



IMPLEMENTING THE ADDIS ABABA DECLARATION
OF THE FOURTH COORDINATION MEETING
ON HUMANITARIAN ASSISTANCE FOR SOMALIA

PLAN OF ACTION: JANUARY - JUNE 1994

SOMALIA AID COORDINATION BODY

Nairobi, Kenya
1 - 2 February 1994

Implementing the Addis Ababa Declaration
of the Fourth Coordination Meeting on
Humanitarian Assistance for Somalia

Plan of Action

January - June 1994

FINAL VERSION

2 February 1994

UNITED NATIONS OPERATION IN SOMALIA
DIVISION FOR HUMANITARIAN RELIEF AND REHABILITATION

**IMPLEMENTING THE ADDIS ABABA DECLARATION
OF THE FOURTH COORDINATION MEETING
ON HUMANITARIAN ASSISTANCE FOR SOMALIA**

PLAN OF ACTION: JANUARY - JUNE 1994

1. The main conclusions of the Fourth Coordination Meeting on Humanitarian Assistance for Somalia were:

- that essential emergency assistance is unconditional and will continue to be provided to vulnerable groups;
- that security and stability are prerequisites for reconstruction and rehabilitation;
- that Somalis must be fully involved in, and responsible for, the planning and implementation of reconstruction and rehabilitation activities supported by the international donor community;
- that, initially, such activities would be carried out at the regional level; and,
- that donors are committed to strengthened aid coordination.

2. This paper sets out practical steps for the implementation of the conclusions of the Addis Ababa Declaration and to ensure that rehabilitation and reconstruction is initiated in regions that establish basic security and representative institutions. The framework, as provided in the Declaration, will operate until such time as Somalia re-establishes institutional machinery for national development management and aid coordination, and for coordination of development assistance with its international partners.

SECURITY AND STABILITY

A safe and secure environment for the implementation of rehabilitation and reconstruction activities will be deemed to exist in any region where there is:

- reasonable confidence in assurances by the local authorities of the safety and security of international and national staff and volunteers;
- movements of population, and interaction between the Somali public and their international partners unhindered by incidents of banditry, inter-clan conflict, extortion and other forms of criminal activity threatening the security of Somalis and their international partners;

- an understanding between regional Somali leadership and international partners on fair remuneration and fees for all types of services provided locally to support international efforts, including the employment of administrative, professional, security and other personnel and the rental or leasing of a community's physical assets. Determination of the level of charges and fees must be guided solely by considerations of equity, reasonableness, and the capacity of the Somali economy to sustain these charges and fees in the future; and,
- a level of security and stability such that representatives of social, political and other special interests, elders and professionals can meet, discuss, plan and implement activities without these collaborative efforts leading to tension, inter-clan and other conflicts that result in human suffering.

3. The Somalia Aid Coordinating Body (SACB) will advise donors and implementing agencies where a safe and secure environment for donors' support of rehabilitation and reconstruction activities prevails. It may request its standing committee to review and identify the initial regions in which rehabilitation and reconstruction activities to be supported by donors may begin. In this regard, the United Nations Development Office will assist by reporting to the SACB, on the basis of consultations with donors, UN agencies, international NGOs and UNOSOM.

SOMALI INSTITUTIONS FOR REHABILITATION AND RECONSTRUCTION

4. The process of formation of Regional Development Committees, as envisaged in the Addis Ababa Declaration, may vary from region to region. The requirement on the part of the international community is for a body which enjoys full support from the regional community and which is able, for the purposes of rehabilitation and reconstruction to set priorities, mobilize regional and community in-kind and other resources, and oversee the implementation of agreed activities.

5. The regional, district and local communities are expected to identify, obtain and contribute financial and other resources to meet part of the cost of rehabilitation and reconstruction activities in their areas. Such resources would not include taxes or other levies, on the movement of goods or people, into or within Somalia.

6. Regional Development Committees and, eventually, the Development Council, will require the technical support of experienced and qualified Somali professionals, whose number, conditions of service and cost must be within sustainable dimensions.

7. Rehabilitation and reconstruction activities in the implementation of the Addis Ababa Declaration will normally include some, or all, of the following:

- restoration of basic health and primary education services;
- restoration and safeguarding of water supplies and basic social infrastructure;
- resettlement of displaced persons and returnees;

- demobilisation and economic and social re-integration of former combatants;
- demining;
- job creation, training and counseling, with particular attention to youth and women;
- restoration of markets;
- restoration of veterinary services, including quarantine facilities;
- rehabilitation of small-scale irrigation systems;
- re-establishment of routine road maintenance;
- capacity-building for the above-mentioned activities, and in support of Regional Development Committees and other local structures.

8. Specific components for women will need to be built into the above activities, as appropriate. All activities must be designed to ensure their long-term sustainability.

MECHANISMS FOR COORDINATING INTERNATIONAL ASSISTANCE

9. Coordination of international assistance in the implementation of the Addis Ababa Declaration is proposed at three levels viz.,

- (i) The Somalia Aid Coordination Body (SACB);
- (ii) The SACB standing committee;
- (iii) The United Nations Development Office.

10. As envisaged in the Addis Ababa Declaration, the Somalia Aid Coordinating Body (SACB) will be established, building upon the recent process of informal donor consultation under the chairmanship of the World Bank. The SACB will be chaired by an eminent person to be elected by its members. To help coordinate assistance, the SACB will:

- a) advise when the environment is considered sufficiently secure and an adequately representative Regional Development Committee is in place to give some assurance that sustainable rehabilitation activities can be successfully implemented;
- b) develop criteria for allocation of resources to regions, with appropriate consistency between regions;
- c) review rehabilitation strategies and plans and provide guidance to ensure conformity with the Framework for Planning of Long-Term Reconstruction and Recovery;
- d) review progress on rehabilitation, and provide guidance;

- e) provide oversight for the work of the United Nations Development Office;
- f) identify appropriate means for Somali involvement in the activities of the SACB.

11. The membership of the SACB will be composed of interested donor government representatives, the United Nations, funding agencies of the United Nations' system (UNDP, UNICEF, WFP, IMF and the World Bank), the African Development Bank and the NGO Consortium. The Islamic Conference and the Standing Committee on the Horn of Africa will also participate.

12. The Chairperson in consultation with the members may invite qualified Somalis and representatives of other donors or interested parties to attend the meetings of the SACB. The United Nations Development Office will act as secretariat to the SACB.

13. The meetings of the SACB will be convened quarterly and the venue(s) will be decided by the Chairperson in consultation with the members.

14. The standing committee will provide operational coordination, building upon the past organisation and work of the Nairobi based informal donor consultation. The standing committee will continue to monitor the coordination of emergency relief and resettlement assistance to Somalia as provided to date by the informal donor consultations in Nairobi. It will also coordinate support for rehabilitation and reconstruction including the organisation and scheduling of programming and review missions to regions or groups of regions.

15. The membership of the standing committee will be composed of the local representatives of the members and other participants of the SACB. An adequate representation of NGOs will be assured. The members will elect the Chairperson.

16. The meetings of the standing committee will normally be convened by the Chairperson at monthly intervals. Ad hoc meetings concerning particular subjects or problems may be convened on the Chairperson's initiative or at the request of members. Meetings will take place as decided by the Chairperson in consultation with the membership.

17. ~~The United Nations Development Office in Somalia was initiated in 1993 as part of the Division of Humanitarian Relief and Rehabilitation.~~ VIVE As envisaged by the Addis Ababa Declaration, the Development Office will be strengthened with additional Somali professionals, UN agencies, NGO and donor support, in order to be capable of supporting the SACB and Somali efforts towards the establishment of functioning public institutions and economic instruments to manage the process of rehabilitation and development.

18. The functions of the Development Office will include the following:

- a) provide support to Regional Development Committees and Somali development structures that may emerge in the future;
- b) serve as the secretariat for the SACB and its standing committee;

- c) prepare reports to the SACB and its standing committee, at their request, to assist them in assessing when the environment is sufficiently secure to permit rehabilitation activities to go forward;
- d) provide analysis of policy and operational issues relevant to the effectiveness of development activities in Somalia;
- d) provide support for the regional strategies and plans through: in-region coordination services such as project data-bases, appraisal, monitoring and reporting; provision of central technical and capacity building support for regional programming and implementation activities.

19. The cost of the Development Office, including support for the SACB and its standing committee, will be met from United Nations resources, supplemented by financial and in-kind contributions from donors and UN agencies and programmes.

NEXT STEPS

20. In the first six months of 1994, it should be possible to achieve the following goals, in fulfilment of the Addis Ababa Declaration:

- hold the first meeting of the standing committee by 1 February and hold monthly meetings thereafter;
- review the re-organisation and staffing plans for the Development Office and facilitate their implementation;
- complete by 30 March, security and other conditions permitting, multi-donor programming missions to regions considered eligible with the objective of launching initial rehabilitation works and the appraisal of other projects; and by 30 June, multi-donor programming missions to additional regions.

21. The first meeting of the standing committee, to be convened in Nairobi at the beginning of February 1994, would consider an agenda on the following lines:

- review and identify initial regions in which rehabilitation and reconstruction activities to be supported by donors may begin;
- propose multi-donor regional missions for February/March 1994, together with indications of additional missions to be considered by 30 June 1994;
- undertake measures to facilitate the establishment of Regional Development Committees, and evaluate approaches to capacity-building;
- relief strategy and resource requirements for January-June 1994;
- criteria for evaluating viability with respect to project recurrent costs and local salary levels.

ADDIS ABABA DECLARATION OF THE FOURTH COORDINATION MEETING ON HUMANITARIAN ASSISTANCE FOR SOMALIA

1. Somalia is at a historic crossroads. The Somali people are exhausted, having suffered so much, for so long, from the continuing violence and turmoil. The Somali people are looking for urgent, sustainable solutions to their desperate situation. It is clear that time is running out.
2. Participants at the meeting were fully aware that international reserves of patience and funds are running out. The overriding need to open a new chapter demanded that a map be drawn up for both the Somalis and the donor community in a productive relationship, in pursuit of a solution to the plight of the Somali people.
3. Participants recognized that the leadership of Somalia has two choices: it can either move forward into rebuilding a civil society, or it can return to the quagmire of man-made strife and famine. Participants agreed that the way forward must be determined by the Somali people themselves.
4. Participants concurred that at this critical stage, security, maintenance of law and order, and the creation of representative and accountable institutional structures are essential for rehabilitation and reconstruction efforts. Violence and threats of violence can no longer be tolerated. The participants, furthermore, agreed that rehabilitation and reconstruction assistance can and will be invested in those areas where stability and security have been attained and where the involvement of elders, local NGOs and representatives of the international community is allowed.
5. The meeting welcomed and endorsed the declaration of the Somali participants that they stood ready to create peaceful conditions and a viable political atmosphere at district, regional and national levels for the smooth implementation of the humanitarian programs. In this regard specific initiatives to be taken by the Somalis include disarming, with the assistance of the international community. There is also a need for support of local police forces as part of evolving judicial and penal systems, and where necessary, establishment of local security committees.

6. The meeting focused on three main elements of the challenge facing the Somali people and their international partners viz.,

i) the continuing emergency needs,

ii) the process towards reconstruction and rehabilitation, and,

iii) economic management and governance.

The Continuing Emergency Needs

7. The representatives of the international community reaffirmed its commitment to provide unconditionally essential emergency assistance to vulnerable groups, especially children. They also recognized resource constraints faced by the implementing partners and agreed to address the needs of UN agencies and international NGOs.

8. Further, the meeting underscored the importance of the Somali community being involved in identifying and assisting vulnerable groups and it stressed that emergency measures should be consistent with longer-term concerns of sustainable action.

Reconstruction and Rehabilitation

9. The meeting acknowledged that security and stability are prerequisites for investment in reconstruction and rehabilitation and that the involvement of the respective Somali institutions will render reconstruction and rehabilitation more effective. The meeting also acknowledged the complexity of reintegrating nearly one-seventh of the population who are presently away from their homes. However, Somali communities in all regions can promote reconstruction and rehabilitation by facilitating the voluntary return of displaced people and refugees who should contribute to the productive and economic life of those communities. Where appropriate, committees of elders and community leaders from camps for displaced persons and recipient communities should be established to facilitate the process of reintegration.

10. The principal constraints identified in the rehabilitation of production, commerce and trade were inadequate marketing facilities, the collapse of economic infrastructure, the absence of a banking system, and the need for training and technical assistance. Somali participants emphasised, however, their readiness to do their utmost even under these difficult circumstances. Regarding marine resources, Somalia's waters are being fished with impunity and the stock of fish is being depleted with debilitating long-term implications for the protection of the marine environment and the sustainability of marine resources. In this regard, assistance is being sought from Eritrea and Kenya to assist in instituting measures to prohibit illegal fishing in Somali waters. The key constraints identified in the social sectors were the lack of infrastructure, unsustainable financing mechanisms and absence of public administration. Participants supported the full involvement of communities in designing sustainable systems for delivery of social services.

11. It was agreed that all actions in the process of reconstruction and rehabilitation should contribute to enhancement of efficient operations of the private sector in a free and open market system. Further, these actions should be part of a coherent interim strategy as well as be consistent with a long-term framework for reconstruction and rehabilitation. In particular, every effort should be made to ensure that such actions, particularly where they have recurrent cost implications, should be sustainable in the longer run. The importance of the participation of women in the process of reconstruction and rehabilitation was stressed, particularly where those actions impact on areas where women have a primary role.

Economic Management and Governance

12. The meeting agreed that systems of economic management and institution-building, together with associated mechanisms for donor coordination, should be established to ensure that a number of current and potential problems be effectively tackled. The major problems raised included the lack of sustainability associated with existing investment projects, the lack of mechanisms for allocating resources and accountability, the lack of instruments to plan and prioritise expenditures, and the lack of absorptive capacity in the Somali economy.

13. In order to move forward along the path of healing Somalia, the participants of the conference agreed to discharge their responsibilities as follows:

The Somali People

14. Participants recognised that the reconstruction and rehabilitation effort in Somalia must be founded on the basic principle of Somali ownership of the process. They agreed that ownership means not only that the Somali people are fully involved in the rehabilitation and reconstruction process, but that they must also bear responsibility for ensuring that the environment is conducive for reconstruction and development. In this connection, the participants welcomed the plan to launch immediately a Somali national UN Volunteers programme which will involve 500 Somali technicians and professionals as national UNV specialists and community development leaders.

15. All participants called for Somali initiatives in establishing viable civil institutions and appropriate mechanisms to facilitate the reconstruction and recovery of Somalia, as well as to determine realistic goals and priorities. It is essential that through these mechanisms, Somalis agree on overall resource allocation by regions.

16. The Somali representatives committed themselves:

- a) to establish the necessary preconditions to end the debilitating insecurity currently plaguing Somalia, including taking steps to disarm the militia as agreed in the Addis Ababa accord of March 1993.

b) to establish regional development committees which would be responsible for prioritising regional development activities and for mobilising resources from communities in support of those activities.

c) to establish a Development Council, composed of representatives of Regional Development Committees, to prioritise development activities among regions participating in the Development Council. The Development Council will develop a mechanism for mobilising resources and providing criteria for the allocation of those resources across regions and sectors.

d) to accept the principle of the right of voluntary return of all displaced persons and refugees as part of the peace process and reconstruction.

e) to establish, where appropriate, inter-party committees at various levels to solve issues relating to returning refugees and in particular the resolution of any outstanding issues relating to land ownership.

f) to establish mechanisms at the district level to ensure effective delivery of services.

The Donor Community

17. The donor community will be an effective supporter of the Somali people in the process of rehabilitation and recovery, once the necessary preconditions related to peace, security and reconciliation have been established.

18. The donor community regrets the absence of important elements of Somali political leadership from this meeting. Nevertheless, donors recognise the readiness of many regions to create the conditions necessary for rehabilitation and are prepared to assist these regions.

19. Donors agreed to fully support the Development Council, as well as regional development committee mechanisms to determine rehabilitation priorities, funding modalities and implementation.

20. Donors also agreed to collaborate and support the Development Office to ensure adequate communication, cooperation and coordination. Donors concurred that there should be common criteria for resource allocation to regions.

21. Donors further agreed to develop a common approach among themselves for the allocation of resources. In this regard, the Development Office would play the secretariat role, supporting an aid coordinating body composed of representatives of donors, UN agencies and programmes, NGOs, other multilateral and African institutions and organisations, and possibly countries in the region.

22. Donors also agreed to:

- (i) identify common security and institutional criteria for providing assistance to the regions;
- (ii) provide assistance to prioritise development activities within the framework developed by the Development Council;
- (iii) establish mechanisms for channelling recurrent cost funding in a sustainable manner, and in developing common accounting criteria;
- (iv) coordinate donor strategies for supporting Somali institutions of management and economic governance;
- (v) provide development assistance in a manner consistent with the World Bank-led Planning Framework; and
- (vi) work with the Development Committee and the Development Office in establishing sustainable salary levels for local employees.

The meeting also recognises the contributions of the OAU, LAS and the OIC.

UNOSOM

23. UNOSOM committed itself to work with all concerned agencies and organisations to strengthen coordination of all aspects of the United Nations efforts throughout Somalia - humanitarian, political, and peacekeeping. To facilitate this UNOSOM will intensify efforts to strengthen its operations in the field.

Division of Humanitarian Relief and Rehabilitation of UNOSOM

24. The Division of Humanitarian Relief and Rehabilitation will be reorganised and strengthened to effectively respond to the transition from relief through rehabilitation and reconstruction to development with a coherent strategy, especially during the critical period immediately ahead. It should also strengthen its field presence.

25. The Development Office would embrace the skills and experience of the Somali professionals, UN agencies and NGOs. It should be staffed at the proper senior levels so as to support Somali efforts in the establishment of functioning public institutions, and economic instruments to manage the process of rehabilitation and development. Its functions will include:

- (i) serving as a Secretariat for the Development Council, and of the aid coordinating body,
- (ii) provide analysis of policy and operational issues relevant to effectiveness of development activities in Somalia.

Agencies and Programmes of the United Nations Systems

26. Agencies and Programmes of the United Nations system and international Non-Governmental Organisations must function as creative facilitators in the process of implementing donor assistance.

27. The UN system is fully committed to support the Somali people in their rehabilitation and reconstruction efforts. The UN system stands ready to work within the agreed institutional framework and mechanisms, to ensure close collaboration and coordination, including coordinating their own activities on a sectoral basis. In this context, organisations of the UN system pledged their full support to UNOSOM and expressed their readiness to strengthen their presence and actions in Somalia. The UN system is prepared, by experience and commitment, to provide and participate in the coordination of the necessary inputs for transferring to the Somali people the ownership of the process for reconstruction and development of their country. The UN agencies and programmes expect to continue providing assistance and support as long as required, recognising the needs to move beyond emergency and dependency to more normal modes of cooperation and coordination directed at sustained governance and growth.

NGOs

28. International NGOs reaffirmed their commitment to the Somali people and to continue to work with them towards the rebuilding of their nation and civil society.

29. International NGOs are already engaged in participatory processes with communities and emerging local structures in Somalia and they will continue to maximise their efforts in these directions.

30. All participants agreed to cooperate fully in the establishment of sectoral working groups, working under the guidance of the Development Council, comprising Somali professionals, appropriate UN agencies and programmes, UNOSOM, donors, local and international NGOs in developing sectoral strategies consistent with long-term sustainable development within the Planning Framework.

31. In the final analysis, all our efforts aim at restoring the belief in the future of Somalia. It is the fate of the children and future generations of the Somalia people which is at stake. History will judge how divisions were set aside in order to achieve a better future for them. The humanitarian nightmare must not be allowed to return to haunt Somalia and the world.

32. Therefore, this Addis Ababa Declaration of the Fourth Coordination Meeting on Humanitarian Assistance for Somalia should be translated into a six-month Plan of Action before the end of the year.

Adopted 1 December 1993
Addis Ababa