

COUNTRY OPERATION

# S O M A L I A

## AT A GLANCE

### Main Objectives and Activities

Repatriate Somali refugees from eastern Ethiopia and Kenya to safe areas in northern Somalia, and facilitate the voluntary repatriation of those who chose to return to areas of crisis and transition in southern Somalia; facilitate reintegration by improving infrastructure and supporting the productive capacity of communities; monitor the reintegration and safety of returnees; collect and distribute information on the situation in Somalia, in order to assist governments hosting Somali refugees, and to enable refugees themselves to make an informed decision whether to repatriate; assess the situation of Ethiopian refugees in Mogadishu and Qorioley through a joint mission with the Government of Ethiopia, and develop an action plan for this group; facilitate the local integration of Ethiopian refugees in north-west Somalia.



### Impact

- A joint eligibility committee was created in north-west Somalia, and - in the absence of national refugee legislation - government institutions were made accountable to meet international refugee law standards.
- UNHCR obtained the release of refugees from arbitrary detention and provided legal assistance, when necessary.
- A total of 23,200 Somali refugees returned to north-west Somalia, while smaller numbers repatriated to the north-east and south with UNHCR's assistance.
- UNHCR's multi-sector reintegration activities increased the absorption capacity of areas of return, benefiting both returnees and the local population. As a result no movement back to the countries of asylum was reported.
- In north-west Somalia, 70 quick-impact projects (QIPs) contributed to the smooth reintegration of returnees by improving the water supply, health, education, productive capacity (crop production, livestock, fisheries, income generation) and community services.
- UNHCR's community-based interventions benefited not only returnees and the local population, but also internally displaced persons (IDPs) and demobilised soldiers.

### Persons of Concern

MAIN REFUGEE ORIGIN/ TYPE OF POPULATION	TOTAL IN COUNTRY	OF WHICH: UNHCR-ASSISTED	PER CENT FEMALE	PER CENT < 18
Ethiopia (Refugees)	130	130	42	54
Returned in 1999	25,910	25,910	-	-

### Income and Expenditure - SP Activities (USD)

WORKING BUDGET	INCOME FROM CONTRIBUTIONS*	OTHER FUNDS AVAILABLE**	TOTAL FUNDS AVAILABLE	TOTAL EXPENDITURE
7,989,448	5,623,875	2,496,645	8,120,520	6,126,117

\* Includes contributions earmarked for the Special Operation in East and Horn of Africa.

\*\* Includes opening balance and adjustments.

The above figures do not include costs at Headquarters.



## WORKING ENVIRONMENT

### The Context

Despite the absence of a national government and the prevailing insecurity in parts of the country, voluntary repatriation to Somalia did take place. UNHCR therefore aimed to equip areas of return with basic facilities, in order to ensure the sustainability of return. UNHCR's presence enabled it to monitor not only the reintegration of returnees, but also political and security developments, and thus to keep countries of asylum informed. UNHCR's policy of voluntary repatriation concentrated on return to relatively safe and stable "areas of recovery" in north-east and north-west Somalia. Nonetheless, refugees who made a free and informed decision to repatriate to areas of crisis or transition in the south of Somalia received assistance to do so.

Repatriation to southern Somalia occurred mainly from Yemen. As Mogadishu was the prime destination of these returns, UNHCR could not assist the communities with QIPs due to the inaccessibility of the Mogadishu area to international organisations. While the central and southern sectors of the country still lacked regional administrations and experienced general insecurity due to factional and inter-clan fighting, the self-governing entities in the northern sector proceeded to consolidate their civil governance structures. In the north-east, the regional government retrained 500 members of the civilian police force and deployed them throughout the territory. Thus, returnees in the north-east did not have to rely on traditional clan-based protection and security structures to the same extent as returnees in the southern parts of Somalia, where no civil police force existed. The appointment of a senior official in the north-east to act as focal point for the UN and other international organisations further eased operations. However, a complicating factor was the on-going territorial dispute between the authorities of north-west and north-east Somalia over Sool and parts of the Sanaag region.

### Constraints

Economic and political structures in north-west Somalia remained weak; the legacy of a devastating war from 1988 to 1994. The whole region, and UNHCR's operations there, continued to suffer from a lack of international support for the development of north-west Somalia, compounded by a loss of revenue after a livestock ban imposed by Saudi Arabia. The authorities, communities and local NGOs in the north-west exerted pressure on UNHCR to fund various projects. Local

NGOs operating in Somalia lacked the know-how, manpower, or funds to implement projects effectively. This rendered the implementation of reintegration activities exceptionally complex.

Limited absorption capacity in north-west Somalia, partly to due to the detrimental effect of the livestock ban, compelled UNHCR to adjust its original target for returns from eastern Ethiopia from 80,000 to 30,000. By year's end, 23,200 Somalis had returned from Ethiopia. Another limiting factor was the presence of landmines in returnee areas, especially in the coastal area (Awdal region) to which returnees from Djibouti would proceed. Returns to southern Somalia and the north-east were also lower than planned, in particular from Kenya, due to continued insecurity in many areas of return.

In June, the UNHCR compound in Kismayo was occupied and looted by militia members, obliging staff to evacuate. One attempt was made to hijack a UNHCR vehicle, and two national staff were kidnapped in Baki. They were released after interventions by the authorities and the UN.

### Funding

UNHCR took due account of audit comments from previous years when planning and implementing the 1999 programme. As a result, cash management was improved through a more accurate projection of needs. Several old projects were completed and closed. UNHCR effected payments on behalf of its partners, where necessary, while at the same time training them to introduce more accurate and less wasteful accounting practices. Despite efforts to improve the management of funds, work was complicated by chronic funding shortages and insufficient staffing levels.

## ACHIEVEMENTS AND IMPACT

### Protection and Solutions

UNHCR's main tasks were to enable Somali refugees to exercise their right to return based on a free and informed decision, to ensure that returnees were not penalised for having been in exile, to obtain clearance from local authorities for refugees wishing to repatriate, and to monitor their reception and reintegration. Particular attention was paid to women, children and minority groups. UNHCR is not aware of any abuses of returnees' rights. However, returnee monitoring was not possible in Mogadishu, due to security problems.

As north-west Somalia is not a recognised state, it is not party to any international or regional instruments of refugee law. Nonetheless, the authorities declared their willingness to abide by international principles on refugee matters. The constitution provides for the protection of life and individual liberty. However, the authorities in the north-west are still insufficiently acquainted with the principles of refugee law and the status of the area presented serious difficulties for determining refugee status and ensuring protection. The creation of a joint eligibility committee, composed of the Ministry of Resettlement, Rehabilitation and Reconstruction and the Ministry of Interior, was therefore a notable achievement.

#### Activities and Assistance

**Community Services:** Several life-education centres in West Galbeed, Togdheer and Sanaag regions were rehabilitated to provide women with the skills they need to generate income and improve their health and living conditions. As a follow-up to the Beijing International Women's Conference, UNHCR facilitated the participation of several Somali women who have been active in civil society, in a women's conference in Addis Ababa, Ethiopia.

**Crop Production:** In order to enable returnees to resume crop production and become self-reliant, 1,735 hectares of land were prepared for cultivation in north-west Somalia. UNHCR provided seeds, hoes, axes and rakes, and installed water pumps and pipes to encourage small-scale irrigated farming.

**Domestic Needs:** Assistance in the form of food and non-food items (bread, water, and medicines), transport and subsistence allowances were provided to returnees during repatriation. A lump sum grant was provided to refugees to support their local integration in Hargeisa (benefiting 95 refugees) as well as to those awaiting resettlement.

**Education:** To improve access to education for returnees as well as the local population, UNHCR rehabilitated five primary schools and two secondary schools in north-west Somalia, and provided school furniture for ten schools. Twenty female and 80 male returnee youths received vocational training. Literacy and basic formal and informal education services were made available for children. UNHCR constructed one primary school for girls at Al-Waha in the Bari region, and one co-educational primary school in Balli-Busle in the Mudug region. Educational materials were provided. UNHCR

co-operated with UNESCO in funding a workshop on the provision of certificates of education to children in difficult circumstances. Refugee-hosting countries were requested to implement the recommendations of this workshop. In co-operation with the UN Development Office for Somalia, UNHCR rehabilitated the Lafole library in Benadir region. When it is opened, this library will be an important resource for students undergoing UNESCO-sponsored teacher training.

**Forestry:** In order to preserve Somalia's sparse forest, returnee women and other members of the community in the north-east were taught how to use fireless cookers.

**Health/Nutrition:** In north-west Somalia, UNHCR gave ten medical kits to maternal and child health centres (MCH). Five MCH/health posts were constructed or rehabilitated so as to improve the health care system. Basic medical equipment was provided to Hargeisa Group Hospital. The Office also rehabilitated an MCH in Bossasso (north-east), constructed a health centre and a clinic in the Galkayo area, and reconstructed a health centre in the Kismayo district. Priority was given to facilities catering for women and children. Workshops on the dangers posed by the practice of female genital mutilation were held in the north-east.

**Income Generation:** To enable the most vulnerable groups - widows, single heads of household, elderly or disabled people - to achieve greater self-reliance, UNHCR encouraged and funded small-scale ventures like grinding mills, bakeries, salt-production, bee-keeping and fishing. In north-west Somalia, training was given in small business management and the utilisation of agricultural products.

**Legal Assistance:** Expenses relating to missions to north-west Somalia by Ethiopian immigration officers and representatives of the Administration for Refugee Affairs were covered. UNHCR also covered the legal fees of an attorney representing an Ethiopian refugee.

**Livestock/Fisheries:** As livestock is the main source of income for returnee pastoralists and agro-pastoralists in north-west Somalia, 22 community animal health workers were trained to run rehabilitated veterinary health posts and deliver veterinary services. Veterinary equipment and drugs were made available at the centres. To promote fishing as a means of income, selected returnees in coastal areas received fishing nets and hooks.

**Operational Support (to Agencies):** Support was given to the authorities in the north-west to enable them to carry out their functions under the programme.

**Sanitation:** A joint UNHCR-UNICEF programme in the two transit areas of Duruqsi and Salahley and in areas of return in Burao, Berbera, Gabiley and Hargeisa provided public sanitation facilities and improved hygiene conditions; 25 garbage containers were provided in the municipality of Hargeisa, and public hygiene campaigns were carried out in areas of return in north-west Somalia. To enhance sanitary conditions, returnees in Dami, Aw-Adan, Senai, and Mohd'Mooge in the north-west received 800 latrine covers made of cement.

**Shelter/Other Infrastructure:** Through an international implementing partner, UNHCR supported the repair of sixty stalls in markets, as well as the construction of latrines in the vicinity of the markets.

**Transport/Logistics:** UNHCR continued to charter a light aircraft to facilitate the transportation of UNHCR staff for monitoring purposes. Goods needed by UNHCR, other UN agencies and NGOs for their projects were delivered as required.

**Water:** To improve the water supply in returnee areas for both human and livestock consumption, 27 reservoirs and community wells were rehabilitated or constructed in north-west Somalia. UNHCR also constructed/rehabilitated reservoirs and one borehole in the north-east, as well as one reservoir in Kismayo. These projects greatly reduced the pressure on limited water resources, especially during periods of drought. In order to increase the capacity of the Hargeisa Water Agency and provide clean drinking water in the new settlements around Hargeisa, seven generators and five submersible pumps were installed.

## ORGANISATION AND IMPLEMENTATION

### Management

Four international staff from UNHCR's Nairobi-based Somalia Unit undertook regular missions to Somalia, while eight national staff members ran four outposts in Somalia itself, namely in Bosaso, Galkayo, Mogadishu and Kismayo. The UNHCR office in Hargeisa, north-west Somalia, covered six regions: Galbeed, Awdal, Sahil, Togdheer, Sanaag and Sool.

UNHCR employed a total of 16 international staff, including three UNVs, and 41 national staff.

Operational co-ordination and co-operation between UNHCR Somalia and UNHCR offices in the countries of asylum took place through cross-border meetings and missions by field staff to review repatriation plans.

### Working with Others

UNHCR co-operated closely with other agencies and participated actively in the United Nations Consolidated Inter-Agency Appeal Process for Somalia, as well as in the development by the UN Country Team of a Framework for UN Engagement in Somalia. In July, UNDP, UNHCR and the authorities of north-west Somalia jointly organised a workshop to improve inter-agency co-operation in relation to repatriation, reintegration and rehabilitation projects. The implementation of the resulting action plan is to be carried out by sectoral working groups.

The main vehicles for co-ordinated project planning and implementation were the sectoral committees of the Somalia Aid Co-ordination Body, composed of UN agencies, donors and NGOs. UNHCR also worked with several international and local NGOs. UNHCR helped many small and inexperienced local NGOs and authorities to understand and participate in the programme.

## OVERALL ASSESSMENT

Inspired by the progress made by residents of north-west and north-east Somalia in resolving their conflicts, as well as early achievements in institution-building in the Benadir and Juba regions, UNHCR foresaw large-scale repatriation to southern Somalia in 1999. Unfortunately it was forestalled by the fragility of the new administrations in Benadir and Juba and continued inter-clan conflict. Similarly, the hope that 80,000 refugees would return to north-west Somalia in 1999 proved over-ambitious in light of constraining external factors like the economic impact of the livestock ban.

Considering the important role of women as breadwinners in Somali society, programmes proved to be well tailored to their needs. Children and adolescents in turn benefited from efforts to help their mothers.

Competing clan interests and the large number of local NGOs submitting project proposals made programme implementation a challenge.

Although conditions in the south are not conducive to large-scale repatriation, individuals and groups of refugees continue to express their desire to repatriate. There is therefore no plan for UNHCR to withdraw from Somalia. In north-west Somalia, the repatriation, rehabilitation and reintegration workshop jointly organised by UNDP, UNHCR and the authorities, was part of an overall strategy to prepare for the hand-over of activities from UNHCR to more development-oriented agencies.

**Offices**

**KENYA**

Nairobi

**SOMALIA**

Mogadishu

Galkayo Bossasso Kismayo Hargeisa

**Partners**

**Government Agencies**

Ministry of Resettlement, Rehabilitation and Reconstruction

Ministry of Interior

**NGOs**

CARE International

Danish Refugee Council

Dutch Relief and Rehabilitation Agency

International Rescue Committee

OXFAM (UK)

Save the Children (USA)

Numerous Local NGOs

**Financial Report (USD)**

Expenditure Breakdown	Current Year's Projects			Prior Years' Projects		
	General Programmes	Special Programmes	Total	General Programmes	Special Programmes	Total
Protection, Monitoring and Coordination	1,950,618	0	1,950,618	0	62,797	62,797
Community Services	100	143,024	143,124	4,166	31,705	35,871
Crop Production	0	326,538	326,538	0	136,875	136,875
Domestic Needs / Household Support	5,305	1,856	7,161	21,407	51,900	73,307
Education	0	536,191	536,191	6,765	177,964	184,729
Fisheries	0	20,259	20,259	0	45,291	45,291
Forestry	0	0	0	0	0	0
Food	0	0	0	162,301	0	162,301
Health / Nutrition	667	153,964	154,631	31,025	289,240	320,264
Income Generation	0	265,206	265,206	0	8,000	8,000
Legal Assistance	2,278	1,741	4,019	0	0	0
Livestock	0	42,280	42,280	0	87,190	87,190
Operational Support (to Agencies)	40	267,017	267,057	23,325	179,146	202,471
Sanitation	0	229,579	229,579	0	12,157	12,157
Shelter / Other Infrastructure	0	5,014	5,014	10,480	0	10,480
Transport / Logistics	0	503,330	503,330	31,889	90,892	122,781
Water	0	448,356	448,356	28,048	273,445	301,493
Instalments with Implementing Partners	0	267,945	267,945	(314,819)	(865,952)	(1,180,771)
Combined Projects	0	25,471	25,471	0	(25,471)	(25,471)
<b>Sub - total Operational</b>	<b>8,390</b>	<b>5,188,390</b>	<b>5,196,780</b>	<b>4,585</b>	<b>555,179</b>	<b>559,764</b>
<b>Sub - total Disbursements/Deliveries</b>	<b>8,390</b>	<b>5,188,390</b>	<b>5,196,780</b>	<b>4,585</b>	<b>555,179</b>	<b>559,764</b>
Unliquidated Obligations	36,410	937,727	974,137	0	0	0
<b>TOTAL</b>	<b>44,800</b>	<b>6,126,117</b>	<b>6,170,917</b>	<b>4,585</b>	<b>555,179</b>	<b>559,764</b>
<b>Instalments with Implementing Partners</b>						
Payments Made	0	267,945	267,945	4,517	26,041	30,558
Reporting Received	0	0	0	319,337	891,993	1,211,329
Balance	0	267,945	267,945	(314,819)	(865,952)	(1,180,771)
Outstanding 1 January	0	0	0	325,280	1,330,584	1,655,864
Refunded to UNHCR	0	0	0	4,747	0	4,747
Currency Adjustment	0	0	0	0	0	0
<b>Outstanding 31 December</b>	<b>0</b>	<b>267,945</b>	<b>267,945</b>	<b>5,714</b>	<b>464,632</b>	<b>470,346</b>
<b>Unliquidated Obligations</b>						
Outstanding 1 January	0	0	0	9,415	1,359,560	1,368,975
New Obligations	44,800	6,126,117	6,170,917	0	0	0
Disbursements	8,390	5,188,390	5,196,780	4,585	555,179	559,764
Cancellations	0	0	0	4,830	804,381	809,211
<b>Outstanding 31 December</b>	<b>36,410</b>	<b>937,727</b>	<b>974,137</b>	<b>0</b>	<b>0</b>	<b>0</b>