

# Humanitarian Co-Ordination In Somalia

A Chance to influence the humanitarian system



## Overview – Edition 1.0

The purpose of this overview is to provide clear and up-to-date information in English and Somali on the humanitarian coordination structure put in place in Somalia through the UN-led humanitarian reform process, on NGO coordination structures and on funding mechanisms. The focus of this first edition is on the UN-led humanitarian reform process with subsequent editions focusing on the other elements.

It was developed by the Somalia NGO Consortium as part of the NGOs and Humanitarian Reform Project, Phase II. Please see the website for more details on this project: [www.humanitarianreformsomalia.info](http://www.humanitarianreformsomalia.info). The Consortium's website is [www.somaliangoconsortium.org](http://www.somaliangoconsortium.org).

## Reforming Co-ordination through the UN Humanitarian System

The UN humanitarian system is composed of six main agencies: UNHCR, WFP, UNICEF, FAO, WHO and UNDP. These agencies work across the world in response to humanitarian emergencies in different countries. Each agency has its own separate governance and management mechanism. This can make the coordination of activities between the six

agencies challenging, especially in the case of complex emergencies such as Somalia.

Many attempts have been made to organize the humanitarian system and ensure more effective coordination between the six main UN humanitarian agencies. In 2005, the UN started to completely change the way it responded to humanitarian emergencies. This process of change, or reform process, is continuing at the present time. Somalia has been one of the first countries where the changes have been applied. The main changes have been:

- HUMANITARIAN COORDINATORS – to ensure that one person is responsible for leading coordination activities in humanitarian emergencies
- CLUSTER APPROACH – to provide adequate capacity and predictable leadership in all of the sectors which make up humanitarian emergencies (e.g. health, education, shelter, WASH, nutrition, food security, protection, logistics)
- HUMANITARIAN FINANCING – to provide adequate, timely and flexible financing for agencies responding to humanitarian emergencies
- PARTNERSHIP – to attempt to increase partnerships between UN agencies and non-UN organizations responding to humanitarian emergencies

Other non-UN agencies involved in humanitarian emergencies and the humanitarian reform process are The World Bank, the International Office for Migration, and the International Federation of the Red Cross/Red Crescent. International and National NGOs working on the ground in response to humanitarian emergencies should also be involved in the humanitarian reform process. In the case of Somalia, these NGOs are represented by the Somalia NGO Consortium.

## Humanitarian Co-ordination: The Special Case of Somalia

### The UN Mission to Somalia

The UN Mission in Somalia is made up of three elements, a Humanitarian Mission, a Mission concerned with longer-term development, and a Political Mission. The unique nature of the humanitarian emergency in Somalia has resulted in a unique coordination structure.

Somalia does not have an integrated UN Mission, as

in the case of most other countries (including South Sudan, for example) where all UN agencies whether humanitarian, developmental or political report to one person, normally the Special Representative of the Secretary General (SRSG).

In Somalia there is resistance towards a politicised Mission, and a widely held belief in the need for greater division between the Political and the Humanitarian Missions. Consequently, although the United National Political Office for Somalia (UNPOS) is headed by the Special Representative of the Secretary General (SRSG), the SRSG does not lead the Humanitarian or the Developmental Missions.

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## The Humanitarian Mission in Somalia

In countries where the UN has a Humanitarian Mission, a Humanitarian Country Team is set up. The Country Team (or HCT) is responsible for coordinating the humanitarian response across the whole country, working with both UN agencies and non-UN organisations.



The HCT would normally be based with the country that is experiencing humanitarian emergency. But in the case of Somalia, the Humanitarian Country Team meets in neighbouring Kenya (in Nairobi). Its members are the six main UN agencies, and non-UN organisations including The World Bank, the International Office for Migration, and the International Federation of the Red Cross/Red Crescent and the Somalia NGO Consortium. The HCT is chaired by the Humanitarian Coordinator for Somalia who is employed by the UN and based in the UNOCHA Country Office for Somalia (the UNOCHA Country Office for Somalia is currently in Nairobi). Recent changes to the security situation have enabled the UN to base a Deputy Humanitarian Coordinator at the UNOCHA Sub Office in Mogadishu.

In addition to its Humanitarian Mission, the UN may also have a more permanent presence in the country with responsibility for promoting long-term development. This Development Mission is led by a UN Country Team. The UN Country Team is distinct from the Humanitarian Country Team (HCT). Unlike the HCT, the UN Country Team is made up solely of UN agencies and is chaired by the UN Resident Coordinator.

But, in Somalia the roles of Humanitarian Coordinator and the Resident Coordinator have been combined and the two posts are held by the same person (currently Mark Bowden). This is a reflection of the longer-term, chronic nature of the humanitarian emergency which Somalia has been experiencing since 1995.

The HCT and the UN Country Team work in parallel in Somalia, because in many cases there is no clear way to separate out humanitarian and development needs.

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## Coordination of Humanitarian Activities

The UN Office for the Coordination of Humanitarian Affairs (UNOCHA) is responsible for delivering humanitarian activities in Somalia. UNOCHA is based at United Nations Headquarters in New York and has another main office in Geneva and 30 regional and field offices, including an Office for Somalia. The UNOCHA Office for Somalia is based in Kenya with Sub Offices in Mogadishu, Puntland and Somaliland (although this situation is changing as the security improves – see section below on UNOCHA Office for Somalia).

In the same way that the UNOCHA Office for Somalia has Sub Offices to cover the different areas of Somalia, the coordination Clusters for different sectors of the humanitarian response have been replicated across different areas of the country. Normally one set of Clusters exists per country but in the case of Somalia there are four distinct groups of Clusters at Country Office level (based in Nairobi), and in Mogadishu, Puntland and Somaliland.

## Who's in Charge?

Humanitarian coordination in Somalia is led by the Humanitarian Country Team, which is in turn led by the Humanitarian Coordinator. The Humanitarian Coordinator reports directly to the UN's Under Secretary General for Humanitarian Affairs based in New York (at the time of writing these posts are held by Mark Bowden and Valerie Amos respectively).

## The Humanitarian Country Team and the Humanitarian Coordinator/Resident Coordinator

Effective coordination of humanitarian action in the field hinges upon the Humanitarian Coordinators (HCs) and/or Resident Coordinators (RCs). While the primary responsibility for coordinating humanitarian assistance rests with national authorities, if international humanitarian assistance is required the HC/RC is responsible for leading and coordinating the efforts of humanitarian organizations (both UN and non-UN) with a view to ensuring that they are principled, timely, effective and efficient, and contribute to longer-term recovery.

At the field level, the HC/RC is responsible for designating Cluster lead agencies for all key humanitarian response sectors (normally food security, nutrition, health, WASH, shelter, protection, education and logistics) in consultation with the Humanitarian Country Team (HCT). These lead agencies can be UN agencies or non-UN organizations (i.e. they could be international NGOs such as Merlin and Oxfam).

The HCT is made up of the Cluster lead agencies and selected operational partners involved in the response. At the field level, inter-Cluster coordination is organised through Inter-Cluster Working Groups. Four of these exist in Somalia: at Country Office Level (Nairobi), and in Mogadishu, Puntland and Somaliland.

The Humanitarian Coordinator for Somalia is based at the UNOCHA Office in Nairobi, Kenya. A Deputy Humanitarian Coordinator is based at the UNOCHA Mogadishu Office. There are no Humanitarian Country Team (HCT) meetings on the ground within Somalia, however there is a 'Head of Agencies' meeting for the six main UN agency heads. Unlike the Humanitarian Country Team, this does not include non-UN organisations such as international NGOs. The UN Agencies who take part in the 'Head of Agencies' meeting are members of the UN Country Team for Somalia.



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## The UNOCHA Country Office for Somalia

Until recently UNOCHA Somalia had its main offices in Kenya (Nairobi) and Sub Offices in Mogadishu, Somaliland (Hargeisa) and Puntland (Garowe). However the UN Humanitarian Mission is currently moving into Somalia and the Mogadishu Office is no longer thought of as a Sub Office. This is reflected by the fact that the Head of Office for UNOCHA Somalia is based at the UNOCHA Office in Mogadishu. In reality the Head of Office splits their time between Nairobi and Mogadishu. The Deputy Head of Office is still based in Nairobi. The UNOCHA Somalia Head of Office reports directly to the UN Humanitarian Co-ordinator in Nairobi.

UNOCHA Country Office for Somalia manages eight coordination Clusters as follows: food security, health, nutrition, WASH, protection, education, shelter and logistics from Nairobi and refers to them as 'Country Level Clusters'. These Country Level Clusters should be recreated three times at each sub area, i.e. Mogadishu, Somaliland and Puntland .

However, how the Clusters actually look at each sub area level is dependent on the number of dedicated staff available to coordinate Cluster activities, the strength of partnerships across UN agencies and non-UN organisations, and the amount of humanitarian activity that is happening on the ground.



## The Cluster System

Clusters are groups of humanitarian organizations (both UN and non-UN) working in the main sectors of humanitarian activity (e.g. shelter, nutrition, health etc.). They are created by the UN when; (a) a clear humanitarian need exists within a given sector, (b) there are numerous different organizations working in the same sector, and (c) national authorities need coordination support.

Cluster coordination should support national responsibilities and leadership in the respective sectors. In areas where there is effective governance (e.g. Puntland and Somaliland) the Clusters work with designated government agencies. It is the role of the Clusters to provide a clear point of contact and be accountable for adequate and appropriate humanitarian assistance. Clusters are designed to create partnerships between international humanitarian actors, national and local authorities, and civil society.

Each Cluster is led by a Cluster Coordinator. This Cluster Coordinator works on behalf of the cluster as a whole, facilitating all cluster activities and developing and maintaining a strategic vision and operational

response plan. The Cluster Coordinator is normally funded by UNOCHA but can be drawn from any UN Agency or NGO working on the ground.

But, importantly, Cluster Coordinators are not employed by UNOCHA or based at UNOCHA Offices. Instead Cluster Coordinators continue to be employed by the lead agency or organization from which they were drawn (e.g. UNICEF, UNHCR, Oxfam, Merlin etc.). As such Cluster Coordinators report to a line manager within their own agency or organization and are based at that agency or organization's office. This means that Cluster Coordinators do not sit together in the same office .

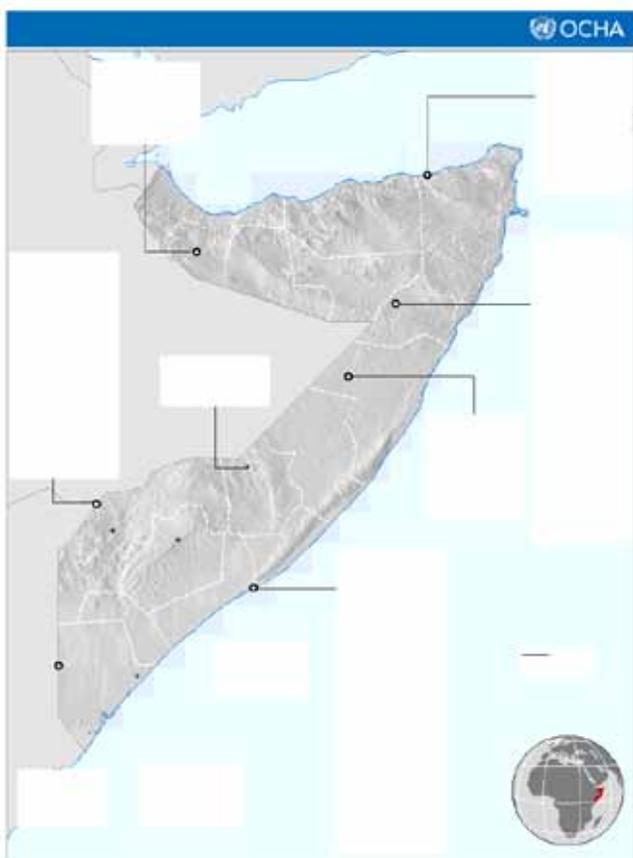
## The Clusters in Somalia

Eight Clusters are active in Somalia and all of them, except Education, have a global counterpart based at UN Headquarters in New York that can be called on for support. The eight Clusters for Somalia are: Food Security, Health, Education, Protection, Water, Sanitation and Health (WASH), Nutrition, Shelter and Logistics.

Where some Clusters have a dedicated member of staff acting as Cluster Coordinator, other Clusters have what is termed a 'focal point'. Cluster Coordinators (sometimes called Chairs or Leads) are normally UN staff already working on coordination activities on the ground for the sector in question (e.g. the Head of the Nutrition Cluster for Somaliland is also the UNICEF Head of Nutrition).

The term 'focal point' suggests that there is no dedicated staff for the Cluster in question. For example, for the Mogadishu Shelter Cluster staff from the Country Level Cluster act as focal points. This is also the case for many of the Puntland Clusters. In contrast the Mogadishu Health Cluster has a Cluster Coordinator drawn from the World Health Organisation (WHO). All Country Level Clusters have dedicated Coordinators or Chairs.

## What's happening on the Ground?



From 2012 to 2013 OCHA will move its entire country office from Kenya into Somalia. The Mogadishu Sub Office will be expanded to accommodate more staff relocating from Nairobi.

UNOCHA has seven offices within Somalia itself. They are in Mogadishu, Dollow, Beled Weyne, Gaalkacyo, Garowe, Bossaso and Hargeisa.

Each office is headed by a Humanitarian Affairs Officer (HAO) who also acts as Head of Office. The HAO is an international staff member (e.g. not usually Somali).

The HAO is supported by at least one Humanitarian Affairs Analyst (HAA), recruited from within Somalia.

The Beled Weyne Office has no HAO, and the Hargeisa Office is in the process of recruiting one.

As part of this move by UNOCHA into Somalia, an office has been established in Dollow (see above) serving Gedo, Bay and Bakool regions. The Mogadishu Office will initially serve Banadir and the Shabelles. The Gaalkacyo Office serves southern Mudug, Galmudug and Hiraaan, and UNOCHA is planning to extend the region it serves into parts of South Central. UNOCHA is also working to improve coordination in the Jubas. At present staff serving the Jubas cannot be based in Doble. Instead they rotate between Dadaab and Liboi.

## Puntland

In 2010 in Puntland the Minister of Planning was appointed the key focal minister for humanitarian coordination. The Puntland Humanitarian Affairs and Disaster Management Agency (HADMA) established in 2005 is now mainly a technical partner for OCHA.

In 2011, the Puntland authorities and the humanitarian community agreed to coordinate the humanitarian response through six clusters: (1) Protection & Shelter, (2) Agriculture & Livelihoods / Food Assistance, (3) Education, (4) WASH, (5) Health and (6) Nutrition. In Puntland, authorities co-chair cluster meetings with Cluster Coordinators or focal points.

UN agencies operating in Puntland include: UNICEF, WFP, ILO, UN-Habitat, UNHCR, WHO, UNDP, FAO, UNESCO, UNDSS, OCHA, UNFPA, UNIFEM.

UNHCR co-leads the Puntland IDP Task Force, created by the Humanitarian Coordinator/Resident Coordinator. The IDP Task Force works to assist and protect stranded migrants. It members the International Organization of Migration and the Danish and Norwegian Refugee Councils, and local authorities.

## Puntland

In Somaliland the UN Hargeisa Team (UNHT) is based in the Somaliland Sub Office. The UNHT is a sub-body of the UN Country Team based in Nairobi. Although the UNHT is focused on development work in Somaliland,

the Team's meetings include humanitarian updates. The Somaliland Inter-cluster Working Group meets regularly and seven and of the eight clusters are functioning in the area. [Which one is not?]

All international assistance in Somaliland is accountable to the Ministry of Planning and National Development. The two agencies that UNOCHA coordinates with most closely are the National Environmental Research and Disaster Preparedness and Management Authority (NERAD) and the Ministry of Resettlement, Reconstruction and Rehabilitation (MRR&R).

NERAD reports to the National Disaster Committee (comprised of seven Ministries and chaired by the Vice President). The MRR&R (or the Triple R Ministry) is effectively the 'IDP Ministry' and deals with all issues related to IDPs in Somaliland.

UNOCHA co-chairs an IDP Working Group with the MRR&R. There are no regular meeting forums for UNOCHA and NERAD.

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## Funding the Humanitarian Response

Funding for humanitarian action is accessed through the UN's Consolidated Appeal Process, managed by the Humanitarian Co-ordinator through the Cluster Structure. The Consolidated Appeals Process applies for funding from the Common Humanitarian Fund. Once funding is agreed, funds are managed by UNOCHA and released quarterly.

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## The Somalia NGO Consortium

The Somalia NGO Consortium was first established in 1999 to improve international aid coordination and raise the presence and profile of non-governmental organisation (NGO) representation within the aid coordination structure for Somalia. The Consortium works to share information and analysis on key issues, facilitate closer coordination and joint advocacy and improve representation with local authorities, the UN system and donors.

The Consortium has 87 members (as of August 2012) comprising of both local and international NGOs. The Consortium is headquartered in Nairobi, Kenya, and represented by a Focal Point, who is supported by two Deputy Focal Points; the regional coordination is facilitated by Regional Focal Points in Somaliland and Puntland. In 2009, the system of voluntary Focal Points for Nairobi was converted to a professional position with financial assistance through donor grants,

and administrative support from a host agency (in 2009-2012 Care International). In 2011, the system of voluntary Regional Focal Points (RFPs) was reviewed and the membership opted to professionalise these regional positions. This process is currently ongoing. A professional RFP is now in place for Somaliland based in Hargeisa while the RFP for Puntland is voluntarily facilitated by KISIMA. ToRs are currently being developed for the placement of a RFP in Mogadishu. The focal point is advised by an annually elected steering committee, and supported by a small team of administrative staff.

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## Somali Civil Society Coordination

There are a number of umbrella groups in all parts of Somalia that bring together various NGOs to coordinate their work, agree on common objectives and align their advocacy strategies.

This information is currently being compiled and will be included in the next edition of this overview.



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