



Project Title:	Somalia Joint Programme on Human Rights
NDP Pillars Framework	Pillar 9: Human Rights and Gender (lead) Pillars 1, 2 and 3: Consolidating Peace, Inclusive Politics, Security and Rule of Law
Expected UNSF Strategic priority and Outcome:	SP2: Supporting institutions to improve Peace, Security, Justice, the Rule of Law and safety of Somalis SP3: Strengthening accountability and supporting institutions that protect human rights
Expected Outcome:	Somali Human Rights, Security and Justice institutions are capable and responsible for upholding human rights, including women and children's rights.
Expected Output:	Output 1: Legal, policy and institutional capacity for the promotion and protection of human rights is developed and strengthened (Federal Government of Somalia, Parliament and the National Human Rights Commission) Output 2: Monitoring and advocacy capacity of human rights by Civil Society Organisations strengthened
Implementing entity:	Federal Government of Somalia (Led by Ministry of Women and Human Rights Development) in collaboration with Federal Member States, the Federal Parliamentary Committee on Human Rights, the National Human Rights Commission, and Civil Society Organizations
Executing entities:	UNSOM, UNDP and UNICEF
Supporting entities	UN Gender Theme Group

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ACRONYMNS

CAAC:	Children Associated with Armed Conflict
CAS:	Comprehensive Approach to Security
CEDAW:	Convention on the Elimination of all forms of Discrimination against Women
CRC:	Convention on the Rights of the Child
CRESTA/A:	Community Recovery and Extension of State Authority and Accountability
FGS:	Federal Government of Somalia
HRDDP:	Human Rights due Diligence Policy
HRRM:	Human Rights Road Map
MOWHRD:	Ministry of Women and Human Rights Development
NAP/SVC:	National Action Plan on Sexual Violence
NDP:	National Development Plan
PVE:	Prevention of Violent Extremisms
SDGs:	Sustainable Development Goals
SNA:	Somali National Army
UNSCRs:	United Nations Security Council Resolution

SOMALIA JOINT PROGRAMME ON HUMAN RIGHTS

NDP Policy Priorities

- Priority 1.4.3. II:** Make significant inroads towards a society where our citizens can live in security, including a larger proportion of our territory under firm government control, a reduction of terrorist attacks, and reconciliation of communities that have been or are living in adverse relations:
- Priority 1.4.3. III:** Ensure the implementation of a solid rule of law engagement in society:
- Priority 1.4.3.X:** Rebuild the Somali National Armed Forces and the Police Force.

NDP Goals

- Human Rights Goal:** Create an enabling legal, policy, and institutional framework to promote and protect human rights.
- Security Goal:** Establish unified, capable, accountable, and rights-based Somali Federal institutions that provide basic safety and security for its citizens.

NDP Strategic Intervention

- Human Rights:** The human rights priorities of the Federal Government include: establishment of the Independent Human Rights Commission, full implementation of the Universal Periodic Review and the National Human Rights Roadmap, capacity building and strengthening accountability in human rights issues.

Targets

- An independent national Human Rights Commission established in Somalia and at least two regional institutions strengthened.
- Seventy percent of the Action Plan of Somalia's Human Rights Roadmap implemented.

Overall strategic objective of the Programme contributing to NDP Pillar 9 and Pillars 2 and 3 *Ensuring human rights promotion and protection are central to the security architecture through:*

- a) Formulating and review of appropriate human rights laws, policy and rules that promote and protect human rights
- b) Strengthening the capacity of Somalia's federal and state security, justice and human rights institutions to implement and uphold human rights and Women, Peace and Security commitments.
- c) Supporting Somali human rights civil society organisations to create awareness to the general public on human rights issues
- d) Developing a monitoring and evaluation framework on human rights and report on human rights, especially violations of women's and children's rights.

Somalia Joint Programme on Human Rights Outcomes

The Joint Programme on Human Rights (the Joint Programme) aims to entrench human rights, including the rights of women and children, in national processes, especially the National Development Plan and the Comprehensive Approach to Security (CAS), through enhanced capacity and delivery of Somalia's key ministries, institutions, and mechanisms on human rights protection and accountability, and enable Somali civil society and communities to understand and appreciate human rights-based security and justice institutions, use them, monitor them, and hold them accountable through well-functioning civil society networks. The focus on women as active partners in human rights, security, and protection will enhance Somalia's delivery on Women Peace and Security commitments under SCR 1325. To achieve this strategic objective, the Programme is structured around five main outcomes in two thematic areas:

Thematic Area 1: Institutional Development: Somali Human Rights, Security, Justice Institutions and civilian are responsible in promoting and protecting human rights, including the rights of women and children in national processes.

1. Increased capacity of the Ministries, Departments and agencies to formulate and review of appropriate human rights laws, policy and rules that promote and protect human rights, to ensure that internal security, defence and justice, is strengthened, and the Ministry of Women and Human Rights (MoWHRD) is able to provide effective leadership in the implementation of Somalia's international and domestic commitments on human rights, and the commitments on Women and Children with respect to Peace and Security (UPR, NAP/SVC, CRC, CAAC, SCR 1325).
2. Strengthen the capacity of Somalia's federal and state security, justice and human rights institutions to implement and uphold human rights and Women, Peace and Security commitments.

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Thematic Area 2: Societal Engagement and Accountability: empowerment of civil society to hold government institutions accountable.

3. Support selected Somali human rights civil society organisations to create awareness to the general public on human rights issues
4. Develop a monitoring and evaluation framework on human rights to and report on human rights, especially violations of women`s and children`s rights.
5. Empower, through technical and financial support, rights-holders – namely representatives of Somali women, men and children, and person`s with Disabilities – to claim their rights

Short description of the Joint Programme on Human Rights

The objective of the Joint Programme, which is to be implemented by the FGS through the Ministry of Women and Human Rights Development and other institutions with support of UNSOM, UNICEF and UNDP, is to strengthen the nexus between human rights, children`s rights and women`s rights on one hand and Human rights, security and justice institutions on the other hand through the implementation of Somalia`s commitments on NDP priorities and Somalia`s commitments on the Universal Periodic Review and Human Rights Roadmap, 1325 and the National Action Plan on Ending Sexual Violence in Conflict, Action Plan on Children in Armed Conflict s¹ and the and Women, Peace and Security issues,² enabling the key relevant institutions to deliver and fulfil their mandates in compliance with human rights principles and standards; while a strong civil society – down to the community level – contributes to creating public awareness on Human Rights issues and development of monitoring and reporting framework that contribute to human rights protection and promotion.

The implementation of the Joint Programme will contribute to the achievement of the Sustainable Development Goals (SDGs), especially goal 16 (Peace, Justice and Strong Institutions) and deliver on the National Development Plan 2017-2019. Further, the Joint Programme will complement the work done by the Joint Programme on the Rule of Law to address the priorities set out in the National Development Plan and the Comprehensive Approach to Security through a common UN framework and approach. The Human Rights and Gender specific Pillar in the MoWHRD under the NDP framework will be crucial in the implementation of the Joint Programme in other ministries.

The scope of the Joint Programme entails:

Institution-building at the federal and state level by ensuring that legal, policy and legislation for the promotion and protection of human rights are reviewed, developed and implemented (Federal Government of Somalia, Parliament and the National Human Rights Commission). This is done by focusing on the following areas: enabling the Government to effectively and sustainably implement Somalia`s

2 SCR 1325/2000, SCR 1820/2008, SCR 1888/2008, SCR 1889/2009, SCR 1960/2010, SCR 2106/2013, SCR 2122/2013

44

human rights commitments, strengthen parliamentary committees' capacity to better use their human rights oversight role to ensure compliance, establish and operationalize the independent human rights commission to protect and promote human rights; and

- Institutional capacity (technical and administrative) building on the promotion and protection of human rights by the Ministry of Women and Human Rights Development and other stakeholders is developed; Human Rights culture is embraced at institutional and societal level through awareness and mentoring activities within the institutions;
- Monitoring and reporting framework on human rights by Civil Society Organizations developed to empower civil society to hold state actors accountable

The Joint Programme contributes to, reinforces, and benefits from the existing Joint Rule of Law Programme and the Joint Programme on Women's Political Empowerment and Leadership.

Programme Duration: 30 months Start Date: Jan 2018 End Date: July 2020
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Total Amount: USD 5,523,809.00 Unfunded: 5,023,809 Sources of funding: 1. SIDA: USD 500,000. 2.
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Names and signatures of national counterparts and Participating UN Organizations	
Participating UN Organizations:	National Coordinating Authorities:
United Nations Peter de Clercq, Deputy SRSG / UN Resident Coordinator / UNDP Resident Representative  Signature:  Date and Seal:	Ministry of Women and Human Rights Development H.E. Minister Deqa Yasin Signature:  Date and Seal: 28/02/2018
UNSOM Raisedon Zenenga, Deputy SRSG  Signature:  Date and Seal: 27/02/18	

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UNICEF
Steven Lauwerier, Representative

Signature: 
Date and Seal: 28.02.2018 

1. Executive Summary

The Somalia Joint Programme on Human Rights will be executed by UNSOM, UNICEF and UNDP, with UNSOM acting as the lead entity, and in coordination with the Government and particularly the Ministry of Women and Human Rights Development. The overall objective is to strengthen the capacity and compliance of security and justice institutions with human rights and protection standards, especially the rights of women and girls within the framework of SCR 1325, as well as follow-up on resolutions on protection of children in armed conflict (CAAC). This will be achieved through strengthening the capacity of Somali institutions (Executive- MoWHRD, Ministries of Internal Security and Justice, relevant Federal Parliamentary Committees) in human rights, and the establishment of the Independent National Human Rights Commission to investigate and promote human rights, and through strengthening civil society organizations down to the community level in order to increase knowledge, enable Somalis to appreciate human rights, and to monitor and report on human rights, including the rights woman and children. Somalia's human rights and women's rights commitments are drawn mainly from the UPR recommendations, Security Council resolutions, including UNSCR 1325(2000) (and follow-on resolutions), the Human Rights Roadmap, as well as other international human rights instruments to which Somalia is a party. The Joint Programme is to be implemented over three years (2018-2020) and will address the nexus between human rights (including the rights of women and children), and security and Justice system through strengthening prevention, protection and/or response to violations, and by making those rights a reality at the community level.

The Joint Programme coincides with the election of a new Federal Government and builds on progress made over the past several years. It will deepen the efforts by UNSOM, UNICEF, and UNDP in support of the FGS's implementation of the Action Plan on the Human Rights Roadmap, Somalia Action Plans on Children and Armed Conflict (CAAC), and sexual violence in conflict, and will strengthen the inter-ministerial committee to steer the implementation of the human rights recommendations as well as the federal task-force to oversee the domestication of the Convention on the Rights of the Child (CRC). It will further help implement the goals of the Somalia National Development Plan 2017-2019 (the NDP), and improve Safety and Security for Women. The implementation of the Joint Programme will contribute to the achievement of the Sustainable Development Goals (SDGs), especially goal 16 (Peace, Justice and Strong Institutions) and deliver on the National Development Plan 2017-2019. Further, the Joint Programme will complement the Joint Programme on the Rule of Law to address the priorities set out in the National Development Plan and the Comprehensive Approach to Security through a common UN framework and approach. The harmonization of some of the activities will be identified in the results and resources framework to address the complementarities. The Joint Programme will be implemented using two main outputs with interlinked sets of activities.

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The inter-ministerial committee, established in 2015 to steer the implementation of the Action plan on the Human Rights Roadmap, has only functioned as a loose and un-institutionalized mechanism. Its establishment was based on the UPR recommendations that cut across different thematic areas, ministries and sectors, and the priorities of the Human Rights Roadmap set out in the Action Plan. Through the Joint Programme, the mechanism will be broadened and strengthened to facilitate the implementation of the Action plan on the Human Rights Roadmap (HRRM), relevant Action Plans on Children and Armed Conflict (CAAC), and to reinforce the implementation of the National Action plan on Sexual Violence in Conflict (NAP/SVC).

The focus for the Federal Parliament will be on developing the capacity of the relevant parliamentary committees to use their oversight, legislative and accountability mandate to effectively deliver on human rights through human rights oversight of the executive and legislative review and drafting. The capacity of selected civil society organizations to form effective networks that will monitor and report on human rights and hold the government accountable will be strengthened. At the community level, civil society will have increased knowledge on human rights, women's rights and child protection, and will be enabled to start monitoring and reporting on violations, help foster a culture of protection of human rights in engaging with the Government (both federal member state and federal level), the Independent Human Rights Commission, the Parliamentarians, and the civil society network.

Over the past years, UN efforts have resulted in the effective participation by the FGS in the UPR process and the development of the national human rights roadmap as an overarching strategic document that encompasses recommendations in different thematic areas. UNSOM and UNDP are working together on the establishment of the Independent Human Rights Commission (the Commission), and the Joint Programme will reinforce the establishment and operationalisation of the Commission to address extensive human rights issues and violations throughout the country. It will further support ongoing efforts and initiatives, expand outreach to FMS, thereby providing an opportunity to effectively address human rights in the local context.

Civil society will play an important role in monitoring and reporting human rights and women's rights violations while holding government institutions responsible. However, past experience in providing support to civil society has shown that it is important to select in an open and transparent manner relevant civil society organisations and to foster the formation of networks around key issues, rather than CSOs being independently contracted to perform specific monitoring tasks. The aim is therefore to facilitate open and transparent engagement of strong civil society network(s) that can monitor and report on violations in a secure manner and to strengthen those networks that were well-established and are functioning.

Most importantly, investing in institutions that deliver human rights, particularly women and children's rights, are key. Experience in state building has demonstrated that federal level institutions have little impact and meaning if they are not understood and appreciated by the population. However, human rights and women's rights are based on a human rights normative framework that can be in disharmony with the local Somali perceptions of justice. It is therefore imperative to familiarize local level communities with the new normative orders, with the national and international legal framework, and promote societal transformation towards a greater appreciation through advocacy activities targeting traditional and religious leaders and the community. This increased understanding can then lead to community-level monitoring and reporting of rights violations, in particular through closely-established relations with national-level civil society networks.

Over the next three years, the Joint Programme aims to achieve five outcomes, divided into two thematic areas. The first is institutional development, including a human rights inter-ministerial committee, the federal task-force on the Convention on the Rights of the Child, federal parliamentary committees, and the independent human rights commission. The second thematic area focusses primarily on societal engagement and accountability through civil society organisations to bolster citizen's participation.

2. Situation Analysis

Somalia's over two decades of armed conflict and political instability led to a set of complex political, socio-economic and security grievances. The political and the electoral process initiated in August 2016 led to the democratic transfer of power to the legitimate Federal Government of Somalia in March 2017 after successful elections. This has generated domestic political momentum and triggered international re-engagement towards peace and state-building. The Federal Government of Somalia is determined to consolidate peace, security and development. One of the critical priority of the FGS is laying a strong governance structure, particularly in the areas of inclusive and democratic institutions, political participation, promotion of a vibrant civil society, transparent and accountable public administration, rule of law, protection of human rights and promotion of gender equality and women's empowerment.

Radicalization and violent extremism remain a key challenge for stabilization and realisation of human rights, in particular through the terrorist organization Al-Shabaab (AS). Women and girls have been particularly impacted by this instability, including through exposure to AS occupation and sexual violence.³ However, there has been relative calm that has existed since the establishment of the FSG due to important military offensives that have resulted in some significant security gains.

Human rights violations, including the human rights of women and children by state actors and AMISOM as well as abuses by Al-Shabaab, remains a major concern. In 2016, reported civilian casualties totalled 2062, including 837 deaths and 1225 injuries. While Al-Shabaab remains the main perpetrator (53 per cent of the total casualties), state actors represented 17 per cent and militia 12 per cent of civilian casualties. Unknown perpetrators and AMISOM represent 5.7 and 4.3 per cent, respectively and measures to hold perpetrators accountable have been either limited or lacking.

The overall situation for women and girls remains precarious and sexual violence, including rape, remains one of the most serious and recurrent human rights violations in Somalia. Guaranteeing women's rights (as defined in UNSCR 1325 and associated resolutions) is key in the state building and peace building process of the country. The efforts to strengthen human rights protection and accountability, including within the framework of the UN Human Rights Due Diligence Policy (HRDDP) and consultations with the FSG are ongoing. Journalists, human rights defenders and political leaders - especially women - continue to face intimidation, beatings, killings, arbitrary arrests and illegal detention. Lack of due process, lack of fair trial guarantees, and the closure of media outlets add to the challenging environment. From January 2014 to July 2016⁴, UNSOM HRPD recorded 120 cases of arbitrary arrest and detention of journalists and media workers and the temporary closure of 11 independent radio stations. Legislation that is compliant with human rights remains key but still a concern. The counter-terrorism legislation which has been in Parliament since 2014 for example, and which currently does

³ "Here, Rape is Normal": A Five-Point Plan to Curtail Sexual Violence in Somalia. HRW- [https://www.hrw.org-report/2014/02/13/here-rape-normal/five-point-plan-curtail-sexual-violence-somalia](https://www.hrw.org/report/2014/02/13/here-rape-normal/five-point-plan-curtail-sexual-violence-somalia)

⁴ 2016 UNSOM Public Report on the Right to Freedom of Expression, August 2016.

54

not comply with international human rights standards, needs to be brought in line with human rights standards and the UN has raised concerns and urged its compliance with international human rights law. The enactment of the Human Rights Commission law in August 2016 created an important opportunity to further strengthen the oversight and protection framework, enabling the establishment of an independent national human rights institution to be supported under the Joint Programme.

Despite its challenging situation, Somalia has engaged with UN human rights mechanisms, particularly the Universal Periodic Review (UPR), and was reviewed under this mechanism in 2012 and 2016. In 2016, the UPR made 228 recommendations, of which Somalia accepted 168 and noted 60, which are now being integrated in to the country's plan for the implementation of the human rights roadmap. The UPR recommendations cut across the mandates of different UN agencies, funds and programmes and contribute to the various priorities of the NDP. There is also a renewed push by the new Somali federal leadership to consider reconciliation as a viable option of restoring peace, and discussions on this must be accompanied by accountability and the protection of the population, especially women. This Joint Programme reinforces the efforts being pursued by the Federal Government to implement these commitments, particularly those on strengthening accountability and the national protection system to enable effective prevention and response, in line with the United Nations Human Rights Up Front Initiative.

SCR 1325/2000 acknowledges the disproportionate influence of armed conflict on women's and girls' lives. It calls for the application of a gender perspective in order to address the special needs to women and girls in conflict – especially during conflict and post-conflict reconstruction and resettlements. It emphasizes the responsibility of all States to end impunity and to prosecute those responsible for violence against women and girls, among other crimes. The protection of IDPs and civilians affected by the conflict requires strengthening. According to the Gender-Based Violence Information Management System (GBVIMS) Consolidated Data Report for January – December 2016, 7,324 new GBV incidents were reported: 99% of the survivors were female, and 74% of the survivors were internally displaced persons (IDPs). Referral pathways statistics reveal that the first point of contact for 62% of survivors are community or IDP camp leaders. It is essential that domestic courts and traditional justice systems work to address these crimes, in full compliance with international human rights law, although this requires extensive engagement with local communities in order to trigger social transformation towards increased understanding of individualist-justice norms, as they underpin most human and women's rights. Only an informed society can hold its authorities accountable to international human rights standards, and is more likely to accept human rights-based resolutions. In parallel, sexual gender based violence and conflict related sexual violence requires that three critical issues be addressed: physical access to large parts of the country that is currently limited due to the security situation and poor road networks, the underreporting of sexual violence exacerbated by threats to survivors, and the legal and institutional framework for addressing sexual violence that remains weak.

Women at the community level often have important knowledge of security risks, or issues around violent extremism and need to be included in the design of any security response. The Joint Programme aims to address protection issues of women and girls within the women, peace and security framework by making them key actors in security sector reforms, through ensuring their engagement in these processes and building their capacity in that regard. Building on the progress since the adoption of 2012 Provisional constitution, the Federal Government of Somalia through the Ministry of Women and Human Rights Development is executing its mandate through three thematic areas of Human Rights, women/Gender rights and Child Rights.

44

The Joint Programme will strongly complement and closely collaborate with ongoing initiatives, including the Joint Programme on the Rule of Law, Peace Building Fund Initiatives, prevention of Violent Extremism (PVE), and constitute the programmatic effort to translate the Community Recovery and Extension of State Authority and Accountability (CRESTAA) into practice. The NDP has general references to gender strategies that would create and enable the legal, policy and institutional environment, improve safety and security for women. The nexus between the Comprehensive Approach to Security (CAS) and the protection of women and girls is particularly evident, as physical access to areas where sexual violence occurs and under-reporting of sexual violence are linked to security issues in those areas. If security is non-existent, it becomes impossible to protect the rights of all persons, particularly women and girls. Human rights monitoring is a central tool in responding to human rights concerns and crises, identifying causes of human rights problems and developing durable solutions, promoting accountability, and deterring human rights violations.

Strengthening the capacity of the National Human Rights Commission and selected civil society organizations to conduct robust human rights monitoring, even in areas where access is difficult, will greatly improve the physical safety and protection of women and girls. The focus of this work will be prevention. Monitoring will assist in identifying perpetrators of these violations and make it possible to bring them to account. Key in this is in-depth engagement with local communities and their different societal groups, in order to help them understand the nature of human rights and women's rights violations. This can increase reporting from areas with difficult access and foster the implementation of human rights at the local level vis-à-vis local formal and informal authorities. National-level civil society networks can thereby establish important links between local communities and federal institutions.

3. Strategic Approach including lessons learned and the proposed programme context

Somalia human rights protection and promotion has gradually improved as government institutionalization and legislative reform have taken root. The areas covered include: protection of civilians, access to justice, women's rights, and rights of the child, rights of internally displaced persons and refugees and other vulnerable groups, as well as economic and social rights including the right to health, education and food. Nevertheless, concrete improvements in protection, justice and access to redress for victims of past abuses and those most at risk of abuse today are yet to be fully addressed. There is need to fast-track the laws on human rights and create awareness and advocacy programmes. The Federal Government and its international partners have identified areas of reform to improve the human rights situation, including through Action Plans for the implementation of the Human Rights Roadmap (2015-2016) that aims to mainstream human issues rights across ministries and sectors.

Effective programming for project implementation requires the harmonization of efforts and establishment of a common vision across all relevant agencies, organizations and institutions that will contribute to the Joint Programme's overall outcome statement. The joint programme aims to further the Human Rights Due Diligence Policy with respect priorities for the security sector and the implementation will strive to apply the Human Rights Based Approach.

The following principles apply to the programme:

14

National ownership: The priorities and milestones set out in the NDP will guide the overall goals outlined in the programme, based on the principle of “Somalia-owned, Somalia-led.” The NDP reiterates that the end beneficiary is ultimately the population, and so in the context of national ownership the Somali people need to be involved in the security, rule of law and institutional compliances in their communities at the member state level, down to the districts across Somalia.

The programme addresses priorities and commitments set out in Somalia’s Human Rights Road Map and the Action Plans on Children and Armed Conflict, as well as National Action Plan to End Sexual Violence in Conflict, which are aligned with the NDP⁵. It aims to strengthen the capacity of the MoWHRD in its leadership role on the implementation of Somalia’s human rights commitments and the Ministries of Internal Security and Defence, including the SNA, on accountability, and Parliamentary Committees (Security, Human Rights and Justice) to strengthen their legislative and oversight role⁶. The independent Human Rights Commission will be established and supported so that it begins to function. It will further engage with civil society down to the community level in order to trigger a social transformation towards increased knowledge and appreciation of human rights and women’s rights. Support to the Executive, and the MoWHRD in particular, will strengthen its role, and the inter-ministerial committee (secretariat) established in 2015 to support the implementation of Somalia’s human rights commitments, including through the Action Plan on the human rights road map, Children and Armed Conflict and Conflict-Related Sexual Violence and Gender. The Action Plans draw from and are intended to help implement the recommendations of the UPR and other UN mechanisms. Core ministries of internal security, Defence and justice will be supported in specific areas related to protection and human rights compliance. Two consultants, including one based in the ministry of Women and Human Rights will be engaged to support programme activities.

Principles of good governance: Principles such as accountability, transparency and public participation in policy formulation with respect to the human rights will be mainstreamed into the programmatic interventions across both output areas of the programme. Engagements and coordination will be ensured to establish linkages with the work of the Rule of Law Joint Programme, which will promote civilian oversight of the justice and police sector. Also, independent and reliable information collection will be essential to construct viable and lasting approaches to the formulation of civilian casualty and crime databases. Therefore, efforts will be made to collect qualitative and quantitative data to help identify the kind of capacity strengthening of the institutions that is required and the appropriate legislative interventions.

Do no harm principles: In complex environments programme activities that are designed to bring in changes and impact the lives of Somali citizens, the activities will also ensure that there is oversight in the policy formulation through high level discussions at the Programme Board, where both national and UN stakeholders will be present. Further, the engagements with the Parliamentary Committees will ensure that it is a sounding board to discuss the policies and legislations. These broader engagements between the policy makers, planners and implementers will minimize the adverse effects on the citizens.

⁵ The 2017-2020 Somalia NDP envisions a society where human rights are protected, promoted and enjoyed by all with a goal of creating an enabling legal, policy and institutional framework to promote and protect human rights through the establishment of an Independent Human Rights Commission, strengthening accountability and implementation of commitments on human rights including for women and children, p. 29.

⁶ The new established parliamentary committees for: (a) Interior Federal State and Security Affairs; (b) Committee on Defense; (c) Committee on Human Rights and Women; (d) Committee on Judiciary, Religious Affairs will be strengthened to deliver on human rights, including the rights of women and children.

community structures, and wider political, social and economic landscape. Regular monitoring and evaluation of the activities will be undertaken to ensure that the implementation is adjusted to the ground realities.

Inclusive processes: Efforts to ensure active participation of women and youth will be undertaken. Policy formulation will address the UN resolution 1325, which calls for including a gender perspective in peace negotiations and increasing women's participation in peace negotiation, with particular attention to supporting local women's peace initiatives. Also, the recently concluded Amman Youth Declaration adopted at the Global Forum on Youth, Peace and Security in August 2015 calls for all actors to recognize the vital role that young people can – and must – play in peace building and preventing violent extremism.

With regard to civil society engagement, consultations in 2015 and 2016 within the framework of the monthly civil society forum identified an advocacy gap with regional and federal parliaments on various human rights issues, thus limiting them from effectively advocating for and engaging federal parliament and the executive on their oversight role, particularly in dealing with the rights of women in the emerging legislation, such as the rights to freedom of expression, gender based sexual violence, and the rights of minorities. The programme seeks to strengthen civil society engagement 'upwards' and 'downwards', and aims to improve its links to regional and federal parliaments on various rights issues. Somalia's NDP suggests introducing legislation providing an appropriate legal framework for civil society organizations.

The Parliament-Civil Society Partnership will therefore provide an opportunity for increased dialogue and mutual understanding between civil society and parliaments on key human rights issues, which will provide a critical entry point in the implementation of the programme. Civil society organizations need to be encouraged to form networks among each other in order to constitute sufficient clout to engage the government. The Joint Programme will enable different civil society organizations to form such networks, and foster increased provision of information to the public (as well as the government) through the media. On the other hand, this civil society network will be supported to engage deeply with local communities in order to: (a) receive more reports from the local level, and (b) help local communities engage with federal level institutions. An international partner organization with in-depth Somalia experience will be deployed to help form a network, establish media work, and foster engagement with local communities.

Most importantly, direct engagement of the Joint Programme with local communities will establish the basis for the population to appreciate international norms of justice and human rights – which will be the basis of 'delivering justice for all'. This direct engagement through community facilitators, based on in-depth understanding of local power structures, will help trigger social transformation towards increased understanding of individual rights norms. It will further encourage societal groups and individuals to articulate human and women's rights violations and help them to be reported. A programme partner with significant experience in local engagements will assist in training local facilitators to engage communities, and help establish links to national level civil society networks. It will further build on community-level work that has already been implemented by UNICEF.

44

Partnerships: The programme will be implemented through partnership and synergies built between UNSOM, UNDP and UNICEF and the Gender Theme Group, through the Joint Rule of Law Programme, Security Sector Reforms, and Prevention of Violent Extremism projects, Parliamentary and Constitutional Support Project and State Formation projects of UNDP. The Parliamentary and Constitutional Support Project shall be undertaking the implementation of the activities with the Parliamentary committees.

Focus on capacity development versus capacity substitution: The programme will invest in enhancing the capacity of state institutions to train the ministry staff, legislators, and human rights commissioners and staff, as well as the focal points of the inter-ministerial committee who will be implementing the human rights roadmap. International technical advisors will be recruited to support on job capacity building and to mentor national officers in the respective institutions.

Extension to regions and recovered areas: The programme will provide technical, advisory and financial assistance based on the principles of UN's new approach to stabilization – CRESTA/A in Somalia. The overall intent of the approach is to support the Federal Government of Somalia (FGS) to establish credible, representative and functional sub-federal administrations that mitigate conflict, instil confidence among the population in State structures and improve the lives of Somalis. Through the programme, the executive and legislative institutions in the regions will be strengthened with respect to their human rights roles and the expansion of the work of the human rights commission in at least four regions will be undertaken. The capacity of civil society to engage in the regional states and administrations will be strengthened so that they can perform their oversight and advocacy roles more effectively.

Mainstreaming child protection: The programme will ensure that child protection is mainstreamed across all the components of the thematic areas. A comprehensive approach to protecting children affected by armed conflict and post-conflict situation will aim to consolidate protection mechanisms, policy and legal framework.

Women, Peace and Security: To strengthen the protection of women and girls, the programme will complement the activities conducted under the National Action Plan on Ending Sexual Violence in Conflict. To ensure that no duplication will occur, the focus will be on working with the National Human Rights Commission and relevant Federal Parliamentary Committees to enhance the capacity of these bodies to ensure that national laws that protect women's and girls' rights are in line with international standards. The capacity of the formal justice system needs to be strengthened to ensure an increase in the investigation and prosecution of cases of sexual violence. It is important for the formal justice system to address access to justice issues for survivors and to address accountability issues for perpetrators.

The programme will treat women as stakeholders rather than only as victims by specifically engaging with women in Parliament, the Executive, civil society, and at the community level. It will link women at the community level to national and federal member state level civil society partners in order to enable them to provide their inputs into security and human rights, and ensure that parliamentarians are informed about the needs at the very local level. It will further assist women in government and parliament – and other actors – to develop specific women's rights and security agendas.

Somalia's Human Rights Roadmap identifies legal and legislative reforms as a priority, with emphasis on aligning them with international human rights standards and strengthening the accountability of security and justice institutions. The action plan for the human rights road map identifies the need for the legal framework to comply with international human rights standards including the Constitution and for the domestication of the Convention on the Rights of the Child ensuring that non-discrimination and equality principles are enshrined in the national legislation. The role of Parliament, in particular the human rights and justice committees, is key and its capacity will be strengthened to effectively steer legislative initiatives and lead efforts to ensure the executive's accountability on human rights, including the rights of women and children. A consultant to provide technical support to the implementation will be recruited to work with these committees.

Within the framework of the NDP's strategic objective to establish *independent, accountable and efficient justice institutions capable of addressing the justice needs of the people of Somalia by delivering justice for all* and to generally create an enabling institutional framework, the Joint Programme will support the establishment and activation of an independent national human rights institution and strengthen its role at the state level. The establishment of an independent human rights commission is a recommendation to the Federal Government for implementation that has been repeatedly made by the UPR. In 2016, the President signed the Independent Human Rights Commission bill into law, which enabled the establishment of the commission. The establishment process has started with joint support of UNDP, UNSOM HRP, and OHCHR, and it is expected that the commission will be in place in 2017. The joint programme will therefore support the final establishment of its structures, the development of a strategic plan, and support the commission's logistical operations and initial activities. It will support the hiring of two specialized consultants with sufficient experience in the development, strategic planning, and operationalizing national human rights institutions.

Lessons learned:

The lessons learned from current and past UN interventions in human rights, women's rights, security sector reform, and protection include:

- Strong national and state ownership for effective implementation of the country's commitments is required: Given the weak state structures and government institutions, the capacity to plan, formulate and implement programmes has been a challenge. The political support to and accountability of government institutions, coupled with their non-functionality, must be addressed. As part of the capacity building activities of the Joint Programme, government institutions led by the MoWHRD and including Internal Security, Justice and Defence will be strengthened to deliver the programme. An inter-ministerial mechanism can be a viable option to strengthen coordination and ownership in the process of implementing the country's human rights commitments, and strong national ownership is needed to ensure the success of the programmes.
- Implementation of Somalia's human rights commitments (legislative, legal and institutional frameworks) in line with the human rights roadmap is key for sustainable state building, peace and security: Somalia's human rights commitments, including those of the UPR and other recommendations, gravitate mainly around legislative, legal and institutional frameworks that have been weakened during more than two decades of conflict. The human rights laws, policies and

14

rules have not been fully developed hence the need to improve the legal environment. Sustainable state building and restoration of peace and security depends largely on the extent to which these frameworks are built.

However, frameworks can be meaningless if a) they are abused by elites for their own purposes, and (b) society and communities do not comprehend the normative orders which underpin such frameworks. For this reason, justice and security sector institutions, as well as civil society organizations, need to be understood and navigated. Local norms that underpin local justice and security processes need to be influenced by norms that determine international human rights standards and women's rights. The Social, cultural and religious norms may contravene the human rights and hence the need to create awareness, involve the citizenry in determining legal and policy issues that touch their human rights.

- Comprehensive Approach to Security presents an opportunity to anchor protection and accountability in emerging security institutions: Accountable and human rights-compliant security institutions are critical for the protection and respect of the rights of citizens. This is critical given the inaccessibility of certain parts of the country due to insecurity. Violations of human rights including conflict-related sexual violence is difficult to monitor in areas that are inaccessible as a result of conflict. The comprehensive approach to security must be underpinned by human rights standards and, given that Somalia's security institutions are being rebuilt after decades of conflict, there is an opportunity to ensure a strong foundation of human rights.
- An independent national human rights institution established according to the law will be a key defining element of Somalia's national protection system: After decades of war and attendant rights violations including extra-judicial killings, conflict-related sexual violence, arbitrary arrests, violations of the rights to freedom of expression, fair trial rights affecting mostly vulnerable groups, Somalia needs a specialized institution to protect the rights of its people and advocate for respect for human rights. Independent national human rights institutions created by the law will play this key role as a defining element in the national human rights protection architecture. This institution will also play an important role in providing oversight on the Federal Government and how it will implement international human rights standards.
- It is very important that the Independent National Human Rights Commission is staffed by credible individuals, taking into account an environment where many state institutions are undermined by other power networks.

Navigating the emerging federal institutions to build a viable and consistent human rights architecture will be a challenging but worthy undertaking: The state-formation process is taking root and the need to ensure that the emerging institutions, including the protection institutions, will have to be representative is key. The development of institutions is still work in progress and fragile and require continuous support to evolve in terms of structures and other internal management and administrative capabilities.

24

- The monthly civil society forum supported by UNSOM HRPG in 2014 to 2016 provided the opportunity to identify gaps, including the lack of engagement between the parliament, the executive and civil society, and the need to build capacity of the civil society on rights advocacy and how to hold the government accountable. A vibrant civil society is crucial for human rights protection and advocacy and its capacity in this regard is a key element. Strengthening the civil society forum and coordination, including with the regional civil society groups, will be important. Civil society plays a critical role in Somalia in that it is able to access parts of the country that are outside the reach of UN actors. Having a vibrant and competent civil society will enable more reliable information to be collected, which will be used for programmatic purposes by the UN and will assist the Federal Government in identifying areas where there are gaps.
- In terms of holding the state and other agencies such as security institutions accountable to their human rights omissions and commissions, there is need to formulate the rules, build capacity of stakeholders and agree on a framework of monitoring and evaluating the accountability of actions. Communities need to be engaged in state building interventions, or the state institutions will be meaningless. Lessons in post conflict environments have shown that the delivery of justice or security services to local communities is key to prevent further conflict. Furthermore, societies need to start accepting justice and security norms underpinning the modern institutions that are built at the national and state level. Without societal appreciation of any of these institutions and their norms, state building can be meaningless. Human rights and women's rights paradigm need to be introduced at the community level, and in turn, communities need to play a role in holding the government accountable.
- Women must be empowered to become actors in establishing human rights, security and justice, rather than being treated or perceived as victims. There has been a trend to only treat women as 'victims', while yet they more knowledgeable in regard to security and justice issues affecting them, which need to be harnessed.

Theory of Change

The Joint Programme on Human Rights will focus on the main priorities and commitments under the Human Rights Roadmap and the Universal Periodic Review recommendations which have been considered in the National Development plan. The activities to establish and strengthen institutions that protect and promote human rights as well as the oversight and monitoring enable them deliver effectively in their roles towards the defence of the rights of citizens, particularly women and Children. An enhanced role of these institutions will contribute in strengthening the compliance of human rights and the rule of law in the country, which has suffered as a result of the more than two decades conflict. The Joint Programme facilitates a dedicated intervention on major areas that have direct relevance to the conflict, including the creation of awareness and training for security, justice and legislative institutions and the establishment of the Human Rights Commission. Interventions to strengthen the civil

society organisations will facilitate monitoring and oversight both at the grassroots and national level. Overall, the programme with further the implementation of the national and international human rights commitments which Somalia has pledged to implement.

The Joint Programme Thematic Areas

The implementation of the Joint Programme will support the achievement of the Sustainable Development Goals (SDGs), especially goal 16 (Peace, Justice and Strong Institutions) and deliver on the National Development Plan 2017-2019. Further, the Joint Programme will complement the Joint Programme on the Rule of Law to address the priorities set out in the National Development Plan and the Comprehensive Approach to Security through a common UN framework and approach. The Human Rights and Gender specific Pillar in the MoWHRD under the NDP framework will be crucial in the implementation of the Joint Programme in other ministries. The Joint Programme will have five major outcomes under two thematic areas. The first output will focus on the executive, legislative, independent national protection mechanism (the National Human Rights Commission) as part of the strategy to strengthen the executive, legislative and institutional capacities to protect and promote human rights. Under the second output, civil society will be supported to form networks and engage in monitoring and reporting of human rights, grave violations against children and women's rights violations, and local communities will be engaged to increase their appreciation of modern human rights norms, and involve them in monitoring and reporting as well as to create continuous awareness and strengthen protection mechanisms. Both outputs contribute to the overall outcome of the programme *to ensure that human rights and protection are central to the security architecture through strengthening of the capacity of the Somali federal security, justice and human rights institutions and be accountable for human rights commitments particularly for women and children.* The outcome and outputs are detailed in the Result Matrix and the Work Plan.

4. Sustainability of Results

The essence and the principle of the programme is to build national capacities at both Federal Government and Federal Member State levels to more effectively deliver on their mandates with respect to human rights. The programme focus will be to strengthen the legal, legislative and institutional capabilities and delivery of human rights priorities. It will help lay a foundation for sustainable prevention and response to violations and contribute to sustainable peace and state building in Somalia. The capacity building component emphasized in the programme is expected to strengthen national and state level capacities both in the executive, legislature and the national human rights institution as well as civil society to drive the protection, promotion and advocacy work in the country.

The inter-ministerial mechanism to be strengthened will ensure coordination and support the relevant ministries in prevention and response, as well as the effective mainstreaming of human rights and implementation of commitments within the mandates of the different sectors and ministries. The consultants provided through this programme will build the capacity of staff in the state institutions during the implementation of the joint programme, thereby ensuring sustainability.

With the UN political mission (UNSOM) and the UN agencies, funds and programmes combining their efforts under one programme, the joint programme on human rights will deliver a common front to the

implementation of human rights commitments, especially the recommendations of the Universal Periodic Review (UPR) and the human rights roadmap, which cut across all sectors and mandates of UN agencies and programmes. This support that will be provided by the Joint Programme on Human Rights will also be useful for other Joint Programmes such as the one on Rule of Law and progress shall be shared in common areas of interest in support of the Federal Government.

Through its support to national level civil society, the Joint Programme will help establish links between different human rights actors, as well as links between national level civil society and community level actors.

Furthermore, the Joint Programme aims to reinforce important social transformation at the local level towards human rights including children and women's rights norms, which can provide long-term changes in communities and make them comprehend, appreciate and increase their demands vis-à-vis a modern state. The work plan provides details of specific interventions, activities and outputs of the Joint Programme to be implemented during the period 2018 to 2020, contributing to the overall objective of the programme.

5. Results Framework Jan 2018 to July 2020

UN JOINT PROGRAMME ON HUMAN RIGHTS

Outcome: *Ensuring human rights and protection are central to the security architecture through, (a) strengthening the capacity of Somalia's federal and state security, justice and human rights institutions to implement and be accountable for human rights, child protection and Women, Peace and Security commitments, and (b) enable Somali civil society to increasingly appreciate, monitor and report on human rights, especially women's and children's rights violations.*

Output 1: Legal, policy and institutional capacity for the promotion and protection of human rights are developed and strengthened (Federal Government of Somalia, Parliament and the National Human Rights Commission);

Activity Result 1.1: The capacity of the MoWHR

D and inter-ministerial task-force which includes security and justice is developed and strengthened to enable implementation of Somalia's international and domestic human rights commitments (UPR, NAP/SVC, CRC, CAAC);

Indicators	Baseline	Milestones / targets	Means of Verification (Frequency)
Support provided to one Inter-Ministerial Committee to oversee implementation of Human Rights Roadmap including the domestication of Convention on the Rights of the Child, UPR, and NAP/SVC is established/strengthened.	Steering Committee on the implementation of the NAP/SVC in place, Loose Task Force on the UPR exist	One inter-ministerial Committee with sub-working groups is formed <ul style="list-style-type: none"> Federal Task-Force on the domestication of the Convention on the Rights of the Child (CRC) Federal Steering Committee on the NAP/SVC. 	Meeting minutes, reports, papers on substantive matters
Number of technical staff inducted on human rights commitments and activities is strengthened	Capacity of the Ministry of Women and Human Rights is weak with only one staff member for thematic areas	2 dedicated staff embedded in the ministry to deliver and mentor relevant ministry staff on human rights activities	Dedicated consultants and staff appointment documents/contracts, performance evaluations, activity reports
Number and frequency of coordination meetings convened by the inter-ministerial and committee and federal task-force on CRC, Steering Committee on the NAP/SVC with relevant regional state ministries	Informal coordination mechanism	4 quarterly meetings convened annually	Meeting outcomes and minutes
Mechanism for the implementation of a comprehensive juvenile justice is initiated.	Absence of appropriate mechanisms and framework Puntland Juvenile Justice Law	4 quarterly federal task-force meeting on CRC at national-level and 2 bi-annual meetings at State-level 6 meetings of the Steering Committee on the NAP/SVC at national and state level convened A pilot programme is implemented at Federal level and at least in one FMS	Legal framework in place with a harmonized Child Act/juvenile justice mechanism with streamlined referrals

54

Number of Ministry of Women and Human Rights staff/officers and other line ministries trained on human rights monitoring and implementation	Basic knowledge of human rights issues exists	At least 4 people from each ministry (15 Ministries) are trained	Training workshop reports, training modules
Mechanism for monitoring, reporting, tracking and addressing human rights violations developed and managed by MoWHRD for each of the SNA, SPF, NISA, and Attorney-General's Office is in place	Women and Child Protection Unit in SPF, no other monitoring mechanisms in place	MoWHRD has a monitoring system in place. And SNA, SPF, NISA, and Attorney-General's Office can address/investigate/prosecute human rights related cases and sexual violence cases	Database for monitoring cases and developing reports with recommendations
Number of draft laws and policies on the nexus between human rights, justice and security developed in line with human rights standards with the support of the inter-ministerial task force (Security and Defence related legislations/Policies)	Human Rights Roadmap, National Action Plan on Ending Sexual Violence, Action Plans on Children and Armed Conflict	8 draft bills (including counter terrorism, Amnesty Policy/Law, penal code, citizenship, sexual offences, constitution) 5 thematic policy/programme papers (including NDP implementation, Protection of Civilians policy developed)	Respective legal bills and policy documents reviewed, research papers
One treaty ratification action plan developed by MoFA for treaties Somalia accepted to consider in the UPR process	Sensitization on CEDAW undertaken (UNFPA)	CEDAW ratified	Ratification documents
Number of training sessions provided to prosecutors in the FGS and FMS on human rights, juvenile justice and general criminal justice	No specific training provided on human rights to the prosecutors	4 training sessions per year for FGS and FMS 6 training sessions (one at federal level and 5 at state-level) to create awareness specifically on child protection and justice for children mechanism	Training reports and participants attendance and evaluation documents

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Activity Result 1.2: Federal and State Parliamentary Committees are able to ensure that legislation complies with international and domestic human rights standards and are able to effectively hold the executive to account on its human rights commitments especially for women and children:

<p>Number of human rights and security related legislation developed and reviewed by the different human rights and security committees</p>	<p>Federal Constitution of Somalia, Draft Federal Constitution, Sexual Offences Bill, Penal Code, Citizenship Bill, Anti-FGM Bill, International treaties requiring domestication. Convention on the Rights of the Child</p>	<p>Human rights and security committees reviewed 3 draft legislation per year on its compliance with human rights (constitution, penal code, counter-terrorism, citizenship, sexual offences, justice for children/juvenile justice)</p>	<p>Review documents/legislation produced, interview with stakeholders</p>
<p>Number of consultation meetings organized by human rights and security committees to engage in dialogue with citizens on draft legislation</p>	<p>New Parliamentary Committees being constituted</p>	<p>1 consultation per committee per quarter.</p>	<p>Documents produced, interview with stakeholders</p>
<p>Number of training sessions on human rights and legislative drafting/review conducted for the relevant committees</p>	<p>Training conducted for general legislative drafting vis-a-vis existence of new committees</p>	<p>1 training session per committee per quarter</p>	<p>Training reports and Parliamentary calendar</p>
<p>Established and functional electronic database with human rights related studies and data, which would be constantly updated and include specialized human rights sub-areas to support the legislative functions of parliamentary committees</p>	<p>Absence of a database</p>	<p>Database launched with 500 articles, papers and books in the database</p>	<p>Database review</p>

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Number of investigations/enquiries done by security/HRs committees in parliament into grave or systemic HRs violations	New Parliamentary Committees being constituted	1 Parliamentary Committee enquiry conducted	Reports of investigation/enquiry
<p>Number of periodic meetings held with civil society organizations, think tanks, and academic institutions to strengthen inclusive participation and building constructive dialogue on human rights in security service delivery</p>	0	<p>First televised Chatham house style discussion by parliamentary committees on human rights and security with stakeholders (1 per year per committee)</p>	<p>Minutes and footage review</p>
<p>Number of working sessions by human rights and security committees on budgetary/financial oversight and analysis with specific focus on human rights</p>	0	<p>2 budgetary/financial review sessions per year per committee</p>	<p>Document review</p>
<p>Number of national laws that protect women's and girls' human rights are in line with international standards</p>	<p>Federal Constitution of Somalia, Penal Code, Sexual Offences Bill, Anti-FGM Bill, Citizenship Bill</p>	<p>3 - Federal Constitution, penal Code and Sexual Offences bill address women's and girl's rights.</p>	<p>Federal Constitution of Somalia, penal code, Sexual Offences Bill Parliamentary Committee Reports</p>

Activity Result 1.3: An independent National Human Rights Commission that is able to sustainably and effectively promote and defend human rights and address violations including against women and children

44

<p>Multi-year strategic plan for the Human Rights Commission developed based on collected knowledge in the context of women and children's rights in Somalia focusing on the nexus between human rights, peace and security</p>	<p>0</p>	<p>A multi-year strategic plan for the HRC launched</p>	<p>Strategic Plan document, strategic planning workshop reports,</p>
<p>HR Commission is fully established and activated in terms of the law.</p>	<p>No HR Commission is in place. Establishment process not yet commenced although selection of commissioners started.</p>	<p>9 Commissioners with regional, gender and clan representation are confirmed by Parliament.</p>	<p>Establishment report showing that the HR Commission is set up in accordance with the law.</p>
<p>Standard operating procedures established for the operationalisations of the independence and autonomy of the commission</p>	<p>No Commission exists</p>	<p>-One state of human rights report, one thematic report launched -At least 5 press statements released on human rights issues/concerns in the country per year.</p>	<p>Press releases and communications to government entities on human rights issues</p>
<p>Number of human rights complaints particularly sexual violence and violations of children's rights received and addressed.</p>	<p>Baseline is zero as the commission is yet to be established</p>	<p>At least 50 complaints received and/or addressed including those affecting women and children are handled by the commission per year</p>	<p>Database of cases established.</p>
<p>Number of Reports produced including an annual state of human rights and thematic reports including CRSV and the rights of children.</p>	<p>0</p>	<p>One Annual State of Human Rights launched, 2 Thematic Reports launched</p>	<p>Report that addresses the state of human rights, thematic reports produced</p>

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Number of advocacy and awareness workshops/campaigns conducted by the Human Rights Commission	0	2 campaign activities per region per year making a total of 6 campaigns for the entire programme duration	Campaign monitoring and evaluation reports, campaign activities footage, pictures, interviews, survey reports
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Output 2: Monitoring, reporting and advocacy capacity of human rights Civil Society Organisations developed
Activity result 2.1: Human rights civil society organisations in Somalia are able to monitor, evaluate, report and to hold the government accountable for human rights violations.

Number of trainings organized for key human rights civil society actors to hold the Somalia government accountable for human rights violations is increased through training and capacity building.	Human rights actors and organizations are present and operational.	10 human rights civil society actors are trained to monitor and document human rights violations.	Civil society public reports, programme reports, advocacy reports, documents targeting human rights bodies at the UN and African Commission on Human and People's Rights.
One Human Rights civil society networks established/Strengthened	Existence of loose networks some of which are either not genuine or involved in various/different thematic areas other than human rights	One civil society network per region/State and one main network established at the National level	Meeting outcome notes, Terms of reference and list of member organizations

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Annex 2a: Work Plan and Budget

See excel sheet

6. Management and Coordination Arrangements

Execution Modality

The programme will be implemented through a Direct Implementation Modality (DIM), and will be administered and managed in accordance with the rules and regulations of the United Nations.

Steering Committee

The key decision making body of the programme will be the Steering Committee which shall be made up of senior representatives of the Federal Government of Somalia and the senior UN Management will guide the implementation of this programme. The Steering Committee will comprise of the Ministry of Women and Human Rights Development (Chair) and the Deputy Special Representative of the Secretary-General (DSRSG) of UNSOM (as co-chair), with members from Ministry of Internal Security, Ministry of Defence, a representative of the Federal Parliament, Chair of the National Human Rights Commission, donors, Civil Society representative, the Country Director of UNDP and the UNICEF Country Representative.

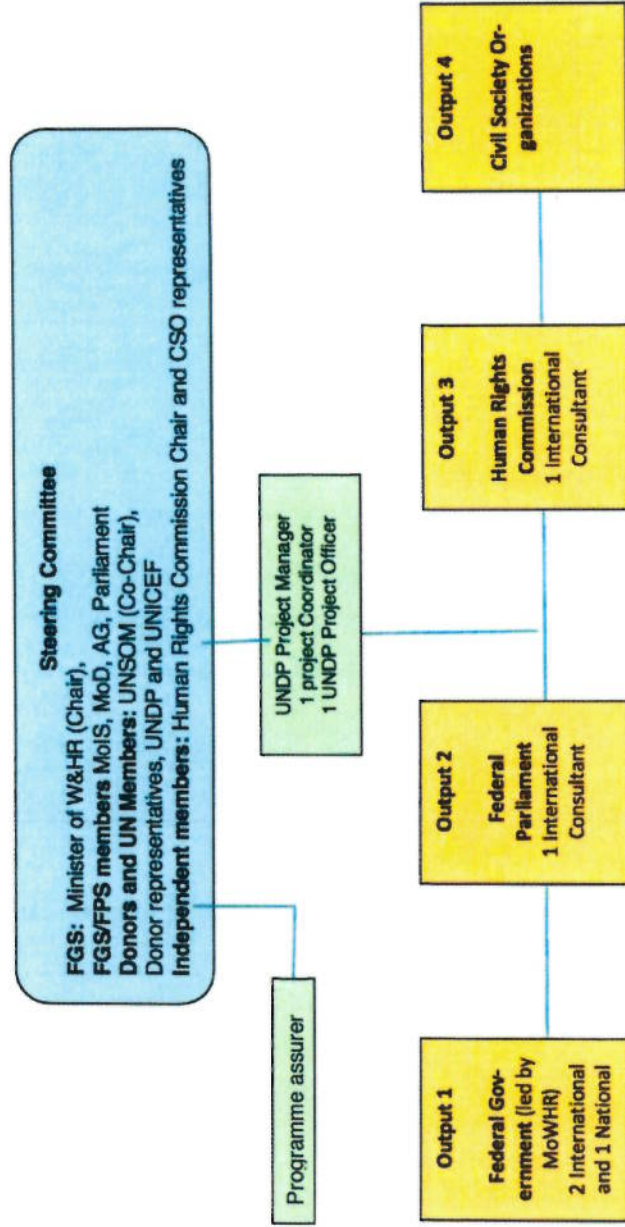
The main function of the Steering Committee will be to offer advice and guidance on the overall direction and implementation. Should there be major changes affecting the programme's implementation, this organ will provide the strategic guidance on how to meet such challenges and will advise on appropriate measures to take.

The Steering Committee will convene at the outset of the programme and on a quarterly basis, or whenever necessary and provide inputs to the relevant NDP cluster. The mandate of the Steering Committee is to:

- Serve as resource allocation body and undertake management oversight and coordination;
- Facilitate collaboration between UN organizations and FGS for the implementation of the Programme;
- Review and approve the annual work plans, including budget allocation decisions;
- Request funds disbursements in line with the Annual Work Plan and the Steering Committee budget;
- Review implementation progress and address problems;

- Review and approve progress reports, evaluation reports, budget revisions, and audit reports (published in accordance with each UN Organization disclosure policy);
- Share information with the National Development Plan Pillars which, in turn, will update the SDRF / MPTF.
- Consider proposals and/or take measures to reallocate funding for the programme as the situation may determine during its implementation.

The programme management structure is provided below:



UNSOM will support the beneficiaries on substantive matters, with technical and additional support from UNDP, UNICEF and the wider UN Country Team.

44

Project

Manager

A Project Manager from UNDP (not paid under the Joint Programme), will provide overall guidance to the implementation of the programme and will ensure that the programme runs smoothly and effectively by working closely with the Project Coordinator. Specifically, the Project Manager will be responsible for ensuring that any project management, programme, operations and financial disbursement service tasks are addressed. He/she is responsible for ensuring that the programme is implemented in accordance with the programme work plan.

The Project Manager's prime responsibility is to provide overall administrative and technical direction and also that the programme produces the results specified in the programme document, to the required standard of quality and within the specified constraints of time and cost lend support in identifying complementary activities under the UN Joint Rule of Law Flagship Programme and UNDP programmes as well as other joint programmes as appropriate.

The programme will be supported by the following dedicated capacity:

Federal Government

- Ministry of Women and Human Rights 3 technical consultants (3 int + 1 Project Coordinator.)
- Parliamentary Committee on Human Rights 1 int. technical consultant
- Independent Human Rights Commission 1 int. technical consultant

UN support

- UNSOM 2 Human Rights Officers (not paid by the Programme)
- UNDP 1 Project Manager (not paid under this programme) and
1 Project Officer

Coordination and technical support to the implementation from the UN side will be provided by **four staff and one Project Coordinator** who **will be based** at the **Ministry of Women and Human Rights with an Office at the UNSOM/UNDP in MIA.**

A Project Coordinator

A Project Coordinator will be hired to coordinate the implementation of programme activities within the various government agencies involved in the programme. The Project Coordinator shall also coordinate and keep the UNDP and UNSOM office in Mogadishu updated regarding the day to day technical aspects of the programme while working closely with the Project Manager. He/She will be based at the Ministry of Women and Human Rights Development and shall report to the Director General of the Ministry on the technical aspects of the programme, and keep the UN counter parts constantly informed.

UNSOM Technical Team

The UN technical team (Not paid under the programme), composed of Human Rights and protection Officers will provide technical support to the programme, ensuring synergies with other relevant programmes and that the programmes implemented are consistent to the technical support priorities to the Federal Government, including the commitments under the Universal Periodic Review and the Human Rights Roadmap.

Programme Assurance

UNDP carries out the project assurance role, to ensure that programme plans are being developed according to agreed standards and that management procedures are properly followed and potential risks properly mitigated. The Programme assure also ensures that programme outputs definitions and activity definition (as appropriate) have been properly recorded in the Atlas Project Management to facilitate monitoring and reporting, and that steering committee recommendations are followed.

UNDP Operations Support Team

The programme will be implemented with the support of the Operations Support team of UNDP, who will provide support to the daily running of the programme. In addition to this, consultants and advisors will be recruited to implement already identified activities. The Operations Support team will report directly to the Project Manager.

Monitoring and evaluation framework

The programme will be monitored in accordance with the programming policies and procedures of UNDP. Relevant government ministries and institutions/agencies, UNSOM, and other UN Agencies, as well as NGOs will be consulted with regard to the implementation of the activities specified in the Annual Work Plan (AWP). The Project Manager will produce regular progress reports, on half-yearly basis in consultation with the Project Coordinator, to the Steering Committee and will use the indicators of the results framework of this

programme for monitoring purposes. In addition to this on-going monitoring, an end of programme report, prepared by the Project Manager, shall form the basis for gauging overall programme performance.

Administrative Agent (AA)

The Programme, which is part of the Somalia UN MPPTF, will follow the pass-through fund management modality according to the UNDG Guidelines on UN Joint Programming. The UNDP Multi-Partner Trust Fund Office (MPTF Office), serving as the Administrative Agent of the Somalia UN MPPTF, as set out in the Memorandum of Understanding (MOU) for the Somalia UN MPPTF, will perform the following functions:

Links to NDP Working Groups and CAS Strands

The role of the NDP Working Groups is essentially coordination, policy guidance, and monitoring and reporting against the NDP priorities. The implementation of this joint programme will be under Pillar 9 (Human Rights and Gender). However, for each NDP Working Group such as Inclusive Politics, Security and Rule of Law for example, the outcomes of the Joint programme on Human Rights need to feed in to them. Key strategies on Justice and Security including the Comprehensive Approach to Security (CAS) must address human rights issues and this Joint programme contributes to this. Given that most activities under this Joint programme feed in to and are intended to contribute to other sectors and pillars, information sharing and coordination with other NDP working Groups and CAS Strands is extremely important.

Role of the Project Manager

- (a) Receive contributions from donors that wish to provide financial support to the joint programme;
- (b) Administer such funds received, in accordance with this MoU;
- (c) Subject to availability of funds, disburse such funds to each of the Participating UN Organizations in accordance with instructions from the governing body [Steering committee], taking into account the budget set out in the Joint Programme Document, as amended in writing from time to time by the Steering Committee;
- (d) Consolidate financial reports, based on submissions provided to the Administrative Agent by each Participating UN Organization (PUNO), and provide these to each donor that has contributed to the Joint Programme Account, Steering Committee, PUNOs, and the SDRF Steering Committee;
- (e) Provide final reporting, including notification that the Joint Programme has been operationally completed;
- (f) Disburse funds to any PUNO for any additional costs of the task that the Steering Committee may decide to allocate in accordance with Joint Programme Document.

Role of PUNOS

Each UN Organization assumes complete programmatic and financial accountability for the funds disbursed to it by the Administrative Agent and can decide on the execution process with its partners and counterparts following the organization's own regulations. PUNOs will establish a separate ledger account for the recipient and administration of the funds disbursed to them by the Administrative Agent. PUNOs are entitled to deduct their indirect costs (7%) on contributions received according to their own regulations and rules.

7. Risk Log

Risk description	Programme Activities affected	Risk Impact & Probability		Mitigating Measures	Responsible Parties
		Likelihood	Potential Impact		
Elections in 2020	Potential of dramatic changes to the political landscape can impact the Joint Programme implementation follow up to the election period.	Medium	High	Depending on the decision of one person, one vote election, possible mitigation measures include a committed focus on technical capacity development of institutional counterparts while support to non-state actors (civil society) is likely to continue	All UN partners

44

Tensions and conflicts in South-Central	All activities in South-Central might be affected if the Joint Programme is forced to suspend implementation due to increased security risks. The risk of this is greater in relation to liberated areas where state institutions need to ascertain and consolidate their presence.	Medium	High	Through making extensive use of national coordination mechanisms under the NDP, empowering national programme staff and continuing to build capacity with all programme counterparts, the Joint Programme will be able to continue implementation of activities under adverse circumstance.	All UN partners
Increase in internal political divisions	An increase in internal political divisions will have detrimental effect on all activities and interventions under the Joint Programme. Internal political divisions are likely to further deepen the autonomist/independent movements	Medium	High	While keeping track of all political developments, the Joint Programme will continue to build strong relationships with all local and regional partners, with a focus to support a harmonized approach to rule of law development across Somalia.	All UN partners.
Difficulty in securing international expertise to	Delayed recruitment processes may impact on the implementation pace of the Programme	Medium	High	Review agencies policies and streamline processes for eliminating delays.	All UN partners, including IOM

come to Somalia				Recruitment of diaspora advisors is not as difficult as recruiting international people for several reasons. Recruitment of diaspora expertise for some positions represents a sustainable and quick solution avoiding unnecessary waste of time.	
Limited commitment by government for long-term mechanisms or priorities	In the event that sustainable mechanisms and priorities are not implemented by government, the Joint Programme may be undermined in its scope	Medium	High	Regular follow up with government institutions on implementation of their strategic plans/action plans	All partners
Limited engagement with vulnerable groups	A limited engagement with vulnerable groups may undermine the rights-based approach the Joint Programme should abide by	Medium	High	Redesign activities with a strong focus on vulnerable groups and explore innovative ways of engaging with them	UNICEF. UN-WOMEN
Corruption in the public sector	Joint programme activities undermined as a result of corruption	Medium	High	Support accountability and transparency programmes through the Joint Rule of Law programme and	All UN partners

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Capacity needs outlast the Programme timelines	Programme fails in the long run to ensure that sustainable mechanisms and improved capacities are in place with the Government	Medium	High	strengthen oversight mechanisms	All UN partners
Insecurity at the regional and district levels leading to inability for the Programme to deliver services and implement activities	The planned activities in the regions and districts are delayed or interrupted	Medium	High	Develop alternative interventions jointly with other local stakeholders	All UN partners

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8. Legal Context or Basis of Relationship

This programme document shall be the instrument referred to as such in Article I of the SBAA between the Government of Somalia and UNDP, signed on 20 May 1976. Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the executing agency and its personnel and property, and of UNDP's property in the executing agency's custody, rests with the executing agency. The executing agency shall put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the programme is being carried, assume all risks and liabilities related to the executing agency's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement. The executing agency agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Programme Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267List:ng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Programme Document.

The table below provides a list of cooperation agreements which form the legal basis for the relationships between the Federal Government of Somalia and each Participating UN Organization of the Programme:

PUNO	Agreement
UNSOM HIRPG	UNSOM shall provide the technical guidance and support in the implementation of the Joint Programme in support of the Federal Government of Somalia (Ministry of Women and Human Rights and other relevant ministries) (HRRM, CRSV, Child protection and CAAC related programmes), Parliamentary Committees, National Human Rights Institutions as well as civil society organizations.
UNDP	This Joint Programme Document shall be the instrument referred to as the Project Document in Article I of the Standard Basic Assistance Agreement between the Government of Somalia and the United Nations Development Programme, signed by the parties on 16 May 1977.

49

UNICEF	UNICEF shall provide technical support guidance particular on programmes with child protection dimension and in ensuring that these issues are prioritized in the overall implementation of the programme
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Federal Government of Somalia

Ministry/Agency	Agreement/ Responsibility
Ministry of Women and Human Rights	The Ministry of Women and Human Rights is the FGS lead of the Joint programme and will be responsible for coordination and technical leadership on the part of the Federal Government. The Minister is the co-chair of the Steering Committee. In addition, the Ministry will be responsible for the implementation of the activities in the Joint Programme which concern the ministry.
Ministry of Internal Security	The Ministry of Internal Security is a member of the inter-ministerial Committee and will be responsible for the implementation of the activities in the Joint Programme which concern the ministry and are aligned to them in the Human Rights Roadmap Action Plan.
Ministry of Defence	The Ministry of Defence similarly is a member of the inter-ministerial Committee and will be responsible for the implementation of the activities in the Joint Programme which concern the ministry and are aligned to them in the Human Rights Roadmap Action Plan. The Ministry will work in collaboration with the Ministry of Women and Human Rights to ensure that the UPR recommendations aligned to the Ministry are implemented.
Attorney General's Office	The Attorney General's Office will have activities related to training and capacity building towards strengthening the capacity of the prosecutors in human rights issues relevant to their work. The AG's office will be represented by a focal point within the inter-Ministerial Committee.
Parliament	The Federal Parliamentary committee will take responsibility for ensuring that the legislations presented and discussed are compliant with human rights standards and will be responsible for all activities of the joint programme on this area including trainings and pre-legislative meetings

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Human Rights Commission	The Joint programme provides the first support to enable the functioning of the Commission which is now being established. Activities range from inductions and training, developing its strategic plan, initial implementation of activities under its mandate (Monitoring and investigations reporting) and renting office space.
Civil Society Organisations	The Joint Programme has a dedicated output for strengthening the Civil Society organisations to monitor and report on human rights including through training and establishment of grassroots networks.
Federal Member States	The Federal Member states are represented in the Inter-ministerial Committee by the Ministries of Women and Human Rights and all activities implemented under the Joint Programme will also include the Federal Member states. The project coordinator will be responsible for ensuring that the FMS are engaged throughout the implementation of the programme.

The Implementing Partners/Executing Agency⁷ agree to undertake all reasonable efforts to ensure that none of the funds received pursuant to this Joint Programme are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by Participating UN organizations do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267List-Eng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this programme document.

⁷ Executing Agency in case of UNDP in countries with no signed Country Programme Action Plans

44