



Security Council

Distr.: General
12 May 2015

Original: English

Report of the Secretary-General on Somalia

I. Introduction

1. The present report is submitted pursuant to paragraph 15 of Security Council resolution 2158 (2014), in which the Council requested me to keep it regularly informed of the implementation of the mandate of the United Nations Assistance Mission in Somalia (UNSOM) through written reports delivered every 120 days. The report covers the period from 1 January to 30 April 2015.

II. Political and security overview

A. Political developments

2. Following resolution of the political crisis that paralysed the Federal Government of Somalia for four months, Somalia's political process regained momentum from February onwards. The formation of a new Cabinet dominated the Government's agenda for the month of January. After protracted delays, Parliament on 9 February approved the Cabinet of Prime Minister Omar Abdirashid Ali Sharmarke, consisting of 1 Deputy Prime Minister, 25 Ministers (three female), 26 Deputy Ministers (two female) and 14 State Ministers (none female).

3. In April, the Ministry of the Interior and Federal Affairs initiated the selection process for members of the National Independent Electoral Commission and the Boundaries and Federation Commission. Electoral preparations remain behind schedule, however.

4. On 20 January, the Interim Jubba Administration, with support from the Intergovernmental Authority on Development and the Federal Government, launched a process to establish a regional assembly. The assembly, to be inaugurated in May 2015, comprises 65 assembly representatives chosen from their districts through nominations from clan elders, and 10 more selected by the leadership of the Interim Jubba Administration. Some subclans however criticized the process for lack of transparency and inclusivity.

5. In the Interim South-West Administration, President Sharif Hassan Sheikh Adan named a 63-member Cabinet on 3 March. Appointees included two former leaders of the rival "six-region" South-West State supporters, four women, and representatives of minority communities. However, formation of the regional



assembly was delayed by differences over its size and whether representation would be based on region or clan. Meanwhile on 27 January, in Afgooye, the Interim South-West Administration brokered a ceasefire between the Bimal and Habar-Ghidir subclans as part of a wider agreement to end protracted armed conflict in the Merca area.

6. In the central regions, a two-month reconciliation conference, initiated by clan representatives in Dhuusamarreeb, Galguduud Region, was concluded by the Federal President, Hassan Sheikh Mohamud, in March. The President launched a state formation conference in Adaado on 16 April. One faction of Ahl al-Sunna wal-Jama'a announced that it would boycott the process until the Federal Government and Ahl al-Sunna wal-Jama'a resolved their differences.

7. In Puntland, President Abdiweli Mohamed Ali "Gaas" signed a law establishing the region's Election Commission on 6 January, as part of an effort to restart the democratization process suspended in July 2013. On 12 April, following two days of talks, the Federal Prime Minister and the President of Puntland issued a statement including an agreement that Puntland would contribute 3,000 troops to the Somali national army. They also recommitted the Federal Government and the "Puntland Administration" to the implementation of earlier agreements, and acknowledged the need for the Federal Government to consult the states on federal legislation and commissions.

8. On 27 February, scheduled talks between the Federal Government and "Somaliland" in Turkey failed to start, owing to the rejection by "Somaliland" of members of the Government delegation born in "Somaliland". Opposition parties formed an alliance on 4 March to oppose the bid by President Ahmed Mohamed Mohamoud "Silanyo" to extend his term of office beyond June 2015. Tension with the government heightened after the National Electoral Commission announced on 9 March the indefinite postponement of presidential and parliamentary elections. The ruling Kulmiye party expressed its readiness to consult the opposition on the way forward, and urged Parliament to approve important legislation on the political participation of women and minorities. The Commission subsequently further announced that the elections should be possible in June 2016.

B. Security developments

9. The security situation remained volatile with sporadic attacks and continued use of suicide bombers and improvised explosive devices by Al-Shabaab in Mogadishu and the regions. On 20 April 2015, a minivan belonging to the United Nations Children's Fund (UNICEF) carrying United Nations national and international personnel was attacked by a suicide bomber in front of a United Nations compound in Garoowe, Puntland. Four UNICEF staff members, two security guards, and the suicide bomber died as a result of the explosion, while five other UNICEF staff members, four security guards, and one bystander sustained various degrees of injuries. An Al-Shabaab military spokesperson, Sheikh Abu Muscab, and the official spokesperson, Sheikh Ali Dhere, claimed responsibility for the latest attack against their "enemy the United Nations" in media outlets.

10. The massacre of 147 students at Garissa University College, Kenya, on 2 April is a tragic reminder that the threat posed by Al-Shabaab is not confined to Somalia,

but regional. At the same time, the crisis in Yemen has the potential to further destabilize the region and open a corridor for jihadist movements through Somalia.

11. In Mogadishu, Al-Shabaab attacks continued. Casualties included government officials, civilians and security personnel. On 20 February, 28 people, including the Deputy Mayor of Mogadishu and two Members of Parliament, were killed in an attack on the Central Hotel. On 27 March, Al-Shabaab fighters stormed the Maka al-Mukarama Hotel after a suicide car bomb explosion; the attackers held hostages during a 17-hour siege before the Somali national security forces regained control of the location. At least 14 people were killed, including Yusuf Mohamed Ismail, the Somali Permanent Representative to the United Nations Office at Geneva. On 14 April, Al-Shabaab carried out another complex attack at the Ministry of Culture and Higher Education, which resulted in eight fatalities and at least 12 people injured. Targeted assassinations of government officials and security personnel also continued.

12. In southern and central Somalia, Al-Shabaab continued to target pro-government forces and regional administrations, and also to hinder civilian movements along main supply routes. In Baidoa, three Muslim clerics critical of Al-Shabaab were assassinated in January and February. On 12 March, the residence of the President of the Interim South-West Administration in Baidoa was attacked, resulting in the death of three attackers and one soldier of the African Union Mission in Somalia (AMISOM).

13. Al-Shabaab's Chief of External Operations, Yusuf Dheeq, and his immediate successor, Adan Garaar, were reportedly killed in separate drone strikes in the Bay and Gedo regions on 1 February and 12 March. On 22 March, AMISOM and Interim Jubba Administration forces recaptured Kudhaa Island in Juba Hoose Region. In Puntland, security forces continued an intense offensive against Al-Shabaab in the Galgalo mountains area, attracting reprisal attacks. On 10 January and 3 February, two police stations in Boosaaso were attacked by Al-Shabaab fighters, resulting in injuries to three police officers.

14. In February, attacks by Dulbahante militia supporting the separatist "Khatumo" movement against "Somaliland" forces in the Sool and Sanaag regions resulted in the death of one "Somaliland" and two Khatumo combatants; the security situation stabilized in March, however.

15. In the central regions, the establishment of federal administrations led to clashes between pro-Federal Government forces and Ahl al-Sunna wal-Jama'a, and also between clan militias. In Galguduud, clashes between Ahl al-Sunna wal-Jama'a and pro-Federal Government militias on 10 and 12 February in Guriel town resulted in at least 25 fatalities and 56 injuries; a ceasefire was signed on 5 March. Separately, inter-clan clashes were reported in Hiraan Region between the Xawadle and Dhir/Fiqi-Omar clans on 20 and 21 January, and the Jajele and Makane subclans on 6 and 7 February. These incidents and other clan violence, particularly in Hiraan, Shabelle Hoose and Juba Hoose regions, resulted in 60 civilian deaths and 63 injuries.

III. Support to peacebuilding and State-building efforts

A. Provision of United Nations good offices

16. My Special Representative, Nicholas Kay, continued to provide good offices, political support, and strategic and policy advice to the Federal Government and to Somali regional leaders. He regularly engaged with federal institutions in Mogadishu, visited Garoowe, Kismaayo and Baidoa for consultations with regional leaders, and provided good offices to relevant parties in the contentious central regions state formation process. He also focused on advocating a common approach to the implementation of the Federal Government's "Vision 2016". In a public statement on 18 March, he noted the commitment of all the leaders to deliver on "Vision 2016" and not to extend the current mandate of the Federal Government beyond September 2016, as well as to fast-track important milestones, including the appointment of members of the National Independent Electoral Commission and the constitutional review process.

B. Coordination of international support and alignment of international efforts

17. The "New Deal" Compact remains the primary mechanism for coordinating international efforts in Somalia. The Federal Government reasserted its commitment to ensuring that 2015 would be "the year of delivery". Following the formation of the new Federal Government Cabinet, a Cabinet committee was established under the Prime Minister to advance implementation of the Compact. On the basis of the conclusions of the committee, the Federal Government undertook visits to Baidoa, Kismaayo and Garoowe to discuss the role of the New Deal in addressing the needs of the interim regional administrations.

18. On 23 March, the Steering Committee of the Somalia Development and Reconstruction Facility approved six United Nations joint programmes submitted to the United Nations Multi-Partner Trust Fund and five programmes submitted to the World Bank Partner Trust Fund on peacebuilding and State-building goals, a crucial step towards accelerating delivery of tangible results through the Compact. The participation of emerging regions in this endeavour is a noteworthy and constructive development.

19. My Special Representative continued to coordinate international support to Somalia's political progress. UNSOM coordinated several joint statements by international partners and facilitated international participation at key events, such as the launch of the Central Regions state formation process in Cadaado. He held bilateral discussions with the Governments of the United States of America and Qatar during visits to Washington, D.C. (4-6 February) and Doha (16-17 February).

C. Stabilization

20. In a positive development, the Ministry of the Interior and Federal Affairs established a new "stabilization unit" to oversee support to the 13 districts most recently liberated from Al-Shabaab. Monthly coordination meetings with stabilization partners focused on how to hold relevant Somali and international partner entities

more accountable for their contributions, and on improving research and analysis. To the latter end, participants collectively developed political, governance, rule of law, and socioeconomic profiles for each district. UNSOM continued to encourage the creation of a Cabinet committee on stabilization, as well as outreach to interim regional administrations.

21. As at the end of April 2015, all of the 13 districts had some level of caretaker administration. In four districts, there were reports of police deployment, although this was confirmed by the Federal Government in only two, Xuddur and Baraawe. In several districts, there were reports of civilian volunteers and militia acting as police and, in two other districts, of the presence of judges, prosecutors, lawyers or judicial chairs. Meanwhile, UNSOM received reports of human rights violations in 6 of the 13 districts (Baraawe, Buloburde, Jalalaqsi, Tayeeglow, Waajid and Xuddur) including 11 cases of extrajudicial killings.

22. Some form of health service was reported in 7 of the 13 districts, and functioning primary schools in 5. In all districts where there has been food distribution, there were reports of the population returning to urban areas and food prices decreasing. In Buloburde, however, starvation attributed to economic blockage by Al-Shabaab reportedly caused six deaths. Access to water and sanitation remained a concern in all districts. Some economic activity was reported in most districts, owing to community mobilization and sometimes capital from the diaspora. Quick-impact projects were reported in five districts targeted for stabilization.

D. Inclusive politics

Development of a federal system

23. The Federal Government initiated dialogue with leaders of existing and emerging regional administrations. From 4 to 6 February 2015, the first meeting of senior federal and regional leaders on federal issues was held in Mogadishu. In attendance were the Federal President, the Federal Prime Minister, the Speaker of the Federal Parliament, Mohamed Sheikh Osman Jawaari, the President of Puntland, the President of the Interim South-West Administration, and the Leader of the Interim Jubba Administration, Sheikh Ahmed Mohammed Islam “Madobe”. Discussions focused on building the federal system, centre-state relations, the New Deal Compact, the “Vision 2016” programme, state participation in key national bodies, and the national security forces. A second meeting was held in Garoowe from 29 April to 1 May. Meanwhile, UNSOM, in partnership with the United Nations Development Programme (UNDP) and the Ministry of the Interior, launched the first phase of a nation-wide civic education communications campaign to inform Somali citizens about federalism and the State-building process. The campaign will continue for the rest of 2015 and also focus on reconciliation, the constitutional process and democratization.

Constitutional review process

24. The constitutional review process saw new momentum following the inauguration of the new government in February 2015. The new Ministry of Constitutional Affairs, the Parliamentary Oversight Committee, and the Independent Constitutional Review and Implementation Commission held several meetings in

February to finalize their respective roles and responsibilities. The three institutions signed a memorandum of understanding on 9 March. On 19 March the Oversight Committee formally initiated the constitutional review process, by instructing the Constitutional Review and Implementation Commission to review chapters 1 and 4 of the Provisional Federal Constitution. The Oversight Committee also initiated work on its own report on contentious issues in the Provisional Federal Constitution that will need to be considered in more detail.

25. The United Nations integrated constitutional team provided support for the above-mentioned processes, including facilitating planning activities, and began to provide capacity-building support for the establishment of the Independent Constitutional Review and Implementation Commission. UNSOM, the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) and UNDP formed a working group to ensure that Somali women's voices are heard during the review process.

Preparations for elections

26. On 11 February, Parliament adopted the bill on the National Independent Electoral Commission, which it drafted with expert advice from the UNSOM integrated electoral support group. The law establishes an independent electoral management body comprising nine commissioners, of whom at least two should be women, and a secretariat. The bill stipulates that the Commission will have its own budget to be drawn from the national budget and the powers to appoint its staff, set up local offices in the country as appropriate, and determine the electoral timeline.

27. Following the issuance of a vacancy announcement for positions on the National Independent Electoral Commission, on 6 April, the Ministry of the Interior and Federal Affairs set up a seven-member selection committee that will select and submit 27 candidates to the Council of Ministers, from which the latter will draw a short list of nine names to be tabled in Parliament for vetting and confirmation. UNSOM, together with UNDP Somalia, is setting up interim office space for the Commission in order to ensure that it becomes operational upon its appointment.

28. UNSOM is also in discussions with the Federal Parliament and the Ministry of the Interior and Federal Affairs on providing technical support in relation to the drafting of the electoral law and the consultations process. A draft Political Parties Law is due to be tabled in Parliament in May.

E. Rule of law and security institutions

Security sector assistance and reform

29. On 26 March, the Defence Working Group under the New Deal structure held its first meeting since November 2014. Discussions focused on the Guulwade (Victory) Plan of the Federal Government, developed with technical assistance from UNSOM. The plan outlines the Somali national army's arms and equipment needs for improved joint operations, consistent with the AMISOM concept of operations, and provides a framework for the first phase of longer-term development of the national army. The plan was presented by the Ministry of Defence and endorsed at the meeting of the Working Group on Peacebuilding and State-building Goal 2 (security) in Mogadishu on 23 April.

30. At the same meeting, the strategic plan of the Commission on Regional Militia Integration, established on 26 March, was presented, outlining the proposed integration of regional forces into federal security structures. UNSOM is providing strategic advice and support to the work of the Commission to facilitate the development of institutional links between the Federal Government and the interim regional administrations.

31. Under the Guulwade Plan, a total of 10,900 national army troops, comprising units from the regions, will receive support from international partners for participation in joint operations with AMISOM and capacity-building as part of development of the army. The figure does not include the 3,000 troops from Puntland due to be integrated into the national army, which are fighting Al-Shabaab in the Galgalo mountains. Alternative arrangements will be needed to enable those troops to receive international support.

32. UNSOM provided advice on a recruitment strategy for female officers, a general order prohibiting the recruitment of underage personnel, legal frameworks governing the defence institutions, and a Ministry of Defence development plan. UNSOM also coordinated international assistance for the Somali national army, and continued to urge security sector donors to align their offers of assistance with the priorities of the Federal Government.

33. A total of 13,829 Somali national army and 5,134 Somali police force personnel are now biometrically registered in the human resources system. The payment of 9,495 army stipends, funded by the United States, began in April.

34. With UNSOM support, Puntland authorities initiated a capacity-building project to establish unified, capable, accountable and rights-based security institutions, and to develop security links with the Federal Government. A Somali security and justice sector public expenditure review was undertaken by the Government, the World Bank and UNSOM.

35. UNSOM assisted the Federal Government in its first steps towards establishing a comprehensive weapons and ammunition management system, in accordance with international standards and sanctions obligations. Construction of armouries and facilities for the safe storage of weapons and explosives continued, together with efforts to develop personnel capacity in record-keeping and physical management of weapons. The Federal Government received support in drafting their arms control report, submitted on 30 March to the Security Council Committee pursuant to resolutions 751 (1992) and 1907 (2009).

Police

36. In an important development, in March the Federal Government signed a memorandum of understanding with the Interim Jubba Administration and the Interim South-West Administration on the establishment of regional police in their respective regions. UNSOM and AMISOM police will provide technical advice and monitor the recruiting, vetting, training and deployment of 600 officers for each region. The joint undertaking by UNSOM and AMISOM police followed a joint visit by the United Nations Police Adviser and the African Union Police Commissioner to Somalia in February, which led to consensus on shared priorities and closer collaboration between AMISOM and UNSOM police personnel.

37. As part of efforts to operationalize the Somali police force headquarters, and with support from the Government of Japan, the United Nations continued to implement a project to provide reliable radio communications in Mogadishu and parts of the southern and central regions. This included two 10-day training courses and donation of a final shipment of communications equipment and 56 vehicles, funded by the Government of Japan at a cost of US\$5.75 million. Equipment provided was distributed to the Interim Jubba Administration, Puntland, the Interim South-West Administration, the Central Regions and Mogadishu, consistent with agreements made between the Federal Government and the interim regional administrations to cooperate in establishing regional police organizations.

38. The United Nations Mine Action Service also supported the Somali police force in the building of counter-improvised explosive device capacities. As of February, two Somali police force teams were able to respond independently to improvised explosive devices in Mogadishu. The police force also maintained 10 explosive ordnance disposal teams in Beledweyne, Baidoa and Mogadishu and conducted a temporary deployment to Beledweyne to respond to explosive hazards. The Mine Action Service also provided counter-improvised explosive device and mine awareness support for police and justice personnel led by the United Kingdom in “Somaliland”, aimed at improving police and judiciary coordination in compiling evidence and preparing legal cases.

Disarmament, demobilization and reintegration

39. The Federal Government continued to implement its national programme for disengaging combatants. Major donors, including Germany and the United Kingdom, Norway and Denmark, pledged funding to support three existing transitional facilities in Mogadishu, Baidoa and Beledweyne until early in 2016. UNSOM continued its efforts to identify additional funding for the establishment of the transitional facility in Kismaayo. In the meantime, 150 former Al-Shabaab members remain in a temporary facility supported by the Interim Jubba Administration. The appointment of human rights monitors for all transitional centres for disengaged combatants in January 2015 marked an important step towards ensuring compliance with international standards in line with the national programme. UNSOM continued its efforts to seek support for safe houses for female disengaged combatants in Baidoa, a project that has become urgent in the light of threats to some of the prospective beneficiaries.

Maritime security

40. UNSOM helped the Federal Government to re-energize donor support for a maritime security regime that can fight transnational maritime crime and administer Somali waters for the benefit of the Somali people. UNSOM is also providing technical assistance to develop a Coastguard Establishment Law by May 2015, while engineering mentors from the United Nations Office on Drugs and Crime support maritime security in “Somaliland” through the refurbishment of a coastguard patrol boat and in-class engineering and maintenance training. The Office of the United Nations High Commissioner for Refugees (UNHCR), alongside the International Organization for Migration and others, continued to provide training to border and migration authorities in “Somaliland” and Puntland on international protection of migrants arriving by sea.

Mine action

41. A strategy for the management of explosive hazards was developed with United Nations support to facilitate compliance with national and international obligations, and is pending Federal Government approval. In February, the Mine Action Service and partners facilitated Federal Government and “Somaliland” representation at the 18th International Meeting of Mine Action National Programmes in Switzerland, providing an advocacy platform for international assistance. Local Mine Action Service explosive hazard risk educators provided targeted risk messaging to internally displaced persons, returnees and youth in the newly recovered areas.

Justice and corrections

42. Following months of political instability, on 23 March the Steering Committee of the Somalia Development and Reconstruction Facility endorsed the Somalia Joint Rule of Law Programme 2015-2016. UNSOM and UNDP collaborated with the Federal Government in finalizing a mapping of existing court facilities, prisons and police stations throughout Somalia. Upon the request of the Attorney General’s Office, UNSOM provided technical assistance for the drafting of the Office’s Establishment Act and held a briefing in March on guidelines and other international standards on the role of prosecutors.

43. On 31 March, the Ministry of Justice and Judicial Affairs adopted the Somalia Corrections Service Strategic Plan and training curriculum for the Custodial Corps, developed with UNSOM support. UNSOM, UNDP and the United Nations Office for Project Services continue to facilitate the training of Somali police force and Custodial Corps staff in the protection of judicial personnel and court buildings, parallel to efforts to improve infrastructure and procure security equipment as part of the Banaadir court complex pilot project. From 1 to 5 March, the United Nations provided the Custodial Corps with biometric registration equipment and related training. This enabled the launch, on 18 March, of a process to register some 3,000 members of the Custodial Corps in the 10 prisons in southern and central Somalia in the coming months, with a view to enhancing efficiency and accountability.

F. Economic foundations

44. UNDP, the International Labour Organization, the Food and Agriculture Organization of the United Nations (FAO) and the United Nations Human Settlements Programme (UN-Habitat) developed a joint programme to promote youth employment, focusing on sectors including agriculture, fisheries and livestock. The programme also focuses on creating short-term jobs through infrastructure rehabilitation, promoting youth literacy, numeracy and life skills, and vocational and business training. The programme was approved by the Steering Committee of the Somalia Development and Reconstruction Facility in March 2015 and implementation is expected to commence shortly.

45. The Federal Government, in partnership with UNDP and the Global Environment Facility (GEF), commenced a \$9.5 million initiative aimed at enhancing the climate resilience of vulnerable communities. GEF financing will be used to support ministries, districts, not-for-profit organizations and community-

based organizations to integrate climate change risks in natural resource management and disaster preparedness, considered crucial for long-term development and peacebuilding.

46. On productive sectors, there was progress in increasing and diversifying production in agriculture, livestock and fisheries. FAO distributed 1,500 animals and vaccinated 2.6 million animals nationwide. Work continues on improving milk production, hygiene and quality in “Somaliland” and the Gedo Region. Farmers benefited from improved agriculture input distribution, training in good agriculture and pest management practices, marketing skills and asset management. Seventeen sluice gates for the Shabelle River were constructed or rehabilitated, irrigation programmes continued, and 14.6 km of primary and secondary canals were built in Burao.

47. Across the sectors, lack of human and financial capital remains the biggest challenge. Continued funding is needed to sustain productive sectors and scale up youth employment activities in areas where needs are the greatest. Concessionary project financing for large-scale productive infrastructure is likely to be limited until Somalia qualifies for heavily indebted poor country status. Security problems and related access limitations will continue to hamper implementation. A key priority is providing equitable economic opportunities to Somali women, who mostly occupy low-paying jobs in the informal sector.

G. Revenue and services

48. The World Bank continued to provide support and advice to the Federal Government to strengthen public financial management and financial governance. In the first quarter of 2015, the Federal Government established an interim procurement board, which will review all contracts with a value of more than \$5 million and submit them to the Financial Governance Committee for advice. Approved budget and fiscal performance reports are now being published on the website of the Ministry of Finance.

49. The web-based version of the Somalia Financial Management Information System became operational. Revenue collection will now be recorded at source and reconciled against banking at the Central Bank. Alerts are provided to the Minister of Finance and senior officials for certain thresholds of payment and dashboards on fiscal performance are also available.

50. The terms of reference for the second year of the Financial Governance Committee’s mandate were revised and endorsed by the Steering Committee of the Somalia Development and Reconstruction Facility on 23 March, resulting in a slight revision of the scope of the Financial Governance Committee and confirming its oversight role in relation to asset recovery and concessions. The membership of the Financial Governance Committee was expanded with additional seats for the Chair of the Parliamentary Finance Committee, the Solicitor General and a donor delegate.

51. Scaling-up the delivery of basic services remains a priority of the United Nations support to the Federal Government. The delivery of the essential package of health services was rolled out in 39 districts, covering 76.7 per cent of the target population and benefiting more than 25,000 pregnant women and 118,000 children under 5.

52. The school census data for 2013/14, which was finalized and analysed during the first part of 2015, showed enrolment of school-aged children in both formal and non-formal education increased by 10 per cent in Puntland, but remained static in “Somaliland”. Gross primary enrolment is now 56 per cent in Puntland, and 43 per cent in “Somaliland”. No data were available for southern and central regions.

H. Cross-cutting issues: promotion and protection of human rights

Human rights

53. Journalists continued to be intimidated and threatened. On 1 March, Shabelle News Network journalists had to pay excessive fines, in addition to prolonged illegal detention, after being charged with public incitement and publishing false news. After UNSOM intervened, the Somalia National Intelligence and Security Agency released their equipment pursuant to a court order. In April, two Radio Shabelle journalists were again arrested without warrant and its media activities suspended.

54. UNSOM continued to advocate against the death penalty and executions. On 13 April, “Somaliland” executed six individuals, ending a nine-year-old de facto moratorium. Also in March, UNSOM verified six executions carried out in Mogadishu and Puntland, all following military court trials.

55. UNSOM advocated for civilian protection and investigations into deaths caused by inter-clan conflict, notably in the Hiraan Region, where 20 people died in a single incident in which the security forces reportedly supported one of the clans.

56. In addition, UNSOM facilitated two cross-ministry consultations on the Human Rights Road Map Action Plan, which will inform the Ministry of Human Rights’ implementation of the Compact and serve as a basis for its national report under the universal periodic review. UNSOM continues to support Somalia-wide civil society in preparations for the universal periodic review, facilitating three consultations.

Gender equality and women’s empowerment

57. Ensuring women’s participation in the clan-based political structure of Somalia remains a major challenge. Sustained advocacy and increased support to women’s initiatives bore some fruit in the reporting period. In January, women’s representation in the Cabinet increased and the National Independent Electoral Commission law provided for at least two female commissioners.

58. The United Nations also continued to work to support members of Somali civil society who advocate for women’s representation. In March, UNSOM facilitated a Somali Women’s Leadership Initiative-led solidarity mission to Kismaayo, supporting local women’s groups to negotiate with the regional authority and local elders for participation in the regional assembly process in the Juba regions. To mark International Women’s Day, UNSOM facilitated an Open Day, which enabled Somali women to raise their concerns with my Special Representative and the Federal Ministers of Health and Education.

Child protection

59. On 20 January, in Mogadishu, President Mohamud announced his intention to ratify the Convention on the Rights of the Child, which would make Somalia the 196th State party, following Parliament's endorsement of the Convention the previous month. President Mohamud expressed his Government's commitment to implementing the Convention and ensuring that the rights of all Somali children are protected; he stressed that no child would be allowed to join the security forces, including the army. The ratification process will be finalized after the Government of Somalia deposits the instruments of ratification with the United Nations in New York.

60. The United Nations country task force continues to document cases of grave violations of children's rights. During the reporting period a total of 705 incidents were recorded affecting 673 children (552 boys, 121 girls), which mostly involved allegations of recruitment and use, killing and maiming of children by Al-Shabaab and the Somali national army. Of major concern is the continuing arrest and detention of children by several parties to the conflict. Currently, 61 children (52 boys, 9 girls) are enrolled in United Nations-supported community-based reintegration programmes for children formerly associated with armed forces or groups in Baidoa. In addition, children are facing protection risks from being separated from families, including gender-based violence, psychosocial stress and support, mine risk education, child labour and early marriage.

61. On 1 March, management of the "Serendi" transitional facility in Mogadishu for former Al-Shabaab fighters was transferred to Adam Smith International, a non-governmental organization. UNSOM continued to advocate for children held there to be released and referred to protection agencies. The numbers of children held in the Mogadishu site could not be confirmed, as the UNSOM-supported local human rights monitor for the facility was injured during an Al-Shabaab attack on 27 March. On 25 April, the First Instance Military Court of Mogadishu ordered a minor accused of Al-Shabaab-related activity to be transferred to the "Serendi" centre for rehabilitation.

Prevention of sexual violence

62. Sexual violence continues to be reported in Somalia in 2015 at about the same rate as in 2014. According to UNHCR, in January and February 2015, over 200 cases of rape were reported, mainly in Banaadir Region, and incidents of sexual violence were reported in Bay and Juba Hoose regions. The main perpetrators were reported as unidentified armed men. There were also reports implicating the Somali national army and police force, Al-Shabaab, and some AMISOM contingents. The survivors are mostly women and girls who were displaced from their areas of origin, members of minority clans being at greatest risk.

63. The Federal Government, with the support of the United Nations, developed a national action plan to combat sexual violence in conflict in May 2014. A Sexual Offences Bill, aimed at criminalizing rape and other sexual offences, is pending parliamentary consideration. In a panel discussion organized by UNHCR and Legal Action Worldwide on 3 March, the Federal Government, my Special Representative and the Special Representative of the Chair of the African Union Commission expressed their commitment to work jointly to combat sexual exploitation and abuse by peacekeepers and to realize the "zero tolerance" policy of the United Nations.

IV. Humanitarian situation

64. During the reporting period, relatively good rains in October-December 2014 and reprioritized humanitarian assistance averted a most acute humanitarian crisis, according to post-harvest findings by the Food Security and Analysis Unit, managed by FAO. However, about 730,000 Somalis, of whom 76 per cent are displaced people living in urban areas, are still unable to meet their basic daily food needs. An additional 2.3 million people are at risk of sliding into the same situation where assistance is not provided. Meanwhile, nearly 203,000 acutely malnourished children require emergency nutrition supplements, access to clean water, sanitation infrastructure and better hygiene services.

65. More than 1.1 million Somalis, the majority of whom are women and children, remain displaced. During the first two months of 2015 over 40,000 people were evicted, mainly in Mogadishu, and moved further into the outskirts of the city, where access to basic services is limited. Against this dire humanitarian backdrop, there is a risk that remittances, estimated at \$1.3 billion annually, could be shut down as a number of banks in many countries have started to close down the accounts of money transfer organizations that enable the Somali diaspora to send money home to family and friends for food, water, health and education.

66. Measles remains a public health concern. More than 1,200 suspected measles cases have been reported in 2015. Of these, 77 per cent (931 cases) were reported from the southern and central regions, where most of the unvaccinated children live. The outbreak of polio that has affected 199 people since 2013 was curbed, and no polio case has been registered since August 2014. Owing to the low level of routine immunization, however, health specialists advised that the eradication campaign continue in 2015.

67. Predictable and unimpeded access to vulnerable communities continues to be a challenge because of the fluid security situation. The deadly attack on a United Nations vehicle in Garoowe on 20 April, which claimed the lives of four UNICEF staff members and two guards, underscores the dangerous operating environment. Roadblocks and checkpoints in southern and central Somalia manned by armed actors continue to severely hamper delivery of aid. The two main roads most affected by roadblocks remain Beledweyne-Mogadishu and Mogadishu-Baidoa-Doolow. Road access limitations increase operational and transportation costs for humanitarian agencies delivering food to affected towns. They also increase commercial food prices as traders transfer the high cost of operating in insecure areas to consumers, making it difficult for vulnerable people to access food. Despite these challenges, humanitarian partners continue to find solutions to deliver food assistance, such as agreements with local authorities to open up roads, local partners, and by air in isolated areas. However, some of these means are costly and unsustainable in the long term. Road access is therefore required to enable humanitarian partners to deliver life-saving assistance.

68. In reference to paragraph 29 of resolution 2182 (2014), humanitarian partners are engaging with AMISOM through the application of the principle of last resort, pursuant to the civil-military guidelines signed by the United Nations and AMISOM in November 2014. Aid organizations continue to call on AMISOM to strengthen the implementation of its mandate to facilitate humanitarian access, particularly in relation to securing the roads to enable humanitarian partners to address urgent needs.

69. During the reporting period, humanitarian partners reached 541,000 people with activities aimed at building livelihoods and 331,000 people with food assistance. About 128,000 people were reached with livelihood seasonal inputs, including seeds, tools, fishing equipment, irrigation vouchers, livestock redistribution and livestock vaccination. About 43,000 children under 5 were treated for acute malnutrition. Through emergency response, 29,000 learners were supported with temporary learning spaces, teacher incentives, school supplies, training, capacity-building and rehabilitation, while protection partners reached 13,000 people with protection activities. About 265,000 Somalis have been reached with basic health services while 314,000 people were provided with temporary or sustainable access to safe water. Since the start of the year, about 47,000 people have access to newly constructed sanitation facilities (latrines) and 162,000 people benefited from hygiene promotion sessions or distribution of hygiene kits.

V. Targeted sanctions

70. On 28 January 2015, I appointed the three remaining experts of the Somalia and Eritrea Monitoring Group (see [S/2015/67](#)). During the informal consultations of the Security Council Committee pursuant to resolutions 751 (1992) and 1907 (2009) on 13 February, the Monitoring Group presented its workplan and its preliminary views on a possible exemption to the arms embargo for weapons on board vessels engaged in commercial activity in Somali ports. During the Committee's informal consultations on 8 April, the Monitoring Group presented its midterm briefing. The Federal Government submitted its first report pursuant to paragraph 9 of resolution 2182 (2014) to the Security Council on 30 March. The Monitoring Group is actively working with the Federal Government on enhancing its reporting to the Security Council and the Committee.

VI. Implementation of resolutions 2124 (2013) and 2182 (2014)

71. In accordance with Security Council resolution 2182 (2014), a joint African Union-United Nations team visited Somalia and the African Union headquarters in Addis Ababa from 15 to 25 April for a joint review mission to review the benchmarks for the deployment of a United Nations peacekeeping operation in Somalia and review the impact of the temporary surge authorized in resolution 2124 (2013). The conclusions from the benchmarking exercise will be issued shortly and I will transmit them to the Security Council for its consideration.

Support to AMISOM and the Somali national army

72. The United Nations Support Office for AMISOM (UNSOA) continued to provide logistics support to AMISOM and the Somali national army during joint operations, as authorized by the Security Council in resolution 2124 (2013).

73. During the reporting period, UNSOA repatriated 850 Sierra Leonean troops and contingent-owned equipment following their withdrawal from AMISOM. The additional troops from Kenya and Ethiopia to replace the Sierra Leonean troops have not yet been deployed, pending guidance from the African Union. UNSOA also facilitated the deployment of an additional 900 Djiboutian troops and the rotation of troops from Burundi, Uganda and Kenya, and the Ugandan formed police unit.

74. UNSOA faced limitations in its distribution of supplies to frontline troops because the major supply routes remain insecure and sometimes impassable owing to poor road conditions. As a result, sustenance of frontline troops remained reliant on air support at a very high cost. The acquisition of a C-130 aircraft under long-term contract helped UNSOA to increase its capacity to resupply all sectors and to reduce dependence on other missions in the region. UNSOA received engineering equipment worth \$6 million to support the construction of new sector hubs and 23 armoured vehicles to enhance staff security. With the arrival of spare parts, UNSOA continued to conduct extensive repairs on AMISOM armoured vehicles. However, its ability to maintain effectively the AMISOM fleet was challenged by the requirement to fuel and maintain donated vehicles, which is sometimes unforeseen and unbudgeted. UNSOA also conducted in-mission and predeployment training for 634 AMISOM personnel.

75. UNSOA issued a complete set of Level I equipment, drugs and other medical consumables to the Somali national army to equip the military hospital in Mogadishu, which is expected to be upgraded to a Level II hospital when the required medical personnel become available. Level II hospitals were also completed at Baidoa and Beledweyne. UNSOA continued to replace and repair medical equipment at the AMISOM Level II hospital in Mogadishu, and issued 3,000 individual first aid kits and 20 emergency trauma bags to the national army to assist in minimizing the mortality and morbidity rates during combat operations. UNSOA further supported training of the national army on the use of the kits. In addition 109 air medical evacuations were conducted for AMISOM and national army frontline personnel. UNSOA is working with the Department of Field Support to procure 24-hour medical evacuation capacity, which is essential to save lives in combat.

76. A total of 8,205 Somali national army troops benefited from UNSOA logistics and training support. UNSOA incurred expenditure of \$11 million from the Trust Fund in support of the Somali national army in joint operations with AMISOM, in areas authorized by the Security Council in resolution 2124 (2013). The Trust Fund received total contributions of \$16.1 million from the United States, the United Kingdom, Italy, New Zealand, Denmark and Sweden. Support to the Somali national army was challenged by the dearth of viable roads for the movement of supplies, as well as the wide distribution of army elements and the need to verify their numbers and positions.

77. As part of the UNSOA logistical support package, the Mine Action Service provided force protection and force mobility support by training, equipping and mentoring AMISOM counter-improvised explosive device and explosive ordnance disposal teams in all sectors. The Service also helped AMISOM to provide convoy protection in response to explosive hazards on main supply routes. At the request of AMISOM, the Service began delivering improvised explosive device awareness sessions as a component of the AMISOM general security package.

78. UNSOM continued working with AMISOM to improve coordination between the two Missions, including UNSOA. Following a joint African Union-United Nations retreat on Somalia in Kampala on 9 and 10 January, the Missions agreed to establish several joint working groups and to continue to review their progress through a monthly Senior Leadership Coordination Forum, co-chaired by my Special Representative and the Special Representative of the Chair of the African Union Commission for Somalia.

Human rights due diligence policy

79. On 22 April, the African Union issued a report on key findings of its investigations into allegations of sexual exploitation and abuse by AMISOM personnel. On the same day, AMISOM and UNSOM held the third meeting of the Working Group on the human rights due diligence policy and reviewed a joint mapping report on mechanisms to implement the policy.

80. UNSOM and UNSOA continued to deliver training on human rights for Somali national army soldiers benefiting from the support package authorized in resolution 2182 (2014). Since December 2014, a total of 348 soldiers of different ranks have been trained on human rights in Sectors 1 and 5. UNSOM also facilitated mandatory predeployment training on human rights, child protection and gender, for 80 Ugandan soldiers in Kampala. Meanwhile, UNSOM and AMISOM have jointly prepared a report mapping existing measures and mechanisms for AMISOM compliance with the human rights due diligence policy and identifying gaps that should be addressed.

VII. United Nations presence in Somalia**A. Expansion of United Nations presence**

81. During the reporting period, the international staff figures averaged 430 across Somalia, while national staff figures averaged 1,006. The international staff average for Mogadishu was 277, including a total of 91 UNSOM and 124 UNSOA international staff. The new UNSOM headquarters adjacent to the Mogadishu International Airport, Villa Nabad, became ready for occupation at the end of March; this will enhance the Mission's ability to engage with government officials and other Somalia interlocutors outside the Mogadishu International Airport area. As part of its ongoing efforts to open its planned office in Hargeysa, UNSOM submitted a proposal to the "Somaliland" administration regarding priority areas of engagement.

B. Integration

82. The integrated Senior Management Group, chaired by my Special Representative, met three times during the reporting period to provide strategic direction to United Nations activities in Somalia and to review and monitor progress made on the Integrated Strategic Framework for Somalia. The Framework in turn reflects United Nations contributions to national priorities, set out in the Somali Compact. Of the six United Nations programmes approved under the Compact framework in March, four are implemented jointly by UNSOM and United Nations agencies, including support to the state formation process, constitutional review, preparation for the 2016 elections and the joint rule of law programme.

C. Staff safety and security

83. In the light of the evolving threat of infiltration demonstrated in recent attacks by Al-Shabaab, the security management system focused on measures to deter,

detect and defend against threats to the layered perimeter security system at the Mogadishu International Airport and in other high-risk areas. Discussions continued with AMISOM with respect to mitigating threats to United Nations convoys. Discussions also continued with donors to address a severe funding shortage affecting the Department of Safety and Security, which threatened the stoppage of vital security services and projects.

84. In response to growing security needs, following an internal assessment and further to the exchange of letters between the Secretary-General and the President of the Security Council dated 31 March and 2 April 2015 (S/2015/234 and S/2015/235), steps were taken to expand the United Nations guard unit by 120 troops from the current strength of 410. The new troops are expected on the ground by late July.

85. The United Nations continued to negotiate amendments to the status-of-mission agreement with the Federal Government, which are essential for the operations of the United Nations guard unit. Memorandums of understanding also remain under negotiation with the African Union and the Federal Government, aimed at coordinating the guard unit's operations with those of AMISOM and the Somali security forces.

86. Other security measures included the establishment of an area security management structure in Baidoa and increased presence of the Department of Safety and Security through Field Security Coordination Officers in Hargeysa, Baidoa (Bay Region) and Doolow (Gedo Region). UNSOA/UNSOM permanently assigned security officers to Kismaayo, Baidoa and Beledweyne, bringing the United Nations staff ceiling inside Somalia to 580.

VIII. Observations

87. I am deeply saddened by, and condemn, the terrorist attack in Garoowe that claimed the lives of four UNICEF staff and their two Somali guards. Al-Shabaab targeted committed individuals who were working tirelessly to improve the lives of Somali children and families.

88. I remain greatly concerned about security in Somalia, and about the threat posed by Al-Shabaab to the wider subregion, demonstrated by the heinous attack on Garissa University College in Kenya in April. Counter-terrorism requires a comprehensive strategy beyond military operations, encompassing political, development, communications and human rights efforts. I encourage Member States to cooperate more closely over the coming months in addressing the threat at a subregional level, including measures to prevent and counter violent extremism. The increasing Al-Shabaab activities in Puntland and the security implications of developments in Yemen for Somalia are also of concern.

89. It is essential that the AMISOM-Somali national army joint military campaign continue, and be properly supported to achieve its goals. I look forward to presenting to the Security Council the findings of the review, conducted jointly with the African Union, of progress against the benchmarks established under Council resolution 2124 (2013), and presenting recommendations for the next phase of the campaign. Meanwhile, I urge Member States to replenish the AMISOM Trust Fund, in order to allow UNSOA to provide the self-sustainment support authorized in

resolution 2010 (2011). I commend the European Union for its invaluable support to AMISOM in covering the allowances of civilian and military personnel and call upon Member States with the capability to help to shoulder this burden.

90. I am encouraged that Somalia's political process has regained momentum in recent months. Despite the challenges facing the country, Somalia's federal, regional and local leaders, parliamentarians, and people from all walks of life are building a federal state, step by step, through dialogue and reconciliation. The task is difficult and painstaking, but it must continue, and deserves our full and sustained support.

91. I welcome the firm commitment expressed by the Federal President, Hassan Sheikh Mohamud, as well as the Prime Minister, the Speaker and the leaders of Puntland and the Interim Jubba and South-West Administrations to deliver Somalia's "Vision 2016" plan, without any extension of the term of the Federal Parliament or President in August and September 2016 respectively.

92. It is now important to focus on achieving the important milestones ahead, including completing the formation of interim regional administrations and assemblies; advancing the constitutional review; operationalizing the National Independent Electoral Commission and the Boundaries and Federation Commission; and finalizing priority legislation on political parties, citizenship, and elections.

93. Political inclusion is essential if these processes are to be sustainable. I welcome the efforts being made by the Interim Jubba and South-West Administrations to foster greater inclusion in their political institutions, and to tackle longstanding grievances between communities. Women, minorities and youth should be well represented in these processes. I encourage international partners to continue to support local reconciliation efforts, which are critical to underpin the wider "Vision 2016".

94. Debate about the modalities for an electoral process in 2016 has commenced in Somalia. Later in 2015, I anticipate the need for broad consultation on the issue, Somali owned and led, which should engage all stakeholders across the country, including civil society. For now, I hope that Somalis will continue to give priority to creating conducive conditions for elections, by continuing to advance the political, security and peacebuilding goals they have set for 2015. For international partners, the High-level Partners' Forum in Mogadishu in July 2015 will provide an important opportunity to take stock of progress.

95. I am concerned at the breakdown of talks between the Federal Government and "Somaliland". I call upon the Federal Government and "Somaliland" to end the impasse without unnecessary preconditions, and resume dialogue. My Special Representative will be following up with the Federal Government and "Somaliland" on next steps in the process.

96. I am seriously concerned by the spike in executions, in the light of Somalia's commitment to a moratorium on the death penalty and the challenges facing the justice system. Implementation of the human rights due diligence policy remains very important. I call on the Somali authorities to undertake thorough investigations when responding to alleged violations of international law, including in the context of military operations. I welcome the release of the key findings and recommendations from the report of the African Union-commissioned independent investigation team into allegations of sexual exploitation and abuse by AMISOM soldiers. I urge that those recommendations be implemented.

97. The humanitarian situation in Somalia remains of serious concern, in spite of the progress made at the beginning of the year. I urge the donor community to honour the \$863 million request that the humanitarian community has put forward to meet the needs of 2.8 million Somalis who are in dire need of humanitarian assistance. If implemented, the humanitarian response plan will sustain the emergency response, strengthen resilience activities, and help to offset the effect of unforeseen environmental shocks that could reverse the positive gains of the past few months.

98. I remain concerned about the impact of measures against money transfer companies on the flow of remittances to Somalia. Remittances are a lifeline for millions of Somalis; an estimated 40 per cent of the population depends on them for basic needs such as food and medicine. I call on Member States to work with their financial sectors to put in place a credible transitional remittance mechanism pending creation of formal banking arrangements in Somalia.

99. These challenges require our concerted efforts. As the mandate of UNSOM is due to expire on 2 June 2015, I strongly recommend its extension for an additional 12 months, to 2 June 2016.

100. I pay tribute to my Special Representative, Nicholas Kay, his deputies and the staff of UNSOM, UNSOA and the United Nations agencies, the United Nations guard unit, funds and programmes, and other international organizations in Somalia. Their continuing hard work in difficult and dangerous circumstances is a credit to the Organization.



Map No. 3690 Rev. 10 UNITED NATIONS
December 2011

Department of Field Support
Cartographic Section