stakeholders

Project Management Board (PMB)

The PMB will consist of key stakeholders from the South West State Authorities, Prison Authority, and UNSOM. The board will meet quarterly to discuss and decide on the way forward. FCA's PM and CRD's CD will be responsible to update the PMB.

Community Forum

The community forum will consist of community members identified to provide guidance and monitoring of the released prisoners. This body will be fundamental part of the reintegration component; it will be formed by relevant religious and traditional leaders, women representatives, civil society leaders, youth groups and business community people. Visit the prison to provide life skills lessons, such as financial and job guidance.

United Nations mission in Somalia (UNSOM)

UNSOM's Baidoa based Corrections Adviser will provide advice and support on the implementation of activities. Specifically, carry the training for the Rehab Committee out as well as provide basic prison management and dynamic security and intelligence training. UNSOM will do regular visits to the prison and provide daily supervision. UNSOM is responsible for reviewing and revising all reports from FCA before submission to UNOPS.

Risk management:

A risk assessment was carried out by the UN Risk Management Unit (RMU) in June 2016 outlining main areas to take into consideration security concerns, buy-in and external support, do-no-harm, programme, communication, evaluation and research, and expectations/reputation. The following provides a summary of the areas and specific risks to take into consideration for 2017 project. An updated risk assessment will be conducted by RMU at the beginning of the project.

Risks to the achievement of outcomes	Risk outcome	Indicators	Likelihood of occurrence (high, medium, low)	Severity of risk impact (high, medium, low)	Mitigating Strategy (and Person/Unit responsible)
1. Security risk Risk of an attack at the prison/ security risks for prisoners and their families as well as for project staff (UN/implementing partners).	*Personal wellbeing of staff and prisoners in jeopardy. *Individuals being harmed or killed. *Potential failure of the project resulting in reputational risks. *Growing tension in the affected communities.	*Reported threats towards individuals linked with the project. *Security reports indicates increase security risk. *Residence communities for the prisoners are getting threatened/attacked by AS.	Medium	High	* Update security assessments (CRD). * Develop contingency plan for worst case scenario (FCA). * Weekly and ad-hoc security briefing for the Rehabilitation Committee (CRD) Provide security training to all prison staff (FCA/UNSOM) * Reach out to other organisation for improvements in

					the physical security (Result 3)
<p>2. Buy in and External Support</p> <p>Risks of support/buy-in on different levels (national stakeholders, community, ISWA)</p>	<p>*Not sufficient national ownership in the project.</p> <p>*Community members are rejecting the programme.</p> <p>*Not sufficient support from implementing partner/UN.</p>	<p>*The project is being questioned by stakeholders</p> <p>*Key stakeholders are not attending meetings/not communicating.</p> <p>*Prisoners are not integrated in a satisfactory way.</p>	Medium	High	<p>*Community outreaches to inform about the project (FCA)</p>
<p>3. Do no -harm</p> <p>Project is being implemented in poor prison conditions and AS prisoners are favored.</p>	<p>*Prisoners are not cooperating and will not be part of the project.</p> <p>*Segregation between AS prisoners and other prisoners.</p> <p>*The prisoners are harmed more than helped.</p>	<p>* Reporting on prisoners well being are negative.</p> <p>*Complaints from prisoners and prison staff.</p>	Medium	High	<p>*Do-no harm budget line including incentives for prison staff and food (FCA).</p> <p>* Map out additional initiatives that can (FCA)</p>
<p>4. Programme</p> <p>Difficulty to find the right expertise and enough qualified staff with knowledge within VEOs and the Somali context.</p>	<p>*Poorly designed programme.</p> <p>*Interventions not tailored to the Somali context.</p> <p>*Delay in delivery of activities.</p>	<p>*Not enough applicants for the positions.</p> <p>* Reporting are not up to standard.</p> <p>*Delay in the implementation of the project.</p>	High	Medium	<p>*Develop clear TORs for each project position (FCA).</p> <p>*Have staff from both implementing partners based in Baidoa</p> <p>*Additional activities such as trainings and monitoring are needed.</p>
<p>5.Communication/ Collaboration</p> <p>Several stakeholders on international/national increase the risk of unclear of not enough communication about the project.</p>	<p>*Stakeholders do not receive the same information about the project.</p>	<p>*No communication strategy is in place.</p>	Medium	Medium	<p>*Quarterly reports distributed to an agreed list of key stakeholders (FCA)</p> <p>*Management board meetings every quarter to steer the project.</p> <p>* monthly newsletter (if considered</p>

					appropriate by PMB)
<p>6. Monitoring/Evaluation</p> <p>*Difficulties in evaluating the project and the success of prisoners disengagement.</p>	<p>*Results may not be valid.</p>	<p>The results as stated in the logframe are not met.</p>	<p>Medium</p>	<p>High</p>	<p>*Close collaboration between UNSOM, FCA and CRD.</p> <p>*One focal point from each organisation is meeting on a weekly basis.</p> <p>*M&E person who will be responsible for this component throughout the project.</p> <p>* Research component designed as fundamental part of the project and carried out by external senior consultant throughout the implementation</p>
<p>7. Expectations/ Reputation</p> <p>High expectations of delivery of the project, which is not able to meet.</p>	<p>*Stakeholders are dissatisfied with the project outcome.</p>	<p>*Questioning the achievements of the project.</p>	<p>Medium</p>	<p>High</p>	<p>*Clarify the objective of this project.</p> <p>*Include small budget to improve the prison environment.</p> <p>*Functional PMB, which regularly meets to advise and take important decision</p>
<p>8. Increased Al Shabaab influence in Baidoa.</p>	<p>* The project would not have the official support from the SWS ministry/community.</p>	<p>*Baidoa is being overtaken by Al Shabaab.</p> <p>*AMISOM/ENDF is withdrawing from Baidoa</p>	<p>Low</p>	<p>High</p>	<p>*Through outreach and consultation maintain the support from clan elders, sheiks and imams.</p> <p>*Develop a contingency plan</p> <p>*If possible transfer prisoners to Mogadishu prison</p>
<p>9. Low absorption capacity of communities,</p>	<p>*Beneficiaries are reintegrated into the community</p>	<p>* Few job opportunities, no housing and poor receiving from the community made the beneficiaries return to Al-</p>	<p>Medium</p>	<p>Severe</p>	<p>*Clan and family consultation</p> <p>*Develop release plan</p> <p>*Follow up with the community forum and reintegration</p>

		Shabaab			officer for each beneficiary upon release.
10. Poor transparency and neutrality of the rehabilitation programme	*The accountability of the project is jeopardised	*The implementing partner are not producing reports and providing information as requested. *Field visits are not mirroring the reports. *Sources outside the project are reporting issues.	Medium	Severe	*Put a rigorous M&E framework in place *Close monitoring by UN and independent evaluator of the implementing partners.

b) Monitoring & Evaluation:

A sign-off process for tools and programmes will be implemented to assure the quality.

If no further funds at the end of 2017 are forthcoming, the last quarter of the project will focus on ensuring that existing programmes are running, and manuals are developed and used properly in order to have a sustainability plan.

Monitoring

FCA will deploy a full-time M&E Officer in charge of following up every activity inside and outside the prison. He/she will report directly to FCA's PM and benefit from the support of FCA's M&E Department, run by an expert M&E Manager (based in Hargeisa, with frequent travel to field locations). FCA's PC (part of FCA's Somalia Senior Management Staff) will also be partially involved on the monitoring phase of the project. Weekly reports will be developed by the M&E Officer in order to have updated information on the status of the implementation, regardless of the security situation (PM forced to stay within the airport's area).

Evaluation

A research component is designed as part of the project and it will move on throughout the implementation together with the activities; real-time evaluation will provide powerful information on the project's weaknesses and strengths, increasing the capability to promptly react to unexpected situations or events. In accordance with standard M&E principles, the performance of the project should not be judged at the impact level given the range of factors outside of the control of the project that may contribute to the extent to which this statement is achieved. Rather, the project performance should be adjudicated at the outcome level. In order to be transparent and accountable, a third-party consultant will be identified and contracted by FCA to carry out this task. The consultant will report directly to FCA's Country Director. In accordance with standard M&E principles, the performance of the project should not be judged at the impact level given the range of factors outside of the control of the project that may contribute to the extent to which this statement is achieved. Rather, the project performance should be adjudicated at the outcome level.

Much of the data required for M&E indicators can be collected within the case file data management system, e.g. attendance at classes, exam scores, and so on. However, it is apparent that there will also be a need to establish parallel data collection systems, for instance, to collect information on pre / post test scores for prison guard training, the percentage of community members claiming that they would be willing to support the reintegration process, and so on. The frequency of data collection will likely be determined in part by donor requirements, although one

common option is for the data to be collected monthly, and delivered as a quarterly report. The 2016 pilot project has shown the possibility to gather quality data from AS prisoners and community actors. In light of the limited knowledge in the area of VEOs in Somalia, this project offers a unique opportunity to use the data which to provide a better understanding about the target group and inform future initiatives.

c) Administrative arrangements

UNOPS will receive and manage the funds from the MPTF Office.

SIDA agrees with the decision of the UNSOM regarding the pre-selection of FCA and CRD (in consultations with the Office of the Resident Coordinator) as the recipient entities of one or several grant and/or contract awards by UNOPS. UNSOM states that such a decision complies with applicable United Nations Regulations and Rules. The parties acknowledge that UNOPS carries no liability for the performance of FCA and CRD. This notwithstanding, UNOPS shall be responsible for delivering the relevant outputs that it has agreed to deliver as per the Project Document.

The UNDP MPTF Office serves as the Administrative Agent (AA) and is responsible for the receipt of donor contributions, the transfer of funds to Recipient UN Organizations, the consolidation of narrative and financial reports and the submission of these to the donors. As the Administrative Agent, MPTF Office transfers funds to RUNOs on the basis of the signed Memorandum of Understanding between each RUNO and the MPTF Office.

UNOPS will transfer the funds to the implementing partners as and when required by UNSOM.

AA Functions

On behalf of the Recipient Organizations, and in accordance with the UNDG-approved "Protocol on the Administrative Agent for Multi Donor Trust Funds and Joint Programmes, and One UN funds" (2008), the MPTF Office as the AA will:

- Disburse funds to each of the RUNO in accordance with instructions from the donor. The AA will normally make each disbursement within three (3) to five (5) business days after having received instructions from the donor along with the relevant Submission form and Project document signed by all participants concerned;
- Consolidate narrative reports and financial statements (Annual and Final), based on submissions provided to the AA by RUNOs and provide consolidated quarterly progress reports to the donors;
- Proceed with the operational and financial closure of the project in the MPTF Office system once the completion is notified by the RUNO (accompanied by the final narrative report, the final certified financial statement and the balance refund);
- Disburse funds to any RUNO for any costs extension that the donor may decide in accordance with its rules & regulations.

Accountability, transparency and reporting of the Recipient United Nations Organizations

Whilst UNSOM will assume full programmatic responsibility, UNOPS, as the Recipient United Nations Organization, will assume financial accountability for the funds disbursed to them by UNDP MPTF. Such funds will be administered by UNOPS in accordance with its own regulations,

rules, directives and procedures.

Each RUNO shall establish a separate ledger account for the receipt and administration of the funds disbursed to it by the Administrative Agent. This separate ledger account shall be administered by each RUNO in accordance with its own regulations, rules, directives and procedures, including those relating to interest. The separate ledger account shall be subject exclusively to the internal and external auditing procedures laid down in the financial regulations, rules, directives and procedures applicable to the RUNO.

As the RUNO, UNOPS will provide UNDP MTPF with:

- Bi-annual progress reports to be provided no later than 15 July;
- Annual and final narrative reports, to be provided no later than three months (31 March) after the end of the calendar year. These narrative reports will be provided to UNOPS by the implementing partners and transmitted to UNSOM as is;
- Annual financial statements as of 31 December with respect to the funds disbursed to it, to be provided no later than four months (30 April) after the end of the calendar year;
- Certified final financial statements after the completion of the activities in the approved programmatic document, to be provided no later than six months (30 June) of the year following the completion of the activities.
- Unspent Balance at the closure of the project would have to be refunded and a notification sent to the MPTF Office, no later than six months (30 June) of the year following the completion of the activities.

Ownership of Equipment, Supplies and Other Property

Ownership of equipment, supplies and other property financed from the donor shall vest in the RUNO undertaking the activities. Matters relating to the transfer of ownership by the RUNO shall be determined in accordance with its own applicable policies and procedures.

Public Disclosure

The Administrative Agent will ensure that operations of publicly disclosed on the Administrative Agent's website (<http://mptf.undp.org>).