

United Nations Somalia

1999 Annual Report of the United Nations Resident Coordinator

1 UN Accomplishments in 1999

1.1 Introduction

The Office of the UN Resident and Humanitarian Coordinator for Somalia prepared the present report in January 2000, with inputs from the UN Country Team (UNCT), i.e. UN agencies, programmes and offices serving Somalia:

- the UN Political Office for Somalia (UNPOS); headed by the UN Secretary General's Representative for Somalia.
- the Food and Agriculture Organisation (FAO);
- the United Nations Children's Fund (UNICEF);
- the United Nations Development Fund for Women (UNIFEM);
- the United Nations Development Programme (UNDP);
- the United Nations High-Commissioner for Refugees (UNHCR);
- the United Nations Educational, Scientific and Cultural Organisation (UNESCO);
- the World Food Programme (WFP); and
- the World Health Organisation (WHO).

The method used was to prepare a detailed outline of the report, annotated with specific instructions applicable to the special situation of Somalia, indicating the lead agency and contributors for each of the sections. Contributions were then collated and edited. The draft report was then circulated for review by UNCT prior to its finalisation and distribution.

Section 1 of the report is intended to provide an overview of what the UN System has accomplished in 1999. Section 2 relates to the management of the Resident Coordinator System. The Annexes provide useful, detailed information on key topics. The final annex of the report is the *Framework for UN Engagement in Somalia* developed jointly in December by heads of all the UNCT offices; it formed the basis for our UN reflected Somalia for 2000

1.2 Recent Political and Socio-Economic Trends and Their Implications

In the late 1930s the financial analyst David Dodd wrote that the four most dangerous words in the English language were: "This time it's different."

As on various occasions in the recent past, hope for peace remains high, despite the all too familiar pattern of clan conflict, robbery and violence. Current high hopes are founded on three main emerging changes. First is the slow but discernible change in the attitude of the international community towards Somalia. Both at the regional level and at the wider international level, efforts are intensifying to support a peace process. The Djibouti peace initiative launched by President Ismail Omar Guelleh, and the support the initiative is receiving from the United Nations Secretary-General, regional governments and governments of the developed world reflect a profound determination to make a peace process work this time.

Secondly, there is growing weariness throughout much of Somali society with the corrosive instability that pervades so much of the country's south and central regions. This is clearly linked to the increasingly profound disillusion with the so-called "warlords", and the emergence of myriad clan and local conclaves to seek some alternative to violence.

Between the peace efforts of the broader community and Somalia's seeming weariness and disillusion with its present fate, there is a third important factor in the present hope for peace. It is increasingly

evident that there are now in the northwest ('Somaliland') and to a lesser extent in the northeast ('Puntland'), true opportunities for recovery and development. This emerging reality is sustained by what appears to be durable peace and stability. This northern tier of relative tranquillity and potential economic growth has been seen as an example, if not a source of envy, to many Somalis who continue to struggle for their physical survival in the south and central portions of the country.

Yet, that said, there are a number of emerging "islands of stability" in which rehabilitation and reconstruction activities are underway in the south and central regions. Such islands require support to *foster* peace and stability as much as the northern tier requires support to sustain peace and stability. In that sense, what has been labelled the "peace dividend" of international assistance needs to be seen not only as a reward for peace but also as a means to seed it.

In between these northern areas of stability and the "islands of stability" in central and southern Somalia, the impoverishment of the Somali people continues unabated, constituting what in any other country would be considered a national emergency. Most adults have inadequate health- and nutrition-related knowledge; this can result in inappropriate attitudes and practices that contribute to Somalia's unenviable position of having child and maternal mortality rates among the highest in the world, literacy rates and levels of formal education among the lowest in the world. It is no exaggeration to speak of a 'lost generation' of youth who should have been in school for the last ten years. The AIDS crisis is looming: a recent study conducted in collaboration between UNICEF and WHO in Somaliland revealed still low levels of HIV/AIDS prevalence at about 0.8 percent. However, very high STD prevalence levels (30% of women going for pre-natal visits) and the geographical context (neighbouring countries with high AIDS prevalence) are causes for great concern and seem to indicate that Somalia is at risk of a serious AIDS epidemic.

Supporting peace and stability in the North

It is evident that over the past year Somaliland, in the northwest, has been the symbol of hope throughout much of the war-torn country. It is important to note that so much of the reconstruction and development that has been in evidence during the recent period of peace and stability are due to the efforts of the people of that region. While the international community has frequently spoken of a "peace dividend", the reality is that the resources required to demonstrate a real bonus for stability has yet to be seen to any significant extent. That said, there is every indication that a small wave of international donor interest is building up, and if the impact of such resources is to be felt, there will be considerable demand for institutional capacity-building, and effective coordination and programmatic coherence amongst UN agencies and non-governmental organisations.

However, the fate of Somaliland will in the immediate future depend upon a far more regional perspective than assistance programmes have reflected in the past. Refugee reintegration is one obvious indication of the need for a more integrated approach to programming and project design and implementation. At the same time, the possibility of supporting an inter-state trade structure for the future has been opened up as a result of the likelihood of a major humanitarian food operation from Somaliland's port of Berbera into Ethiopia, and the implications of that operation's impact upon the trans-border infrastructure. And, while these prospects are real and possible, in the immediate future Somaliland will have to come to terms with an extraordinary amount of mines and unexploded ordinances that hinder developments both within the region and across the region's boundaries.

The northeastern area, known as the state of Puntland, has over the past year made a remarkable effort to promote stability and peace. For all intents and purposes that effort has succeeded. More so than its northwestern neighbour, Puntland's peace is fragile, dependent upon a delicate balance of forces that is complicated by a dedicated group of religious fundamentalists. Puntland's authorities are particularly concerned about law enforcement and the judiciary throughout the region. In addition, there is the persistent concern about Puntland's coastal waters, from which the assets of the Somali people are being exploited through unregulated fishing and dumping of waste. These are but two examples of how the authorities' lack of resources has left them open to international exploitation.

Response to the needs of Puntland has been slow. As a self-governing entity it is relatively new, and the international community has needed time to determine how best to support Puntland's needs. Even recognising this fact, the authorities are increasingly suspicious about the sincerity of the oft' announced peace dividend. While a surprising number of activities have been launched during 1999 by UN agencies and NGOs, these have not been sufficient to meet the urgency if not anxieties felt by the authorities to establish governmental structures and law-enforcement capacities.

No matter how determined the international community might be to support initiatives in the north-east, the possibility that Puntland and Somaliland might find themselves in violent conflict over two regions that divide them – Sool and Sanaag – diminishes donors' interest. To date, tensions over these two regions have resulted in more verbal posturing than military action. Both Somaliland and Puntland are aware that the two regions pose potential internal as well as inter-regional instability for each. The immediate challenge for Somaliland and Puntland is to find ways to ensure peace. For the humanitarian community, the challenge will be to find ways to provide assistance to Sool and Sanaag without exacerbating tensions between Somaliland and Puntland.

Promoting peace and stability in the South and Central Regions

There can be little doubt that persistent violence continues to be the factor most responsible for the humanitarian crises that affect hundreds of thousands of Somalis in central and southern areas of the country. Poor rains inevitably threaten livelihoods of many in the rural areas. However, clan conflicts compounded by growing banditry that in turn leads to bloodshed and mayhem all are far greater hazards to farmers and agro-pastoralists' efforts to provide themselves and the market places with food. Such violence also severely hampers efforts by the international community to deliver humanitarian assistance.

That said, there is a difference between the present and five years ago. A growing number of pockets of stability appear to be emerging in various parts of the south and central regions. These pockets of stability are fragile, prone to the vicissitudes of a society still in the midst of violent transition. And yet a combination of war-weariness, the weakening of warlords, the emergence of militia-backed *sharia* courts, new commercial and employment opportunities and piece-meal reconciliation efforts have increased stability in parts of northern Gedo and Bay and Bakool.

It will be important for these pockets of stability to be assisted to the extent possible, always bearing in mind that there is relatively little absorption capacity, very fragile institutional and authority structures and deep social wounds that can readily erupt into violent reactions.

The opportunities afforded the international community

Somalia continues to afford the international community various opportunities to assess its own role, responsibilities and approaches to societies caught in and emerging from violent transitions. One can point to two such opportunities as one anticipates the future.

The first is that the recent history of Somalia seems to point to the fact that there is discordance between the pace of Somali society and that of the international community. The institutional imperatives and target-oriented agendas of many in the international community all too often clash with the norms and traditions of the Somali society. Whether in the northwest, northeast, south or central areas of Somalia, greater attention will have to be given to reconciling this probable clash of cultures.

Secondly, there is the tremendous opportunity for all who are engaged in assisting Somalia to focus more upon regional solutions. Somalia and its neighbours in the Horn of Africa and in the Gulf are in so many ways functionally, often ethnically and religiously and potentially economically inter-related and inter-dependent. The level of inter-dependence should be considered and developed carefully but

positively. Be it refugee repatriation, the shipment of relief food from Berbera to Ethiopia, the expansion of short-term infrastructure projects into more enduring road networks or the more holistic development of inter-state trade and commercial linkages, the problems and more importantly the solutions of the Somali people need to be viewed in a broader, practical regional context. For example, a year ago, the ban on importing Somali goats and sheep by Gulf States was seriously afflicting the economy – and stability – throughout Somalia. The lifting of the ban brought substantial relief and renewed hope for continued economic growth based on livestock exports.

1.3 External Assistance to Somalia, and implications for UN System Cooperation

As shown in Annex 4, the Official Development Assistance to Somalia in 1999 was approximately US\$64 million, a decrease of about one-third from the estimate of about US\$90 million the previous year. Aid flows to Somalia are not well known nor easily quantified. The situation of Somalia, given that it has no central government and only fledgling regional authorities in some areas, is that data on financial flows in general, and aid flows in particular, are sketchy. The usual problems associated with obtaining a clear and accurate picture of Official Development Assistance (ODA) and other aid flows to any country are even more problematic for Somalia. The best single source for humanitarian aid to Somalia is maintained by the Office for Coordination of Humanitarian Affairs (OCHA) in Geneva.

In the sense of the term used in most developing countries, there is little 'development assistance' to Somalia, given the continuing absence of any recognised government. Nevertheless there are significant resource flows into Somalia, much of which can loosely be considered to have some positive impact on the stability and development of the country. Of course this excludes the illegal but significant and largely unknown flows of arms and other war materiel into Somalia.

In the first place it is important to recognise that the private sector is active throughout Somalia, and in some locations - especially the ports and major cities of the north - has created 'boom' economies, relative to the rest of Somalia (see Section 1.4F below). Growth in the size and diversity of the private sector reduces the need for external assistance because of gainful employment and because businessmen, in general, insist on a modicum of stability and governance. In the domestic economy of Somalia there is substantial trade in agricultural produce, and in livestock. The service industry, lead by telecommunications, is growing rapidly from a base of nearly zero a few years ago. Export trade is dominated by livestock: sheep, goats, cattle, and camels. The volume of livestock trade was severely reduced by the Saudi ban on livestock from the Horn, following the early-1998 outbreak of Rift Valley Fever; the ban was lifted around March 1999, allowing resumption of this important export.

External aid to Somalia is not well documented. Probably the major source of aid is remittances, sent by expatriate Somali wage earners, those millions of Somalis who make up the post-war "Somali diaspora". Some observers have guessed the volume of this aid to be on the order of \$120 million per year.

Much of the rest of external aid to Somalia comes from ODA emanating directly from bilateral and multilateral donors, typically from their funds for emergency relief, and is channelled through UN Agencies, the foreign aid branches of the European Union, and NGOs. In addition, a significant amount of external aid comes from institutional sources such as the 'core' resources of UN agencies and funds from larger NGOs. In Annex 4 are tables presenting the best available estimates of these aid allocations.

1.4 Highlights of UN Collaborative Activities

Over the past five years, the United Nations and its agencies have emerged from the dark and acrimonious days of UNOSOM to a more empathetic relationship with the Somali people. This change is by no means universal or consistent. However, the mutual suspicions that underscored

relations between both sides – broadly speaking – may have lessened. A greater willingness on both sides to listen and to some extent tolerate the perceived ploys of each other seems to have increased. To that extent, there is greater evidence that the people of Somalia may see a more “neutral”, less hostile UN, a UN that is potentially supportive.

And yet it is increasingly clear to a growing number of Somalis that resources from the UN are decreasing. Those Somalis alert to international assistance trends fully know that the days are long since gone in which approximately 60% of Somalia’s gross national product was official development assistance. The resource role of the UN system has altered dramatically.

That is not to say that resources for humanitarian assistance are not vigorously sought and substantially received. For example about \$64 million was sought in the 1999 UN Consolidated Inter-Agency Appeal, and about \$43 million – 60 per cent – was received. In March, UN agencies and partner organisations warned that, as a result of an insufficient rainy season at the end of 1998 and the consequent poor harvest in February 1999, the humanitarian crisis was worsening in many areas of Somalia, mainly in the centre and south where rainfed agriculture is prevailing. Growing concern was expressed over the “increasingly critical humanitarian relief situation” in the country. An appeal for \$9.6 million in urgent funding in order to respond to the emergency was launched. The United Nations continues to have a role and responsibility to provide emergency relief to those in need. The UN system, though, has still been able to meet the most urgent needs, all too often at the risk of its staff and with slim margin for activities that might go beyond mere survival.

More and more, beyond emergency assistance, the UN’s activities are designed to be catalytic. The sort of large-scale physical and infrastructural support that one might have given to Somalia earlier in the decade is less available. While UN operational agencies continue to provide support mainly through non-governmental organisations for such activities as health care, agriculture, education and clean-water, the overall role of the UN is increasingly focussed on ways to get the Somali people to help themselves. Hence, training and various forms of capacity building reflect a UN role that is more and more advisory and empowering. For example in March 1999, a joint FAO/WHO statement confirmed that the risk of infection to both humans and animals from the Rift Valley Fever virus had been reduced to minimal or negligible proportions in countries of the Horn of Africa. Only then did Saudi Arabia lift its ban on livestock imports from Somalia, providing strong and long awaited relief to Somaliland and Puntland economies.

At the same time, the UN operational system is also engaged in supporting the peace process, not in terms of politics, but through social interventions which strengthen community institutions, promote gender sensitivity, foster reconciliation programmes and enhance awareness of the opportunities that exist in a broader international context. To support such efforts, greater attention is being given by the UN operational system to ways to use the Somali “nomadic diaspora” that is found in so many parts of the developed world. They are uniquely placed to help link the realised and potential entrepreneurial capacities of the Somali people with development planning and to relate the emerging telecommunications systems in Somalia to peace, education and capacity-building activities.

In all these efforts, the UN operational agencies are clearly aware that its own efforts need to be supported by a wider international community. For this reason, the UN operational agencies look towards ways that they can collaborate with NGO and donor partners more coherently through the Somali Aid Coordination Body. At the same time, the opportunities that Somalia offers as a potential template for assisting societies emerging out of violent transitions have to be better understood. It is for that reason that the UN system, through various activities such as donor tours of Somalia and other forms of public awareness initiatives, hope to share the opportunities that Somalia affords to the international community at large.

1.4.A Follow-up to UN Conferences¹

The absence of a recognised national government in Somalia since 1991 continues to be a major constraint in formulating country specific policies, establishing strategies and setting up standards to address UN Conference issues. However, the United Nations System in Somalia has been active in ensuring that conference recommendations are implemented as far as possible in working with local authorities, particularly in the north, and with civil society groups.

The *Somalia 1998 Human Development Report*, the first ever produced for Somalia, looked into the rehabilitation and development needs of Somalia from a perspective of sustainable development. It was widely circulated and a summary version translated into Somali was disseminated in 1999 in different parts of Somalia to promote discussions and debates on current development issues and global concerns, in particular on environment, basic human rights and sustainable livelihood.

UNESCO, UNICEF, UNDP and UNFPA collaborated in preparing the *Year 2000 Education for All Assessment Report* in September 1999, one of the first to be published in Sub-Saharan Africa. The month of November 1999 marked five years since the adoption of the African Platform for the Advancement of Women. On this occasion, the United Nations Economic Commission for Africa (ECA) hosted the sixth African Regional Conference on Women, in Addis Ababa, from 22 to 27 November, 1999. The central focus of the Conference was the assessment of the implementation of the Dakar and Beijing Platforms for Action, in preparation for the June 2000 Global Mid-Term Review. In preparation for the Regional Conference, and in the absence of a national government, UNIFEM took the lead in facilitating the compilation of the Somali Women's Report as well as the participation of Somali women to the Conference. The objective was to evaluate the progress achieved, identify constraints and articulate recommendations for future action.

1.4.A.1 Situation Analysis and Policy Dialogue

The UN System has begun a substantive policy dialogue with local authorities in the north. Perhaps the most important example of this in the Somaliland administration was the 3-day international conference held in Somaliland concerning policies and projects related to refugee reintegration. The conference was prepared with support from UNHCR and UNDP. Moreover, UNICEF has been developing forward-looking policies with the Ministry of Health through some field trials of systems in particular districts. Also, together with UNESCO and other Somalia Aid Coordination Body (SACB) partners, educational policies and curricula are being developed. FAO increased its policy dialogue on the roles and responsibilities of the Ministry of Agriculture, and whenever possible brought key staff from the Ministries of Livestock of both "Somaliland" and "Puntland" in regional programme meetings and training activities. UNIFEM undertook activities geared towards bringing women's organisation leaders together to define a common advocacy strategy, as well as their respective responsibilities and tasks, and towards opening channels of communication between women NGOs and government officials. UNDP, through its multiple projects, worked with the administrations in both Somaliland and Puntland in policy dialogues related to improved governance and building administrative capacities.

¹ Since 1990, a United Nations global agenda for people-centred development has begun to emerge, as demonstrated through commitments and programmes/plans of action emanating from the World Summit for Children (New York, 1990), the World Conference on Education for All (Jomtien, Thailand, 1990), the United Nations Conference on Environment and Development (Rio de Janeiro, 1992), the International Conference on Human Rights (Vienna, 1993), the International Conference on Population and Development (Cairo, 1994), the World Summit for Social Development (Copenhagen, 1995), the Fourth World Conference on Women (Beijing, 1995), the Second World Conference on Human Settlements (Istanbul, 1996) and the World Food Summit (Rome, 1996). The United Nations global agenda has created a common ground for United Nations system cooperation in Somalia with local authorities, civil society groups and regional (e.g. Horn of Africa) bodies.

1.4.A.2 Development of Indicators

The UN in Somalia has not yet embarked on the preparation of a Common Country Assessment, yet substantial and often very innovative work has been done to obtain valid statistical and other information relevant for planning and analysis. The following list of major studies and surveys done and databases maintained provides a brief overview of the rich information base that exists. In 2000, it is expected that this information collection, collation and analysis process will be increasingly moved into Somalia, and that UN agencies and their partners will find effective ways of sharing information and making collection and analysis more of a joint effort, particularly in the preparation of the next *Human Development Report for Somalia*.

1999 Studies and Surveys

FSAU Weekly *Rain Watch*

FSAU Food Crop Assessments, biannual for each region

FSAU Monthly Food Security Assessments, by region

FSAU Special *Bay & Bakool Food Security Assessment*

UNDP/UNDOS Studies on Gov. Lower Jubba May

UNDP/UNDOS Studies on Gov. Middle Jubba May

UNDP/UNDOS Studies on Gov. Puntland State

UNDP/UNDOS Qaat Trade in Somaliland

UNICEF National Multi-Indicator Cluster Survey

WHO/UNICEF/ICD HIV Prevalence and KAP Surveys

FAO/FSAU Weekly Market Prices and Daily Exchange Rates

UNDOS maintained databases on:

- Annotated Bibliography on Peace
- Documentation Centre Documents
- FAO/FSAU (Crops, food aid, nutrition)
- Geographic names
- Health
- NGOs
- Population and demographics
- Ports import/export
- SACB Directory
- Schools
- Socio-economic (by region)
- Somali Professionals
- Training by UNDOS
- Water Sources

1.4.A.3 Collaborative Programming

Since 1993 aid assistance to Somalia has been influenced by a unique experiment aimed at consensual decision-making between the donor community, UN Agencies and NGOs. After the Humanitarian Assistance Conference in December 1993, in Addis Ababa, the Somalia Aid Coordination Body (SACB) was established to undertake most of the tasks associated with aid coordination including information sharing, common planning and implementation. It consists of donors, the UN Country Team (see 1.1 above), the NGO Consortium, and The Red Cross Movement. The NGO Consortium is a voluntary association of the approximately 60 international NGOs working in Somalia. The Red Cross Movement includes the International Committee of the Red Cross (ICRC), the International Federation of the Red Cross and Red Crescent Societies (IFRC), and the Somali Red Crescent Society (SRCS).

Six years on, the SACB has become an important forum whereby the main aid constituencies in Nairobi share information within the various sectors and themes of emergency and developmental assistance. Over time the SACB has developed into a system of committees and working groups that facilitate the coordination of aid agencies. It comprises a policy level (Executive Committee) and an operational level (led by the Sectoral Steering Committee) and a public interface (the Consultative Committee). UNCT members attend all these committees, which in effect constitute 'theme groups' that are detailed in Annex 3.

UN Coordination

General UN coordination substantially improved during 1999, which ended with a more collaborative atmosphere. Following the report of the Secretary General to the Security Council in late Summer, the UN Resident and Humanitarian Coordinator initiated a dialogue between the main Agencies involved in Somalia in order to come up with ground rules of engagement and common principles of work within Somalia (see Annex 7).

There are many examples of substantive inter-agency collaboration both in planning and in field implementation. The UN Consolidated Appeal process again contributed to common planning and increased coordination of interventions. UN agencies participated in UNICEF annual reviews in the field. The Food Security Assessment Unit proved to be a valuable source of information critical to both humanitarian and development planning. As noted elsewhere in this section, the SACB provided a constant forum for better exchange of information and improved cooperation. The United Nations Common Aircraft Services (UNCAS) continued operating all flight to and from Somalia for UN agencies' personnel, as well as NGOs, donors and other actors. All of FAO's major activities were carried out in collaboration with other UN agencies. For example, UNHCR and FAO carried out the emergency assistance for land preparation in the northwest allowed a much greater area to be planted. The joint statement by FAO and WHO surely helped to lift the livestock import ban imposed by Saudi Arabia. Many other examples involving all of the UN agencies are cited throughout this report.

The UN Country Team (see Section 1.1 and Annex 2) is composed of two groups of senior staff: the UN Heads of Agencies who meet once a month and the UN Joint Working Group, a technical team designated by the Heads of Agency, which meets twice a month. The UN Security Management Team is identical to the UN Heads of Agency team. The UN operational group, the human rights and gender groups, and an information management group provide support to the UN Joint Working Group; these are not duplicated by SACB committees (see below and Annex 3)

SACB Coordination

The SACB is a voluntary coordinating body that works by consensus toward common approaches for international aid to Somalia. It is comprised of donors, international NGOs and UN agencies and offices. It operates as a group of committees that meet regularly in Nairobi. The Executive, Consultative, and Sectoral Steering Committees meet once a month to address general policy, public and programme issues, respectively. Sectoral and thematic programme issues are discussed in six technical committees: Health and Nutrition; Education; Water, Sanitation and Infrastructure; Food Security and Rural Development, local administration, and Humanitarian Response. An overview of each group's purpose, composition and work in 1999 is given in Annex 3.

1.4.B Poverty Eradication

Somalia continues to be one of the poorest countries in the world. In 1998 the National Human Development Report of Somalia classified it at the bottom of the least developed countries based on its Human Development Index (HDI). The absence of formal statistical systems and critical baseline statistics makes it difficult to monitor the changes in the extent and magnitude of poverty and human deprivation, the vulnerable population and their spatial distribution. UN agencies in general, and WFP, UNDP and FAO in particular, have undertaken substantial programming activities related to poverty alleviation and income generation. WFP distributed about 20,500 MT of food and 70 MT of seeds mainly in Southern Somalia during 1999. In addition FAO distributed 575 MT of seeds in Southern Somalia, while farmers received 100 MT of seeds and assistance in land preparation. A number of projects to provide income-generating opportunities, to rehabilitate micro-infrastructure and to improve access to productive assets and social services were completed under the UNDP

Somalia Rehabilitation Programme, the UNDP/UNV Programme to Support Agriculture and Income Generation Activities in Hiran region and the Beyond Relief Programme.

The UN, donors and international NGOs in collaboration with the administration in Northwest have created an institutional mechanism (The Hargeisa Emergency Appeal Committee) through which substantial donor assistance was channelled in 1999 to implement labour intensive projects.

In the area of girls education, UNESCO and UNICEF programmes in 1999 ensured that the processes and materials developed for curriculum development and teachers training were gender sensitive and aimed at retention of girls and improvement of girl enrolment rates in school.

The private sector is being assisted, in collaboration with local administrations, to establish legal and regulatory frameworks to institute self-regulating mechanisms to enforce standards and quality controls, in the absence of national government, to accelerate its growth to generate sustainable employment and income earning opportunities as a long-term strategy to eradicate poverty.

In a notable achievement related to the revival of lives and livelihoods devastated by war, the UNDP Somalia Civil Protection Programme, through its mine action and removal activities, has enabled the return of more than 15,000 families to Burao town to reclaim their land, restart business activities and rebuild schools and health centres.

1.4.C Capacity Building and Execution by Nationals

Missions to promote joint programming were undertaken to both north-eastern and north-western Somalia and meetings (involving all UN agencies NGOs from the local communities, and some donor representatives present in these regions) were held to identify areas which needed interventions from the international communities. UNHCR encouraged local communities to identify project ideas which local NGOs were then assisted to formulate into projects. Most of these projects, once reviewed, were funded. UNHCR always insisted that the regional administrations, UNICEF and UNESCO approved health and education projects so as to ensure sustainability of project impact through the provision of staff and related costs, medicines, educational materials and the inclusion of teachers into on-going training schemes.

1.4.D HIV/AIDS

The national situation of HIV/AIDS/STD is not known, as there has been no national program since the collapse of the public health system due to the war. Analysis of data available from '95 to June '99 from blood banks reveals an average HIV positivity of 0.8% amongst blood donors. According to a study done in December 1997 in the NW & NE zones, HIV prevalence rate among pregnant women attending antenatal clinics was 1% in Bossaso (NE) & 3% in Hargeisa (NW).

A prevalence testing & KAP study on HIV/AIDS/STD was conducted by WHO/UNICEF/ICD (INGO) in NW Somalia in Oct '99. The overall prevalence in this study was found to be 0.8% amongst Antenatal mothers.

The authorities in the NW ('Somaliland') have expressed interest in addressing the problem & formulating a national control program. A joint workshop was held at Hargeisa in December 1999 to share the outcome of the studies undertaken & develop plans for prevention & control. Sensitization workshops have been conducted by UNICEF in Sept/Oct '99 in NW & NE zones to create awareness among opinion leaders.

A technical working group has been created under the SACB on HIV/AIDS/STD, led by UNICEF and WHO. Now that base line data on the problem has been collected & political will has been

obtained in the NW, the UN Theme group will be revitalised to give a broader scope to activities & interventions planned

Main achievements – Donated blood is tested wherever WHO has supplied test kits. Some educational activities have been carried out by NGOs (Health Unlimited) in NW & NE. A large community-based survey of reproductive health knowledge, attitudes and practices was launched in June 1999 by UNFPA/WHO. The survey included information on HIV/AIDS/STD. Completed recently, the survey will provide better baseline data for formulating a control programme.

Main constraints – Very high STD prevalence levels (30% of women going for pre-natal visits) and the geographical context (neighbouring countries with high AIDS prevalence) are causes for great concern and seem to indicate that Somalia is at risk of a serious AIDS epidemic.

No national AIDS/STD programme exists yet, and resources to mount an effective programme in accessible areas are not adequate. Poor access to the majority of people due to unstable security situations in South & Central areas. HIV/AIDS is highly stigmatised.

1.4.E Collaboration with Bretton Woods Institutions

Due to the continued absence of a recognised national government, the Bretton Woods institutions are not active in Somalia at present. However, over the past year or so, UNDP has co-operated with these institutions by providing information and support to establish a “Watching Brief” for Somalia at the World Bank’s Post-Conflict Unit and has exchanged information with various IMF units. In addition, the World Bank prepared a paper on poverty in Northwest Somalia within the framework of its World Development Report. Both the International Monetary Fund (IMF) and the World Bank (WB) have provided UNDP with training materials used in capacity building as well as documents about Somalia available in their Joint Library. The IMF assisted with preparation of TOR for a UNDP-sponsored consultant mission to the Northwest and Northeast Somalia that dealt with budgeting, treasury and financial control systems.

The UN Resident and Humanitarian Co-ordinator visited both the WB and IMF in Washington D.C. in December 1999. He proposed further co-operation, namely, the fielding of a reconnaissance mission by the IMF to look at fiscal and financial matters, and the preparation of a project for presentation to the World Bank’s Post Conflict Unit in the area of institutional strengthening and the establishment of legal/regulatory frameworks for economic activities.

1.4.F Collaboration with the Private Sector and Civil Society

UNDP Somalia has been actively engaged in 1999 in providing technical support to specific areas of the private sector, including telecommunications, energy, banking and trade financing, meat export and formation of business associations.

In the area of telecommunications UNDP organised a series of workshops in Dubai with participation and representation from the International Telecommunications Union. This has led to the establishment of the Somali Telecom Association. In addition, two important documents have been signed by all the Telecom operators: (a) a Memorandum of Understanding, agreeing to develop regulatory frameworks and (b) a national numbering plan to be implemented no later than 1 June 2001.

In the energy sector, UNDP organised a mission to Hargeisa seeking information on the population figures and energy needs of the household, commercial and industrial sectors. In addition, recommendations to rebuild infrastructure for future electricity generation and distribution were proposed.

In the banking sector UNDP and UNCTAD organised several workshops in Somalia dedicated to discussing matters of trade finance and banking. Representatives of important money-transfer companies declared their interest in developing banking services inside Somalia or Somaliland and even establishing an offshore financial institution in Dubai or Djibouti.

In early 1998, Saudi Arabian officials banned the importation of livestock from Somalia, and in addition, all chilled meat products from Somalia to the UAE were banned due to health reasons. Consequently, the meat export trade and economy in Somalia greatly suffered and traders were affected in terms of income. To overcome the ban on chilled meat exports, UNDP Somalia, in 1999, contacted the General Secretariat of UAE Municipalities, in order to develop an understanding to assist the Somali private sector. As a result, veterinarians were sent to Somalia to evaluate the situation as well as to conduct training workshops to inform Somali traders of the importance of health standards and export regulations. Two new slaughterhouses were inspected and suggestions were made for the improvement of existing facilities.

FAO continued to work with international NGOs in almost all of its activities as was the case with most UN agencies, but also started last year to provide funds directly to local NGOs (Horn of Africa Relief in 1999). Private sector livestock traders were also brought in to discussions on strategies for increasing livestock production and trade, in meetings in both Nairobi and Somalia.

A beginning was made in 1999 to organise private operators in civil aviation and set common standards for air safety by the establishment, with UNDP/ICAO support of a Somali Air Transport Operators Association.

A significant activity in 1999 relating to collaboration with Somali civil society was the UNDP funded Partners in Development Programme. The programme has contributed to promotion of interaction and mutual understanding between local authorities and NGOs in Puntland by organising a series of meetings and workshops. Selected local NGOs have been targeted for specific training and capacity building inputs.

1.4.G Gender Issues

In 1998, UNIFEM and UNICEF launched a Joint Project on Promoting Women's participation in Civil Governance. A Senior Adviser was recruited in August 1998 as well as Project Assistants in NWZ and NEZ. Based on an assessment conducted in 1998, efforts were undertaken by the Joint Project to bring women's organisations and national authorities together to define a common approach and advocacy strategy, as well as identify respective tasks and responsibilities.

In NWZ, the Consultative Meeting on women in decision making held in Hargeisa (April 1999) was opened by the Deputy Speaker of the House of Parliament. It opened the debate and established channels of communication on the issue between women organisations and government officials. The concept of gender in the Somali context was clarified and key gender issues identified and discussed. These included the dramatic change in gender roles in post war Somaliland, as well as its implication for the future of the family, society and country. Various actors worked together to develop an Action Plan with a view to promoting women in decision-making, highlighting activities by key women organisations. Authorities, at the local, regional and national recognised the importance of the role of women in decision making.

In NEZ, given the very few women in decision making at the highest level (Parliament), the Project strategically opted to work in collaboration with the Women Parliamentarians. A Consultative meeting on Women in Decision-Making was conducted, followed by a series of training workshops. The meeting was opened by the Regional Governor of Nugal Region and brought together members of the Executive Council and the Parliament, representatives of religious groups as well as women organisations. The objective was to strengthen/promote the participation of women in decision making, especially at the local level, while building their capacity and bridging the gap between

women parliamentarians and women at the grassroots level. The workshops and meeting were followed by an outreach campaign by women parliamentarians for Nugal, Mudug and Bari regions. Two projects, funded by UNHCR and specifically targeting women, were implemented by NGOs in north-eastern Somalia: one was a workshop to sensitise women on the dangers posed by FGM; and the other was training in the use of fireless cookers.

In central and southern zone, a women empowerment workshop was organised in Jowhar (June 1999). Representative of women groups and organisations from the 10 regions of the zone were trained in the areas of human rights, women's rights, child rights, governance, small scale enterprise development, organisational development, counselling and psychological assistance. At the end of the training sessions, women participants resolved to set up a "cooperative network" that will enable women from the zone to strengthen their economic security and to network around common issues, such as economic empowerment, FGM and women's rights. An attempt was also made to bring together various rival women groups in Baidoa (October 1999) in order to identify common issues, define a common approach and agree on working modalities. Although still fragile, the selected committee sets the ground for future collaboration with women organisations in the region.

At the national level, a Somali version of the CEDAW kit and a simplified version of CEDAW were finalised and will be reviewed, produced and widely disseminated early 2000. A directory of women NGOs and umbrella organisations in Awdal, Galbeed and Togdheer was also compiled. This ongoing activity, which will be expanded to all regions and zones, is aimed at giving the required visibility to local women organisations.

In the framework of Beijing + 5 review, the Joint Project coordinated the compilation of the Somali Women Progress Report, "*Women at the Crossroads*". Several workshops were organised through local Somali women NGOs to review the status of women. The final report that focuses on qualitative indicators of progress on the twelve critical areas of concern was presented at the Sixth Regional African Conference on Women held in Addis Ababa in November. The Joint Project facilitated the participation of a delegation of 10 Somali women to the Conference, with the support of UNIFEM, UNDP, UNHCR and WFP.

Several constraints were met, including the poor capacity of women organisations as well as a general lack of gender awareness throughout the zones. Gender discrimination, deeply rooted in the traditional socio-cultural structures of the Somali society, together with the misinterpretation of religion as to the role of women remain a major barrier to women's full participation in decision making processes and bodies. Insecurity as well as relative political instability, especially at the local level, has prompted the cancellation or postponement of various activities.

Future plans include further advocacy and awareness raising on women's rights and issues of violence against women, capacity building for women organisations, strengthening of gender mainstreaming in sectoral programmes and more systematic gender analysis and disaggregated data.

Eradication of Female Genital Mutilation (FGM)

In Somalia FGM is universally prevalent and 98 percent of circumcision has been practised in its severe form. Since 1996, UNICEF-Somalia has been supporting a series of awareness raising seminars attended by women grass roots organisations, politicians, religious leaders, health professionals, opinion leaders and the general public. The activities were not met with resistance. On the contrary, it appeared that the time had come for definite action for the total eradication of FGM.

A number of local interest groups, mostly women NGOs, formed an alliance to develop and implement strategies for the eradication of FGM. The Government of Somaliland decided to establish an inter-sectoral committee at national level and some regional committees to develop policies to eradicate FGM. In November 1999, the Parliament of Puntland unanimously approved the legislation for the total eradication of FGM in the State of Puntland thus reflecting the highest level of political

commitment. The knowledge, attitudes and practices (KAP) survey in Somaliland and the legislation of Puntland will be the basis for message design and programme development for a campaign to eliminate FGM in Somalia.

A National FGM Eradication Consultative Meeting organised in November in Hargeisa had three objectives: - to take stock of activities undertaken and review past strategies; - to identify priorities and develop a plan of action for the total eradication of FGM; - and to result in a joint statement of WHO/UNFPA/UNICEF on the issue, endorsed by all national and local groups. A plan of action for the year 2000 resulted from the consultation, and included activities such as the development of materials (including training packages) and programmes for various target groups using facts from Koran verses and medical justification. Interventions will largely target men, fathers, male youth, religious leaders and community elders and stakeholders on FGM awareness raising and education, and will use the same identified target groups as change agents. A forum for exchange between scholars in countries with FGM practices will be created. Health workers, women groups, mothers, female youth and traditional circumcisors will be empowered and encouraged for total eradication. Finally, FGM eradication activities will be integrated into other UNICEF programme activities.

1.5 Implementation of the UN Programme for Reform

The Secretary-General's Reform Programme of 1997 notes that "in countries where there is a Resident Coordinator, all funds and programmes ... will become part of a single United Nations office under the Resident Coordinator." In this spirit, the process of assessing, strategizing, programming and implementing projects for Somalia jointly has brought UN Agencies working for and in the country closely together. In 1999 the programming "vehicle" used for this collaboration has been the process of preparing and implementing joint UN Appeals and, perhaps more importantly, the preparation of a *Framework for UN Engagement in Somalia* that is attached as Annex 7 to this report.

The 96/97 Joint Appeal was considered by many to be a groundbreaking initiative and a model for inter-agency cooperation and planning. Other successes related to the UN Reform Programme - apart from the continuation of the Joint Appeal Process for 1998 and 1999 - were the implementation of joint support programmes in the areas of logistics, coordination and security.

Joint Logistics

During 1998, the United Nations Common Air Services for Somalia (UNCAS) continued to serve the ferrying of the UN agencies' personnel and supplies as well as their humanitarian partners. It is operated as a combined air service of WFP, UNDP and UNICEF.

UN Coordination

Please refer to the information given above on UN coordination in Section 1.4.A.3 (Collaborative Programming). In addition to that information, explaining the structure and functions of the UN Country Team, it is important to note that coordination functions have increasingly come to the Resident and Humanitarian Coordinator's Office, supported by UN Coordination Unit (UNCU). UN agencies have set up a system of UN focal points in the field. Each Focal Point serves as a contact person and liaison officer. These Focal Points belong to various UN agencies.

Combined Security Services

Common arrangements for UN security were in place under the United Nations Designated Official for security matters, who is also the UN Resident and Humanitarian Coordinator and the UNDP Resident Representative for Somalia. The former arrangement in which five UN agencies finance one security officer each is being replaced by a common system jointly funded by all UN agencies working in Somalia in order to share the costs fairly and to enhance security effectiveness. The establishment is managed by the Designated Official in consultation with the United Nations Security Management Team (SMT).

Common services and premises

UN offices have a common air transport system under the United Nations Combined Air Services (UNCAS), which is managed by WFP but contributed to by all other UN agencies in a cost recovery manner. Also, two small joint UN offices, one in Beledweyn (Hiran region) and the other in Merca (Lower Shabelle region), are functioning. The Beledweyn common premise is managed by the UNDP while WHO managed another common premise in Merca town.

1.6 Impact

System-wide coordination mechanisms such as UN Joint assessment missions to Somalia, joint crop assessments and joint appeals such as the Consolidated Appeal Process (CAP) have in general improved coherence. The CAP provides a good overview of what the UN is doing, and what they intend to do in Somalia, and their analysis of the situation on the ground. It is worth mentioning that this is the only document that pulls together a common country assessment of needs, priorities and strategies for intervention. In principle the process aspect of the CAP is still limited in the absence of joint interagency needs assessment prior to the preparation of the CAP document.

The UN Agencies programme in 1999 was aimed at some three million persons (out of a total of about six million) who are estimated to have been beneficiaries. The emergency operations providing emergency assistance to about one million persons, of whom more than 300,000 were at very high risk. The Somalia UNCT worked to utilise all resources at its disposal within a common framework of basic strategies and principles, including an 'exit strategy' to facilitate an end to the need for relief aid to Somalia. Its goals were emergency preparedness and response; household food security; reintegration of returnees and internally displaced persons (IDPs); rehabilitation of essential social services; and fostering good governance.

These goals translated into seven programme areas, each of which required substantial inter-agency collaboration:

- Food Security and Development of Livelihoods;
- Health and Nutrition;
- Water and Sanitation;
- Education;
- Public Administration.
- Cross Sectoral: Human Rights; Planning and Coordination.

2 Management of the Resident Coordinator System

2.1 Self-assessment of the UN Country Team

The team appears to be unanimous in its view that while a number of important 1999 objectives were not fully met last year, nevertheless there is an optimism about our collaborative efforts in 2000. To quote one Head of Agency: "Coordination within the UN Country Team for Somalia has improved tremendously. A team-building retreat was held in November 1999, and coordination has facilitated the production of the 2000 Appeal." Please refer to Annex 1 for details.

2.2 Assessment of Headquarters' Support received in 1999

In 1999, operational support to the Resident Coordinator system came increasingly from the Heads of Agency group and their designates on the UN Joint Working Group, as well as from the active participation of UN staff in the SACB committees relevant to the agency's mandate. Secretariat support was provided primarily from the United Nations Coordination Unit (UNCU), financed by UNDP, Office for the Coordination of Humanitarian Affairs (OCHA) and the Swedish Government. The 'Support to Resident Coordinator' funds from UNDP through the Development Group Office (DGO) was very helpful in achieving the objectives of the 1999 UNCT Work Plan (see Annex 5).

During the year, much of Somalia remained in an emergency status, especially in the southern and central regions, while the relatively stable northern regions created opportunities for early development work. The contribution and role of OCHA in helping to obtain funding under the 1999 Appeal, and in helping to prepare the 2000 Appeal and its launching, is gratefully acknowledged.

There was a concern expressed by the heads of Agency that their headquarters did not adequately recognise the exceptional country situation in which we are working. They agreed, therefore find ways in 2000 in which UN agency institutional practices can be reconciled with Somali cultural norms and societal practices. An interagency paper on the issues will be prepared to initially serve as the basis of a discussion joining with individual UN agencies as well as collective forums, such as the Inter-Agency Standing Committee or the UN Development Group

Generally the UNCT also felt that a modified United Nations Development Assistance Framework (UNDAF) could allow the UNCT to develop a country specific assistance framework for Somalia that would guide the joint efforts for relief and development. This would necessarily need to be amalgamated with the Consolidated Appeal Process in order to be comprehensive yet efficient.

Despite the fact that most of the inter-agency issues are handled at the level of the UNCT, agencies of the Country Team continued receiving backup on both operational and policy issues from their respective headquarter offices. For example, UNHCR noted that its Headquarters and the Regional Director's Office provided all the support required to run the Somalia programme. Moreover, the UNHCR Regional Director's Office, with the full support of Headquarters, participated in a meeting during which major policy and operational decisions on the Somalia programme were made.

2.3 Report on the utilisation of funds allocated to support coordination functions

The \$75,000 allotment of Support to Resident Coordinator (SRC) Funds was fully expended. There were indeed other expenditures made by UNCT agencies, in support of these collaborative efforts. It was not, however, possible to obtain a thorough accounting of these contributions given the multiple agencies involved, and different modes of expenditure and accounting. Many of these activities were also given support by the UN Coordination Unit, funded by UNDP. In 1999 this cost UNDP approximately \$408,000.

About one third of the SRC funds was used for ‘Support to Collaborative Programming’ related to the preparation of the Appeal, and multiple field trips in Somalia intended to bring together UNCT members there for joint discussions. The Heads of Agency retreat held in April was partly funded from these funds, though each agency head’s costs were funded by his or her agency.

Most of the balance was used for “UN System Public Information and Advocacy” i.e. primarily for resource promotion efforts through several trips to Geneva to report to OCHA and the donors there, and for the launch of the 2000 Appeal in November. This was followed by a trip of several UNCT Heads of Agency as well as the resident and Humanitarian Coordinator to multiple donor capitals with the intention of raising the profile of Somalia as a post-conflict situation with potential for useful rehabilitation investments.

2.4 2000 Work Plan of the Resident Coordinator System

The 2000 Work Plan (Annex 6) is based upon the *Framework for UN Engagement in Somalia* (Annex 7), which outlines the practical principles, their programmatic implications, and the actions to be taken by the UN operational agencies (‘the UN Agencies’) in order to enhance the UN’s engagement in Somalia. The Heads of UN Agencies (‘HoA’) understand the shared benefits arising out of these commitments, and collectively accept responsibility for making these principles operational in practice.

The main areas of collaborative work will be:

- UN and SACB ‘vision’ and developing a common, comprehensive assistance framework for Somalia;
- Monitoring our application of principles and our implementation of strategies;
- Evaluating experiences and applying lessons;
- Strengthening systems and measures for staff security in Somalia;
- Strengthening field coordination and related support services, both operational and strategic, including information management;
- Developing a comprehensive regional programme for refugee return and reintegration;
- Close UN, NGO and other partner collaboration in area-based programming ;
- Improved resource mobilisation in consonance with regional and global (OCHA) processes;
- UN staff pre-service orientation and training;
- Maximising effectiveness of common operational systems including common premises.

Annex 1: Assessment of progress in country-level collaboration in 1999	
Area of Collaboration & Objectives	Extent Achieved
<p>1 Support to Collaborative Programming</p> <ul style="list-style-type: none"> • Implementation of the UN Programme for Somalia (as per the 1999 Appeal), including area-based programming, and monitoring it • Joint preparation of the 2000 Appeal • Emergency preparedness and responses 	<ul style="list-style-type: none"> • The major workshop in Hargeisa seen as substantial success for planning towards reintegration of refugees, and closely related rehabilitation work in Somaliland. Numerous examples of inter-agency field projects. Monitoring of the whole programme was done through a 1st Quarterly Report and a Mid-term Review of the Appeal. Area-based programming only effective in NW. • The 2000 Appeal had very full participation from all agencies. • Many small examples can be cited of joint planning of emergency relief operations in central and southern Somalia. Generally the required responses were not so dramatic as for the flood s two years ago.
<p>2 Follow up to global UN Conferences</p> <ul style="list-style-type: none"> • Reviews, studies evaluations of common interest • Establish gender working group • Establish human rights working group • Advocacy for respect of humanitarian principles 	<ul style="list-style-type: none"> • The review of action related to the Beijing Conference was done; The Flood Evaluation was indeed used in restructuring UN coordination for emergencies, giving more responsibility to the UNR/H Coordinator's Office. UNDP studied its options of decentralisation. • The gender working group was not formally established, yet much work was accomplished (see Section 1.4G) • The human rights group was not yet formally established (see Annex 3) • Staff orientation and training on humanitarian principles was accomplished partially (presentations by the OCHA Senior Humanitarian Adviser to staff in a WFP retreat.)
<p>3 Common Services</p>	<ul style="list-style-type: none"> • UNCAS (the Common Air Service) continued. • Progress is being made in Hargeisa towards common communications systems, and common premises, hopefully to come to fruition in 2000.
<p>4 UN System Public Information and Advocacy</p> <ul style="list-style-type: none"> • Prepare for and advocate 'Year of Culture of Peace' • Resource mobilisation efforts • Strategic Use of Information 	<ul style="list-style-type: none"> • UNPOS, UNESCO and others supported the Djibouti Peace Process and related cultural events. • About \$40 m out of the \$64m appealed for. 1st quarter report in Geneva was seen as quite successful. However, the CAP as a fund- raising tool remains a contentious issue among UN agencies in Somalia. Although donors appreciate the joint assessment of the humanitarian situation in Somalia, this does not translate into funding to respective agencies against the CAP document. UNDP revitalisation of relations with donors in latter part of 1999 was widely acknowledged. • Not much done in improving the use of information; we are still reactive, not pro-active. However, a full-time international Information Officer has been recruited by UNDP
<p>5 Other areas for collaboration</p> <p>Annual Report Preparation</p> <p>Annual Work Plan</p>	<p>The UNCT participated fully in preparing both of these documents.</p>

Annex 2 Composition of the UN Team

The UN Country Team is responsible for coordination amongst the UN Agencies. The UN Country Team is made up of two groups: the UN Heads of Agencies who meet once a month and a technical team comprised of senior programme officers, the UN Joint Working Group, which meets twice a month.

In addition, there are a number of other important groups that support the UN Agencies including the UN Security Management Team (same members as the UN Heads of Agency) and the UN operational group, the human rights and gender group, and information management group which are attendant support groups to the UN Joint Working Group.

Heads of UN Offices and Agencies:

- Mr. David Stephen, the UN Secretary General's Representative for Somalia, the UN Political Office for Somalia (UNPOS);
- Mr. Daniel Gustafson, Food and Agriculture Organisation (FAO);
- Dr. Gianfranco Rotigliano, United Nations Children's Fund (UNICEF);
- Ms. Laketch Dirasse, United Nations Development Fund for Women (UNIFEM);
- Mr. Randolph Kent, UN Resident and Humanitarian Coordinator
- Mr. Andrea Tamagnini, Senior Deputy Resident Representative United Nations Development Programme (UNDP);
- Mr. Kalunga Lutato, United Nations High-Commissioner for Refugees (UNHCR);
- Amb. Nureldin Satti, United Nations Educational, Scientific and Cultural Organisation (UNESCO);
- Mr. Kevin Farrell, World Food Programme (WFP); and
- Dr. Najibullah Mojadidi, World Health Organisation (WHO).

A3 Composition and Output of Theme Groups and/or Inter-Agency task Forces

Each of these committees meet at least once per month.

SACB Sectoral Steering Committee

Chaired by Mr. H. Jespersen of the Danish Embassy, this group consists of a UN representative, a representative of the NGO Consortium, the chairs of the six technical committees (see below), and a representative from UNHCR. The Steering Committee provides guidance and coordination on inter-sectoral technical and programme issues that arise from field operations or from policy issues considered by the SACB Executive Committee.

SACB Health Committee and the Nutritional Working Group

In 1999 UNICEF chaired the SACB Health Committee and the Nutritional Working Group. WHO, the lead technical agency for health in Somalia, chaired SACB Task Forces on Essential Drugs; Training; Health Information System; Tuberculosis Control; and Cholera control. In this committee and these task forces, which meet in Nairobi, strategies and issues are discussed. Other organisations participating in the committee include Action Contre La Faim, International Medical Corps, World Vision, Medecins Sans Frontières (MSF Belgium, Holland and Spain), AMREF, MEMISA, INTERSOS, COSV, COOPI, IFRC and ICRC.

SACB Education Thematic Group

Chaired by UNESCO, with strong participation from UNICEF, international NGOs, and several donors, this SACB Committee focuses on finding a common approach to developing a sustainable formal, vocational and non-formal educational opportunities in Somalia.

In countries experiencing complex, long-term emergencies like Somalia, a simple 'package approach' to education, possibly appropriate for acute emergencies of short duration, is not sufficient. It is not fair to the children and the country, and is not the most efficient use of donor resources. The improvement of the quality of education needs to be addressed at an early stage. For this, areas of relative peace and tranquillity can be utilised as common meeting ground for developing new resources and approaches with national partners. The resulting improved products (e.g. new textbooks) and processes (e.g. pedagogically sound teacher training) can then be used to good effect in less stable areas, thereby benefiting all children. Although it remains time consuming and can be politically sensitive, this dual approach is indeed possible if followed with flexibility and creativity.

SACB Water, Sanitation & Infrastructure Thematic Group

In 1999 this important committee was initially chaired by the EC senior engineer, then by the head of CARITAS-Swiss, an NGO actively engaged in water resource development in the northwest. The group focuses mainly on issues relating to the water sources for human and livestock, and to a lesser extent on issues concerning ports, airports and roads. UNICEF, WHO and UNDP are the most actively involved of the UN agencies.

SACB Food Security Thematic Group

SACB Food Security and Rural Development Sectoral Committee was established to address Somalia's chronic food deficit and to improve food aid targeting, considering the strong dependency on livestock and agricultural production, the lack of actual authority, the prevailing insecurity and the multiplicity of partners involved in food security and food aid interventions.

The Committee consists of various donors, UN and NGO members and is at present chaired by a member from the EU. Its mandate is to monitor and coordinate all food security interventions in Somalia and to make appropriate recommendations on food security interventions to the SACB Executive Committee through the Steering Committee. The Food Security Assessment Committee (FSAU) administered by WFP, acts as Advisory Body to the committee.

During 1999 the committee members shared information and experiences and identified common issues and concerns pertaining to food security in Somalia. The committee established four Working Groups: livestock, seeds, food-for-work and food aid - with a view to strengthening coordination within these various aspects of food security. It focused its attention on timely responses and attempted to better coordinate the planning of resources so as to meet emergency needs and to better structure the flow of resources (pipeline).

The committee sought to bring together agencies in a concerted manner and laid the ground for enhanced collaboration between various UN agencies and NGOs working in Somalia. In addition, it sought to enhance the coordination of distribution and logistics mechanisms and improve geographic coverage in Somalia. The need for an improved nutritional surveillance system in Somalia was brought to the forefront and tackled in a concerted manner.

Two seed distributions were successfully coordinated during the year. The first was carried out prior to the Gu season. Lessons learnt from this distribution, were put to use during the second seed distribution at the time of the Deyr season and the second distribution was more timely and effective. The success of the second coordinated distribution can also be attributed to the increased confidence of SACB members in the information sharing mechanism and in the food aid needs assessments that evolved during the year. This prompted the timely issuance of appeals that resulted in quick donor responses.

SACB Local Administration Thematic Group

Inter-agency collaboration in the area of local administration has been facilitated by the SACB Local Administration Committee whose main objective is to facilitate, in collaboration with Somali authorities, the co-ordination of the support to local administrations in Somalia. The Committee has also advised the SACB on ad hoc technical support to relevant Somali initiatives. An important contribution of this committee in 1999, at the request of the donors, was the production of 'Guidelines for Supporting Reconciliation Efforts in Somalia'. The Committee has closely followed events related to the Djibouti Peace Proposal for Somalia, as well as other political developments, in an effort to be prepared to provide future technical input to the peace process. The Committee has also contributed to the European Commission's strategy on governance for Puntland. In 1999 the Committee contributed to prepare a database on training of local administrators. The Committee is in the process of improving its effectiveness in the field by setting up field coordination mechanisms.

Humanitarian Assistance Thematic Group

Most joint planning and sharing of information on the chronic complex emergency in Somalia is conducted through the various sectoral committees within the SACB system. In times of an acute emergency, key operational agencies ensure effective response through a Humanitarian Response Group, chaired by the UN Humanitarian Coordinator. This group in turn is facilitated by a Humanitarian Monitoring Group that is tasked with providing a more comprehensive and analytical view of what is occurring in at-risk areas in Somalia.

Over the past year emergency response mechanisms have been strengthened, particularly in light of the 1998 Donor Evaluation of the Flood Response. Yet there is still much to be done to improve flexibility and preventive capacity for aid agencies to respond to emergencies; to link emergency and longer-term interventions when conditions allow; and to increase presence in southern and central Somalia of UN Agencies and NGOs. Many aspects of these insufficiencies reflect the dearth of flexible funding for emergency preparedness and response, as opposed to food aid and short-term specific-purpose emergency funding.

Human Rights Thematic Group

In October 1999, the Office of the High Commissioner for Human Rights posted a human rights officer work within UNCU. The duties of the officer include the provision of technical assistance to governmental authorities in Somalia, the mainstreaming of human rights among UN, Somalia

agencies, the strengthening of human rights and civil society and the monitoring and reporting on the human rights situation.

Since his arrival, the officer has held a series of meetings with heads of UN agencies, Somali governmental official and NGOs, and SACB members with a view to identifying common areas of interest and the development of a human rights action plan. Upon the request of the officer, the UN Heads of Agencies have agreed during their 13 January meeting to create an inter-agency human rights working group to oversee the mainstreaming and streamlining of UN's human rights-related projects.

The human rights officer is also working with a select committee charged with the duty of drafting rules of engagement and ground rules with Somalia's de facto authorities and warlords respectively. It has been tentatively agreed that human rights be placed on the agenda of the next SACB consultative meeting.

Annex 4 Official Development Assistance (ODA) to Somalia

Summary Table of Total Development Assistance in Somalia 1999

(As on 31 January 2000)

Source of Aid	US Dollars	Percentage
Multilateral Breakdown: UN System* (excluding the IFIs) Grants (1999 Core Progr. & Admin.) Loans	23,985,000	38
<u>World Bank</u> Grants Loans		
Other IFIs Grants Loans		
Non-United Nations System Grants (EC + ECHO) Loans	13,652,117	21
Bilateral Grants (1999) Loans	26,082,483	41
Subtotal ODA Grants Loans	63,719,600	100
NGOs *		
<u>Total Development Assistance</u> Grants Loans	63,719,600	100

* The amount of 1999 ODA from NGOs is not yet known.

B. Official Development Assistance (ODA) by type in 1999

(As on 31 January 2000)

ODA by type	US Dollars	Percentage
Investment Project Assistance		
Technical Cooperation	29,004,311	46
Programme/budgetary aid or Balance-of-payments support		
Food Aid	20,760,965	33
Emergency and relief assistance/ Humanitarian assistance	13,954,324	22
Total	63,719,600	100

C. United nations system Official Development Assistance in 1999

(As on 31 January 2000)

<i>Funds, Programmes and Agencies</i>	US Dollars	Percentage
FAO (1999 Core Progr. & Admin. Funds)	235,000	1
UNDP (1999 Core Progr. & Funds)	14,150,000	59
UNESCO (1999 Core Progr. Funds)	300,000	1
UNICEF (1999 General Resources)	4,800,000	20
WHO (1999 Core Progr. Funds)	4,500,000	19
Total	23,985,000	100

Annex 5 Report on the utilisation of funds allocated to support coordination functions

The following table provides a detailed listing of the expenditures made in 1999 against the \$75,000 allotment of Support to Resident Coordinator Funds. There were indeed other expenditures made by UNCT agencies, in support of these collaborative efforts. It was not, however, possible to obtain a thorough accounting of these contributions given the multiple agencies involved, and different modes of expenditure and accounting. Many of these activities were also given support by the UN Coordination Unit, funded by UNDP. In 1999 this cost UNDP approximately \$408,000.

Area of Collaboration & Objectives	Extent Achieved	SRC Expenditure	Amount
<p>1 Support to Collaborative Programming</p> <ul style="list-style-type: none"> • Implementation of the UN Programme for Somalia (as per the 1999 Appeal), including area-based programming, and monitoring it • Joint preparation of the 2000 Appeal • Emergency preparedness and responses 	<ul style="list-style-type: none"> • The major workshop in Hargeisa seen as substantial success for planning towards reintegration of refugees, and closely related rehabilitation work in Somaliland. Numerous examples of inter-agency field projects. Monitoring of the whole programme was done through a 1st Quarterly Report and a Mid-term Review of the Appeal. Area-based programming only effective in NW. • The 2000 Appeal had very full participation from all agencies. • Many small examples can be cited of joint planning of emergency relief operations in central and southern Somalia. Generally the required responses were not so dramatic as for the floods two years ago. 	<p>Flight to Bardera 6755.80 UNCT Retreat 337.50 UNCT Retreat 84.38 UNCT Retreat 2047.81 Flight to Hargeisa 6932.00 Trvl to Addis re: IGAD 700.00 Trvl to Addis re: IGAD 1328.43 Trvl to Addis re: IGAD 2361.00 Conference Services 483.12 UNCAS Flight 3230.67 Trvl to Addis re: IGAD 1101.26</p>	
<p>2 Follow up to global UN Conferences</p> <ul style="list-style-type: none"> • Reviews, studies evaluations of common interest • Establish gender working group • Establish human rights working group • Advocacy for respect of humanitarian principles 	<ul style="list-style-type: none"> • The review of action related to the Beijing Conference was done; The Flood Evaluation was indeed used in restructuring UN coordination for emergencies, giving more responsibility to the UNR/H Coordinator's Office. UNDP studied its options of decentralisation. • The gender working group was not formally established, yet much work was accomplished (see Section 1.4G) • The human rights group was not yet formally established (see Annex 3) • Staff orientation and training on humanitarian principles was accomplished partially (presentations by the OCHA Senior Humanitarian Adviser to staff in a WFP retreat.) 	<p>Attend Int'l Conf 946.00 Beijing Report Prep 800.00 Beijing Report Prep 994.46 Beijing Report Prep 564.00</p>	

3 Common Services	<ul style="list-style-type: none"> • UNCAS (the Common Air Service) continued. • Progress is being made in Hargeisa towards common communications systems, and common premises, hopefully to come to fruition in 2000. • 		
4 UN System Public Information and Advocacy <ul style="list-style-type: none"> • Prepare for and advocate 'Year of Culture of Peace' • Resource mobilisation efforts • Strategic Use of Information 	<ul style="list-style-type: none"> • UNPOS, UNESCO and others very engaged in supporting Djibouti peace process and related cultural events. • About \$40 m out of the \$64m appealed for. 1st quarter report in Geneva was seen as quite successful. Revitalisation of relations with donors in latter part of 1999 was widely acknowledged. • Not much done in improving the use of information; we are still reactive, not pro-active. However, a full-time international Information Officer has been recruited by UNDP 	Trvl to Geneva Donor Mtg 1115.50 Trvl to Geneva Donor Mtg 5565.86 Trvl to Geneva Donor Mtg 883.82 Trvl to Geneva Donor Mtg 1064.84 Trvl to Geneva Donor Mtg 2290.21 Somali Artist Exhibit 300.00 Conf Facilities, Utalii 1638.46 UN Day 666.67 CAP Launch & Trip After 811.6 CAP Launch & Trip After 4695.45 CAP Launch & Trip After 2602.00 CAP Launch & Trip After 4835.80 CAP Launch & Trip After 3131.00 CAP Launch & Trip After 1865.30 CAP Launch & Trip After 4743.27 CAP Launch & Trip After 2600.00 CAP Launch & Trip After 3130.00 CAP Launch & Trip After 5000.00	
6 Other areas for collaboration Annual Report Preparation Annual Work Plan	The UNCT participated fully in preparing both of these documents.		
Total			75,606.21

Annex 6 2000 Work Plan of the Resident Coordinator System

Task	Outcome/Impact	Focal Point	Time-frame
UN "vision statement"	1. agreed position regarding common objectives for assistance to Somalia	RC/HC	February 2000
	2. review of individual agency programming objectives based upon #1, above	Chair – UN Joint Working Group	April 2000
	3. agreement on compatibility of UN vision and SACB strategy paper [see: # /_, below]	RC/HC	May 2000
Inter-agency study on <i>Institutional Imperatives versus Cultural Norms</i>	1. agreement on study objectives and terms of reference	UNDP RR	June 2000
Security Strategy Initiative	1. on-going efforts to finalise three-pronged security strategy proposal based upon [i] use of international instruments; [ii] strengthening local capacities for security; [iii] "roll call" and aid conditionality	Chief of UNCU and Senior officer of OHCHR	November 2000
Regional Refugee Reintegration Programme	1. regional inter-agency programme agreement, including Ethiopian, Djibouti, Eritrean, Kenya UNCTs, IGAD	RC/HC	April 2000
	2. programme and project strategy and implementation plans for Somalia and regional participants	RC/HC for Somalia	May 2000
	3. Regional inter-agency resource mobilisation exercise	RC/HC	June 2000
SACB Inter-Agency Programming Exercise for North-west/Somaliland	1. guidelines for Somaliland/UN operational arrangements [agreement to relate as well to other SACB partners]	RC/HC	February 2000

	2. inter-agency programming analysis, emphasising programme and project synergies, mutual re-enforcement as well as gap identification	Chair – UN Joint Working Group [for UN portion]	April 2000
	3. resource mobilisation exercise	Somaliland authority, supported by UNDP	May 2000
SACB Inter-Agency Programming Exercise for Puntland	1. Guidelines for Puntland/UN operational arrangements [agreement to relate as well to other SACB partners]	RC/HC	March 2000
	2. inter-agency programming analysis, emphasising programme and project synergies, mutual re-enforcement as well as gap identification	Chair – UN Joint Working Group [for UN portion]	May 2000
	3. resource mobilisation exercise	Puntland authority, supported by UNDP	[tbd]
Bay and Bakol Initiative	1. Guidelines for Bay & Bakol/UN operational arrangements [agreement to relate as well to other SACB partners]	Chief - UNCU	March 2000
	2. inter-agency review of humanitarian situation in Bakol		March 2000
	3. strengthening Bay & Bakol capacities for dealing with UN operational agencies	UNDP RR	April 2000
Gedo Initiative	1. Guidelines for Gedo/UN operational arrangements [agreement to relate as well to other SACB partners]	Chief - UNCU	March 2000
	2. inter-agency review of humanitarian situation in Gedo		April 2000
	3. strengthening Gedo capacities for dealing with UN operational agencies	UNDP RR	April 2000
Review of humanitarian response mechanisms, including CAP strategy	1. creation of Humanitarian Response Group [HRG] as instrument for on-going humanitarian analysis	Chief – UN Coordinating Unit	February 2000

	2. review of HRG monitoring and analytical capacity, including accuracy of operational matrix and on-going needs and resource assessment	Chief – UN Joint Working Group, in collaboration with OCHA’s PAID for strategic monitoring	June 2000
	3. CAP strategy assessment in light of HRG initiative	RC/HC	July 2000
Guidelines for Engagement and Disengagement	1. inter-agency protocol, based upon November 1999 <i>Framework for UN Engagement in Somalia</i> and including such issues as working with local authorities and appropriate support for peace-building	RC/HC	May 2000
UN operational agency role and responsibilities within the framework of the SACB	1. facilitate and finalise SACB strategic framework paper	UNDP RR	March 2000
	2. inter-agency proposal for enhancing facilitation capacity of SACB	RC/HC	April 2000
Field Coordination/Facilitation Structures	1. agreement on TOR for field coordination mechanisms, structures	RC/HC	February 2000
	2. implementation of agreement	RC/HC	March 2000 and on-going
UN staff orientation/ “sensitisation package” programme	1. finalise “sensitisation kit”	Director – WSP and Chief Security Advisor	May 2000
	2. agreed inter-agency sensitisation programme schedule and initial implementation	Chief – UN Joint Working Group and Chief Security Advisor	June 2000
UN Information Management Policy	1. inter-agency arrangement on media policy	UN Information Officer	May 2000
Resource Promotion Strategy	1. inter-agency agreement on resource promotion policy and implementation	RC/HC	February 2000
	2. donor tour of Somalia	RC/HC	April 2000
	3. IRIN public information agreement	UN Information Officer	April 2000
	4. inter-agency tour of donor capitals	RC/HC	October 2000
	5. advocacy film series	UN Information Officer	November 2000
Strategic Monitoring Initiative	1. inter-agency agreement with UN OCHA	RC/HC	May 2000
	2. implementation of strategic monitoring exercise	UN OCHA [PAID]	June 2000

	3. strategic monitoring exercise review and evaluation	[tbd]	September 2000
Evaluation of UN approach and impact of assistance in Somalia	1. inter-agency agreement on Terms of Reference for proposed evaluation	RC/HC	October 2000
	2. planning, including identification of evaluators, methodology	RC/HC	December 2000
	3. project implementation	[tbd]	January 2001
Inter-agency operational arrangements in Somalia	1. inter-agency agreement on operational issues throughout Somalia, including agreed wage rates and transport rental	UNDP DRR [Ops]	March 2000
Common Security System	1. agreement on common security system	UN Chief Security Advisor	February 2000
	2. implementation of common security system, including all relevant staffing and equipment	UN Chief Security Advisor	September 2000
Common Premises	1. inter-agency agreement on requirements and locations	UNDP DRR [Ops]	April 2000
	2. first phase implementation	UNDP DRR [Ops]	October 2000

UNITED NATIONS



NATIONS UNIES

UNITED NATIONS, SOMALIA
FRAMEWORK FOR UN ENGAGEMENT IN SOMALIA

December 1999

Introduction

All United Nations (UN) activities and interventions in Somalia are based upon the UN Charter, international laws and standards, and in particular those laws relating to the promotion and protection of human rights, such as the Universal Declaration of Human Rights. Further, the UN will follow and implement wherever possible the recommendations of the UN global conferences including those on the environment, women, population growth, urban settlements, social development, human rights, and, wherever possible, actively promote a culture of peace.

Outlined below are the practical principles, their programmatic implications, and the actions to be taken by the UN operational agencies ('the UN Agencies') in order to enhance the UN's engagement in Somalia. The Heads of UN Agencies ('HoA') understand the shared benefits arising out of these commitments, and collectively accept responsibility for making these principles operational in practice.

PRINCIPLE I
ACT AND SPEAK IN UNISON

The UN Agencies shall act and speak together on all issues that affect the operations of the UN system as a whole. This principle includes the following aspects:

- The UN Agencies will speak with a 'common voice,' and where this is not possible the UN Agencies will agree on a public strategy to explain differences;
- In line with UN reform, the UN Agencies will promote programme collaboration, mutually reinforcing activities and, whenever possible, joint programming;
- UN field coordination will maximise area-based common arrangements for more cost-effective operations, programmes, security and information management;
- The UN Agencies will, together, agree on means to enhance UN system-wide accountability and transparency;
- The UN Agencies undertake to resolve inter-agency policy and major programmatic differences through the UN Heads of Agencies forum.

Programmatic Implications: in applying this principle the UN Agencies will undertake to:

- *create a strategic vision for assistance to Somalia, in conjunction with its partners;*

Action: *To develop a joint UN vision, the UN Coordination Unit (UNCU) will draft a framework 'vision statement' to be reviewed by the Joint Working Group (JWG) in early January 2000 for submission to the HoA. This statement will then become the basis of a jointly agreed operational strategy for UN Agencies.*

- *develop, with its partners, a means for joint programming and harmonised implementation.*

Action: *The JWG will prepare programming recommendations for the UN HoA. The approach will take into account prior experience and generic mechanisms such as the UN Consolidated Appeal, the Common Country Assessment, and the UN Development Assistance Framework.*

- *improve field coordination mechanisms;*

Actions:

- (i) *by end-January, JWG to recommend to HoA Terms of Reference and qualifications for UN Focal Points in Hargeisa and Bossaso;*
- (ii) *by end-March, inter-agency selection as per TORs (contract to be issued by R/H Coordinator's office).*

- *ensure appropriate and effective staff orientation and training that will include greater awareness of Somali history and culture, the UN's strategy in Somalia, the role of the SACB, and principles and practices.*

Actions: *JWG to review current agency and inter-agency practices. UNCU to review other staff training practices or possibilities (particularly OLS, NGO, private sector), and seek proposals from organisations such as the Life and Peace Institute and the War-Torn Societies Project (WSP). The JWG will provide recommendations to the HoA by end-February.*

- *develop a common public voice on issues of common concern, with particular regard to UN relations with the media.*

Actions: *The JWG, particularly all information officers from the UN Agencies together with IRIN staff, will prepare guidelines for putting this principle into practice. The recommended guidelines for an information management system to deal with issues of UN inter-agency concern will then be presented to the HoA. The guidelines should include standard procedures for such outputs as press releases and matters relating to security and public policy issues.*

- *Develop and implement joint strategies for resource promotion aimed at supporting individual agency resource mobilisation efforts through broad-based advocacy and publicity. These resource promotion strategies would in no way infringe upon the resource mobilisation activities pursued by individual UN Agencies.*

Actions: (i) *R/H Coordinator's office to prepare resource promotion proposal for consideration by Heads of Agencies during the month of January 2000; (ii) to organise joint donor mission to Somalia in early 2000, in conjunction with UN Agencies and other SACB partners.*

PRINCIPLE II
LEARN LESSONS FROM PAST EXPERIENCE

The UN Agencies will systematically review their interventions in Somalia with the objective of learning lessons to guide their joint activities more effectively and to achieve the objectives to be outlined in the proposed Heads of Agency strategy, and to improve the capacity of its personnel to respond more effectively.

Programmatic Implications: in applying this principle the UN Agencies will undertake to

- *develop UN monitoring mechanisms that will provide regular analyses of the effectiveness of agreed UN policies in Somalia.*

Actions: *By March 2000 the JWG, facilitated by UNDP and OCHA, will present a paper to the HoA outlining what inter-agency monitoring would be useful, i.e. what monitoring of our joint operations, programmes and strategic approaches would contribute most to efficiency and effectiveness of the UN in Somalia. On this basis, the JWG will subsequently recommend appropriate inter-agency monitoring mechanisms to the HoA.*

- *evaluate UN joint aid interventions in Somalia to document the experiences and to learn from them.*

Action: *The JWG will recommend evaluation terms of reference to the HoA.*

- *find ways in which UN agency institutional practices can be reconciled with Somali cultural norms and societal practices.*

Action: *The JWG, facilitated by UNDP, will develop an interagency paper on the issues, to be presented to the HoA. Based on this effort, the JWG will then recommend joint actions to the HoA that should initially serve as the basis of a discussion joining with individual UN agencies as well as collective fora, such as the Inter-Agency Standing Committee or the UN Development Group*

PRINCIPLE III
MAXIMISE SOMALI PARTICIPATION AND OWNERSHIP

Participation and ownership by Somali communities are essential to assure the appropriateness and sustainability of UN interventions. UN Agencies shall work with appropriate civil society and local authorities to the fullest extent possible. Towards this end, UN agencies should seek to respond to locally established priorities, support community-based initiatives, and enhance the transparency of UN interventions.

Programmatic Implications: in applying this principle the UN Agencies will undertake to

- *identify and work with appropriate Somali counterparts within local authorities and civil society;*

Action: *The JWG, facilitated by WSP, will recommend to the HoA guidelines and suggestions on how agencies and staff can improve Somali participation and ownership in this regard.*

- *Improve consultative processes with Somali leaders and partners, and through various means, including the use of the Somali language in UN documentation, and processes.*

Action: *The JWG, facilitated by WSP, will recommend to the HoA guidelines and suggestions for improving two-way communications in this regard.*

- *strengthen connections with the Somali diaspora and undertake efforts to secure Somali professionals to support the efforts of the people in Somalia;*

Action: *The JWG, facilitated by the Henri Dunant Centre and other organisations will recommend to the HoA practical guidelines and suggestions for the UN to assist in strengthening positive links between the Diaspora and the peoples of Somalia.*

PRINCIPLE IV

REINFORCE PEACE AND RECONCILIATION EFFORTS IN SOMALIA
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<p>The UN Agencies recognise the importance of peace and stability as an essential component to ensure sustainable development. Accordingly, the UN Agencies will undertake, whenever possible and consistent with their mandated responsibilities, activities that reinforce all efforts to enhance peace and reconciliation throughout Somalia.</p>

Programmatic Implications: in applying this principle the UN Agencies will undertake to

- *receive guidance from and ensure effective communications with the UN Political Office;*
- *implement activities that encourage peace and reconciliation;*

Action: *The JWG, facilitated by UNESCO, will make recommendations to the HoA on best practices for peace-enhancing programming such as prospective impact analysis, harmonisation of interventions, and learning from other experiences of post-conflict operations around the world.*

- *UN Agencies will ensure the application of the 'do no harm' approach in providing assistance. In particular, this will include a better analysis of the impact of programmes, sensitisation of staff and harmonisation of interventions, including standard operational arrangements.*

Action: *Through the JWG, the UN administrative and operational officers will ensure the standardisation of operational arrangements in Somalia. The first instance of this will be in Baidoa, with standardisation to take effect as of 1 February 2000.*

- *Adopt measures geared towards the institutionalisation of the rule of law, sound governance and the promotion and protection of human rights and gender equality;*
- *Systematically mainstream gender in all programmes and operations and adopt a rights-based approach in providing assistance and establish and implement an integrated human rights and gender equality policy.*

Action: *The JWG facilitated by UNIFEM and OHCHR will develop guidelines and suggestions for strengthening UN Agency capacities in gender mainstreaming and rights-based programming.*

PRINCIPLE V**NEGOTIATE COLLECTIVE HUMANITARIAN ACCESS AND OPERATING CONDITIONS**

Humanitarian access and humanitarian operating conditions will be negotiated on the basis of an agreed inter-agency position and approach. Both will in turn reflect the fundamental principles of humanity, neutrality, impartiality and independence.

Programmatic Implications: in applying this principle the UN Agencies will undertake to

- *formulate a joint framework and practical guidelines for negotiating humanitarian access and operating conditions for interventions.*

Action: *The JWG, facilitated by UNICEF and WFP, will recommend to the HoA a framework and set of guidelines for use in negotiating humanitarian access and operating conditions on behalf of the UN. The framework should also refer to the role of the SACB and its partners, and in particular the Humanitarian Response Group (HRG) including the extent to which such negotiations can serve the needs of NGOs and other partners.*

PRINCIPLE VI**PROTECT STAFF SECURITY**

Security is fundamental for operations in the field. The UN Agencies will make all efforts to protect and enhance the security of all UN Agency staff and resources, and to the extent possible, personnel from other humanitarian and development organisations.

Programmatic Implications: in applying this principle the UN Agencies will undertake to

- *implement the recent UNSECOORD recommendations, in particular a joint cost-shared security management system.*

Actions: *The UN HoA will notify their respective agency headquarters about the new arrangements. The Designated Official and Chief Security Adviser (CSA) will provide details of costs by agency. Recruitment of vacant posts and other actions recommended by UNSECOORD are to proceed without delay.*

- *improve informal, cooperative security arrangements with NGOs, including the sharing of security information, and offering security advice.*

Actions: *The CSA, with UNCU support, will dialogue with representatives of the NGO Consortium to develop a mutually satisfactory set of standard security arrangements for field operations and for related collaboration and information-sharing in operational bases and in Nairobi. In so doing, it will ensure that all members of the SACB will be kept informed about key security issues and measures.*

PRINCIPLE VII**STRENGTHEN THE SOMALIA AID COORDINATION BODY**

The UN Agencies are committed to support and improve the humanitarian and development coordination functions of the Somalia Aid Coordination Body (SACB).

Programmatic Implications: in applying this principle the UN Agencies will undertake to

- *explore ways to improve coordination, including relevant structures and procedures that reflect changes within Somalia, in particular the emergence of cohesive local authorities;*

Action: *The R/H Coordinator's office, based upon an agreed interagency agenda, will undertake discussions with its other SACB partners to explore ways to enhance the effectiveness of the SACB overall.*

Action: *in accord with the general guidelines recently issued by the SACB, UN field coordination arrangements should actively support and contribute to inclusive, neutral UN/NGO coordination arrangements. Similarly, these arrangements should include UN collective collaboration with local authorities and civil society. [See action on UN field coordination under Principle I]*

- seek to strengthen joint analysis and planning initiatives within the SACB;

Action: UN Agencies will continue to participate actively in the SACB Sectoral Committees, and in the Humanitarian Response Group, as appropriate. Also, UN reviews or evaluations of interagency activities, i.e. 'aid interventions,' should take an inclusive approach toward SACB partners from the outset. [See action of joint programme evaluations under Principle II].

PRINCIPLE VIII**ACT IN CONCERT UPON ENGAGEMENT AND DISENGAGEMENT**

UN Agencies shall act in concert for their mutual security and in order to maximise the impact of development initiatives as well as humanitarian responses.

Programmatic Implications: in applying this principle the UN Agencies will undertake to

- prepare common engagement and disengagement strategies and guidelines, including acceptable operating standards and conditions to guide UN intervention in a given area.
- **Action:** The JWG, facilitated by WFP and UNICEF, will recommend to the HoA appropriate strategies and guidelines. The preparation of the guidelines should reflect the role of the SACB Humanitarian Response Group, and should also be sensitive to the concerns of NGOs and other humanitarian partners, given their close operational relationship.