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Report of the Secretary-General on Somalia

I. Introduction

1. The present report, submitted pursuant to Security Council resolutions [2753 \(2024\)](#) and [2767 \(2024\)](#), contains updates on the implementation of those resolutions, including on the mandates of the United Nations Assistance Mission in Somalia (UNSOM), which was renamed the United Nations Transitional Assistance Mission in Somalia (UNTMIS) as at 1 November 2024, and the United Nations Support Office in Somalia (UNSOS). The report covers significant developments from 23 September 2024 to 23 March 2025. In addition, pursuant to Council resolution [2753 \(2024\)](#), the road map for delivering the first phase of the transition of the tasks of UNTMIS to the Federal Government of Somalia, the United Nations country team and other stakeholders developed jointly by the Federal Government of Somalia and the United Nations is included as an annex to the present report.

II. Key developments

A. National developments

2. The Somali National Consultative Council, comprising the leaders of the Federal Government of Somalia and the federal member states, began its session in Mogadishu on 2 October to seek political consensus on the timing and modalities of the one-person, one-vote elections. The President of Puntland State, Said Abdullahi Deni, did not participate. On 7 October, the President of Jubbaland, Sheikh Ahmed Mohamed Islam “Madobe”, withdrew from the deliberations, citing opposition to the proposed one-year term extension for the Presidents of the federal member states, which he claimed would be contrary to the Jubbaland Constitution and affect the Jubbaland State Assembly and presidential elections. He also voiced concerns about the continued absence of Puntland from the National Consultative Council.

3. The National Consultative Council concluded its session on 30 October and, on 31 October, it issued a five-point communiqué adopting the direct one-person, one-vote multiparty election model, urging the Federal Parliament to expedite the approval of electoral laws and to establish the National Independent Electoral and Boundaries Commission. The National Consultative Council also announced a timeline for the upcoming elections, with local district elections and federal member state assembly and leadership elections planned for June and September 2025, respectively.

4. On 7 November, the leadership of the two houses of the Federal Parliament appointed a 15-member joint parliamentary ad hoc committee to lead preparations for



the parliamentary reading and debate of the three election-related bills: the National Independent Electoral and Boundaries Commission bill, the national electoral bill, and the political associations and parties bill. Subsequently, the joint parliamentary ad hoc committee initiated consultations with stakeholders on the bills. On 9 November, the federal Cabinet approved the three bills, which were submitted to Parliament the same day. Over the period 20–27 November, the two houses of the Federal Parliament, in a joint session, approved the three bills and endorsed the 18 members (including three women) of the National Independent Electoral and Boundaries Commission proposed by the Council of Ministers. The new laws include provisions aimed at achieving and securing a 30 per cent quota for the representation of women in electoral bodies. The quota regarding the appointment of the electoral commissioners, however, was not met. On 1 December, the President of Somalia, Hassan Sheikh Mohamud, confirmed the commissioners of the National Independent Electoral and Boundaries Commission, and on 2 December, he signed the three electoral laws.

5. On 9 January, the Chairperson of the National Independent Electoral and Boundaries Commission launched the registration process for political associations, which will conclude on 31 March. The Chairperson has announced that district elections will be held in June 2025, as outlined in the National Consultative Council communiqué of October 2024, and that the top three associations emerging as winners will be eligible to register as political parties and participate in the federal and state elections.

6. Opposition figures, including former Presidents Mohamed Abdullahi Mohamed “Farmajo” and Sheikh Sharif Sheikh Ahmed, as well as the authorities of Jubbaland and Puntland States, have criticized the passing of the electoral laws, claiming that the draft bill review process was rushed and that there was a lack of consultation on the appointment of the commissioners of the National Independent Electoral and Boundaries Commission.

7. In Jubbaland, following his withdrawal from the National Consultative Council in October, on 9 November, President Madobe released a list of candidates to form the Jubbaland Independent Boundaries and Electoral Commission, which the State Assembly approved the same day. From 16 to 25 November, the Jubbaland Independent Boundaries and Electoral Commission oversaw the indirect Jubbaland State Assembly and presidential elections, during which the incumbent President of Jubbaland, President Madobe, was re-elected. The Federal Government publicly rejected the Jubbaland electoral process, which it has labelled as unlawful, and has refused to recognize the State’s President. On 27 November, following a decision by the Council of Ministers and on the basis of the instruction by the Attorney General, the Banaadir Regional Court issued an arrest warrant against President Madobe.

8. On 19 November, the electoral commission of “Somaliland” declared Abdirahman Mohamed Abdullahi “Irro” of the Waddani party as the winner of the “Somaliland” presidential election, defeating the incumbent, Muse Bihi Abdi. The elections had been delayed twice since 2022. The region also witnessed tensions between the “Somaliland” security forces and the Dhulbahante clan militia, which resulted in armed clashes in the town of Ceerigaabo, Sanaag region. The newly elected President of “Somaliland” has called for a dialogue to resolve conflicts in the disputed region. On 23 January, he appointed an eight-member peace committee tasked with identifying solutions aimed at de-escalating tensions, restoring stability and preventing further outbreaks of violence.

9. Tensions between Ethiopia and Somalia, which arose following the announcement of a memorandum of understanding signed between Ethiopia and “Somaliland” on 1 January 2024, have de-escalated significantly following mediation efforts by Türkiye. These efforts led to the signing of the Ankara Declaration by the leaders of Ethiopia and Somalia on 11 December, as well as an exchange of visits by

the two heads of State to Addis Ababa and Mogadishu, on 11 January and 27 February, respectively. The two countries have since agreed to restore diplomatic relations, collaborate on security and economic issues and negotiate access by Ethiopia to ports in Somalia for commercial purposes.

B. Security developments

10. During the reporting period, the Federal Government of Somalia continued security operations in Hirshabelle, South-West and Galguduud States. The Somali National Army, supported by community defence forces and international partners, conducted operations to take control of the main road south of Beledweyne in the direction of Buulobarde in Hirshabelle. In the Cal Miskaat Mountains in Bari region, Puntland security forces, with the support of international partners, commenced a major counter-terrorist operation against Islamic State in Somalia. Al-Shabaab managed, however, to seize at least temporarily some areas in the Shabelle Hoose and Shabelle Dhexe regions.

11. A monthly average of 290 incidents were recorded during the reporting period. Most incidents continue to be perpetrated by Al-Shabaab using improvised explosive devices and indirect fire attacks, including the use of 107-mm rockets, targeting government institutions and security forces. Although the security situation in Mogadishu was relatively stable during most of the period, recently there has been increased Al-Shabaab activity in districts bordering Banaadir, the capital region.

12. On 27 September, rocket attacks affected United Nations field presences in Kismaayo, Jubbaland. On 3 November, a rocket attack against the Aden Adde International Airport zone in Mogadishu, which is protected by the African Union Transition Mission in Somalia (ATMIS), resulted in the deaths of two ATMIS soldiers and the injury of one non-United Nations staff member in an adjacent compound. On 25 October and 4 December, similar rocket attacks occurred in Baidoa, South-West State, without causing any casualties or significant damage. On 8 January 2025, an aircraft contracted by the United Nations Humanitarian Air Service was fired upon while departing Waajid airport in the Bakool region, South-West State, with no significant damage. Al-Shabaab claimed responsibility for the attack. On 27 February, Al-Shabaab fired at least nine 107-mm rockets towards the Aden Adde International Airport moments after the Prime Minister of Ethiopia had arrived for an official visit. Two rockets landed inside the protected airport zone. On 19 March, several rounds impacted the protected airport zone in Mogadishu, injuring a Somali national.

13. On 17 October, a person-borne improvised explosive device was detonated in a tea shop near the General Kaahiye Police Academy in the Xamar Jajab district, Mogadishu, resulting in 11 fatalities and 12 injuries. Al-Shabaab also targeted, with improvised explosive devices, shops in Mogadishu that had installed closed-circuit television systems, causing several casualties. On 10 November in Masagaweyn, Galguduud region, a vehicle-borne improvised explosive device was detonated against a Somali National Army position; gunfire followed before the insurgents were forced to withdraw from the area. Casualty numbers are unknown.

14. Beginning in late February, Al-Shabaab launched a series of attacks in Shabelle Dhexe. On 11 March, Al-Shabaab carried out a complex attack involving a vehicle-borne improvised explosive device and fighters on foot against a hotel in Beledweyne, Hiraan region. The fighting continued overnight, resulting in at least two confirmed fatalities. On 18 March, a convoy carrying President Hassan Sheikh Mohamud was targeted by an attack using a large roadside explosive device in Mogadishu. Although the President was unharmed, there were confirmed casualties.

15. On 11 December, heightened tensions were reported in Raas Kaambooni, Juba Hoose region, following the deployment of Somali National Army forces, which was opposed by the Jubbaland authorities, who claimed that the operation was politically motivated. Somali National Army forces withdrew on 12 December following clashes with Jubbaland Security Forces. On 5 February, an armed clash occurred between Jubbaland and Federal Government forces in Baardheere, Gedo region, over the disputed administration of Baardheere town.

16. There were several significant instances of inter-clan clashes. In Hirshabelle, on 26 December, six members of the Hawadle clan, who were also Somali National Army personnel, were killed in Ceel Baraf district, Shabelle Dhexe, triggering a dispute between the Hawadle and Abgaal clans. The Federal Government of Somalia intervened to resolve the dispute in consultation with local stakeholders, and several suspects were arrested in connection with the incident. The Sa'ad and Leelkase clans clashed on several occasions in Gaalkacyo, Mudug region, despite earlier peace efforts initiated by the President of Galmudug State, Ahmed Abdi Kariye "Qoor Qoor", and the President of Puntland, Said Abdullahi Deni. In January, senior government officials from the two state administrations engaged in discussions to resolve the conflict in consultation with clan elders and deployed joint security forces to prevent escalation.

17. In "Somaliland", armed clashes between the Dhulbahante and Habar-Jeclo clans resulted in significant casualties on both sides. The clashes were caused by long-standing animosity between the clans and accusations of camel rustling. In Luuq, Gedo region, local clan militias engaged in heavy clashes on at least eight occasions. By the end of February, the clashes continued to occur sporadically without effective mediation to stop the hostilities.

C. Economic developments

18. The Federal Government continued efforts to enhance domestic revenue mobilization. On 14 October, the Prime Minister, Hamza Abdi Barre, launched the seventh National Economic Policy Forum to enhance economic development and investment, which covered agricultural advancements, food security, the blue economy and women's empowerment.

19. On 4 November, the Federal Parliament approved the 2025 federal budget of \$1,358,727,767, a 26 per cent increase from 2024 (\$1,079,315,784). In all, 66 per cent of the total budget (\$903,029,519) is funded from external grants to Somalia.

20. During the reporting period, several countries cancelled the country's debt following the Paris Club decision of 13 March 2024 requiring Somalia to negotiate individually with creditors. This followed the country's completion of the Heavily Indebted Poor Countries Initiative, which made Somalia eligible for over \$4.5 billion in debt relief.

III. Update on the activities of the Mission and the United Nations country team

A. Support to State-building

21. Under the joint constitutional support project led by UNTMIS and the United Nations Development Programme (UNDP), support continued to be provided to the Federal Ministry of Justice and Constitutional Affairs, the Independent Constitutional Review and Implementation Commission and the Joint Oversight Committee of the Federal Parliament of Somalia with a view to facilitating inclusive consultative

dialogues on chapters 5 to 9 of the Provisional Constitution in collaboration with the State Ministries of Constitutional Affairs of Galmudug, Hirshabelle, Jubbaland and South-West States. More than 40 consultative events were organized during the reporting period, gathering some 10,000 Somalis of various backgrounds, including representatives of civil society, women, young people, communities, academics, think tanks, the diaspora, persons with disabilities and traditional leaders. The Independent Constitutional Review and Implementation Commission is currently preparing a revision of the relevant articles of the Provisional Constitution, drawing on recommendations collected during the events. The proposed amendments to chapters 5 to 9 of the Provisional Constitution are expected to be submitted to the Federal Parliament for debate.

22. Under the joint UNTMIS-UNDP programme on State-building and reconciliation, support continued to be provided to various initiatives in federal member states. In October, six civil society organizations were supported by the programme through micro-capital grants for implementing community reconciliation activities. This initiative is aimed at leveraging stabilization efforts as entry points for addressing local conflicts and developing collaborative community governance models in recently recovered areas. On 7 October, UNTMIS facilitated an event for civil society organizations in Puntland on relations between the Federal Government of Somalia and Puntland State. The discussion was focused on the issues that had led to the withdrawal of Puntland from the National Consultative Council in January 2023.

23. Between September and December 2024, UNTMIS delivered training sessions on enhancing the participation of women in peace and security efforts in Hirshabelle and South-West States to 120 participants (55 women, 65 men). The training was aimed at empowering women to take on active roles in addressing recurrent conflicts, at fostering more inclusive engagement among key stakeholders by highlighting the community's collective responsibility to advocate for peace and security, and at emphasizing the central roles of Somali women as agents of peace.

24. On 20 October, in Jawhar, Shabelle Dhexe, UNTMIS facilitated capacity-building training on mediation and conflict management for clan leaders, women and young people. From 19 October to 3 November, the United Nations continued to support reconciliation processes in Luuq related to tensions between the Maalin Wayne and Gabawayn sub-clans and between the Marehan and Maalin Wayne sub-clans and other related communal tensions in the Gedo region in Jubbaland.

25. From 2 to 6 December, the United Nations, through the joint UNTMIS-UNDP programme, supported the bilateral cooperation and policy learning workshop held by the Ministry of Interior, Federal Affairs and Reconciliation in Nairobi. The workshop, organized in collaboration with the Government of Kenya, was focused on defining functions and competencies within the government, building on earlier discussions on the effective implementation of federalism. Participants also worked on aligning a federalism transition strategy with the Provisional Constitution and discussed the development of a transition development plan. A federalism transition strategy and a monitoring and evaluation plan to effectively support the country's transition to a functional federal system have been prepared and are currently being considered by the federal Cabinet.

26. On 10 and 16 December, UNTMIS provided technical and financial assistance to the Hirshabelle Ministry of Reconciliation and Peacebuilding for inter-clan dialogues in relation to land disputes between the Ibrahim Eli and Osoble Eli sub-clans, as well as between the Dhiblabe Turyare and Suubiye Turyare sub-clans.

27. From 23 to 24 December, the Ministry of Interior, Federal Affairs and Reconciliation, supported by UNDP and UNTMIS, held a National Reconciliation

Framework validation workshop for its national strategic plan for the period 2025–2029. The objective of the workshop was to ensure that the plan is aligned with the country’s overarching development goals and the national peacebuilding agenda. The plan is currently under consideration by the federal Cabinet and is expected to be submitted to the Federal Parliament for endorsement.

B. Support for the rule of law, justice and corrections, and the security sector

28. UNTMIS continued to provide strategic and policy advice to the Federal Government and federal member states on implementing the revised national security architecture. In collaboration with UNDP, UNTMIS supported the Office of National Security and State Security Offices from all federal member states (except Puntland) by organizing five workshops focused on state security strategy development and affordability, held between October and December 2024. On 7 and 8 December, UNTMIS facilitated a workshop for the State Security Offices and Ministries of Internal Security of the federal member states, the Office of National Security and the federal Ministry of Internal Security in Mogadishu to revise the National Counter-Terrorism Strategy; UNTMIS supported the revision process by providing integrated analysis. Governance structures for the Somali National Army continue to be developed in line with the Somali Security Sector Development Plan. The Somali National Army and UNTMIS co-Chair a monthly capability steering group that brings together international partners and senior leaders from the functional areas of the Somali National Army to support delivery of the milestones set out in the national Security Sector Development Plan and the defence white paper.

29. From 12 to 19 December, with a view to strengthening parliamentary oversight of the security sector, UNTMIS engaged with the women’s caucus and supported an oversight field visit by the Parliamentary Security Committee of South-West State to newly recovered areas. In addition, UNTMIS engaged with the Independent Constitutional Review and Implementation Commission to advocate for integrating security sector reform and governance elements into the ongoing review of chapters 5 to 9 of the Provisional Constitution.

30. Under the joint justice and corrections programme led by UNTMIS, UNDP and the United Nations Office on Drugs and Crime, support was provided to the federal Ministry of Justice and Constitutional Affairs for the development of the strategy and the justice and corrections model, including consultations with youth leaders in Mogadishu and Kismaayo in October. On 7 December, the Prime Minister launched a National Justice Sector Strategy for the period 2025–2029. Capacity-building workshops were conducted in Baidoa, Beledweyne, Dhooble, Kismaayo and Jawhar for 113 participants (88 men, 25 women), including representatives from state ministries of justice, courts, attorney general’s offices, alternative dispute resolution centres and women organizations. At the workshops, which were aimed at building trust, enhancing the legitimacy of justice institutions and promoting inclusive justice reform, formal and informal justice actors, along with community members, were engaged in designing and implementing a federated justice and corrections model.

31. UNICEF and UNTMIS collaborated to provide support to the Ministry of Justice and Constitutional Affairs for training on the age verification policy to ensure better screening and access to justice for children. One training was held in Jubbaland on 23 and 24 September for 22 participants, including four women.

32. UNTMIS coordination of prison support forums in Kismaayo and Baidoa helped stakeholders to address prolonged detention and insufficient operational capacity, leading to government commitments to improve access to clean water, education and

health and enhance alternatives to incarceration. UNTMIS capacity-building efforts included five workshops on prison management and security, which were attended by a total of 182 participants (149 men, 33 women) in Mogadishu, Kismaayo and Baidoa.

33. In October, the Council of Ministers of the Federal Government endorsed the draft Somali Police Force bill, which is currently under review by the Federal Parliament. Jubbaland promulgated a State Police Act in December, becoming the fourth federal member state to promulgate a State Police Act. In January, a three-month police recruitment programme for 500 university graduates commenced in Puntland, with women representing 17 per cent of the recruits. In Hirshabelle, 240 Darwish police officers graduated in January.

34. As part of efforts to build the capacity of the Somali police to protect conflict-affected children, UNTMIS collaborated with ATMIS to conduct a series of workshops on children and armed conflict in Galmudug, Jubbaland, Hirshabelle and South-West States between November and December 2024; some 120 police officers participated, including 26 women police officers.

35. UNTMIS facilitated a workshop in Mogadishu from 3 to 4 December on the national strategy for preventing and countering violent extremism. At the workshop, emphasis was placed on disengagement, rehabilitation and reintegration, as well as alignment of the strategy with community engagement. Thirty-two representatives (10 men, 22 women) reviewed the five pillars of the strategy and discussed solutions for implementation, coordination and resource challenges. On 13 March, the Office of National Security and UNTMIS held preliminary discussions on amnesty regulations for disengaged elements of violent extremist groups in line with the strategy.

36. In support of the implementation of the country's national strategy and action plan on preventing and countering violent extremism, the United Nations supported the federal Ministry of Endowments and Islamic Affairs and the federal Ministry of Education in convening a coordination meeting on peace education in Mogadishu on 20 January. This initiative is identified as a key transition priority for the Federal Government of Somalia and is aimed at regulating religious education to reduce extremist influence and promote a culture of peace.

37. On 28 November, the early recovery working group of the Ministry of Interior, Federal Affairs and Reconciliation met with international partners to review progress and discuss the integration of stabilization activities into the national transformation plan. The state Ministries of Interior of Hirshabelle and South-West States, with the support of UNTMIS, held state-level coordination meetings on 3 and 17 December, respectively, to review progress and identify gaps and priorities.

C. Human rights and protection

38. UNTMIS recorded 402 civilian casualties (179 killed [132 men, 26 women, 12 boys and 9 girls] and 223 injured [140 men, 44 women, 21 boys, 10 girls and 8 unspecified]) during the reporting period, a 34 per cent increase compared with the 609 civilian casualties recorded during the previous period. Al-Shabaab remained the main perpetrator, responsible for 199 civilian casualties (49 per cent of all recorded casualties), followed by 97 attributed to unidentified elements, 74 to clan militia, 28 to the Somali security forces and 4 to Islamic State in Somalia.

39. On 25 November, the Council of Ministers of the Federal Government endorsed the African Charter on the Rights and Welfare of the Child, which was sent to Parliament. On 2 December, President Hassan Sheikh Mohamud signed into law the national disability rights bill, providing a legal framework for the protection of the

rights of persons with disabilities. On 10 March, the juvenile justice bill was approved by Parliament; the bill is pending submission to the President for signature.

40. From September to December, UNTMIS recorded five journalists and media workers who were arrested and detained by intelligence agencies, including three in Mogadishu and two in Jubbaland. Four were arrested by the members of the National Intelligence and Security Agency in Mogadishu or in Gedo region, while one was arrested by members of the Jubbaland Intelligence and Security Agency in Kismaayo. UNTMIS also recorded the assault of a female journalist by security forces. She was reportedly covering protests by residents whose homes were being demolished.

41. In December, at an event in Mogadishu, UNTMIS, ATMIS and the federal Ministry of Family and Human Rights Development jointly launched the senior leadership advocacy model against gender-based violence, a tripartite model aimed at accelerating advocacy efforts and strengthening accountability in efforts to end violence against women and girls in Somalia.

42. The United Nations adopted general and preliminary risk assessments of its support to the Darwish force and the Custodial Corps, respectively. Measures to mitigate the risk of human rights violations committed by recipients of United Nations support will be discussed in the coming months with relevant Somali authorities. The human rights due diligence policy task force adopted a guidance note on human rights due diligence monitoring applicable to all United Nations entities, including agencies, funds and programmes providing support to non-United Nations security forces.

43. United Nations entities worked collaboratively with non-United Nations security forces to operationalize mitigation measures. Regarding accountability, Somali authorities provided initial feedback on actions taken, including disciplinary measures and arrests, in some specific instances of violations that had been shared by the United Nations. UNTMIS supported efforts by ATMIS/African Union Support and Stabilization Mission in Somalia (AUSSOM) to promote human rights compliance by raising awareness among ATMIS/AUSSOM staff officers of the Force Commander's directive on child protection during and after operations. At an ATMIS symposium on 10 December, UNTMIS facilitated sessions for ATMIS staff officers on the African Union Strategic Framework for Compliance and Accountability in Peace Support Operations and the human rights due diligence policy on United Nations support to non-United Nations security forces.

44. UNTMIS collaborated with the Civil-Military Coordination Department of the Somali National Army to support the development and roll-out of a basic training curriculum on international human rights and international humanitarian law, including the responsibility to end and prevent grave violations against children. During the reporting period, the Civil-Military Coordination Department officers mentored by UNTMIS delivered three-day training workshops to 116 Somalia National Army personnel (102 men and 14 women) in Kismaayo, Beledweyne and Dhuusamarreeb. Similarly, UNTMIS collaborated with state police in Galmudug, Hirshabelle, Jubbaland and South-West States to facilitate training sessions to raise awareness of the roles and responsibilities of police in protecting conflict-affected children. A total of 126 police officers (101 men, 25 women) participated in these trainings.

45. In line with the Federal Government's prioritization of institution-building and mentoring, UNTMIS continued to support the forums for dialogue on children and armed conflict at the federal and state levels, advancing the implementation of the 2019 road map to expedite the 2012 action plans on ending and preventing the recruitment and use, killing and maiming of children, including the handover of children separated from armed groups, under the consistent leadership of the federal Ministry of Defence. On 12 November 2024 and 12 February 2025, the interministerial

committee on grave violations against children met, co-chaired by the Ministry of Defence and the Ministry of Internal Security. In December, the national and state-level meetings of the Children and Armed Conflict Working Groups were held.

46. From September to December, the United Nations verified 856 grave violations against 668 children (505 boys, 163 girls). Some 172 children (144 boys, 28 girls) were affected by multiple violations. The verified violations included abduction (278 incidents), recruitment and use (269), killing and maiming (229), rape and other forms of sexual violence (64), attacks on schools (11) and denial of humanitarian access (5). Sixty-six per cent of all violations were attributed to Al-Shabaab.

47. UNTMIS verified seven incidents of conflict-related sexual violence involving 11 women and 10 girls. In one incident, four women and two girls appeared before the first instance military court in Banaadir on 22 October on allegations of being affiliated with Al-Shabaab. Five of them, including one girl, were allegedly forced to marry fighters. The verdict in their case is pending. UNTMIS facilitated the transfer, in mid-November, of the two girls to child protection actors while awaiting the court's decision. A second incident also involved Al-Shabaab forcing four women and five girls into marriage. The nine women and girls appeared before the first instance military court in Banaadir on 23 January. The court reportedly ordered the transfer of the five girls to a rehabilitation centre on the same day. The other five incidents were the gang rape of an internally displaced woman, allegedly by members of the security forces in Banaadir region; the rape of two girls aged 14 and 17 by unidentified armed men in Hiraan region; the attempted rape of two women by a member of a clan militia in Shabelle Hoose region; a gang rape of a displaced woman in Shabelle Hoose; and the rape of a 15-year-old minor by clan militia in Banaadir region. No arrests were made in any of these incidents.

D. Humanitarian and development assistance

48. Somalia continues to face an alarming humanitarian situation due to conflict, displacement of civilians, recurrent climate shocks, disease outbreaks and widespread poverty. The 2025 Humanitarian Needs and Response Plan, launched jointly with the Federal Government on 22 January 2025, indicates that 5.98 million people, close to a third of the population, are in need of humanitarian and protection assistance. Under the Plan, 4.6 million people are targeted, and the required funding amounts to \$1.42 billion.

49. Of the \$1.6 billion requested in the 2024 Humanitarian Needs and Response Plan, 48 per cent was received, which enabled humanitarian agencies to deliver lifesaving assistance to 3.5 million people. The Somalia Humanitarian Fund managed by the Office for the Coordination of Humanitarian Affairs allocated \$26 million (78 per cent of the 2024 allocation) to national non-governmental organizations to meet urgent needs. In November, the Fund allocated an additional \$5 million, which was complemented in December by a \$5 million allocation from the Central Emergency Response Fund. Both allocations supported early action in response to the predicted La Niña-related rainfall deficits.

50. As in the previous reporting period, access to people in need of humanitarian assistance is a major challenge due to conflict, insecurity and bureaucratic hurdles. From 23 September 2024 to 19 March 2025, 92 access incidents were documented, with 49 per cent involving interference in humanitarian activities or violence against personnel, assets and facilities. In January 2025, 4.2 million people (approximately 22 per cent of the total population) were living in areas where humanitarian access is heavily or severely restricted. In the Togdheer region, looting of food aid in November

led to the suspension of a United Nations-led operation, affecting approximately 52,000 beneficiaries.

51. The humanitarian country team, together with the federal and state governments, donors, partners, community leaders and people receiving aid, continue to implement robust measures to deter aid diversion. Such measures include the enhancement of the efficiency of humanitarian aid through a transition to vulnerability-based targeting and beneficiary selection, the establishment of a common approach to registration and measures to enable safe, ethical and effective data-sharing.

52. Conflict and displacement remain widespread. During the reporting period, 640,000 people were internally displaced due to conflict and insecurity. Overall, 3.5 million people remain internally displaced across Somalia. Many of those displaced are at risk of forced evictions; 150,000 displaced people were evicted between September and March. Women and children, who face risks of gender-based violence and sexual exploitation, account for more than 80 per cent of displaced persons in Somalia.

53. Clan clashes also pose significant threats to civilians in Somalia, in terms of not only direct physical harm, but also the impact on community resilience and recovery efforts. Clan clashes surged in the reporting period, especially in the Galguduud, Mudug, Gedo and Togdheer regions, stemming primarily from land disputes, resource competition, revenge killings and power struggles among clans.

54. Acute food insecurity persists in Somalia. The Integrated Food Security Phase Classification analysis report for February 2025 projects that 4.4 million people are expected to face high levels of acute food insecurity between April and June, and 1.7 million children aged 6 to 59 months are expected to experience acute malnutrition between January and December 2025, including approximately 466,000 children likely to suffer from severe acute malnutrition. Compared with 2023 and 2024, this represents a 14 and 22 per cent increase in the burden of global acute malnutrition and severe acute malnutrition, respectively.

55. During the 2024 *deyr* rainy season (October to December), most regions experienced below-normal rainfall and erratic rainfall patterns. According to the Food and Agriculture Organization of the United Nations (FAO), the uneven distribution of rain, coupled with prolonged dry spells, had negative impacts on agriculture, water resources and pastoral livelihoods. The combination of poor *deyr* rains, above-average temperatures and dry conditions in early 2025 is expected to intensify water shortages, reduce soil moisture and escalate livestock stress and crop losses. Given the forecast for the April to June *gu* rainy season predicting a delayed onset, below-normal rainfall and above-normal temperatures, further negative impacts and higher humanitarian needs are expected.

56. Somalia has witnessed uninterrupted crisis of transmission of acute watery diarrhoea/cholera since 2017, linked to poor water quality, sanitation, hygiene and health infrastructure, seasonal flooding and persistent funding gaps. According to the World Health Organization, 24,909 cases were reported from 23 September 2024 to 23 March 2025, compared with 21,669 cases over the same period in 2023/24. Sites for displaced persons, and children under the age of 5, are particularly vulnerable, as high levels of acute malnutrition lower immunity to cholera infections.

57. Gender-based violence in Somalia is linked to broader conflict, displacement and governance challenges. Women and girls living in displacement sites face multiple protection risks, including rape, intimate partner violence, and other forms of sexual exploitation and abuse. Weak institutional responses, lack of accountability and impunity allow certain forms of gender-based violence to persist, driving further

insecurity and displacement. According to the United Nations Population Fund, during the reporting period, 1,200 cases were recorded, including 800 cases where treatment was received.

E. Coordination activities

1. Coordination of international donor support

58. On 17 March 2025, the Federal Government of Somalia launched its national transformation plan for the period 2025–2029, marking the first phase of implementation of Centennial Vision 2060. The United Nations and donors were all actively engaged in the national transformation labs. The labs were designed as a forum for dialogue and collaborative work for all stakeholders and have served as a critical platform for fostering engagement across a wide range of partners on the key priorities identified by the Government. From 10 to 12 February, the Federal Government of Somalia held a workshop in Nairobi for the technical review and expert validation of the Centennial Vision 2060, with the participation of the United Nations and donors.

59. On 24 October, the Green Climate Fund Board approved its first single-country adaptation project for Somalia. The \$94.9 million project, entitled “Climate Resilient Agriculture in Somalia (Ugbaad)”, is being co-executed by FAO, the Ministry of Environment and Climate Change and the Ministry of Agriculture and Irrigation. Officially launched on 10 February, the project is aimed at enhancing climate adaptation and resilience for vulnerable communities in Somalia through locally led approaches and strategic investments in climate-resilient agriculture. Over 2.1 million people will benefit from climate-smart practices, restoration of productive landscapes, provision of climate information and support for resilient agricultural value chains. Lessons from the project will feed into a broader discussion on climate financing in the context of fragility and vulnerability in the region and globally.

2. Coordination of United Nations activities

60. During the reporting period, the federal Ministry of Youth and Sports – in collaboration with a group of United Nations agencies, funds and programmes led by UNDP and key stakeholders – began the development of a youth and peace and security national action plan. The initiative is aimed at empowering Somali young people to be active contributors to peacebuilding, decision-making and sustainable development. Following consultations held in 2024 in Hirshabelle, Jubbaland and South-West States, as well as in the Banaadir Regional Administration, the action plan development process has now advanced to its second phase of consultations in Galmudug, Puntland, the Sool region and “Somaliland”.

61. In the fourth quarter of 2024, an independent evaluation of the current United Nations Sustainable Development Cooperation Framework for Somalia was initiated under the oversight of a joint Government–United Nations evaluation committee. On 28 January, a consultative workshop was held in Mogadishu to identify insights to inform the development of the next Cooperation Framework, to cover the period 2026–2030. The committee underscored the importance of aligning future cooperation with the priorities of the national transformation plan and recommended an increased focus on climate change and environmental sustainability, reflecting the critical importance of those issues for the long-term development and resilience of Somalia.

3. Coordination with the African Union Transition Mission in Somalia/African Union Support and Stabilization Mission in Somalia

62. During the reporting period, the regular Senior Leadership Coordination Forum comprising the acting Special Representative of the Secretary-General for Somalia and Head of the United Nations Transitional Assistance Mission in Somalia and the Special Representative of the Chairperson of the African Union Commission for Somalia and Head of the African Union Support and Stabilization Mission in Somalia, as well as their respective senior advisors, was convened on 12 December to discuss several topics, including joint African Union-United Nations planning for AUSSOM and the implications and impact of the security transition. The Acting Special Representative, the Head of UNSOS and the Special Representative of the Chairperson of the African Union Commission for Somalia continued to meet on a regular basis to exchange views on developments on the ground. The meetings were aimed at fostering greater information-sharing, common messaging and coordinated efforts to achieve operational priorities in Somalia.

F. United Nations Support Office in Somalia logistical support to the African Union Support and Stabilization Mission in Somalia and the Somali security forces in joint and coordinated operations

1. Support to the African Union Transition Mission in Somalia/the African Union Support and Stabilization Mission in Somalia

63. During the reporting period, UNSOS continued to provide logistical support to mandated ATMIS/AUSSOM troops across the ATMIS/AUSSOM operational area of responsibility. The final phase 3 drawdown of residual ATMIS troops was completed with the repatriation of 165 Kenya Defence Forces personnel from Koday through Kismaayo to Nairobi and 205 Kenya Defence Forces personnel from Bur Gaabo through Kismaayo to Nairobi, on 22 October and 9 November, respectively. UNSOS also facilitated the rotation of 126 Uganda aviation unit personnel on 5 November and completed the rotation of 1,099 Ugandan troops on 20 December. In addition, the rotations of 459 Burundian troops and 99 Burundi aviation unit personnel were completed on 5 December and 11 January, respectively.

64. The Mine Action Service continued to provide solutions for the mitigation of explosive device threats, enhancing the mobility and safety of AUSSOM troops in Somalia. These measures included delivering specialized in-country training to 2,039 AUSSOM military and police personnel. The Mine Action Service provided 166 pre-and post-convoy briefings to AUSSOM convoys on main supply routes. A total of 1,060 searches related to these convoys led to the destruction of 38 improvised explosive devices.

2. Support to Somali security forces and capacity-building efforts

65. UNSOS continued to provide logistical support to 18,900 Somali security forces in joint or coordinated operations with ATMIS/AUSSOM in 27 locations and in full compliance with the human rights due diligence policy. In consultation with the Federal Government of Somalia, support to the additional 2,000 Somali security forces, authorized by the Security Council through resolution [2741 \(2024\)](#), remains on hold until adequate funding for the United Nations trust fund for the Somali security forces is mobilized.

66. As at 19 March 2025, the UNSOS-administered trust fund in support of the Somali security forces had a balance of \$2,660,682, enough to provide support until mid-May.

67. During the reporting period, capacity-building training courses were conducted for 92 Somali security forces personnel, including air liaison officer training and aviation safety training; information, communications and technology training; engineering training (solar panel maintenance and water treatment plant operation); and sensitization sessions on human rights due diligence policy.

68. Since September, the United Nations Office for Project Services (UNOPS) has delivered stipend disbursement support to the Somali National Army Special Forces and the Somali Police Force. UNOPS also provided monthly training to 14 soldiers on the human resources management system. In addition, UNOPS supported the Somali National Army by providing non-lethal support, including counter-improvised explosive device equipment, communications equipment, trauma kits and furniture. Infrastructure works were completed, including the construction of two underground shelters, a firing range, storage facilities and a classroom at the main Somali National Army Training Centre in Mogadishu.

69. The Mine Action Service supported the Somali National Army by training and equipping seven teams, consisting of 77 personnel, for explosive ordnance disposal. In addition, the Mine Action Service supported nine Somali police force teams across the federal member states by providing them explosive ordnance disposal equipment to enhance their operational capabilities.

G Update on the transition of the United Nations presence in Somalia

70. Following the adoption of resolution [2753 \(2024\)](#), the United Nations and the Federal Government of Somalia continued to hold discussions on the implementation of the transition process through the Joint Technical Committee. The Committee met on several occasions during the reporting period to advance the transition planning process and to oversee the development of a transition road map. In this regard, on 29 January 2025, the Committee organized a workshop in Mogadishu, bringing together a wide range of stakeholders representing the Federal Government of Somalia, UNTMIS and the United Nations country team to discuss modalities for implementing the first phase of the transition process.

71. Building on the outcomes of the discussions held through the Joint Technical Committee and the contributions made through the road map development workshop, the United Nations and the Federal Government of Somalia worked together closely to develop a transition road map, which is included as an annex to the present report.

72. In addition, during the reporting period, the United Nations conducted a capacity mapping of the United Nations country team and an analysis of its operational dependencies, which will be used to inform planning for the United Nations presence in Somalia following the departure of UNTMIS and the development of the United Nations Sustainable Development Cooperation Framework with Somalia for the period 2026–2030, thereby ensuring that future United Nations support will be aligned with the country's national transformation plan.

H. United Nations Presence in Somalia

73. United Nations entities remained present in Baidoa, Beledweyne, Berbera, Boosaaso, Dhooble, Dhuusamarreeb, Doolow, Gaalkacyo, Garoowe, Hargeysa, Jawhar, Kismaayo and Mogadishu. As at 19 March, 720 international staff and 1,787 national staff were deployed throughout Somalia.

I. Observations

74. I welcome the continued efforts by the Federal Government of Somalia in advancing its key State-building priorities, including countering Al-Shabaab, strengthening the Somali security forces, implementing financial reforms and working towards one-person, one-vote elections. Sustained dialogue between the Federal Government and federal member states is essential for advancing national priorities. I urge the leaders of Somalia to reengage in consultations to resolve their differences, rebuild consensus on these shared objectives and advance agreed State-building priorities.

75. The commitment of the Government to advancing universal suffrage elections is commendable and reflects a strong aspiration of deepening inclusive and democratic governance. I welcome the authorities' commitment to ensuring the minimum 30 per cent quota for women in elected positions and reiterate my calls to ensure such a quota is implemented so that the voices of women and young people, which remain vital in shaping the democratic future of Somalia, will be represented. Concerns raised by some federal member states, opposition leaders and civil society actors highlight the need for continued consultation, consensus-building and inclusivity. I urge all Somali stakeholders to work constructively to reach the broad-based consensus necessary for timely and credible elections.

76. I welcome the restoration of diplomatic engagement between Ethiopia and Somalia following the signing of the Ankara Declaration under the auspices of Türkiye. The agreements reached by the parties are a positive step towards fostering cooperation and regional stability. I encourage the leaders of Ethiopia and Somalia to sustain this momentum through constructive dialogue guided by the principles of international law, sovereignty and territorial integrity.

77. The increasing threat posed by Islamic State in Somalia is concerning and underscores the evolving complexity of the country's security landscape. I commend the authorities and their partners for their efforts in countering Islamic State in Somalia, including recent operations aimed at dismantling its networks. At the same time, Al-Shabaab remains the primary driver of insecurity in Somalia despite efforts by the Federal Government through its three-pronged approach to counter Al-Shabaab militarily, financially and ideologically.

78. The complex security situation in Somalia underlines the necessity of the continued presence of an African Union mission, and I welcome the establishment of AUSSOM to support the Somali authorities in the final phase of the security transition. I am deeply concerned, however, about the lack of adequate financing for the Mission thus far. I reiterate the recommendation, made by the Chairperson of the African Union and me, for the hybrid application of Security Council resolution [2719 \(2023\)](#) to AUSSOM ensure sustainable and predictable funding for Mission. I call upon international partners to continue supporting the country's security sector and contribute to the UNSOS-administered trust fund in support of the Somali security forces.

79. I welcome recent progress in strengthening legal frameworks for human rights protection, including the endorsement by the Federal Government of Somalia of the African Charter on the Rights and Welfare of the Child and the enactment of the National Disability Protection Act, and look forward to the official publication of the latter. I also commend South-West State for becoming the first federal member state to enact a Disability Rights Act to ensure greater inclusion of and protection for persons with disabilities. These are important steps in promoting and safeguarding fundamental rights. I remain concerned, however, about reports of violations against civilians, particularly women and children. I urge the Somali authorities to strengthen

accountability mechanisms, ensure the protection of journalists and human rights defenders and take decisive action to prevent and respond to human rights violations. I appreciate the preliminary findings shared by the investigative committee established by the Ministry of Defence in response to the advocacy letters sent by the co-chairs of the country task force on monitoring and reporting, which provide details on grave violations against children attributed to security forces. The release of those findings is an important step towards accountability and strengthening the protection of children in armed conflict.

80. The humanitarian situation in Somalia remains dire, with conflict, climate shocks and food insecurity continuing to drive displacement and vulnerability. The projection that 4.4 million people will face acute food insecurity in the coming months is of grave concern. Sustained humanitarian funding and early response mechanisms are critical to mitigating the impact of the anticipated drought conditions. I appeal to the international community to scale up funding for the 2025 Humanitarian Needs and Response Plan to enable humanitarian partners to deliver life-saving assistance to those most in need.

81. I express my deep gratitude for the collaboration between the Federal Government of Somalia and the United Nations through the Joint Technical Committee aimed at planning and advancing the UNTMIS transition, including the development of the road map for the first phase of the transition. The United Nations remains committed to working closely with the Federal Government to ensure a smooth and phased transition from special political mission to country team while continuing to support the country's key national priorities until the end of the UNTMIS mandate. It will be vital for international partners to mobilize additional resources to ensure that the country team will be adequately resourced to continue supporting Somalia on its key priorities after the closure of UNTMIS.

82. Lastly, I would like to thank the African Union, the Intergovernmental Authority on Development, the European Union, Member States, non-governmental organizations and all international partners for their steadfast support of Somalia. I also extend my gratitude to my Acting Special Representative, James Swan, and all United Nations personnel working in Somalia for their dedication to advancing peace, security and development in the country in often difficult circumstances.



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Annex

Transition road map

United Nations Transitional Assistance Mission in Somalia (UNTMIS)

Transition Roadmap

1. Background

On 30 October 2024, the Security Council adopted resolution 2753, by which it determined that effective 1 November 2024, the United Nations Mission in Somalia (UNSOM) would be called the United Nations Transitional Assistance Mission in Somalia (UNTMIS), and that UNTMIS would begin the formal transition of its functions to the Federal Government of Somalia (FGS), the UN Country Team (UNCT) and other stakeholders in line with the request by the FGS for a two-year phased transition. The Council further mandated UNTMIS to continue the implementation of UNSOM's tasks, placing particular priority on support to certain of Somalia's key national priorities while preparing for and implementing the phased transition of its activities over a two-year period culminating in the conclusion of the mission by 31 October 2026.

During the first phase of the transition, from November 2024 through October 2025, UNTMIS was requested in the implementation of its mandate to prioritize supporting Somalia's national priorities in certain areas, including (a) support to state-building, including the constitutional review process and efforts to conduct free and fair elections, through inclusive and transparent one-person, one-vote processes, including through capacity building, technical assistance and policy guidance, and facilitation of dialogue to promote reconciliation; (b) promotion and protection of human rights, including through institutional and human capacity building, technical assistance and policy guidance; (c) support to UN entities to ensure system-wide implementation of the Human Rights Due Diligence Policy, where relevant, across UN support in country; (d) rule of law, justice and corrections and security sector support, including through capacity building and technical assistance; (e) coordination of international donor support, working with bilateral and multilateral partners, including to assist authorities to deliver basic services and community reconciliation, including in areas newly recovered from Al-Shabaab; and (f) coordination of UN efforts in Somalia, and coordination with ATMIS's anticipated successor mission (subsequently established as the African Union Support and Stabilization Mission in Somalia – AUSSOM with the adoption of Security Council resolution 2767 on 27 December 2024).

Resolution 2753 further specifies that the above tasks are to be undertaken with a view to their progressive and phased transfer during the second phase of the transition (November 2025 – October 2026) and requested UNTMIS from the date of its establishment to begin planning and working towards the complete handover of these and any other outstanding tasks by the end of the mission's two-year transition period. While placing priority on these areas of support to Somalia during the first phase of the mission's transition, UNTMIS was also mandated to undertake and complete, by 31 October 2025, the transfer of some tasks as set out in the table below.

In addition, resolution 2753 requested the Secretary-General to prepare, in consultation with the FGS, a roadmap for delivering the first phase of the transition of UNTMIS's tasks to the FGS, the UNCT, and other stakeholders, which should include practical modalities for the transition, such as the reduction of UNTMIS personnel. To this end, the UN and the FGS advanced discussions through the Joint Technical Committee (JTC) and organised a workshop on 29th January 2025 to develop the roadmap for phase one of the transition. Relevant FGS line Ministries, Departments and Agencies, UNTMIS sections, and UN agencies, funds and programmes (AFPs) engaged in the mandated areas identified for transition during the first phase of the process participated in the workshop, and agreed on the arrangements outlined in the tables below. The development and implementation of the transition roadmap will be guided by principles related to transitions of United Nations peace operations, including special political missions in line with the United Nations Integrated Assessment and Planning (2023) and the UN System Wide Policy on Mission Transitions 2024) and the Secretary General's Planning Directive on UN Transitions.

2. Modalities and roadmap for first phase of the transition

1. Climate Change and Financing
1.1. Summary of current mandated areas being transitioned
• The current mandate includes coordinating UN AFPs and promoting cooperation with relevant partners to maximize the use of development financing and climate financing in Somalia in response to climate change. • UNTMIS mandate principally supports the FGS Office of the Prime Minister (OPM) and Ministry of Environment and Climate Change (MoECC). However, a wide range of Governmental actors are engaged in climate action, including Ministry of Planning, Investment and Economic Development (MoPIED), Somalia Disaster Management Authority (SoDMA), Ministry of Finance, Ministry of Energy and Water Resources, Ministry of Agriculture and Livestock, National Bureau of Statistics, Federal Member States, etc. • Key current activities include integrating climate adaptation and environmental considerations into peacebuilding and stabilization efforts; awareness raising; support to partner coordination; climate-sensitive conflict analysis and development of risk management strategies on climate change, environmental degradation; supporting the Environmental Task Force and Water Management Task Force; Climate Finance Coordination with the FGS, donor groups, civil society, private sector partners, and climate funds. • Key current UNCT members engaged in climate action include UNEP, UNDP, FAO, WFP, IOM, UNHCR, UNFPA, UNCDF, UNIDO, UN-Habitat, OCHA, UNODC, UNOPS, UNICEF and the Green Climate Fund, Global Environment Facility, and Somalia Joint Fund.
1.2. Transition end-state
• The government will maintain its leadership role through OPM, MoECC, and the Ministry of Finance (on climate finance). FGS will lead on coordination, awareness raising, and analytics, supported by the UNCT. Coordination fora/taskforces will shift to Government leads, with emphasis on a whole of government approach. The FGS will lead climate finance coordination with a precise coordination mechanism to be determined.

- The UNTMIS coordination role on climate change and financing will transition to the Resident Coordinator's Office (RCO), to support the government as needed.
- Relevant UN AFPs, including those listed above will continue to actively collaborate on increasing climate finance for Somalia and supporting the delivery of climate action with relevant Government, civil society, and private sector counterparts.

1.3. Requirements

- UNTMIS staffing (1 staff) will be phased out by the end of Transition Phase 1 in October 2025.
- The FGS requires resources to strengthen its institutional and structural capacity to lead access and management of climate finance, as well as natural resource management to ensure peace and stability.
- The UNCT may consider how to support the operational capacity of Government offices to deliver programmes and projects for climate change adaptation, and mitigation/prevention of the adverse impact of climate change and extreme weather events.

1.4. Specific actions

- UNCT, with RCO support, will continue to support conflict-sensitivity and peacebuilding in climate action and finance through the current Government-led processes of the Nationally Determined Contributions (NDC 3.0) and National Adaptation Plan (NAP), and National Transformation Plan (NTP), in line with their respective deadlines.
- Climate finance coordination mechanisms within government and with partners to be determined and strengthened.

2. Stabilization

2.1. Summary of current mandated areas being transitioned

- Strategic policy advice, coordination support, and technical assistance on stabilization of newly recovered areas. Analytical Products including Fragility Index Maturity Model (FIMM) / district profiles), monthly operational updates of stabilization activities.
- UNTMIS mandate principally supports the FGS Ministry of Interior and Federal Affairs (MOIFAR), State Ministries of Interior, and OPM; and their coordination with other stabilization partners (UN and non-UN).
- UNTMIS has engaged with the UNCT in capacity development for Government stabilization efforts, and in supporting delivery of stabilization activities.

2.2. Transition end-state

- The Federal Government of Somalia effectively coordinates all tasks related to stabilization coordination and analytical products, with support from the RCO and UNCT.
- Post phase 1, RCO will coordinate support functions of UN AFPs supporting a whole of government approach, and working with the international community.
- IOM and UNDP will collaborate on capacity support to MOIFAR and Federal Member State Ministries of Interior. Programmatic activities by UNCT (humanitarian, stabilization, and early recovery) will continue to be delivered in newly recovered areas and with meaningful and safe participation of affected populations.

2.3. Requirements

- UNTMIS staffing linked to the stabilization activities (three international staff) will phase out by October 2025. The three national staff will transition in Phase 2. Options and funding for integration of national staff into Government, RCO or UNCT are being pursued.

- As the transition unfolds, UNTMIS, RCO and Stabilization partners will support the establishment of appropriate capacity within Government to support transition of coordination and analytical functions. Stabilization partners' support to this process; modalities, including funding, are being discussed. This will be an ongoing and continuing process and will take place in close coordination with stabilization partners.
- Government with current stabilization partners will explore whether the donor base can be broadened with new partners, both traditional and non-traditional. The coordination of support function CRESTA/A has been playing will be handed over to the RCO.

2.4. Specific actions

- Modalities for transition of support to the government-led FIMM are already being worked out.
- Existing coordination structures will continue and will be supported as required by stabilization partners, as mentioned earlier by RCO, UNDP, IOM, UNICEF and other stabilization partners.
- Finalization of UNDP-IOM Joint Programme proposal to Peacebuilding Fund (PBF) to address reconciliation, governance and justice. Additional UN partners/AFP's such as UNICEF to be brought in as appropriate.
- Joint resource mobilization with government partners to broaden the donor base with traditional and non-traditional partners.

3. Disengagement of Combatants, Disarmament, Demobilization and Reintegration (DDR)

3.1. Summary of current mandated areas being transitioned

- UNTMIS provides strategic policy advice and technical support to the development and implementation of an inclusive, human rights-compliant strategy to manage engagements with ex-combatants from non-state armed actors, such as Al-Shabaab, in collaboration with the Ministry of Internal Security (MoIS) and National Intelligence Security Agency (NISA).
- The mission also supports the establishment of a clear legal framework that defines eligibility for rehabilitation and reintegration, facilitating a well-coordinated and holistic approach, and creating a conducive environment for disengagement from non-state armed groups, and supports the National Defectors Rehabilitation Programme (DRP).
- UNTMIS supports the development of a national communication strategy aimed at disengaging non-state armed actors and the Transitional Weapons and Ammunition Management (TWAM) in the context of DDR in Somalia, including addressing the proliferation, diversion, and misuse of small arms and light weapons (SALW).
- In the implementation of its activities, UNTMIS works closely with the OPM/Tubsan National Centre, MoIS, NISA, and the Office of the National Security (ONS).
- UNCT provides activities that include support to DDR initiatives through the "Support to National Programme for the treatment and handling and treatment of disengaged combatants (2013)" and the National Strategy for Prevention and Countering Violent Extremism (P/CVE) (2024-2027), with the involvement of IOM, and Accept International.

3.2. Transition end-state

- The FGS will continue the DRP under the overall lead of the Tubsan National Centre, and screening of defectors will be undertaken by MoIS and NISA. The FGS will mobilise resources in support of these activities moving forward.

• The RCO will support and amplify government efforts for a whole-of-government approach on DDR, ensure effective coordination and strategic planning, and to raise funding for continued support to the Defectors Rehabilitation Programme (DRP) in line with the National P/CVE Strategy. • UNICEF will continue to advocate for and support the release of children associated with armed forces and armed groups as well as their reintegration to communities. Community-based DDR/PVE initiatives will be supported by UNDP, IOM and Accept International, while UNICEF will support community-based reintegration for children formerly associated to armed forces and armed groups.
3.3. Requirements
• UNTMIS will continue to support the Tubsan National Center, including through agreed capacity-building measures, until the end of October 2025, following which the RCO will take over the coordination of further UN support for the Tubsan National Centre. UNTMIS staff will phase out in October 2025.
3.4. Specific actions
• FGS to determine priorities and to conduct needs assessments for National Tubsan Centre on P/CVE, MoIS, ONS and NISA towards whole-of-government approach on a wider DDR process moving forward. A concept note to be developed in this regard by August 2025. • Finalisation of legal and policy frameworks to be prioritized, including the amnesty policy. • Community-based reintegration initiatives to be strengthened. • Tubsan National Center to convene and lead Technical Quarterly Coordination meetings from February 2025 onwards.
4. Preventing and Countering Violent Extremism (P/CVE)
4.1. Summary of current mandated areas being transitioned
• UNTMIS supports the Somali Government in the implementation of the National P/CVE Strategy. The mission also provides technical support – for example to the revision of the P/CVE National Strategy in 2023/24 (completed). • Support to the implementation of the P/CVE strategy is provided through the UNTMIS-UNDP Joint Programme “A Peacebuilding Approach to Address Violent Extremism.”
4.2. Transition end-state
• PCVE will be implemented as a cross-cutting issue following a “whole-of-government” and “whole-of society” approach. • Post phase 1, lead actors will be Tubsan Center / OPM; Office of the President / Office of National Security (ONS); Ministry of Endowments and Islamic Affairs (MEIS); Ministry of Youth and Sports (MoYS); and MOIS assume responsibilities from UNTMIS of P/CVE. • The RCO will mobilise resource for sustained capacities on conflict analysis, conflict sensitivity, risk management to support the work of the UNCT, including on P/CVE programming.
4.3. Requirements
• UNTMIS staffing (1 staff) will be phased out by the end of May 2025. • As the transition unfolds, UNTMIS will focus on capacity development and knowledge transfer in priority areas: peace education, faith-based engagement (MEISA in support of Ministry of Justice and Tubsan Center); support in operationalizing the National PCVE Strategy, with priority on community engagement, research and threat assessment (Tubsan); addressing mis/disinformation and hate speech (MoIS); Training of trainers for youth on prevention (MoYS).

- In addition to core Government actors as mentioned above, additional ministries such as Justice, Education and Health will be engaged as per the National P/CVE Strategy
- The research component of the Joint P/CVE Programme with ONS to be prioritized during transition, proposed to PBF.
- UNTMIS' roles on P/CVE will transition to relevant UN-AFPs, with UNDP taking the lead under the Joint P/CVE Programme "A Peacebuilding Approach to Address Violent Extremism in Somalia" as the agency that has been jointly implementing the programme with UNTMIS. Other agencies involved include UNOCT, WHO, and OHCHR in support of victims and survivors, UNICEF and UNESCO on Peace Education, and UNODC on criminal justice responses. UNICEF's work in response to recruitment and use of children is a key UNCT contribution to peacebuilding efforts. IOM will support the operationalization of the National P/CVE Strategy through its assistance to the Tubsan Center in strengthening P/CVE coordination efforts.
- Peace Education Joint Member states engagement and joint proposal writing / joint resource mobilization on priority areas / outreach and partnership.

4.4. Specific actions

- The UNTMIS P/CVE transition coordination mechanism will remain activated until the end of October 2025.
- A lessons learnt workshop from the Joint P/CVE programming (since 2017) will be convened by UNTMIS. Capacity building and knowledge transfer workshops on thematic priority areas to take place during the transition period of phase 1.
- Additional consultation on the National P/CVE Strategy regarding specific topics which might require further discussion will be undertaken with the objective of increasing awareness on the strategy and capture additional inputs from stakeholders.
- A Joint Conflict Analysis on the FGS-AS conflict, applying a conflict transformation lens will be facilitated by UNTMIS and UNDP.
- Joint resource mobilization strategy will be developed by FGS, UN-AFPs, UNTMIS, which includes joint proposal development and donor outreach.

5. Mine Action

5.1. Summary of current mandated areas being transitioned

- UNTMIS provides technical and policy advice to the Federal Government of Somalia (FGS) on mitigating the threat posed by improvised explosive devices (IEDs), including by assisting the Office of National Security (ONS) in the development of a Counter-IED framework. UNTMIS is further involved in the preparation of reports on analysis, procedures, processes, and best practices on mitigating the threat from IEDs.
- UNTMIS supports the Somali Explosive Management Authority (SEMA), on coordination, regulation, and management of mine action activities to protect civilians, including by assisting SEMA to implement the Anti-Personnel Mine Ban Convention (APMBC) Article-5 national workplan.
- UNTMIS provides technical advice and capacity-building support to assist Somalia with the implementation of the National Weapons and Ammunition Management (WAM) Strategy and associated action plan, including through workshops, assessments, consultations, and trainings to support Federal and FMS institutions.
- In the implementation of its mandate, UNTMIS works closely with the ONS, the Ministry of Defence, the Ministry of Internal Security and SEMA.

5.2. Transition end-state

- The UNMAS component of UNTMIS will transition to UNSOS by 1 July 2025 and will continue to provide operational support and technical expertise, as well as policy advice to the FGS.

- The implementation of C-IED and WAM frameworks will continue post-transition, with the support of UNMAS under UNSOS.
- UNCT will support SEMA with advocacy and resource mobilization initiatives for continued financial and technical support for the management of humanitarian mine action operations. UNSOS will contribute with one national senior technical advisor.

5.3. Requirements

- As the FGS assumes greater security responsibilities, UNMAS technical advisory services, supporting the implementation of national frameworks, under UNSOS, will be essential to maximize operational gains during the transition.
- Policy, legal and regulatory framework development should be accelerated, and governance mechanisms related to C-IED and WAM strengthened.
- As the FGS assumes greater responsibility, the international community will continue to provide financial and technical support for the development of a Somali-led mine action response to protect civilians, including through capacity development of local mine action operators.

5.4. Specific actions

- Complete the transition of UNMAS to UNSOS by 30 June 2025 in line with UNSOS RBB deliverables.
- Provision for technical mine action expertise within UNSOS 2025-26 Programme of Work, to sustain mechanisms for C-IED and WAM strategy's implementation, supporting Somalia's long-term security objectives.
- Engage with donors, in collaboration with the FGS and UNCT, to seek extra-budgetary funding for post-UNTMIS mine action activities, including by supporting SEMA with advocacy and fundraising initiatives.
- Consult and work closely with the FGS to ensure alignment with national priorities.

6. Child Protection

6.1. Summary of current mandated areas being transitioned

- UNTMIS implements child protection activities as mandated in Security Council resolution 2753 (2024), including on gender, youth and justice, and peace education which are identified for transition during the first phase of UNTMIS' two-year transition process.
- Separately, UNTMIS maintains a children and armed conflict mandate in line with Security Council resolution 1612 (2005) and subsequent resolutions on CAAC, to support the FGS to advance the road map to strengthen the protection of children in armed conflict to expedite the implementation of the two action plans on killing and maiming and recruitment and use of children. This is scheduled for transition in the second phase.

6.2. Transition end-state

- UNWOMEN, UNFPA and other protection actors working on child protection issues will assume responsibility as of 1 July 2025 for monitoring and mainstreaming gender related issues impacting girls and boys in line with existing inter-agency coordination mechanism, including working on political participation and girl's rights advocacy as well as boys. The UN will continue to work closely with Ministry of Family Affairs and Human Rights (MFAHR), Ministry of Justice and Constitutional Affairs (MoJCA), Ministry of Education, Culture and Higher Education, Ministry of Labour and Social Affairs (MOLAS), OPM, and the Ministry of Interior, Federal Affairs and Reconciliation in this regard.
- MFAHR, OPM, MoJCA, and MOLSA will assume responsibility for the establishment of childcare reform, and mechanisms for children without parental care. The UN will continue to provide support to the FGS on these matters through UNICEF and

other protection actors working on child protection in line with existing inter-agency coordination mechanism. - Regarding children in conflict with the law, UNTMIS will transition its activities in these areas to the MoJCA, MFAHR and MOIS. Activities in this area will continue to be supported by UNICEF, UNODC, UNDP and other relevant actors. - The Ministry of Education, Culture and Higher Education, and Ministry of Religious Affairs and Endowment effectively undertakes activities in support of peace education. The UNCT will continue to support such efforts through UNICEF, UNESCO and UNDP.
6.3. Requirements
- The technical staff of the Ministries will be included in training programmes provided by UNTMIS to increase and ensure skills and knowledge transfer. - Engagement with donors towards resource mobilization and establishment of public private partnerships.
6.4. Specific actions
- Strengthening of structures and coordination mechanisms - Capacity building support. - Policy advice, and support to legislative reform. - Collection of good practices. - Strengthening coordination mechanisms between UNCT, FGS and FMS.
7. Youth, Peace and Security (YPS)
7.1. Summary of current mandated areas being transitioned
- UNTMIS supports youth participation in peacebuilding and reconciliation efforts in Somalia. This is achieved through the provision of technical advice and capacity-building to support the FGS and FMS in their efforts to enable the full, equal and meaningful participation of youth in peace and reconciliation efforts, conflict resolution and peacebuilding. The mission also contributes to the implementation of the Somalia National Youth Policy 2025-2030 and supports the Ministry of Youth and Sports (MOYS) in implementing the Somalia National Action Plan (NAP) on Youth, Peace and Security. - On the part of the UNCT, UNDP provides support to the Ministry of Youth and Sports and the Youth, Peace and Security National Action Plan. The UN inter-agency working group on youth has focal points from most AFPs. UNDP (leading on YPS NAP), UNFPA, UNESCO, UNICEF, UN Women, IOM and ILO.
7.2. Transition end-state
- The MOYS and the Office of the President effectively undertake youth, peace and security initiatives in Somalia. The MOYS will work to expand YPS initiatives to include Ministry of Interior, Ministry of Family and Human Rights, Ministry of Agriculture, MoECC, Ministry of Foreign Affairs and International Cooperation, Ministry of Religious Affairs and Endowments, and the Ministry of Labour. The Youth Peace and Security agenda will also look at the prevention of youth undertaking irregular and unsafe migration journeys through conflict countries, thus preventing opportunities for exploitation, human trafficking and forced recruitment in other countries. - The UNCT will continue to support the MOYS and the Office of the President in the establishment of the National Youth Council, with legislation currently before parliament. - UNCT members will continue to actively collaborate on the provision of advisory and technical support, which will be coordinated through the RCO.

7.3. Requirements

- UNTMIS staffing (1 staff) is being phased out with immediate effect. UN Volunteers (UNV) has deployed a Youth Coordinator funded from the UNV Special Voluntary Fund to take on these functions.
- The programmes under the YPS National Action Plan would need to be supported and resourced moving forward. With this support, the UNCT would continue to provide capacity-building measures and training initiatives on integrating YPS into peacebuilding initiatives, particularly within UN AFPs (training on broader youth-focused initiatives).
- The UN's Inter-Agency Youth Working Group (IAYWG) will be strengthened, and UN activities on YPS mapped out to better coordinate and utilize the limited available resources to avoid duplication.
- The FGS will prioritise trainings and capacity building through peace initiatives, financial and technical support to implement the programmes under the YPS NAP once validated and finalized, and general skills and knowledge development for youth in Somalia through MOYS. In addition, the FGS will establish a YPS coordination mechanism/forum within the Government (FGS and FMS and other youth-relevant ministries), and between the Government and the UNCT.

7.4. Specific actions

- Establishment of a YPS coordination mechanism between FGS (led by MOYS, FGS) and UNCT (led by UNDP and other UN AFPs such as UNFPA and IOM) by February 2025.
- MOYS to finalise the Youth, Peace and Security National Action Plan, including through consultations, validation and launch by October 2025. UNTMIS and the UNCT will support the MOYS in this regard.

3. Transition Principles

Through Resolution 2753, the Security Council mandated UNTMIS to maintain a presence as appropriate throughout Somalia to deliver on its transition mandate, while making efforts towards the nationalization of posts and strengthening national capacity-building efforts as part of the transition process. In addition, it stipulated that the transition should be guided by several principles related to transitions of United Nations peace operations, including special political missions as outlined in Resolution 2594 (2021), the UN Policy on Integrated Assessment and Planning Policy (2023), the United Nations Mission Transitions (2024) as well as the Secretary General's Planning Directive on UN Transitions). This includes proactive and integrated planning in support of national priorities and planning processes, aligning UN transition planning with the UN's support to the 2025-2029 National Transformation Plan (NTP), around which the UN will frame its support within the upcoming 2026-2030 Cooperation Framework. Accordingly, implementation of the transition will align with national plans to ensure coherence, be based on a One-UN approach emphasizing partnerships, capacity building and complementarity, and towards supporting progress towards the 2030 Agenda and Sustainable Development Goals. Joint programming has also been instrumental in bringing various UN actors and resourcing together behind Somalia's national priorities, and will continue to be utilized to foster focus and collaboration in the UN's support to Somalia. In addition, the provision of United Nations support to non-United Nations security forces will continue to be based on a coherent and system-wide implementation of the United Nations Human Rights Due Diligence Policy. Further,

joint UN-FGS resource mobilization opportunities will be explored to jointly engage donors and partners.

Further, the transition will be implemented in a human rights and gender-inclusive and -responsive manner, ensuring that human rights are promoted and protected through the transition of UNTMIS' tasks, and that the role of women in Somalia's peace, security, socio-economic and development discussions is mainstreamed into the transfer of the mission's work to other actors. It will also be informed by risk analysis of impact and consequences of the transition. The process should aim at ensuring full, equal, meaningful and safe participation of women and displaced persons. Sustainability is another key principle underpinning the implementation of the roadmap. The transition roadmap and the initiatives designed to implement it will focus on building a solid foundation for continuous development and peacebuilding efforts that can endure beyond the immediate post-transition period, and withstand any future challenges to ensure that the hard-won gains in Somalia over the past years are safeguarded, and that UN efforts in Somalia continue to support the country on its path towards durable peace, security and sustainable development.

4. Adjusting UN joint programming and resourcing in support of the transition process

UN Joint Programmes and resourcing in Somalia serve as a vital mechanism for bringing together the UN system, fostering coordination among AFPs alongside UNTMIS to address critical Somali priorities. Current Joint Programmes, funded through platforms like the Somalia Joint Fund (SJF) and the Peacebuilding Fund (PBF), span a wide range of key areas, including democratization, constitutional review, rule of law, state-building, human rights, peacebuilding, climate change, police, stabilization, gender equality, youth peace and security and women's peace and protection. By leveraging the strengths of multiple UN entities, those programmes enhance the collective impact of the UN in supporting Somalia's peacebuilding and development efforts.

As UNTMIS transitions and Somalia begins the implementation of the National Transformation Plan (2025-2029), it will be critical to align the Joint Programmes with national strategies and the new United Nations Sustainable Development Cooperation Framework (Cooperation Framework, 2026-2030), while incorporating investment pathways to accelerate SDG progress through the 6 Transitions¹. This alignment will not only ensure that UN interventions are contextually relevant ensuring roll-over of the Joint Programmes to the new Country Framework but also support the government's vision for sustainable development and state-building. The ongoing transition of UNTMIS necessitates a reassessment of the SJF's and PBF focus, investment strategies and programmatic assumptions. A specific transition window in the SJF is being proposed. Consultations with the international financial institutions (IFIs), including the World Bank, the Islamic Development Bank and the African Development Bank, are taking place.

¹ Food systems; energy access and affordability; digital connectivity; education; jobs and social protection; and climate change, biodiversity loss and pollution

In addition, the UNCT, under the Resident Coordinator's leadership, in collaboration with UN Headquarters and building on the Funding Compact 2.0, will develop a funding compact that will invite funding commitments from the core resources of UN AFPs to support the implementation of the 2026-2030 Cooperation Framework. The funding compact will be aligned with the results framework of the Cooperation Framework and will facilitate a joined-up, at scale and transformative approach to programming by the UNCT. The UNCT will use the Cooperation Framework as the key planning framework following the departure of UNTMIS.

5. Supporting Somali National Capacity Development

The UNCT, together with the FGS, UNTMIS and Development partners, is currently articulating a framework for coordinated and sustainable support to Somalia's government institutions, applicable to support provided to all levels of the Government of Somalia by the UN system and donor partners. This framework intends to align international assistance with Somalia's priorities for state-building, peacebuilding, capacity development, and long-term fiscal planning and eventual governmental self-reliance. Capacity on human rights compliance and implementation should be fully incorporated in capacity building efforts. This framework will be completed before the end of the first phase of the UNTMIS transition.

6. UNTMIS Staffing Considerations

The gradual phased drawdown of UNTMIS staffing resources has already begun. The staffing complement provided for in UNTMIS' budget for 2025 reflects a net decrease of 24 civilian posts and positions in line with the modalities for phase one of the transition outlined in the table above. As of 1 January 2025, eight international posts and five military/police positions (comprising three government-provided personnel positions and two United Nations police positions) were abolished. In addition, one international D1 position was reassigned within the Mission, and three international staff posts and three UNV posts were nationalised. As of 1 July 2025, one general temporary assistance position D-1 will be abolished. As of 1 November 2025, to conclude the first phase of the transition, eight international staff positions, six national staff positions and one international staff general temporary assistance position will be abolished.

Planning and preparations are being undertaken for all remaining UNTMIS posts and positions to be progressively abolished during the second phase of the transition period, and no later than 31 October 2026, subject to the decisions of the Security Council and the relevant budgetary bodies of the United Nations, in line with the modalities to be determined by the Security Council for the second and final phase of the UNTMIS transition. The transition and liquidation plan, including staffing levels, will be implemented according to the resources made available to UNTMIS throughout the transition period and considering the liquidity challenges facing the United Nations as a whole.

7. Risk Identification, Mitigation and Management

The transition roadmap will be implemented with a view to continuous risk identification, mitigation and management measures being undertaken. This includes the transition of activities being undertaken in a conflict-sensitive manner, being guided by a risk management approach which is routinely reviewed, and is underpinned by the ability to adapt where required to ensure that the transition is implemented in a manner which is efficient, effective and contributes to the sustainable consolidation of gains made and Somalia's continued advancement of its key national priorities.

To ensure the transition of the UN presence is undertaken in a manner that is risk sensitive and responsive, UNTMIS devotes considerable effort to make the best strategic use of Enterprise Risk Management, in collaboration with UNSOS and the UNCT, ensuring that the framework remains a continuous joint effort which reflects the evolving risks facing the UN family in Somalia, and working towards fully embedding risk information in the Mission's strategic planning and decision-making processes underpinning the implementation of the transition over its two phases.

In this regard, three key inter-related areas by which UNTMIS incorporates transition planning into its strategic planning and budgetary provisions will be taken into account, namely: (1) changes in the political-strategic context necessitating a change to transition planning, (2) the impact of any changes in the security situation as UNTMIS phases out its activities, including the AUSSOM configuration, which may impact on and necessitate changes to the operational drawdown of the mission's presence, and (3) inadequate resourcing and capacities of the transition plan and its implementation

8. Coordination with the Federal Government of Somalia during the transition period

Discussions between the FGS and UN on the UNTMIS transition will continue to advance through the JTC, which will guide the further development of the modalities of the second phase of the transition, whereby all remaining UNTMIS tasks would be fully transitioned to the Federal Government of Somalia, the UNCT or other stakeholders by 31 October 2026, when the mission's work would conclude, following which liquidation procedures would commence. The Joint Technical Committee will also undertake regular monitoring and evaluation of progress in implementation of the transition over its two-phased approach.

Acronyms

AFPs	Agencies, Funds and Programmes
ATMIS	African Union Transition Mission in Somalia
AUSSOM	African Union Support and Stabilization Mission in Somalia
C-IED	Counter Improvised Explosive Devices
CRESTA/A	Community Recovery and Extension of State Authority and Accountability
DDR	Disarmament, Demobilization and Reintegration
DRP	Defector Rehabilitation Programme
FGS	Federal Government of Somalia
FIMM	Fragility Index Maturity Model
FMS	Federal Member State
GCF	Green Climate Fund
GEF	Global Environment Facility
IAYWG	Inter-Agency Youth Working Group
IED	Improvised Explosive Devices
IFIs	International Financial Institutions
ILO	International Labour Organization
JTC	Joint Technical Committee
MEIS	Ministry of Endowments and Islamic Affairs
MoECC	Ministry of Environment and Climate Change
MOIS	Ministry of Internal Security
MoPIED	Ministry of Planning, Investment and Economic Development
MOYS	Ministry of Youth and Sports
NAP	National Action Plan
NTP	National Transformation Plan
OPM	Office of the Prime Minister
PBF	Peace Building Fund
P/CVE	Preventing and Countering Violent Extremism
RCO	Resident Coordinator's Office
SJF	Somalia Joint Fund
SALW	Small Arms and Light Weapons
SEMA	Somali Explosive Management Authority
SJF	Somalia Joint Fund
SODMA	Somalia Disaster Management Authority
ToT	Training of Trainers
UN	United Nations
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
UNSOM	United Nations Assistance Mission in Somalia
UNTMIS	United Nations Transitional Assistance Mission in Somalia
WAM	Weapons and Ammunition Management
YPS	Youth, Peace and Security