



# Security Council

Distr.: General  
16 July 2008

Original: English

---

## Report of the Secretary-General on the situation in Somalia

### I. Introduction

1. The present report is submitted pursuant to the statement by the President of the Security Council of 31 October 2001 (S/PRST/2001/30), in which the Council requested me to submit quarterly reports on the situation in Somalia. The report covers developments since my last report, dated 14 March 2008 (S/2008/178 and Corr.1 and 2), and focuses, in particular, on the ongoing political process between the Transitional Federal Government and the Alliance for the Re-liberation of Somalia (ARS). This report also provides updates on the security, humanitarian and human rights situations, including on progress made on certain tasks, as requested by the Council in its resolution 1814 (2008), and outlines development activities carried out by United Nations agencies and programmes as well as Somali partners. It also discusses the status of contingency planning for the possible deployment of a United Nations peacekeeping operation.

### II. Main developments in Somalia

#### A. Political developments

2. On 14 March 2008, the Transitional Federal Government of Somalia unveiled its reconciliation strategy, symbolizing the Government's commitment to achieving peace and stability for Somalia. The reconciliation strategy has two components: the first promotes peacebuilding at the community level, and the other proposes reconciliation between the Government and the opposition based within and outside Somalia. On 23 March 2008, Prime Minister Nur Hassan Hussein met with the leadership of the Hawiye Traditional and Unity Council to present the proposed strategy paper detailing the Government's reconciliation programme and also invited civil society representatives to play a constructive role in the reconciliation process. In an address to the Security Council at its high-level meeting on peace and security, held on 16 April 2008 in New York, President Abdullahi Yusuf Ahmed restated his personal commitment, and that of his Government, to advancing peace and reconciliation in Somalia and called on the Council to assist with the stabilization of the country (see S/PV.5868).

3. With the exception of Al-Shabaab, whose spokesperson, Mukhtar Robow, has stated that the group will not engage with the Transitional Federal Government, the



Government's strategy, by and large, has met with positive reactions from other Somali stakeholders, and from ARS in particular. To mobilize further support from within and outside Somalia, my Special Representative, Ahmedou Ould Abdallah, informed members of the Somali diaspora, in an open letter dated 6 May 2008, of his efforts to secure peace in Somalia and called for their support for the peace process.

4. My Special Representative also extended an invitation to the leaders of ARS to engage in preliminary discussions on their role in the Somali peace process, as a prelude to face-to-face talks with the Transitional Federal Government. A high-level delegation of ARS, including its Chairman, Sheikh Sharif Sheikh Ahmed, and the Chairman of its Central Committee, Sharif Hassan Sheikh Aden, travelled to Nairobi and met with my Special Representative and other representatives of the international community between 28 March and 5 April. As a result of the discussion, the delegation agreed to discuss the peace agenda advocated by the Transitional Federal Government. The delegation welcomed the United Nations facilitation role and signed a related memorandum of understanding on 4 April 2008.

5. During initial exchanges, leaders of the opposition stressed the need for the international community to give priority to achieving sustainable peace in Somalia and to recognize the responsibility to deploy a neutral force that would be accepted by Somalis. Opposition leaders also identified the presence of Ethiopian forces in Somalia and ongoing human rights violations as key areas to be addressed by the international community. Following the meeting in Nairobi, the leaders of ARS consulted closely with their constituents both within Somalia and abroad to secure their support for further talks with the Transitional Federal Government.

6. On 12 May 2008, my Special Representative initiated a first round of talks in Djibouti between the Transitional Federal Government and ARS. The talks were formally opened by the Djibouti Minister of Religious Affairs and brought together the Somali parties, the United Nations and representatives of the international community and the Djibouti Government. On 15 May, at the end of a series of meetings, delegations from the two sides committed themselves to a peaceful resolution of the conflict and signed a joint declaration calling on their supporters to facilitate unhindered humanitarian access and the delivery of humanitarian assistance.

7. The talks in Djibouti were, however, criticized by some members of the opposition as being too influenced by external actors. Responding, Sheikh Sharif Sheikh Ahmed, while acknowledging the support of the Eritrean Government for ARS, accused it of attempting to divide the group. He urged the Eritrean Government to engage with the true leadership of ARS and restated the ARS call for the immediate withdrawal of Ethiopian troops, whom he accused of violating human rights.

8. A second round of the Somalia talks began on 31 May 2008 in Djibouti, coinciding with the visit of the Security Council mission to Africa. The Security Council delegation held consultations with President Ahmed and members of his Government, the leadership of ARS and representatives of civil society, women groups, religious groups and business organizations. Members of the Security Council encouraged the parties to engage in credible dialogue and reiterated their readiness to support any agreement reached by the Somali parties. This second

round of talks afforded participants the opportunity to take part in several workshops organized by the United Nations on humanitarian assistance, reconstruction and development, justice and reconciliation, cessation of armed violence and deployment of peacekeeping operations.

9. On 9 June, the Transitional Federal Government and ARS reached a political agreement that was initialled by both parties. France, the United Kingdom of Great Britain and Northern Ireland, the United States of America, the African Union, the European Union, the League of Arab States, the Organization of the Islamic Conference, and the United Nations witnessed the agreement, which provides for:

(a) A cessation of hostilities by both parties for an initial period of 90 days, starting 30 days from the signing of the agreement;

(b) The submission of a joint request to the Security Council to authorize and deploy an international stabilization force, within the coming four months, from friendly countries, excluding neighbouring States;

(c) The Transitional Federal Government to act in accordance with the decision already taken by the Ethiopian Government to withdraw its troops from Somalia following the deployment of a sufficient number of United Nations forces;

(d) ARS to dissociate itself from any armed groups or individuals that do not adhere to the terms of the agreement;

(e) Both parties to undertake all necessary measures to ensure unhindered humanitarian access;

(f) The establishment, within 15 days, of a joint security committee, chaired by the United Nations, to follow up the implementation of agreed security arrangements; the establishment, within 15 days, of a high-level committee, also chaired by the United Nations, to address challenges related to political, justice and reconciliation issues; and the convening of a conference before the end of July 2008 to discuss these issues;

(g) The convening of an international conference, within the next six months, aimed at supporting the reconstruction and development of Somalia.

10. While hardliners within the opposition condemned the agreement, notably Sheikh Hassan Aweys and Yusuf Indhaade, the leaders of ARS reiterated their commitment to the agreement and expressed a desire for an early withdrawal of Ethiopian troops. Prime Minister Hussein, expressing his appreciation for the agreement, underscored the need for the Transitional Federal Government, members of ARS and Somalis in general to collectively contribute to implementation. He openly invited those opposition leaders who had not participated in the Djibouti talks to join the current political process.

#### **Other developments**

11. On 20 May 2008, the three political parties of “Somaliland” — the ruling National Democratic Union Party and the opposition Peace, Unity and Development Party and Justice and Welfare Party — reached agreement on the dates for local and presidential elections, breaking weeks of deadlock caused by a decision of the legislative House of Elders to extend the President’s term of office from December 2008 to May 2009. According to the agreement signed by the three parties and the

Electoral Commission, which has now been established and in which all three are represented, the municipal elections will be held on 15 December 2008 and the presidential elections on 15 March 2009. International partners including Denmark, Norway, the United Kingdom of Great Britain and Northern Ireland, the United States of America and the European Union, expressed their commitment to support democracy in “Somaliland” and fund the upcoming elections.

12. The presidential and parliamentary elections in “Puntland” are scheduled to take place in January 2009, with more than 10 presidential candidates reportedly declared to run.

### **Economic conditions**

13. The delivery of basic social services has virtually collapsed in most parts of the country. South-central Somalia, which was the economic heartland of the country, has been hardest hit, and this has had a direct impact on economic growth and overall socio-economic development. Without annual remittances from the diaspora in excess of \$1 billion, constituting an estimated 70 per cent of Somalia’s gross domestic product, the majority of Somalis would be without any means of livelihood today. There is a real need to invest the remittances flowing into Somalia into productive sectors, sustainable livelihoods and economic growth.

14. While the Somali people continue to face persistent drought and conflict, the global economic crisis during the last year has exacerbated their distress. The unprecedented increase in global food and fuel prices has contributed to an alarming rise in prices in Somalia. In south-central Somalia, the prices of locally produced cereals have increased by 300 to 400 per cent over the last 12 months, with a decline in local production also having contributed. The prices of imported rice and vegetable oil have increased by approximately 160 per cent. The Somali shilling has depreciated by some 80 per cent, owing partly to the supply of counterfeit currency, making it impossible to contain inflationary pressures. These reverses have had a direct impact on food security; some 600,000 urban poor are struggling with spiralling hyperinflation and a severely devalued Somali shilling.

15. During May 2008, Mogadishu experienced several days of widespread demonstrations after shopkeepers refused to accept old Somali shilling notes as legal tender. The demonstrators also protested the high cost of food. In response to the demonstrations, the Transitional Federal Government, in consultation with the business community, directed that old Somali notes be accepted as legal tender and appointed a five-person community to monitor the implementation of that decision.

16. The international community must assist in urgent efforts to reverse this situation. While continuing to deal with the humanitarian challenges facing the country, there is an urgent need to focus increasingly on efforts to build institutions and capacities to yield dividends for the people, especially the poor and vulnerable groups. There is an urgent need to support macroeconomic reform and to stimulate private sector activity to enhance equitable economic growth and inclusive development. If adequate attention is not given to economic development soon, a further generation of Somalis will be negatively affected.

## B. Security situation

17. During the reporting period, the general security situation in Somalia remained volatile. Southern and central areas and “Puntland” all saw a significant increase in criminal activities, exacerbated by weak law enforcement capacity. The ongoing dispute over the area of Las Aanod continues to be of concern as the authorities of both “Somaliland” and “Puntland” continue to build up their military presences around the disputed area. The build-up has created a security vacuum elsewhere in the area of “Puntland”, which, along with the lack of payments to police and militias working for the Government, has led to increases in piracy along the coastline, in kidnapping and in threats to take hostages. As a result, it has been necessary to upgrade the security level in “Puntland” from phase III to phase IV.

18. On 1 May 2008, the United States of America launched an air strike on Dhusamareeb, Galgaduud region, killing Sheikh Aden Hashi Ayrow, the military commander of Al-Shabaab. On 4 May, large numbers of residents of the Dhusamareeb and Guriel districts of Galgaduud demonstrated against the air strike, and Al-Shabaab has issued threats of revenge. In the aftermath of the air strike, aid workers have been interrogated on suspicion of being spies for the United States of America, and the United Nations has been obliged to introduce restrictions on the movement of United States citizens employed by the United Nations within Somalia.

19. Major clashes between Union of Islamic Courts (ICU) militants, Al-Shabaab and Ethiopian-backed Transitional Federal Government forces have become more frequent in and around Baidoa and along the Mogadishu-Afgooye-Baidoa highway. Al-Shabaab and ICU militias continue to mount their insurgency, attacking and seizing towns and villages, installing friendly local authorities and then withdrawing.

20. ICU holds the towns of Beletweyne and Wajid. The absence of Transitional Federal Government control in those areas has permitted banditry and criminality to thrive, leading to the relocation of all international staff from the town. In Baidoa, the situation remains tense and volatile; there were five roadside improvised explosive device incidents in May. Animosity has grown and threats of retaliation have been made against Ethiopian troops, following reports of the killing of 21 civilians in April 2008.

21. The aid community faces significant risks in the course of its work and is exposed to the hazards of assassination, abduction, harassment, improvised explosive devices, roadside bombs and piracy. On 20 May, a dozen gunmen entered the compound of an Italian aid organization in the Lower Shabelle region and kidnapped two Italian nationals and their Somali colleague. These latest abductions bring the number of aid workers and other foreign nationals currently being held hostage or detained in Somalia to seven. Twenty-three incidents of actual or attempted carjacking of humanitarian vehicles had occurred as at the end of March. A particularly disturbing element in early April was the execution of four foreign teachers (two Kenyan and two British nationals) by anti-Government elements in Beletweyne. The security situation in “Puntland” has deteriorated dramatically, with multiple kidnapping threats and attempts during the past months. In April, two United Nations staff members survived an incident related to a dispute over funding for a project, in which militia members sprayed a clearly marked United Nations

vehicle with bullets. On 6 July, the head of the United Nations Development Programme (UNDP) office in Mogadishu was killed by unidentified gunmen as he exited a mosque. The consequences for humanitarian activity in the region have been severe; most international non-governmental organizations (NGOs) have evacuated their international staff. National staff of humanitarian organizations continue to deliver much-needed assistance, but the needs are far from being met.

22. Media personnel have also been singled out for attacks and assassination. On 7 June, a reporter for BBC in Kismaayo, who also worked with several other international news services in Somalia, was killed by unknown gunmen, bringing to nine the total number of journalists killed since 2007. The journalist, Nasteh Dahir Farah, was also the Vice-Chairman of the National Union of Somali Journalists. According to *Reporters sans frontières*, dozens of media workers have remained in hiding for periods of up to several weeks, owing to general insecurity and specific threats against their lives.

23. During the last year a number of vessels have been seized by pirates operating off the north-eastern coastline of Somalia. In 2008, as at 15 July, 14 piracy incidents have already taken place. These developments make the territorial waters of Somalia one of the most dangerous places in the world for marine vessels.

#### **Progress made on security arrangements for relocation**

24. In its resolution 1814 (2008), the Security Council requested an update on progress made in establishing the necessary security arrangement for the relocation of the United Nations Political Office for Somalia (UNPOS) and the United Nations country team following the recommendations contained in my last report.

25. At present, we are developing the modalities for establishing an integrated planning team, which will support the work of the Integrated Task Force on Somalia. The planning team would focus on: planning for the relocation of UNPOS to Somalia; supporting UNPOS in implementing the security provisions of the Djibouti agreement and, in particular, the establishment of the joint security committee; planning our support for an international stabilization force; and carrying forward our contingency planning for the possible deployment of a United Nations peacekeeping force at the appropriate time, in accordance with resolution 1814 (2008). The planning team, which will be led by a senior United Nations official, will carry out an inter-agency security assessment mission to the region by the end of the third quarter of 2008.

26. The Department of Safety and Security has conducted a preliminary study on the current threats on the ground and the possible measures to mitigate them. The study recommends an inter-agency security assessment mission before the deployment of United Nations staff, assets and operations to Mogadishu. In addition, deployment of staff to Mogadishu would require the adoption and deployment of all security measures recommended by that mission and the downgrading of the security level in Mogadishu from phase V to phase IV.

27. The preliminary assessment indicates that the increased deployment of United Nations staff, assets and operations to Baidoa would be possible without a change from the current security phase IV. However, such a deployment would depend on the adoption of robust mitigating measures defined in the security risk assessment.

28. In view of the existing security threats, the current office and residential space is insufficient in both Baidoa and Mogadishu for a significant increase in the deployment of staff to Somalia. Alternative locations would need to be identified and significant security enhancements introduced, as defined by the security risk assessment of the proposed sites.

29. Depending on the location and the results of a security risk assessment, significant security enhancements for static locations would include overhead protection for installations, stand-off distance, a secure perimeter, appropriate medical facilities, a static security force, access controls and mobile security teams. Significant security enhancements for road and air movements would include armoured vehicles, escort protection, vehicle tracking mechanisms, situational awareness and an enhanced United Nations humanitarian air services capacity, including a security architecture appropriate to what is technically deemed a hostile environment and an integrated security information system.

30. Technical specifications for certain static and mobile security enhancements, such as overhead protection and stand-off distance, would need to be developed on the basis of specific aspects of a threat, e.g., the known or anticipated calibre of mortars or artillery. These technical services are beyond the scope of current Department of Safety and Security expertise. Static and mobile security enhancements within the United Nations are necessary but insufficient for UNPOS and United Nations country team deployment. An effective host-country or third-party security force will be required to provide the outer layer of security for the control of perimeters and wider areas within which United Nations personnel may work, live and travel, including safe and secure airfield facilities and infrastructure.

### **III. African Union Mission in Somalia**

31. During April and May 2008, insurgent groups increased attacks on troops of the African Union Mission in Somalia (AMISOM). On 8 April 2008, a suicide car bomb exploded at an AMISOM position in Mogadishu housing Burundian peacekeepers, killing one Burundian soldier. On 23 May 2008, a roadside bomb exploded in Mogadishu, injuring four Ugandan peacekeepers. The African Union continues to face serious financial, logistical and force-generation constraints in completing the deployment of AMISOM. To date, out of the authorized 8,000 troops, AMISOM consists of one Burundian and two Ugandan battalions, totalling 2,650 troops in Mogadishu. A second Burundian battalion has completed its predeployment training and is awaiting equipment to deploy to Somalia.

32. In his letter addressed to me dated 20 February 2008, former African Union Chairperson Alpha Oumar Konaré requested the United Nations to provide the African Union with a support package totalling \$817 million to complete the deployment of AMISOM. In my response of 23 April 2008, I made proposals for possible United Nations assistance to AMISOM based on two principles: that United Nations support for AMISOM would be geared towards assisting the African Union in building its institutional capacity to address challenges it faces in supporting AMISOM, and that it should be ensured that AMISOM is deployed to the extent possible on the basis of United Nations standards to allow for the most effective “blue-hatting” of the Mission should the Security Council subsequently decide to establish a United Nations peacekeeping operation in Somalia. In this regard, I

proposed to co-host a donor conference with the African Union Chairperson; establish an African Union-United Nations donor and troop-contributing country mechanism to follow up on pledges; and provide additional planners to the United Nations AMISOM planning team in Addis Ababa in the areas of engineering, contract management, security, information and communications technology, logistics, contingent-owned equipment, force generation and procurement. The Secretariat is working closely with the African Union to take these steps forward.

33. On 22 June the African Union signed an umbrella memorandum of understanding with UNOPS in Nairobi for the procurement of equipment for its future mission headquarters in Mogadishu. Separate memorandums of understanding to upgrade the field hospital to a United Nations level II medical facility, undertake a site survey for mission headquarters, construct mission headquarters in Mogadishu and oversee the purchase of armoured vehicles are expected to be negotiated and signed shortly.

34. Italy has disbursed a total of €10 million in support of AMISOM activities involving the development of a concept of operations for the Somali Police Force, which is being developed by AMISOM in line with recommendations contained in a security sector reform report developed by international partners for Somalia.

35. In an effort to strengthen the strategic partnership between the various actors in Somalia, AMISOM held a workshop in Nairobi on 21 and 22 May, drawing participants from the United Nations, the Transitional Federal Government, donor partners and the two current troop-contributing countries. The workshop provided a forum for strengthening cooperation and collaboration between the various stakeholders in Mogadishu, Nairobi and Addis Ababa. One of the key outcomes of the workshop was ensuring that the Somali peace process is foregrounded in the AMISOM workplan for 2008 and in the recommendations for mainstreaming Somalia in the agenda for the African Union summit and other international meetings.

### **Contingency planning**

36. As stated in my previous reports, and as the Security Council reiterated to the parties during its discussions with them on 2 and 3 June 2008 in Djibouti, the establishment of a United Nations peacekeeping operation in Somalia should be based on a viable political agreement between the parties and the stabilization of the situation on the ground. Significant progress has been made in this direction with the Djibouti talks.

37. At the invitation of my Special Representative, the Department of Peacekeeping Operations and the Department of Field Support have recently briefed the parties in Djibouti on the basic principles, design and implementation of, and the preconditions for, a United Nations peacekeeping operation and answered questions posed by them in this regard. The Secretariat stands ready to continue such interaction with the parties, which can help build the collaboration and set the parameters necessary for the planning and deployment of a peacekeeping operation in keeping with requirements on the ground.

38. It will be recalled that in my last progress report (S/2008/178 and Corr.1 and 2), I proposed a number of scenarios with corresponding options for security and peacekeeping support for the Somali parties. The first scenario was based on the



current situation with a high level of spoiler activity and limited political progress. The option for this scenario was based on formalizing the maritime support effort to protect the shipping of humanitarian aid. In the second scenario there was some political progress, with a concomitant relocation of elements of the United Nations country team and UNPOS into Mogadishu or other locations within Somalia. The third scenario envisaged the political parties signing a code of conduct that would enable the deployment of a stabilization force that would facilitate a staged withdrawal of the Ethiopian Armed Forces from Somalia. In the fourth scenario, that stabilization force would then establish the conditions for the deployment of a United Nations peacekeeping operation.

39. Sustaining the momentum created by the Djibouti agreement is contingent upon the parties' implementing their commitments to cease armed violence. Without a demonstrated commitment to peace by the Somali parties, it will be extremely difficult to generate a credible stabilization force to relieve the Ethiopian forces in Mogadishu. On the basis of the parties' expected fulfilment of these commitments, I am consulting my Special Representative, the African Union and other partners on how best to move forward with the planning for a stabilization force.

#### **IV. Activities of the United Nations and the international community**

40. In undertaking efforts aimed at promoting dialogue, UNPOS worked closely with all its partners, including the African Union, the European Union, the Intergovernmental Authority on Development, the League of Arab States, the Organization of the Islamic Conference and the United Nations country team, in support of the ongoing peace discussions. They have all expressed their full support for the leadership role of my Special Representative in mobilizing international support for peace, security and development in Somalia.

41. Following its 2870th external relations meeting, the Council of the European Union welcomed the outcome of the talks held in Djibouti from 10 to 15 May 2008 under the auspices of my Special Representative and urged all the parties to adhere to their commitment to participate in the second round of Djibouti talks on 31 May. The European Union also welcomed the ongoing dialogue between the Transitional Federal Government and local leaders in Mogadishu.

42. In a communiqué issued on 29 April 2008, the Peace and Security Council of the African Union welcomed the commitment expressed by the Transitional Federal Government to the promotion of an inclusive dialogue and reconciliation as well as the readiness expressed by the opposition to enter into dialogue leading to a peaceful resolution of the crisis in Somalia.

43. On 30 April 2008, the International Contact Group on Somalia met in Oslo to discuss the political process, as well as the security and humanitarian situations. The group reiterated that the only way to stability, reconciliation and development in Somalia is through inclusive dialogue. The members welcomed the commitment by the leadership of the Transitional Federal Government and other stakeholders to engage in political talks. The Contact Group underlined the need for vigilance in protecting that dialogue from internal and external spoilers and called on all parties to the conflict to respect international humanitarian law. Members of the Contact

Group agreed that the chairmanship of the group should now pass to my Special Representative in order to further strengthen the leadership role of the United Nations in the Somali peace process.

44. Security sector reform has been identified by all partners as a key area in promoting stability in Somalia. During the reporting period, a team of security sector experts from the European Commission, the United Kingdom of Great Britain and Northern Ireland, the United States of America and the United Nations prepared a report containing proposals for a strategy for international assistance to the security sector strategy. The document provides useful recommendations regarding how to approach international assistance to the security sector in Somalia in a coherent and coordinated manner. A follow-up study to assess the security requirements on the ground is ongoing.

45. The report proposes that an integrated security sector coordination and policy planning structure be created under the auspices of UNPOS to ensure that (a) the range of assistance currently provided to the Somali security sector is coordinated and integrated at both the technical and the strategic levels and (b) international assistance policy in the security sector is coordinated and led by UNPOS.

46. Support for law enforcement capacity in Somalia, including the payment of police officers, is a key concern of the Transitional Federal Government. Some 2,800 Somali police have been trained and paid stipends through the UNDP Rule of Law and Security Programme. In addition, the Somali Police Force has reactivated approximately 2,200 police personnel from the previous police force who do not currently receive a stipend. The Prime Minister continues to seek assistance to address this shortfall, which, in his view, is critical for improving security in Mogadishu.

47. Since my last report to the Security Council, the United Nations country team has begun the implementation of its United Nations transitional plan as a means of increasing support for recovery and development. The plan provides a framework for partnership and coordination between Somali actors, United Nations agencies, donors, multilateral institutions and NGOs.

48. The United Nations country team estimates that in order to meet the transitional plan targets for 2008, approximately \$218.4 million would be required. As at mid-June, approximately \$159.3 million had been mobilized for recovery and development activities across Somalia. In order to effectively implement the transitional plan and boost humanitarian interventions, the United Nations is putting in place capacity-building mechanisms for national partners, as well as mitigating measures to address security conditions. A risk assessment is currently being undertaken to better define what additional measures are required to ensure that operations continue and are augmented across Somalia where possible. Every effort has been made to implement the transitional plan in a way that supports both the Somali people and national institutions. Funds are being allocated across the five strategic areas of the transitional plan — institution-building, local governance and decentralized service delivery, rule of law and security, education and health, and livelihoods — in a sequenced manner.

49. In its resolution 1814 (2008), the Security Council requested an update on progress made to establish a joint planning unit within UNPOS, as recommended in my last progress report, as a means of integrating the three components of the

United Nations strategic approach on Somalia. The joint planning unit will work to ensure the coherent implementation of the integrated strategy by UNPOS and the United Nations country team. Terms of reference for the joint planning unit have been developed and staffing requirements have been identified. The Secretariat is taking steps to identify resources to fund the unit for 2008 on an urgent basis, and a formal request for resources for the unit in 2009 will be submitted.

## V. Humanitarian situation

50. Since my report issued four months ago, in March 2008, humanitarian conditions have taken a dramatic turn for the worse owing to the ongoing conflict, increasing food prices, a deepening drought that has hit a wide swathe of central Somalia, a poor start to the current rainy season and increasing civil insecurity. The situation in Somalia is deteriorating at a rate faster than expected. The number of people in need of humanitarian assistance has increased by 40 per cent since January 2008, to 2.6 million, representing 35 per cent of the population. Almost 750,000 people are reported to have fled Mogadishu in the last three months, bringing the estimated number of people who have fled Mogadishu since the current conflict started to well over 1 million. Some 300,000 of them are living in tents on the outskirts of the capital. Urban dwellers are being forced to make stark choices — pulling their children out of school, forgoing medicines and having only one meal a day — to cope with the lack of food. If the humanitarian situation continues to deteriorate, 3.5 million people could be in need of assistance by the end of 2008.

51. Actions against the aid community are on the increase. This year alone, 15 aid workers have been killed, directly targeted by various groups. This, coupled with the growing climate of threats against and harassment of aid workers, has significantly reduced the ability of humanitarian agencies to operate. Access to populations in need is decreasing throughout the country. Those who have been at the forefront of reaching the most vulnerable, our Somali colleagues, are also increasingly facing threats. One of the latest fatalities occurred on 17 May, when the Somali head of the NGO Horn Relief was brutally murdered in Kismaayo.

52. Many of the newly displaced live in precarious situations without access to basic services, and the most vulnerable are the hardest hit. Various militia groups have attempted to restrict access to the settlements during food distribution. Checkpoints and roadblocks also continue to be major obstacles to access: there are now almost 400 roadblocks and checkpoints country-wide, limiting access, increasing costs and delaying the movement of goods. Along the Afgooye corridor, where the largest humanitarian response in Somalia is under way, there have been more than 40 security incidents, including seven roadside bomb explosions since the beginning of the year. Despite this, 43,000 metric tons of food was delivered between February and April 2008 throughout Somalia, of which 9,400 metric tons was provided to the internally displaced in Afgooye.

53. As at 1 May, the 2008 consolidated appeal for Somalia was approximately 35 per cent funded, with a shortfall of \$140 million. In response to the increasing scale of the humanitarian crisis, the United Nations and humanitarian partners have revised the 2008 consolidated appeal upward from \$413 million to \$638 million, meaning the shortfall is now about \$400 million. Given the security and access

limitations for humanitarian personnel, innovative strategies will be required to serve the 2.6 million Somalis in need of assistance.

54. Much of the additional emergency response, such as wet-food feeding in Mogadishu and substantial water trucking in central and northern regions, is being supported outside the consolidated appeal through the Humanitarian Response Fund and by bilateral donors. Additional funds are urgently required to support the growing general food assistance needs, nutrition programmes targeting malnourished children and livelihood support for those affected by drought, displacement and economic hardships.

## **VI. Human rights and protection of civilians**

55. The human rights situation in Somalia continues to be characterized by indiscriminate violence and frequent attacks against civilians, including arbitrary detention of human rights defenders, arbitrary arrests and extrajudicial killings of journalists, as well as sexual and gender-based violence. Since 19 April the renewal of intense violence in Mogadishu between the Ethiopian-backed Transitional Federal Government troops and the insurgent groups has resulted in serious violations of international humanitarian and human rights law.

56. On 19 April, Ethiopian forces allegedly stormed Al Hidaya mosque, in north-eastern Mogadishu, killing numerous clerics belonging to the “Altabligh Group”, including a number of scholars, as well as detaining some 40 minors at an Ethiopian military camp in the north of Mogadishu who had been attending religious classes. Both the Ethiopian-backed Transitional Federal Government troops and the insurgent groups are using heavy artillery in urban areas inhabited by civilians, causing dozens of civilians to be killed or injured.

57. Both the Government of Ethiopia and the Government of Somalia carry human rights obligations and are party to a number of international human rights treaties, including the International Covenant on Civil and Political Rights, the Convention against Torture and the African Charter on Human and Peoples’ Rights. Both Governments are obliged to take measures to provide protection from impairment of the human rights of civilians by non-State actors, including armed groups.

58. On 28 March the United Nations Human Rights Council, expressing serious concern about the deteriorating human rights situation, renewed the mandate of the independent expert on the situation of human rights in Somalia for another year. In its resolution the Human Rights Council also requested the Office of the United Nations High Commissioner for Human Rights (OHCHR) to strengthen its presence in Somalia with a view to providing technical assistance and advisory services to the relevant Somali institutions and requested a report before the end of 2008.

59. Efforts are under way to establish an effective human rights capacity within UNPOS to monitor and enhance the protection of human rights in Somalia and to ensure coordination between UNPOS, OHCHR and the independent expert appointed by the Human Rights Council, as requested in Security Council resolution 1814 (2008). In June 2008, OHCHR deployed one human rights officer to UNPOS. The process for recruiting an additional human rights officer and a senior human rights officer is under way, and they are expected to be deployed by the end of the third quarter of 2008.

60. The strengthened human rights unit will play a critical role in monitoring human rights violations, advising the Special Representative of the Secretary-General and the United Nations country team on capacity-building and institution-building, providing input for mainstreaming human rights as part of police, judicial and legal reform, and providing support for the establishment of a national human rights institution and the integration of human rights into potential future agreements.

61. A preliminary human rights assessment mission is scheduled to travel to Somalia before the end of July 2008. It will provide a report on the current human rights challenges in the country and put forward concrete recommendations for steps to be taken to reinforce the human rights capacity within UNPOS and work towards improved monitoring of the human rights situation in coordination with the transitional federal institutions and other relevant stakeholders. It will provide UNPOS with the tools to respond to the lack of accountability for past and current crimes, including sexual and gender-based violence, and provide the reinforced UNPOS Human Rights Unit with the necessary capacity to contribute to the implementation of the three-track strategic approach proposed in my last progress report on Somalia and adopted by the Security Council.

#### **Institution-building**

62. The United Nations has established, along with other international partners, a consortium of partners to support the constitutional process, with a focus on (a) technical support for the Independent Federal Constitution Commission and the Parliamentary Committee for the Constitution; (b) national dialogue and reconciliation around the process of drafting the constitution; (c) support for civil society and civic education; and (d) institutional support and capacity-building.

63. Capacity-building workshops are ongoing for the members of Independent Federal Constitution Commission and Parliamentary Committee for the Constitution, as well as for Somali civil society. The United Nations supported the participation of over 50 women's NGOs at a constitutional workshop, held in May in Kampala, to better understand constitutional issues and citizens' participation in the constitutional drafting process. On 22 May, members of both the Federal Constitution Commission and the Parliamentary Committee, along with the Prime Minister and the United Nations, participated in a strategic discussion on the Somali constitution, including the overall process drafting. Following the launch, a week-long discussion took place in Kampala between the women's NGOs and subject-matter experts on the fundamentals of the constitution-making process and the participation of the women's NGOs in civic education. Significant outcomes of the workshop included a decision to review the 1960 Constitution and the Transitional Federal Charter of 2004 and identify principles to be included in a new constitution; and the formation of a technical team that will develop the first draft of the constitution and develop a work plan with clear benchmarks for drafting, public consultation and civic education.

64. Since I last reported to the Security Council, consultations between the United Nations and national counterparts are ongoing in a number of areas, such as poverty analysis and mapping, information management and capacity support for a number of key institutions, including training in HIV/AIDS, gender and human rights. As a result of technical assistance provided by United Nations agencies, progress is being

made on the Public Financial Management Bill, and frameworks for transparency and accountability are in place in “Somaliland” and “Puntland”. Technical experts in gender and in statistics have been placed in relevant ministries in Mogadishu, “Somaliland” and “Puntland”. Training for personnel of key ministries on gender planning and gender budgeting have also been initiated as part of nationwide gender mainstreaming efforts.

65. One of the most significant achievements has been the agreement reached with the Transitional Federal Government on the basic processes and structures for the start-up package funded by international donors through the United Nations in April. The six-month package includes support for staffing, recruitment, equipment, assessment of public buildings and the planning process for national reconciliation activities.

#### **Local governance and decentralized service delivery for safe water, sanitation and hygiene education**

66. The focus of United Nations activity in this area in the last three months has been on capacity-building support for district councils, policy development geared towards decentralization and the provision of potable water. A noteworthy achievement has been the signing of the joint programme document on local governance and decentralized service delivery by the United Nations Human Settlements Programme, UNDP, the United Nations Children’s Fund, the International Labour Organization and the United Nations Capital Development Fund. This marks a shift towards a single and coherent approach for the provision of support at the local level.

67. Through a process of local reconciliation and elections, local regional and district councils were established in the Gedo region. District Council office buildings were renovated in 10 districts in the Bay and Bakool regions, and building works were initiated in another four districts in “Puntland”. Draft guidelines for district planning and investment processes were produced through joint United Nations-Somali consultations in “Somaliland” and “Puntland”. Through the joint programme, United Nations agencies also jointly delivered training to district councils on the roles and responsibilities of local government.

68. In the Afgooye area, regular access to water was established for an additional 10,000 people, the majority of whom are displaced. The construction of permanent water sources serving an estimated 30,000 people is also under way. In “Puntland”, equitable water billing systems were introduced to ensure sustainable water management in three cities. In “Somaliland”, solid waste management systems and public-private entrepreneurship models are being tested in three districts, while a study on the provision of an alternative water supply in Boroma, launched in mid-2003, is near completion.

#### **Rule of law and security**

69. As part of an ongoing disarmament, demobilization and reintegration initiative, 500 members of security forces in “Somaliland” and 273 in “Puntland” completed a six-month reintegration project in September 2007 and March 2008, respectively. A second caseload of 500 was also identified in January 2008 in “Somaliland” and in March 2008 in “Puntland”. The second caseload in “Somaliland” will begin reintegration activities in July of this year, while in

“Puntland” the activities will begin in August. As part of the reintegration programme, each beneficiary has the option of receiving skills training in small and medium-sized enterprises, receiving vocational training, undergoing rural reintegration or receiving formal education.

70. A landmine impact survey was completed for southern Somalia, covering 448 villages, of which 31 were classified as affected by mines and explosive remnants of war. A mine action camp and training centre has been established in Baidoa, and training is ongoing, along with the provision of emergency medical care for victims. Three new explosive ordnance disposal experts were deployed to ensure enhanced quality control of all mine clearance operations in “Somaliland” and “Puntland”.

71. As part United Nations efforts to strengthen the Somali Police Force, 60 senior police station managers will be trained. To build the accountability and transparency of the Somali police, the United Nations is supporting the establishment of a police directorate, an internal control unit and a professional standards unit. Police advisory committees were expanded in March 2008 and now monitor all 16 district police stations in Mogadishu. These committees have also received support to monitor human rights conditions in eight district police stations. Ongoing support was provided by the United Nations to the Special Protection Units in “Somaliland” and “Puntland”, and procurement planning is under way for the provision of equipment, vehicles and uniforms.

72. In the justice sector, detailed judiciary assessments are continuing throughout Somalia. In south-central Somalia, the United Nations, in partnership with local NGOs, is strengthening access to justice through the provision of free legal representation for vulnerable groups. In Hargeisa, additional support for legal clinics by United Nations agencies has enabled the provision of free legal services to disadvantaged groups, including internally displaced persons, and resulted in 250 remand cases, 61 civil law cases, 38 internally displaced person and refugee cases, 23 criminal cases and 83 cases dealt with specifically by the legal clinic for women and children. In “Puntland”, United Nations agencies reinforced the Legal Aid Centre and the prison remand project, and, as a result, 109 cases were taken forward.

#### **Provision of basic services**

73. The United Nations has initiated the development of a basic package of health services across Somalia with relevant national partners. This will provide a framework for essential health care with definitions of levels of health care, their components, human resource needs and cost per capita for the delivery of those services. As part of reproductive health activities, 22 individuals received training on community midwifery in Hargeisa, and 40 midwives were trained in emergency obstetric care in “Puntland”. Maternal health services in existing health facilities were strengthened through the provision of reproductive health supplies and commodities.

74. Under “Food for education” and “Food for training” programmes, 96,971 children and 76,456 other individuals received food, including 54,026 vulnerable youth, ex-militia members, internally displaced persons and returnees. In relation to food security, United Nations agencies have combined resources to improve the nutritional status of vulnerable groups, including people living with HIV/AIDS. Food was supplied in tuberculosis, general and mental hospitals for an estimated

500 patients, who are often neglected by the aid community. In “Puntland”, a supplementary feeding programme for children under 5 and pregnant and lactating women was put in place through maternal child health centres in Bossaso camps of internally displaced persons and in Bari, Gardo and Galkayo.

#### **Livelihoods and shelter**

75. Targeted communities now have improved access to productive facilities, including milk markets, centres for integrated pest management practices, more than a dozen new slaughter facilities, plus markets and processing facilities in three regions in southern Somalia, and in Garowe, Gardo and Bossaso, “Puntland”. Support for Somali meat producers and traders has continued, and quality assurance systems have been improved; as a result, meat exports have increased.

76. A number of communities across Somalia have benefited from the construction and rehabilitation of infrastructure such as dams, reservoirs, boreholes and canals, increasing the availability of water. Eighty-six low-cost housing units in urban areas of “Somaliland” were constructed using community contracting methods. A number of communities also benefited from the establishment of 10 additional market facilities in Hargeisa, Boroma and Burao.

#### **HIV/AIDS and sexual and gender-based violence**

77. I note with approval that the Transitional Federal Government and the “Somaliland” and “Puntland” HIV/AIDS commissions have worked together and with civil society on making progress towards the 2001 targets set by the General Assembly at its special session on HIV/AIDS. The response provides hope of meeting nationally and globally agreed universal access targets on integrated prevention, treatment, care and support for all Somalis. The United Nations has supported the strengthening of health information systems and delivering HIV/AIDS training to 3,000 health workers.

78. Advocacy efforts were boosted to halt the number of fistula cases and reduce the maternal mortality rate. In southern Somalia, the United Nations has taken measures to address violence against women in Mogadishu, Hiran, Baidoa and Balcad, including advocacy and medical support. In “Somaliland”, the United Nations and its partners have established a referral mechanism for survivors of sexual and gender-based violence to provide basic medical and psychosocial care, legal aid, protection and reintegration into the community. The United Nations continues to support capacity-building for health-care providers in medical management and psychosocial care and support for survivors of gender-based violence. I am concerned, however, that there is continuing impunity for perpetrators of gender-based violence in Somalia, mainly because survivors fear reprisals by perpetrators. It is imperative that we improve documentation and reporting mechanisms with respect to human rights violations, including sexual violence.

## **VII. Observations**

79. Somalia remains a challenge for the international community, but recent developments provide reason to hope. I commend the courage of the Somali people



and welcome the support of representatives of the diaspora who have shown their support for the current peace process.

80. The Djibouti agreement marks an important step towards achieving peace and stability for Somalia. The key challenge now is in its implementation. I call on both parties to adhere to the terms of the agreement, in particular with regard to the cessation of hostilities and the facilitation of humanitarian access. Those within the opposition who have expressed their disregard for the current process must be persuaded and encouraged to participate in the process. Securing the withdrawal of Ethiopian troops from Somalia remains an important test for the success of the agreement. I rely on the leadership of the Transitional Federal Government of Somalia, the Government of Ethiopia and all friends of Somalia for their support in this regard.

81. I call on international partners to continue to commit themselves unequivocally to stand by the people of Somalia and their leaders during the crucial phase of the implementation of the agreement. In particular, I urge the countries neighbouring Somalia to continue to lend their support for the achievement of its peace and stability.

82. As we make progress on the political front, plans for an appropriate security arrangement must be put in place to support the relocation of the United Nations to Somalia and the deployment of an international stabilization force.

83. In accordance with my three-track strategic approach for Somalia, progress on the political front and the deployment of an appropriate security arrangement will create space for programmatic and humanitarian activities and hasten the shift of the discourse on Somalia from one based on conflict to one geared towards development. In this regard, the work of the Joint Planning Unit within UNPOS will be critical.

84. I note the additional assistance requested by Prime Minister Hussein to support police reform and welcome the recent efforts undertaken by international partners under the auspices of UNPOS to establish a security sector framework. I also welcome the recent start-up package of \$14 million to help with the immediate requirements of the Transitional Federal Government. I urge Member States to continue to extend all possible assistance to the Government in a timely manner to improve its capacity to deliver services to the Somali people and to complete the tasks stipulated in the Transitional Federal Charter.

85. I further commend the declaration made by the parties on humanitarian access in the Djibouti talks and call on all parties to the conflict to respect the autonomy and independence of humanitarian operations, permitting aid to get to those who need it most, when and where they need it. The humanitarian situation is dire, and all efforts must be exerted to alleviate the suffering of Somalis.

86. I have noted with grave concern the recent spate of piracy in Somali territorial waters. During the last year, a number of vessels have been seized by pirates operating off the north-eastern coastline of Somalia. In 2008, as at 15 July, there have been 14 incidents of piracy. These developments make Somali waters among the most dangerous places in the world for vessels to sail. I therefore welcome Security Council resolution 1816 (2008) on piracy, calling on Member States with naval and military capabilities in the region to coordinate their efforts to deter piracy and armed robbery at sea in cooperation with the Transitional Federal

Government. In consultation with the Transitional Federal Government, we are working with the African Union, the European Union and other organizations on appropriate measures to implement resolution 1816 (2008).

87. I also commend the efforts made by Denmark, France and the Netherlands in providing military escorts for humanitarian vessels. I call on other Member States to continue these naval escorts, which, since November 2007, have provided crucial assistance for the safe maritime delivery of humanitarian goods to Somalia, as the provision of escorts by the Royal Netherlands Navy ended on 30 June 2008.

88. The deteriorating security situation in Somalia continues to be a matter of serious concern, with an alarmingly high rate of civilian casualties. I condemn in particular all acts of violence against civilians, including targeted attacks against journalists, as well as on AMISOM. I commend the valiant AMISOM troops, who are discharging their duties in a professional manner under very difficult conditions. I continue to urge Member States that have pledged troops to augment AMISOM forces to deploy them as soon as practicable. It is important that the security situation improve substantially to enable the implementation of the Djibouti agreement and the distribution of humanitarian assistance.

89. I am very alarmed at the culture of impunity that continues in Somalia. The human rights of Somalis are being violated every day. Civilians, in particular women and children, are bearing the brunt of the conflict. Mechanisms to investigate the gravest violations and bring the perpetrators to justice must be brought to bear. It is crucial that technical and financial support be provided in order to establish independent national institutions, protect internally displaced persons, avoid the tragedy faced by migrants, establish and uphold the rule of law, and protect economic, social and cultural rights. I encourage the Transitional Federal Parliament to undertake discussions towards signing and ratifying the core international human rights treaties, in particular the Convention on the Rights of the Child. We strongly urge all stakeholders in the Somali political process to commit themselves to the integration of human rights into constitutional, judicial, police and land reform and into the construction of accountability and transitional justice mechanisms.

90. I condemn the attacks, killings and abduction of individuals associated with the delivery of assistance and call on all parties to cease immediately targeting such persons. I am gravely concerned about the abduction of nine individuals associated with the delivery of assistance who are still being held. I call on those responsible to ensure their immediate and safe release.

91. Finally, I wish to reaffirm my deep appreciation to my Special Representative for Somalia for his leadership and efforts to foster peace and reconciliation among the Somali people. I call upon all Somali parties and Member States to continue to provide him with their fullest support and cooperation in the pursuit of this goal.