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I. Peacebuilding Context and Rationale for PBF support

a) Peacebuilding context

Somalia's 25 year crisis has ebbed and flowed between periods of large-scale civil war, low-intensity warfare, and unstable peace. The highly destructive years of urban warfare in Mogadishu pitting Al-Shabaab against AMISOM and government forces have largely passed since Shabaab's 2012 decision to withdraw from most of the city, though its continued attacks against government, civilian, UN, and AMISOM targets are keeping the city in a siege like state. At present, most of South and Central Somalia and parts of Puntland and Somaliland are experiencing periods of low-intensity warfare, characterized by asymmetric guerilla war waged by Al-Shabaab, in the form of terrorist bombings, targeted assaults, IED and hand grenade attacks, and political assassinations.

Al-Shabaab is an offshoot of the Islamic Courts Union (ICU), which splintered into several smaller factions after its defeat in 2006 by Somalia's Transitional Federal Government (TFG) and the TFG's Ethiopian military allies. The group describes itself as waging jihad against "enemies of Islam", and is engaged in combat against the Federal Government of Somalia (FGS) and the African Union Mission to Somalia (AMISOM). The international community has designated Al-Shabaab 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 early August 2011, the Transitional Federal Government's troops and their AMISOM allies managed to capture Mogadishu and expel Al-Shabaab militants from the city. Since 2014, AMISOM and the Somali National Army (SNA) have engaged in a series of military offensives that have recaptured all major towns in South and Central Somalia from Al-Shabab. The US government has also been assisting the FGS through a number of successful drone strikes targeting senior Al-Shabaab leadership. As a result of the increasing military pressure and ideological differences, there was an internal conflict among the group's leadership that saw the hardline radicals win over more moderate senior commanders. Al-Shabaab's strategy has also evolved and adapted itself with the group choosing to fight an asymmetrical war using urban guerrilla warfare tactics and hit and run attacks along major supply routes to pin down and spread AMISOM and SNA's resources. Despite the killing of its charismatic leader, Ali Godane, in a 2014 drone strike, the group has retained its ability to carry out attacks on AMISOM convoys and bases throughout the country as well as other high profile targets in Mogadishu. While the group's changing tactics have made it increasingly unpopular, it still has the potential to significantly derail the peace and statebuilding processes.

In late 2014, the FGS also offered a 45-day amnesty to moderate members of the militant group. The FGS's strategy proved effective considering that more than seven hundred mid and low level Al-Shabaab fighters accepted the offer resulting in the amnesty period being extended by a further 60 days. While there are currently no coherent federal de-radicalization policies, this initial overture shows the potential for such non-military solutions to succeed and compliment pressure from the security apparatus. The pilot project will provide a valuable base of experience to inform FGS and ISWA policy making in this regard.

The conflict has also led to an increase of terrorism-related arrests and detentions by the security forces. These have severely strained the country's already weak and dilapidated justice and penitentiary system with prisons housing large proportions of pre-trial detainees and convicts in connection with terrorism offenses. As prisoners have approached or passed the completion of their sentences, the FGS has struggled with the dilemma of releasing prisoners without a reliable basis for determining that they no longer pose a threat to the security of Somalia or to the communities to which they would be returning. This reflects both the absence of rehabilitative programmes for prisoners as well as the creation in Somali prisons of enabling environments for Al Shabaab offenders to preserve and further propagate their terrorist ideology.

The town of Baidoa, which was recovered by Ethiopian military forces in February 2012, lies in the heart of Bay region, where Al Shabaab continues to have substantial influence and territorial control. Both AMISOM and SNA have remained engaged in operations against Al Shabaab in the surrounding districts. These security realities are reflected in the composition of Baidoa's prison population; as of April 2015, 80 out of the 120 detainees and prisoners in Baidoa Central Prison had been charged or convicted of terrorism-related offenses. The prison also houses four female convicted prisoners, though only one of them is charged for terrorism-related crimes. The prison consists of eight cells, six for males and two for females. The prison building is owned by ISWA and the FGS is supporting with salary for the 64 staff members of the custodial corps as well as food for the prisoners.

In early 2014, the Bay region Department of Corrections and the National Intelligence and Security Agency (NISA) approached UNSOM over concerns that prisoners convicted of terrorism were not being released after the completion of their sentences due to concerns that they would rejoin Al Shabaab. Their inquiry prompted discussions between UNSOM Rule of Law and Security Institutions Group (ROLSIG), DPKO OROLSI, and the FGS Ministry of Justice that resulted in an agreement to design and implement a pilot project targeting the high-risk caseload of convicted terrorism offenders in Baidoa Central Prison.

b) Mapping of existing peacebuilding activities and gaps:

Table 1 – Mapping of peacebuilding activities and gaps

Project outcome	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
Management of Men's DDR facilities	Implemented by IOM, funded by Germany	Providing accommodation and skills training to low risk disengaged fighters	2015	1,127,690 USD	This programme targets only low risk disengaged fighters
Management of Women DDR Facilities	Implemented by IOM funded by UNSOM trust fund	Providing accommodation and skills training to low	2015	300,000 USD	This programme targets only low risk disengaged

		risk disengaged fighters			fighters
International Development Law Organisation (IDLO)	International Development Law Organisation (IDLO US)	TDR programme	N/A	N/A	N/A
PSG 3 : Establish independent and accountable justice institutions capable of addressing the justice needs of the people of Somalia by delivering justice for all	UNMPTF Somali	Sub-outcome 3: Increased capacity of the corrections system to safeguard the rights of detainees and operate effectively and in accordance with national and international standards through targeted activities to enhance facilities, rehabilitation possibilities, management systems and staff training.	18 months	1,743,000 USD	The Somalia Joint Rule of Law Programme foresees a more general and limited activity directed at the rehabilitation of high risk prisoners
Trust building and reconciliation through social healing pilot project with disengaged combatants in Baidoa	Implemented by the Somali Youth Development Network (SOYDEN) and funded by the French Government	Skills training programme for disengaged combatants Religious counselling Support to community reconciliation	N/A	N/A	This programme targets only low risk disengaged fighters

c) Rationale for this IRF

Project strategy:

The IRF pilot project draws upon the experience of other countries in rehabilitating an extremist prison population. A 2010 RAND⁵ study summarized the lessons learnt by ideological rehabilitation programs carried out in other parts of the world (cf. executive summaries in Annexes D and E). Some of the key activities identified as having had a significant impact on the outcome of those programmes include religious counseling, education, and vocational training. The RAND study and others have highlighted the importance of building trusted relationships with the prisoners in order to influence them in a positive direction. The studies have also shown that the commitment and involvement of the community is critical for the sustainability of the interventions.

The Baidoa Rehabilitation project is a pilot project to design and test a broadly acceptable rehabilitation programme for convicted Al Shabaab offenders in the Baidoa prison. The project will build on lessons learnt in other similar contexts to review and devise appropriate approaches to counter violent extremism among convicted offenders in Somalia. The proposed project approach will target the underlying causes of Al Shabaab extremism through religious counseling in order to provide a more positive understanding of Islam, civic education, and psychosocial healing in order to enhance a sense of citizenship, and address feelings such as low self-esteem that may have contributed to violent extremism among offenders. The pilot project will engage approximately 40 willing Al Shabab prisoners (exact number to be determined by the initial assessment) in the Baidoa Prison⁶ in psycho-social support and religious education sessions, which may contribute to an assessment to consider whether they could integrate into the National Disengaged Combatants Programme (low risk) after their release from prison. However, their suitability for such a programme after release is to be determined by that programme and not the pilot project at hand. An evaluation of the project will be done to assess the scope for scaling-up as a national rehabilitation programme for high risk prisoners in Somalia.

The pilot project's three components – the assessment of the prisoners, the psycho-social and religious rehabilitation, and the evaluation – are all interlinked. The design of this project focuses on learning through a small scale engagement the key lessons upon which a larger counter violent extremism programme for convicted Al Shabab prisoners could be built.

Assessment

The varying factors and processes contributing to an individual's violent extremism, as well as differences in ideology and organization among extremist groups, requires an approach tailored to the local context. Through the initial assessment phase, the aim is to gather essential information about the target group, the prison and its external environments, and the risk factors in order to design the content of the rehabilitation programme components and provide baseline data against which its impacts can be measured. The prison administration,

⁵ RAND, National Security Research division (2010), *Deradicalizing Islamic Extremists*

⁶ The target group of the pilot project are convicted Al Shabaab prisoners in the Baidoa prison only. The project is not a DDR intervention and therefore it does not cater for ex-combatants.

ISWA Minister of Justice, national and regional security institutions (NISA/SWISA) and AMISOM will participate in the assessment. The consultant will also engage the clan elders of the communities from which the prisoners originate in the assessment to ensure their support for the project and understand the factors which could contribute to the successful reintegration of former Al-Shabaab members into society. The assessment in general and specifically the clan consultation will be a key element in assessing the conditions under which this pilot project could be scaled up.

Rehabilitation phase

An initial assessment of the Baidoa Central Prison, the target group, and risk factors was carried out by JJCS in 2014. The primary target group is the convicted former Al Shabaab prison population at Baidoa prison. On the basis of the 2014 assessment, it was decided that the Finn Church Aid (FCA) and Center for Research and Dialogue (CRD) were the best placed partners to implement the project in conjunction with the Rehabilitation Committee that will be formed during the assessment phase of the pilot project. From 120 prisoners hosted in the prison, about 40 will be targeted to take part in the pilot project. The Rehabilitation Committee will provide initial information about the pilot project to the prisoners. To select prisoners and to yield baseline data an assessment tool utilizing the Risks, Needs and Receptivity (RNR) principle will be used to assess each prisoner. The tools shall be informed by the different reality of male and female prisoners. The RNR is a principle commonly used in prisons worldwide to identify the proper interventions and guide the development of training programs. The RNR assessment will also serve as a motivational intervention for the targeted prisoners by creating a relationship between the rehabilitation committee and the prisoner and encourage motivation by explaining to prisoners the benefits of joining the project. The ultimate decision to join the project will be made by the prisoner, and its success will depend in part on their stake in it. The rehabilitation phase, delivered in a group format, will consist of a series of lectures and discussions exploring the prisoners' belief system and enhancing their awareness of the opportunities available to them. Personalized counseling will be offered to target the needs of individual beneficiaries, when necessary. The post-RNR tool will be used at the end of the course by the Rehabilitation Committee to measure progress made by the participants.

To decrease the likelihood of the prisoners returning to Al Shabaab, the Rehabilitation Committee will create a release plan detailing income, housing, and social support strategies for each prisoner. By using the pre- and post-RNR assessment, the Rehabilitation Committee, in consultation with the prisoner, will create guidelines for aftercare. The pilot project's intervention will end here. Following the end evaluation a number of follow up options will be considered for the prisoners. For prisoners assessed as low security concerns upon release, the IOM-managed Disengaged Combatants Centre could be one option if the prisoners are considered suitable by the Centre. A UNDP/UNICEF project in Baidoa targeting youth at risk, which provides social and livelihoods skills, is another possible option. For those prisoners that have participated in the project and continue to be assessed as medium-high risk, the release plan will identify outstanding needs, provide monitoring, and suggest further support arrangements. A "Do No Harm" analysis will be conducted during the assessment phase and reviewed on a bi-monthly basis to ensure that the intervention is not creating unintended conflicts.

At a later stage, if the evaluation deems this pilot project can be scaled up, a media campaign could be designed increase the awareness and importance of the community's contribution. The media campaign would target the communities into which the prisoners would be

reintegrated. The media campaign would facilitate involvement of the community in the implementation of the project and stress the importance of their contribution for reintegrating the individuals into the community.

Evaluation

In the end of the pilot project an evaluation of the assessment and the actual programme will be done to draw lessons for a follow up project that could potentially scale up the intervention. Beyond the reintegration of the former Al Shabaab members, the evaluation of the project can be used as a learning exercise for the Federal Government of Somalia's broader counter violent extremism policy. This pilot project will complement the Somalia Joint Rule of Law Programme (SOROLP) that was endorsed by the Somali Development and Reconstruction Facility on 23 March 2015 and Somali government partners and international donors at the Programme Steering Committee meeting on 27 May 2015. That pro includes both material and technical support that will improve access to justice by increasing legal aid, mobile courts, and support to traditional justice mechanisms, and the rehabilitation and construction of infrastructure to key justice institutions in Mogadishu and sub-national entities. This proposed project will play an integral role in the successful implementation of the SOROLP by strategically engaging issues of violent extremism in correctional facilities, which are often incubators of extremist ideology.

Catalytic effect

In the short term, the pilot project will help to enable prisoners evaluated as low security concerns following completion of the rehabilitation phase and once released, to benefit from the vocational training and job placement opportunities available at the Baidoa Disengaged Combatants Centre if deemed suitable by the Centre. The Centre has been established as part of the National Programme for the Rehabilitation of Disengaged Combatants under the authority of the Ministry of National Security, and is managed at the local level by the IOM, with assistance and support from the ROLSIG DDR Unit. If a released prisoner who has taken part in the pilot project is deemed suitable for the Centre, the South West Intelligence and Security Agency (SWISA), as a key partner in the present project as well as in the administration of the Centre, will be able to monitor the progress of individual beneficiaries following their admission and thus ensure continuous accompaniment. On the long term, the sustainable rehabilitation of Al Shabaab 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 from the project will also enable the pilot project to be expanded into other parts of Somalia with larger numbers of Al Shabaab prisoners and more facilities for their further rehabilitation upon release.

II. Objectives of PBF support and proposed implementation

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

Outcome

Delivery of an evidence based approach for the handling of convicted Al-Shabaab members in the Baidoa prison to inform the design of a potential scaled up National Rehabilitation programme.

Theory of change

The underlying causes of violent religious extremism vary, depending on the cultural, economic, and political dynamics at both the local and regional level. The causes are also influenced by the specific extremist group, its dynamics, leadership, the concentration of violence, and the recruitment process. The process of recruitment to violent extremism occurs over time and often involves both external and internal factors. In Somalia, the external factors include both political instability and economic circumstances. Internal factors can include feelings of fear and frustration and be a driver for joining a group, while sharing feelings of injustice or inequality can strengthen group identity. The mix of unemployment, group dynamics, and social factors can therefore generate a gradual movement towards extremism.

UNSOM ROLSIG is uniquely situated to facilitate the design and implementation of the project. UNSOM has had an Area Office in Baidoa since September 2013, with well-developed and highly productive relations with the Interim Southwest Administration (ISWA), covering the three regions of Bay, Bakool, and Lower Shabelle; the Bay regional administration; and local civil society. The Mission's ROLSIG component has played a key role in the establishment of the Baidoa Disengaged Combatants Centre, which provides vocational training opportunities in a non-custodial setting to former Al-Shabaab members that have been assessed by NISA as low risk. The ROLSIG JJCS has more recently deployed a corrections officer to Baidoa, who is working closely with the key Somalia stakeholders, including the Commander of the Custodial Corps and the Southwest Intelligence and Security Agency (into which the regional NISA personnel have been incorporated).

While UNSOM's presence in Baidoa provides a platform to facilitate and monitor the design and implementation of the project, the proposed activities carry inherent risks that are detailed below. With a number of the Baidoa convicted offenders' sentences coming to an end in the near future, due process and security concerns demand proper preparations for their release.

As a risk-tolerant, fast disbursing fund that has an extensive history of supporting institutional reforms in the rule of law and security sectors, the PBF is an ideal partner for UNSOM in enabling the important and timely intervention proposed here.

Action

Output 1

A comprehensive assessment undertaken by a consultant who will gather information about the target group, prison environment, the external environment, and the risks to beneficiaries, project staff, and other stakeholders is conducted. The assessment will include consultations with key stakeholders from the FGS and ISWA authorities as well as from the communities and clans from which the Al-Shabaab offenders originate. The consultant will develop the content of the rehabilitation components based on the results of the assessment, and will produce a report that will be presented to the Management Project Board.

Output 2

Al Shabaab offenders have gone through the individual RNR assessment and the rehabilitation phase (religious counseling, civic education, psychosocial support). The offenders have an individual release plan to follow up on once they are released including a plan for housing, income, safety and social support.

Output 3

An evaluation of the pilot project, identifying good practices and lessons learnt will be and make recommendations for its inclusion in broader prison rehabilitation practices will be conducted in the end of the project. The evaluation of the project can be to inform/develop policy guidelines on counter violent extremism strategies. Thanks to the developmental evaluation approach, the pilot project is expected to produce a number of lessons that could be used for the design of a National Rehabilitation Programme for high risk prisoners. Preliminary findings will be shared with national stakeholders working on counter violent extremism and rehabilitation programmes. Key recommendations from the pilot project will have the potential to inform national policy making in this field.

Implementation Approach

The project directly supports Priority 2 of the Somali Compact Peace and State-building Goal (PSG) 3, “Justice Institutions start to address the key grievances and injustices of Somalis”. Appropriate and sustainable handling of high-risk prisoners directly contributes to ongoing peace support and stabilization efforts. The pilot project places emphasis on strengthening key prison management functions and policies in respect of high-risk prisoners.

The national institutions involved include the Justice Ministry of ISWA, the prison administration, and the SWISA/NISA. The project will be implemented jointly by the national NGO Center for Research and Dialogue and the international NGO Finn Church Aid with support from UNSOM, AMISOM and UNOPS (please see Project Management p.17 for detailed description).

Implementation flow chart

(Cf. Annex F)

Mainstreaming Gender

Gender mainstreaming as an integral part of the project approach and implementation mechanisms, in addition to the RNR principles, the assessment tool (page 10) will be informed by gender analysis. Female prisoner and prison officers will be incorporated in the consultation (Output 1). The specific realities, challenges and needs and risks will be taken into consideration in designing the rehabilitation phase. The curriculum of the rehabilitation phase about women in public life, stigma, their risks of being abused and issues of protection will be addressed. Women’s role, their engagement in public life and role in decision-making will be addressed in the civic component interventions, including in the course material. An additional goal is to promote women as participants and as project staff. Baidoa prison currently houses one female Al Shabaab member, but female offenders being sentenced in the future will be prioritized. The lessons learned from this project will inform/benefit future interventions to be gender-responsive.

b) Budget:

The pilot project will be entirely funded by the IRF grant. UNSOM ROLSIG staff salaries will be covered by other funding sources. The FGS and ISWA authorities will provide in kind contributions through the use of the Baidoa Central Prison facilities and its custodial corps.

Table 2: Project Activity Budget				
Outcome/ Output number	Output name	Output budget UNOPS	UN budget category (see table below for list of categories)	Any remarks (e.g. on types of inputs provided or budget justification)
Outcome 1: Delivery of an evidence based approach for the handling of convicted Al-Shabaab members in the Baidoa prison to inform the design of a potential scaled up National Rehabilitation programme.				
Output 1.1	A comprehensive assessment of the target group, prison and external environment, and risks that provide essential context for the project design is carried out and a rehabilitation programme is developed	\$192,200	<ul style="list-style-type: none"> • Staff costs (3 months) • Supplies (course material), commodities • (Pens, chart board) • Equipment, vehicle, furniture (computer) • Contractual service (room rents, work) 	<p>Output 1.1:</p> <ul style="list-style-type: none"> - Process/ implementing consultant 14500 USD/month = 43500 USD - Chair of the Rehabilitation Committee 1500 USD/month 1 *(1500* 3)= 4500 - Rehabilitation Committee members 800 USD/month 6*(800*3) = 14400 USD - Equipping the class room, 5000 - Computers 5000 - Upgrade of security in the prison - furniture (desks, chairs)
Output 1.2	The rehabilitation phase has been implemented.	\$67,883	<ul style="list-style-type: none"> • Staff costs (4 months) • Supplies • Contractual 	<p>Output 1.2:</p> <ul style="list-style-type: none"> Process/Implementing consultant 14500 USD/month

			<ul style="list-style-type: none"> • Travel 	<p>= 14500 USD</p> <p>Rehabilitation Committee Chair of the Rehabilitation Committee: 1500 USD/month $1 * (1500 * 4) = 6000$ USD</p> <p>Rehabilitation Committee members: 800 USD/month $6 * (800 * 4) = 19200$ USD</p> <p>Course material</p>
Output 1.3	An evaluation of the pilot project with the view of national rollout has been carried out	\$50,000	<ul style="list-style-type: none"> • Staff costs (2 months) • Supplies • Travel • Contractual 	<p>Output 1.3: Developmental Evaluation 20,000 USD</p> <p>Additional monitoring costs 9,200 USD</p> <p>Evaluation consultant 14,500 /month</p> <p>Chair of the Rehabilitation Committee: 1,500 USD/month $1 * (1500) = 1500$ USD</p> <p>Rehabilitation Committee members: 800 USD/month $6 * (800) = 4800$ USD</p>

Table 3: Project budget by UN categories

Table 3: Project Budget by Category

PBF PROJECT BUDGET		
CATEGORIES	Amount Recipient Agency UNOPS	TOTAL
1. Staff and other personnel	\$49,529	\$49,529
2. Supplies, Commodities, Materials	\$5,000	\$5,000
3. Equipment, Vehicles, and Furniture (including Depreciation)	\$5,000	\$5,000
4. Contractual services	\$101,700	\$101,700
5. Travel	\$7,500	\$7,500
6. Transfers and Grants to Counterparts	\$124,354	\$124,354
7. General Operating and other Direct Costs	\$17,000	\$17,000
Total Programmable funds	\$310,083	\$310,083
Indirect support costs	\$21,706	\$21,706
Total Programmable funds	\$331,789	\$331,789

c) Capacity of RUNOs and implementing partners:

The Recipient UN Organization for the pilot project is UNOPS. UNOPS is the administrative agent. UNSOM ROLSIG will manage the project and be responsible for compiling narrative and financial reports as well as the overall monitoring and evaluation as part of the larger Somalia Joint Rule of Law Programme. Finn Church Aid (FCA) and the Center for Research and Dialogue (CRD) will implement the project. FCA and CRD will report to UNSOM Rule of Law Justice and Corrections unit.

UNOPS Capacity in Country:

Rule of Law and Peace building expertise within joint programming

Table 4: Overview of RUNO funding in the country			
	Key Source of Funding (government, donor etc)	Annual Regular Budget in \$	Annual emergency budget (e.g. CAP)
RUNO 1: UNOPS			
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

In Somalia, UNOPS supports its Somali and international partners operating in the country by providing project management, procurement and infrastructure services that increase the efficiency, effectiveness and sustainability of peace building, humanitarian and development projects. In 2014, UNOPS delivered \$255M worth of projects with a focus on conflict prevention and resolution, peace and security. An additional \$61M worth of projects was delivered within Government and Civil Society, including Rule of Law initiatives.

M&E capacity

UNSOM will use UNOPS's M&E tools and systems. UNOPS has substantial M&E expertise. Specifically within its work as Local Fund Agent for the Global Fund, LIFT Fund and 3MDG Fund. M&E expertise includes:

- Activity based progress monitoring
- Impact monitoring
- Data Quality Assurance systems
- M&E system strengthening on a national scale, including HMIS, IT, technical standards, measurement tools, HR skills etc.
- Stakeholder reporting

FCA Capacity in Country: Finn Church Aid (FCA) specializes in supporting local communities in three thematic priority areas (right to peace, right to livelihood and right to education). FCA's mission is to promote justice, human dignity, and contribute to positive change by supporting vulnerable people in fragile contexts. FCA's development work is guided by a rights-based approach together with promoting gender equality as a crosscutting theme. Since 2007, FCA has in the past worked with the UN Political Office for Somalia (UNPOS) and / now United Nations Assistance Mission in Somalia (UNSOM), and local and national institutions. FCA has a strong record in Somalia of fostering trust with traditional and religious leaders at all levels by strengthening local peace building initiatives, combined with focus on youth employment and opportunities as a key element on long-term peace and stability. For this pilot project, FCA will draw on its experience in implementing a DDR and livelihoods programme with ex-combatants in the Democratic Republic of the Congo, Uganda and South Sudan. Since October 2011, FCA has also been supporting the development of policy frameworks and supporting arrangements for the management of youth-at-risk in order to address the root causes of youth radicalisation in the country.

CRD Capacity in Country: the Center provides a neutral forum for dialogue and to create the opportunity to discuss and address development & reconstruction issues of common concern to the Somali Society. The goal of CRD is to empower Somali communities' transition to peaceful change by providing them with a neutral venue to identify their issues and set priorities for response. CRD collaborates with a number of international institutions whose program is designed to assist local and national actors as well as the international community in responding more affectively to the challenges of overcoming conflict, preventing its re-occurrence and building a lasting peace in Somalia.

III. Management and coordination

a) Project management: (cf. Annex C: Project Management Organogram)

Process Consultant: The role of the process consultant is to contextualize the programme through a comprehensive assessment and consult national counterparts and prepare for the rehabilitation phase. The consultant is to develop the RNR tool, the course material, and train the rehabilitation committee.

The implementing partners: The implementation will be undertaken by the national NGO CRD and international NGO FCA, who will make necessary contractual arrangements for the implementation of the project in support of the local authorities. They will hire and oversee the Rehabilitation Committee. The implementing partners will also provide support for the day-to-day management of the project and implementation of the project. FCA/CRD will produce a monthly report presented to the Management Board.

The Rehabilitation Committee: The Rehabilitation Committee consists of seven national staff members who will assess the prisoners with the RNR tool and deliver the components in the rehabilitation phase. The roles and responsibilities of its members are stated below:

-The chair of the Rehabilitation Committee will be a staff member from the local NGO CRD who will report directly to the ISWA Minister of Justice. S/he will be part of the hiring process of the team, coordinating the team activities, drafting progress reports, and the overall implementation of the rehabilitation phase. S/he will also oversee the daily work and evaluate the overall performance of the project personnel.

-Two religious members will directly engage in the prisoner dialogues and the counseling process. The positions will be filled by two sheiks from Baidoa. Their role is to do the religious counseling with the prisoners through lectures and individual counseling.

-The psychosocial team, will consist of two members and, will perform a preliminary psychological evaluation and determine the type of psychosocial support the prisoner may during the project and after his release.

-Two security members will be responsible for the evaluation and recommendations regarding the security risks of the prisoners.

Project management board: The board will include representatives from the Ministries of Justice FGS and ISWA, the head of custodial corps, representatives from UNSOM, NISA/SWISA and FCA/CRD. The role of the board will be to review and approve the work plans, assess progress, address problems. UNSOM will be the link between the consultant/implementing partner and the Project Management board. UNSOM will be responsible for planning the monthly meetings with the board, reviewing and approving progress and evaluation reports.

b) Risk management

Rehabilitation programmes are inherently high risk, although with proper programming, corrections facilities can serve as an environment of positive change. Security is difficult to achieve in post-conflict areas, yet there are usually local officials or governing authorities who are responsible for providing security that can be supported. Implementing a

programme that works within the framework of local laws and customs – and involves local authorities – will send powerful, positive messages about legitimacy and authority. The timing of intervention is critical and it is impossible to know whether Somalia is ready in advance of the assessment. With that in mind, the initial assessment will include a ‘do no harm’ analysis to ensure that there is a thorough understanding of the local dynamic and to ensure interventions do not inadvertently increase conflict. The pilot project will be designed taking into account the risk factors present, which are divided into three levels: political, management and programme.

Table 5 – Risk management matrix

Risks to the achievement of PBF outcomes	Likelihood of occurrence (high, medium, low)	Severity of risk impact (high, medium, low)	Mitigating Strategy (and Person/Unit responsible)
Changes in the political context in Southwest Somalia as national and subnational entities are established. Replacement of stakeholders may affect institutional buy-in to the project.	High	Medium	Possible mitigation include a focus on collaboration and transparency with stakeholders, having signed agreements and involving possible stakeholders early on in the process.
Security risks for the prisoners, prison staff, advisory committee, FCA/CRD, consultants involved in the project, as well as UN staff.	Medium	High	The use updated security assessments to put sufficient arrangements in place. Close cooperation with SWISA/AMISOM and the project management.
The stakeholders (ISWA, Ministry of Justice, the prison administration, AMISOM, UNSOM) do not cooperate or disagree on key elements of the implementation strategy.	Low	High	The established working group will aim at facilitating the work done and trace potential challenges.
Not enough participants join the project. Prisoners with negative influence will disturb the rehabilitation process.	High	Medium	The motivational aspect is important to encourage prisoners to join. The advisory committee will monitor the prisoners’ progress during the program. Prisoners with negative influence may be excluded from the group programme and offered an individualized programme.
Corruption in the prison, prisoners freely communicating with AS members.	High	Medium	Establish security arrangements to target corruption in the prison, training staff by SWISA in handling of information/AS members.
Difficulties to evaluate the project and the success of prisoners disengaging.	Medium	Medium	Follow up the static parts of the project, (facility rehabilitation, training for staff completed, rehabilitation program running). Conduct daily evaluations. Individual assessments, developmental evaluation and conduct overall evaluation.

c) Monitoring & evaluation:

Effective monitoring processes will ensure that all the stakeholders are involved, programme is kept on track and challenges are identified and addressed. The results frameworks that provide indicators, targets, and means of verification for the monitoring of the programme will be followed.

Monitoring

The chair of the Rehabilitation Committee and the implementing partners CRD will be in charge of the monitoring of activities to keep track of progress. The implementing partner will report to the Project Management Board through a monthly report, outlining the challenges and achievements of the project. The reports will be further used to follow up on the progress and keep track on the implementation. An external facilitator will help set up the Developmental Evaluation process at the project's onset in order to help organize the implementing partners and provide them with training on the methods and monitoring tools they can use to review progress throughout the project. UNSOM will facilitate the implementation, making sure that deviations are dealt with appropriately. The MoJ will provide policy advice and guidance to facilitate the link between project activities and the National programme.

Evaluation

The evaluation will be carried out in two steps. One part of the evaluation will be an ongoing evaluation made by CRD, using Developmental Evaluation (DE). DE is an approach supporting adaptive learning throughout a project. This method is used in projects with multiple stakeholder, high level of innovation and fast paced decision making. The main reason for choosing DE is that the pilot project's theory of change is built on several interdependent variables that may behave in non-linear ways. It is important for the pilot project to not only monitor closely the implementation of activities in order to correct the design if needed, but also to assess what carefully are other non-identified, factors that may be contributing to change. The approach is a way of making sure that issues are raised at an early stage and acted on accordingly and having a close relationship with all stakeholders to focus on the overall objectives of the project. The project also includes an external evaluation at the conclusion of the programme that will determine the fulfilment of objectives, as well as its efficiency, effectiveness, and sustainability. The overall evaluation will be based on the reports produced and will be undertaken by an independent consultant. The report will assess impact and sustainability with an emphasis on lessons learned, good practices, and recommendations to inform the design of a potential scaled-up National Rehabilitation Programme.

- d) **Administrative arrangements** (This section uses standard wording – please do not remove)

UNOPS will receive and manage the funds.

PBF agrees with the decision of the UNSOM regarding the pre-selection of Finn Church Aid (FCA) and the Center for Research and Dialogue (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 Finn Church Aid (FCA) and the Center for Research and Dialogue

(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) of the PBF 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 PBSO and the PBF donors. As the Administrative Agent of the PBF, MPTF Office transfers funds to RUNOS on the basis of the signed Memorandum of Understanding between each RUNO and the MPTF Office.

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 of the PBF will:

- Disburse funds to each of the RUNO in accordance with instructions from the PBSO. The AA will normally make each disbursement within three (3) to five (5) business days after having received instructions from the PBSO 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 the PBF consolidated progress reports to the donors and the PBSO;
- 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 PBSO may decide in accordance with the PBF rules & regulations.

Accountability, transparency and reporting of the Recipient United Nations Organizations

Recipient United Nations Organizations will assume full programmatic and financial accountability for the funds disbursed to them by the Administrative Agent. Such funds will be administered by each RUNO 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 from the PBF account. 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.

Each RUNO will provide the Administrative Agent and the PBSO (for narrative reports only) with:

- Bi-annual progress reports to be provide 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;
- Annual financial statements as of 31 December with respect to the funds disbursed to it from the PBF, 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 been 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 PBF 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 PBSO and Administrative Agent will ensure that operations of the PBF are publicly disclosed on the PBF website (<http://unpbf.org>) and the Administrative Agent's website (<http://mptf.undp.org>).

Annex A: Project Summary (to be submitted as a word document to MPTF-Office)



**PEACEBUILDING FUND
PROJECT SUMMARY**

Project Number & Title:	PBF/..... Rehabilitation Pilot Project for High Risk Prisoners in the Baidoa Prison	
Recipient UN Organization:	UNOPS	
Implementing Partner(s):	<ul style="list-style-type: none"> • Finn Church Aid (NGO) • Center for Research and Dialogue (NGO) • Ministry of Justice (ISWA). 	
	Baidoa, Interim South West Administration, Somalia	
Approved Project Budget:	\$331,789	
Duration:	Planned Start Date: 1.09.2015	Planned Completion: 30.04.2016
Project Description:	<p>The Baidoa Rehabilitation project is pilot study project to design and test in Somalia a broadly acceptable rehabilitation programme for convicted Al Shabaab prisoners in the Baidoa prison. The project will build on lessons learnt to review and devise appropriate approaches to counter violent extremism among convicted offenders. The proposed project approach will target the underlying causes of Al Shabaab extremism through religious counseling in order to provide a more positive understanding of Islam, civic education, and psychosocial healing in order to enhance a sense of citizenship, generate a greater understanding of the Federal Government of Somalia state building processes, and address feelings such as low self-esteem that may have contributed to violent extremism among offenders. An evaluation of the project will be done to assess the scope for scaling-up as a national rehabilitation programme for Somalia.</p>	
PBF Focus Area:	1.2 Rule of Law	
Project Outcome:	Delivery of an evidence based approach for the handling of convicted Al-Shabaab members in the Baidoa prison to inform the design of a potential scaled up National Rehabilitation programme.	
Key Project Activities:	<ul style="list-style-type: none"> • Prison environmental assessment (security arrangements and care facilities) • External/community analysis • Target group assessment (Risks, Needs and Responsiveness) 	



principle)

- Risk assessment (prisoners, staff, stakeholders)
- Course material developed and translated
- Equip the prison for the rehabilitation programme
- Training of the advisory committee
- Media campaign targeting host community's.

Annex B: IRF Results Framework

Country name: Somalia									
Project Effective Dates: 1.09.2015 to 30.04.2016									
PBF Focus Area: 1.2 Rule of Law									
IRF Theory of Change: The project will counter violent extremism by targeting its underlying causes through religious counseling, civic education, and psychosocial in order to provide a more positive understanding of Islam, enhance a sense of citizenship and a greater understanding of the Federal Government state building processes, and address feelings such as low self-esteem that may have contributed to violent extremism.									
Outcomes	Outputs	Indicators	Means of Verification	Year 1		Year 2		Milestones	
Outcome 1: Delivery of an evidence based approach for the handling of convicted Al-Shabaab members in the Baidoa prison to inform the design of a potential scaled up National Rehabilitation programme.		Outcome Indicator 1 a: National Rehabilitation Programme reflects key recommendations of the pilot project evaluation National	- Preliminary findings presentation to national rehabilitation programme stakeholders		X	X	X		
		Outcome Indicator 1 b: X % of beneficiaries completing the rehabilitation phase for whom a release plan has been developed Baseline: 0% Target: 90%	- Final independent external evaluation -Monthly progress reports by the implementing partner (FCA/CRD). - Reports of monthly progress meetings with the project working group (JJCS).		X	X	X		
	Output 1.1: A comprehensive assessment of convicted Al Shabaab prisoners the target group, prison and external environment, and risks that provide essential context for the project design is carried out and a rehabilitation programme is developed	Output Indicator 1.1.1: A written assessment providing baseline data and contextual information on: - target group (Risks, Needs and Receptivity, or RNR) - prison environment, including security arrangements and care facilities - external environment, including community - Risks to beneficiaries, project staff, and other stakeholders - "Do no harm" analysis - Clan consultation Baseline: none	- Written assessment (completed after two months)		X				

	Target: 1 assessment completed								
	Output Indicator 1.1.2: X # of prisoners selected on the basis of the assessment (Target: 40) Baseline: 0 Target: 40	- List of prisoners selected for project (completed by end of September 2015)		X					
	Output Indicator 1.1.3: Training for the Rehabilitation Committee and course materials developed on basis of the assessment Baseline: N/A Target: course material developed	-RNR assessment tool and course material (developed by the end of October 2015) - Training of Rehabilitation Committee (conducted by mid November 2015)			X				
Output 1.2: The Pilot rehabilitation programme for the Baidoa prison is carried out.	Output Indicator 1.2.1: X % of the target population that has completed the programme. Baseline: 0 Target: 80%	Attendance records		X	X	X			
	Output Indicator 1.2.2: RNR qualitative and quantitative data produced. Baseline: Target:	RNR assessments produced by Consultant		X	X	X			
	Output Indicator 1.2.3: X % of beneficiaries that are assessed as medium/low risk Baseline: 0 Target: 60%	Assessment of risk posed by individual beneficiaries produced by Advisory Committee and included in case files		X	X	X			

	<p>Output 1.3: An evaluation of the pilot project with the view of national rollout has been carried out</p>	<p>Output Indicator 1.3.1: Evaluation of the pilot project including identification of good practices, lessons learned and recommendations for expansion to new regions conducted.</p> <p>Baseline: Target:</p>	<p>Final report of the evaluation</p>					X						
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Annex C: Project Management Organogram

**Baidoa Rehabilitation Project
Management, Finance and coordination.**

Finance
Management and
Coordination



