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I. Situation analysis

1. The people of Somalia have continued lived without security or functional government nationwide since 1991. Clan-based conflicts continue to resurface in south and central Somalia, and the 2006-2007 floods were the worst in a decade, causing widespread displacement and loss of livelihoods. From March to May 2007, up to 350,000 people were displaced as a result of the heaviest fighting since the 1990s between the Transitional Federal Government (TFG) and opposition groups in Mogadishu and surrounding areas.

2. There is wide variation in the political, economic and development situation across Somalia. The regions of Somaliland and Puntland are comparatively stable and have nascent but weak government institutions. The border disputes and local struggles over resources increase the risk of conflict. South and central Somalia remain unstable. After ousting the Union of Islamic Courts (UIC) from Mogadishu and south and central Somalia at the end of 2006, the TFG has been trying to establish itself in Mogadishu, relying on Ethiopian troops and international financial support. The TFG faces armed resistance by opposition groups, consisting mainly of remnants of the UIC, radical Islamists, and clan-affiliated militia. A temporary halt in hostilities held during the limited reconciliation talks in May 2007. The African Union peacekeeping mission has been deployed since March but has not been able to mobilize troop numbers in line with earlier pledges.

3. The President has called for a National Reconciliation Congress to be held in June 2007, managed by an appointed independent committee. Pursuant to Security Council resolution 1744 (2007), requesting the Secretary-General to assist with the Congress, the UNDP has established a rapid response initiative, along with support for other reconciliation efforts. Considered a milestone event by the Somalis and the international community, the Congress may constitute a step towards reconciliation for peace.

4. The Joint Needs Assessment for Somalia, led by the United Nations and the World Bank, with Somali partners, found that the absence of stable government is the major cause behind the weak development situation in Somalia. Insecurity deters investment and prevents the provision of services. Despite high remittance inflows to Somalia, poverty is widespread; in 2002 around 43 per cent of the population were estimated to live on less than \$1 per day. Somalia is unlikely to reach any of the Millennium Development Goals (MDGs). Nearly one child in four dies before reaching the age of five, and the maternal mortality rate is around 1,600 for every 100,000 live births. The primary school enrolment rate is 22 per cent and girls' enrolment is extremely low. Shortcomings in the respect for human rights and the situation of women, children, minorities and marginalized groups include discrimination; inadequate access to justice and education; exploitation of children; violence against women; and a very high rate of female genital mutilation. The HIV/AIDS prevalence rate (estimated at 0.9 per cent) is low, but given the low levels of education and awareness on HIV; poor access to condoms; cross-border movement; and social attitudes; there is a high risk that infection rates may rise.

5. The assessment resulted in the preparation of the Reconstruction and Development Programme (RDP), in consultation with the authorities. The absence of peace has prevented a donor conference, but the RDP serves as a crucial basis for support by the international community. It is built around three overall goals: deepening peace, improving security and establishing good governance; investing in people through improved social services; and creating an enabling environment for private sector-led growth to expand employment and reduce poverty. Based on the RDP, and with the aim of supporting transition from a humanitarian focus to recovery and development, the United Nations country team for Somalia has formulated the United Nations transition plan for Somalia for 2008-2009, around which United Nations Development Group Executive Committee agencies are harmonizing their programmes. Early recovery, which

begins in a humanitarian setting and catalyzes sustainable development, is a mainstreamed theme.

II. Past cooperation and lessons learned

6. The main achievements of UNDP cooperation in Somalia during the programme periods 2005 to 2006 and 2007 include: (a) in the area of the rule of law and security, increased human security in Northern Somalia through support to an effective community police force, a functioning basic justice system, small arms control and mine-action capacity building. A disarmament, demobilization and reintegration (DDR) programme has increased security in Northern Somalia and preparations have been made for more significant DDR efforts elsewhere; (b) in the area of democratic governance, the establishment and functioning of the Transitional Federal Institutions and the provision of technical and staffing support to regional governments in Somaliland and Puntland, including laying the ground for a civil service. UNDP has supported the constitutional process and facilitated the set-up of critical mechanisms for reconciliation. The selection of local authorities following a local reconciliation process in south and central Somalia is expected to reach a majority of districts in 2007; (c) in the area of poverty reduction and sustainable livelihoods, comprehensive poverty and settlement surveys have provided critical data to inform policies and the planning for humanitarian assistance to disaster victims. The partnership with communities in the rehabilitation of river banks has greatly mitigated the impact of floods and has helped to reintegrate former militia and internally displaced persons (IDPs) on irrigated land and enhanced environmental management and early warning. Further, UNDP supported the development of an MDG-based development plan in Puntland and provided access to livelihoods support, including quality control for exports in the vital livestock sector, along with microfinance and community infrastructures to communities of IDPs; (iv) in the area of HIV/AIDS, the first antiretroviral therapy centre in Somalia was opened in Hargeisa. Training has been provided to the three Somali AIDS commissions and other authorities and mainstreamed into the uniformed services. A national communication strategy, a behavioural change communication toolkit for peer educators, and training manuals on HIV and the law were developed.

7. Main lessons learned from recent cooperation are: (a) the key UNDP role in supporting the emergence of democratic institutions. To protect its neutrality, UNDP engagement needs to be balanced between upstream and downstream activities. UNDP has successfully implemented projects by mobilizing communities and should continue that approach; (b) rule of law and security continue to be a mainstay of UNDP support in Somalia as a foundation for reconciliation and peacebuilding. Support to DDR continues to be extremely challenging, but is essential. Community police and reconciliation mechanisms need to be further reinforced; (c) community recovery would benefit from an integrated, area-based approach with a transition from humanitarian to development assistance; (d) some projects have successfully incorporated support mechanisms for women, but more general strategies should be developed to support women in playing an active part in the reconstruction; (v) conflict and risk analysis must be at the heart of all interventions. Activities need to be clan-neutral and balanced in order to be publicly supported.

III. Proposed programme

8. The overall objective of the UNDP programme in Somalia from 2008 to 2009 will be to support the Somalis in establishing durable peace, reconstruction and development. The UNDP country programme will be aligned with the transition plan and will have three strategic focuses: governance and reconciliation; rule of law and security; and early recovery and sustainable livelihoods. Outputs will be tailored to specific priorities in the three major areas of Somalia. The programme aims to address human security and support democratic governance in all regions and provide targeted assistance to early recovery in accessible areas, supporting the transition from humanitarian to recovery assistance where possible.

A. Governance and reconciliation

9. Whereas the quality of governance mechanisms varies across Somalia, all government institutions face common difficulties, including a lack of adequate administrative infrastructure and policy. The lack of a civil service system, with few resources to attract qualified Somalis, is a major challenge. Under the outcome on more effective administration and management of core government functions by federal, Somaliland and Puntland institutions, UNDP will assist the establishment of essential infrastructure for key institutions as well as inclusive, accountable policies and systems, particularly on the federal level, including a public finance and macroeconomic management system and data collection for planning and policy-making. Capacities of Government and the civil service will be strengthened to carry out their functions effectively. As the lead agency here, UNDP will help bring about progress on transition tasks set out in the transitional federal charter and the electoral planning process. UNDP will continue supporting initiatives towards national reconciliation, including follow-up to the National Reconciliation Congress, continued support to the National Reconciliation Commission and a nationwide peace campaign, and support for the constitution-making process in line with the transitional federal charter. This will entail support to media development and to a civil society contributing to civic education and a democratic debate.

10. Across the country, better horizontal and vertical linkages are needed to help reconciliation and local service delivery and strengthen connections between local and central authorities. Under the outcome on the contribution of local governance to peace and equitable priority service delivery, UNDP will continue to assist the establishment of democratic local authorities that can support local reconciliation and peacebuilding. Selected local governments will be supported in developing basic structures and resources, including merit-based recruitment systems with more representation of women, so as to fulfil prioritized roles and responsibilities. UNDP will support the drafting of local government policies for land administration and dispute resolution, as well as the participation of all key stakeholders in community and district-level planning, policies and development. UNDP will work with partners in a joint programme for local governance and decentralized service delivery.

B. Rule of law and security

11. Levels of rule of law and security vary widely across Somalia. A police corps is comparatively well established in Somaliland, whereas the Somalia Police Force is less robust. The militia are still active, particularly in south and central Somalia. Judicial capacities vary widely. Generally, federal judicial institutions and courts are weak, whereas institutions in Somaliland and Puntland are better developed but under-resourced. As a result of continuing insecurity, the weakness of institutions and poor awareness of human rights, human rights are poorly protected, and public confidence in the justice sector is low. Under the outcome on improved security and protection under the law for all Somalis, UNDP, as the lead United Nations agency, will contribute to those goals, especially for vulnerable groups (including redress for past human rights violations). Support will include progressive voluntary DDR, with community-based reintegration; assistance to security-sector reform and small arms control; capacity building in removing explosive remnants of war; improvement of justice dispensation and access to justice for vulnerable groups; and the continued build-up of a civilian police force with adequate equipment.

C. Early recovery and sustainable livelihoods

12. A majority of Somalis depend on a narrow range of livelihoods, particularly livestock and farming. These are vulnerable in particular to climatic factors (floods and droughts), environmental factors (such as disease and pests) and politico-economic factors, such as foreign bans on livestock imports, and local conflict. Under the outcome of improved sustainable food security and economic opportunities for vulnerable and marginalized groups, UNDP will in partnership with United Nations and non-governmental organizations (NGOs) address vulnerabilities and restore livelihoods through the rehabilitation of productive infrastructure and diversification of productive opportunities.

Support for improving the private sector enabling environment and access to financial services will increase incomes for women and poor households. UNDP will help communities manage natural resources in a sustainable manner and increase the awareness and use of a broader range of energy options. UNDP will apply an early recovery approach which, within an area-specific joint programme framework, seeks to build local capacities for the reestablishment of essential services; helps revive economic activities of crisis-affected populations; mitigates disaster risk and supports local capacities for early warning and recovery coordination; protects environmental assets; and promotes the role of women in recovery. The programme integrates sustainable livelihoods for IDPs in the framework of joint United Nations solutions.

D. Cross-cutting themes

13. UNDP will use a human rights-based approach and promote the rights of the most vulnerable. It will assist the participation of women and the development of policies protecting and promoting the rights of women. Using governance as an entry point, UNDP will continue to raise awareness about the development implications of HIV/AIDS and build capacities for responding to the epidemic. UNDP will promote information and communications technology as a means of increasing government transparency, building civil service capacity, and ensuring the widespread availability of socio-economic data. Fostering reconciliation and durable peace is an overarching goal of the United Nations in Somalia. UNDP will continuously analyse its impact on conflict/peace dynamics and address the drivers on which it can have most effect, building on the lessons learned.

IV. Programme management, monitoring and evaluation

14. At least 80 per cent of the UNDP programme will fall within the scope of the United Nations transition plan. UNDP will provide full support, in programmes and operations, to a 'One United Nations' approach in Somalia. Continuing from a base of cross-border operations, the programme will be implemented in all parts of Somalia under the new business model with increased presence in the field through sub-offices in Mogadishu/Baidoa, Hargeisa, and Garowe, and regional programme integration. Security management for the country will be significantly strengthened. UNDP will continue to use direct execution as the main modality and increase its reliance on NGOs in implementation, while seeking to increase the capacity of government entities for implementation as well. UNDP will promote the deployment of skilled Somali expertise from the diaspora and the private sector.

15. UNDP will build on established partnerships with bilateral donors, the European Commission, the World Bank, intergovernmental organizations and other constituents of the Coordination of International Support for Somalia. It will also continue widening its donor base and develop cooperation with non-traditional donors for Somalia. UNDP will further consolidate its partnership with the United Nations Political Office for Somalia, in particular on governance, reconciliation, and rule of law and security matters. In the event of a future – possibly an integrated –United Nations peacekeeping mission, it will be essential to build in structures for close coordination between such a mission and existing programme activities. Particularly in the area of rule of law and security, UNDP has built up significant capacities and experiences that would prove valuable to such a mission.

16. UNDP will apply results-based management approaches throughout the country programme. Programme planning, project management, and monitoring will be founded on 'Prince2' principles. Where UNDP is the lead agency within the transition plan, it will take the lead in monitoring progress on related outcomes. Across the country programme, UNDP will carry out evaluation in line with corporate policy and to enhance learning.

Annex: Results and resources framework for Somalia (2008-2009)

United Nations transition plan sub-outcomes	United Nations transition plan (UNTP) / UNDP outputs	UNDP key output targets and output indicators <i>Baseline 2007, in italics</i> FD=Federal SC=South/Central, SL=Somaliland, PL=Puntland	Resources and partners
UNDP strategic focus: Governance and reconciliation <i>Outcomes: Key federal, Somaliland and Puntland institutions administer and manage core government functions more effectively and local governance contributes to peace and equitable priority service delivery in select locations</i>			
1. Key federal, Somaliland and Puntland governments administer and manage core government functions more effectively with accountability and inclusion	1.1 Minimum standard infrastructure established in key institutions and related ministries 1.2 Key civil services policies and conditions of services drafted and validated and institutions capable of recruiting qualified managerial and administrative personnel with a gender focus 1.3 Standardised government policies and systems for planning, reporting, budgeting and procurement developed with HIV/AIDs, gender and human rights principles integrated in key policies, plans 1.4 Public finance management and macroeconomic policy framework developed 1.5 Key social, demographic and economic data available for planning and policy development, including HIV/AIDS surveys 1.6 National HIV/AIDS commissions better able to coordinate an integrated response to HIV/AIDS	Key transitional FD and regional government institutions have functional support (buildings, vehicles, equipment, and furniture) and adequate staffing for execution of their mandate. Civil service strategy and policies with regards to size, structure, terms and conditions developed and effected. Affirmative action policy implemented. Functions, roles and responsibilities of government institutions in SL, PL, FD defined. Offices of Transitional FD Parliament and President able to formulate policies, provide oversight. Socio-economic data linked to MDGs widely available. Revenue generation authority and fiscal decentralization strategy in place. Key ministries lead women's rights and HIV/AIDS response. <i>Basic offices in place for Transitional Federal Government (TFG) in Baidoa, but Mogadishu offices not yet. Key institutions in SL and PL have basic offices, equipment, and connectivity.</i> <i>Only Civil Service Institute Somaliland operational with short courses</i> <i>No major policies in place. Socio-economic statistical data gathered by United Nations. Political commitment to gender mainstreaming in FD Somalia</i> <i>AIDS Commission Secretariats established, coordination bodies not functioning</i>	Regular: \$1.8 million Other: \$ 20.2 million Total: \$22 million Key institutions; Non-governmental organizations (NGOs); United Nations Office for Project Services (UNOPS), International Labour Organization (ILO), United Nations Development Fund for Women (UNIFEM) Government institutions; Food and Agricultural Organization of the United Nations (FAO), ILO, Office of the High Commissioner for Human Rights (OHCHR), UNAIDS, United Nations Population Fund (UNFPA), United Nations Children's Fund (UNICEF), UNIFEM, Office of the United Nations High Commissioner for Refugees (UNHCR), World Bank
2. Reconciliation advances with significant progress on remaining transitional tasks under the Charter	2.1 Constitutional process supported according to charter and on schedule 2.2 Electoral planning process initiated with a gender focus 2.3 National capacities and initiatives for reconciliation strengthened	Agreed work plan in place for key designated public institutions leading the constitution making process. FD electoral system in place and operational. <i>No federal constitution, electoral system or voters register</i> <i>Transitional Federal Charter set detailed timeline for referendum on constitution</i> <i>National Reconciliation Congress in June 2007</i>	Regular: \$1 million Other: \$11 million Total: \$12 million Government institutions; OHCHR, UNIFEM, UNOPS, United Nations Political Office for Somalia (UNPOS)
3. Selected local governments contributing to reconciliation and planning for equitable service delivery in select locations	3.1 District Councils and communities receive a comprehensive training package, differentiating between urban and rural areas and use participatory planning processes 3.2 Revenue base enlarged and transparent financial management set up 3.3 Merit-based recruitment systems developed, with better women's representation 3.4 Regional and district councils have policies, infrastructures and administration to manage priority/development programmes 3.5 Local government policies and by-laws are drafted, assessing priority issues related to land administration and dispute resolution	New local authorities have basic technical capacities to promote peace building, reconciliation and to facilitate local development, including through policies and by-laws. 10 per cent of all local councillors in 2008 are women. Marked increase in social services expenditure in areas with selected authorities. <i>Except in Somaliland, only 30 per cent of districts have locally selected councils.</i> <i>Per-capita expenditure on social services in areas of administration less than \$2 per head.</i>	Regular: \$2.5 million Other: 27.5 million Total: \$30 million Regional and district councils; NGOs, training institutions; ILO, UNAIDS, UN-Habitat, UNICEF, UNIFEM, UNOPS, United Nations Capital Development Fund (UNCDF).
UNDP strategic focus: Rule of law and security <i>Outcome: Improved security and protection under the law for all Somalis</i>			
4. Improved security environment in Somalia	4.1 Voluntary disarmament, demobilization and reintegration (DDR) progressively undertaken with community-based reintegration including child recruits and other vulnerable groups 4.2 Security sector review completed and reform underway, under auspices of the National Security and Stabilization Plan 4.3 Arms control measures initiated and operational in selected regions	Structures, systems and policies for comprehensive DDR in place and ongoing, 20,000 militia demobilized and Comprehensive National Security Sector Plan reviewed and implemented. Community arms-control mechanisms in place in priority regions. Awareness of ERW increased in vulnerable communities. Twelve explosive ordinance disposal teams trained and equipped in priority areas. <i>Number of militia estimated at 53,000 in SC and 6,000 in SL/PL. No reliable</i>	Regular: \$1.5 million Other: 14.5 million Total: \$16 million Security institutions, armed forces, militias; Guurti, civil society; FAO,

United Nations transition plan sub-outcomes	United Nations transition plan (UNTP) / UNDP outputs	UNDP key output targets and output indicators <i>Baseline 2007, in italics</i> FD=Federal SC=South/Central, SL=Somaliland, PL=Puntland	Resources and partners
	and explosive remnants of war (ERW) threat reduced in high risk areas	<i>figures on child recruits. Limited data to support reintegration. First National Security and Stabilization Plan elaborated and approved by Parliament. Security sector review initiated throughout Somalia. Legislation in place in Somaliland to control arms in towns.</i>	ILO, International Organization for Migration (IOM), United Nations Educational, Scientific and Cultural Organization (UNESCO), UNICEF, UNPOS, World Food Programme (WFP)
5. Somalis, especially vulnerable groups, have better protection under the law and improved access to justice	<p>5.1 Civilian policing delivered in selected regions with adequate equipment and structures in place, in line with international human rights standards</p> <p>5.2 Somalis have improved quality of justice dispensation through responsive judicial system, expansion of legal clinics, and increased number of legal professionals</p> <p>5.3 Process initiated to harmonize xeer, sharia, and statutory laws and institutions, in accordance with international human rights norms and standards</p> <p>5.4 Options for transitional justice including mechanisms for redress of past conflict-related human rights violations explored</p>	<p>10,000 additional police trained, equipped and operational throughout Somalia</p> <p>No. of cases of police abuse registered and investigated by internal control unit</p> <p>Women and child's desk established in 10 additional towns</p> <p>Review of law systems completed and recommendations for harmonization process developed; support provided to select law faculties for curricula reform, including human rights education, associated legal clinics</p> <p>Legislation on a National Human Rights Commission and increased awareness</p> <p>Courts and prisons in priority regions equipped to human rights standards</p> <p><i>3,500 trained police operational in SC. 4,000 trained police operational in SL/PL. Somalis, especially women, remain unequal before the law. Four women and children's desk operational in Somaliland. . Legal training, including judge training, started throughout Somalia. Bar associations in place in south-central, Somaliland, Puntland. Only one legal clinic in Somaliland. Poor awareness of human rights and mechanisms for redress. Somaliland Human Rights Commission under establishment</i></p>	<p>Regular: \$1.5 million</p> <p>Other: \$13.5 million</p> <p>Total: \$15 million</p> <p>Police and security institutions; Danish Refugee Council; OHCHR, UNFPA, UNHCR, UNICEF, UNIFEM, UNPOS</p>
<p>UNDP strategic focus: Early recovery and sustainable livelihoods <i>Outcome: Vulnerable and marginalized groups have improved sustainable food security and economic opportunities</i></p>			
6. Vulnerable communities have increased income from equitable and sustainable employment opportunities and are better able to manage natural resources	<p>6.1 Targeted communities managing and benefiting from new and rehabilitated productive infrastructure and better prepared for disasters through local early warning and flood control systems</p> <p>6.2 Integrated area development dovetailed to an early recovery phase in selected areas in Somalia</p> <p>6.3 Durable solutions to voluntary reintegration of internally displaced persons (IDPs) and demobilized militia integrated to joint United Nations programmes/programming</p> <p>6.4 Communities and entrepreneurs capacitated by minimum policy, standards, regulations and institutions for enterprise growth</p> <p>6.5 Entrepreneurs, in particular women and poor households, have access to microfinance and other financial services, and are adding value to selected primary products</p> <p>6.6 Communities capacitated by basic legal framework on environment and natural resources management</p>	<p>Basic livelihoods support to vulnerable communities including IDPs supporting early recovery in accessible areas recovering from disaster and conflict in SC, SL, PL. Communities manage and maintain rehabilitated flood management infrastructure in Shabelle and Hargeisa regions. Intensity of flooding reduced and 100,000 Ha. of additional land brought under cultivation through irrigation and flood relief infrastructure and provide opportunities for reintegration of IDPs</p> <p>Critical basic business laws drafted. At least three financial service providers received grants and technical assistance for increased delivery of microfinance</p> <p>Basic natural resource management policies adopted and implementation initiated in SL and PL and drafted in SC. Principles of sustainable resources and energy management mainstreamed in integrated area development programmes.</p> <p>Alternative energy options piloted and impact demonstrated.</p> <p><i>Limited capacity of local administrations and communities to manage and maintain community and public infrastructure, Irrigation infrastructure in Shabelle basin in dilapidated condition, No integrated flood control, water harvesting and management system and no systems for policies for environmental protection and management exist. Critical business laws outdated or not in place to promote private sector. Virtually no financial services providers offering savings and credit products.</i></p>	<p>Regular: \$4.9 million</p> <p>Other: \$13.1 million</p> <p>Total: \$18 million</p> <p>Rural community groups; natural resources-related ministries; NGOs; FAO, ILO, UN-Habitat, UNFPA, UNICEF, UNOPS, WFP</p>