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**MEETING OF SECURITY AND
MILITARY EXPERTS ON THE
STABILIZATION OF SOMALIA**

**15 - 16 DECEMBER 2004
NAIROBI, KENYA**

**REPORT OF THE MEETING OF SECURITY AND MILITARY EXPERTS
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I. INTRODUCTION

1. The Commission of the African Union (AU) convened a Meeting of Security and Military Experts on the Stabilization of Somalia, from 15 – 16 December 2004 in Nairobi, Kenya. The aim of the Meeting was to assist the Commission to elaborate proposals for assisting the stabilization of the security situation in Somalia.

2. The Meeting took place against the background of the request from H.E. Abdullahi Yusuf Ahmed, President of the Transitional Federal Government (TFG) of Somalia, to the AU to consider deploying a peacemaking force in Somalia, and the subsequent request to the AU Commission by the Peace and Security Council (PSC) to study the request and to submit proposals.

3. The Meeting was attended by security and military Experts from the African Union, IGAD countries, IGAD Secretariat, League of Arab States, European Union and the United Nations, as well as Experts from Italy, Chair of the IGAD Partners' Forum (IPF), and Sweden, chair of the Stockholm Donors' Conference for Somalia. (List of Participants attached).

II. OPENING

4. The Meeting was chaired by Ambassador M.A. Foum, the Special Envoy for Somalia of the Chairperson of the AU Commission, who in his introductory remarks, situated the Meeting in the context of the successful conclusion of the IGAD-led Somalia National Reconciliation Conference in Nairobi. He stressed that Somalia had entered into the transition that deserves the attention and support of the international community.

5. The Commissioner for Peace and Security of the African Union, Ambassador. Said Djinnit, made an opening statement in which he conveyed the greetings and well wishes of the Chairperson of the Commission, Alpha Oumar Konare, to the President, the Interim Prime Minister and the entire Transitional Federal Government of Somalia, as well as to the Somali people. He congratulated the Somalis for their great achievements in the search for peace. He also informed of the AU's full support to efforts by the Somali people, with the support of the IGAD Countries, IGAD Partners' Forum, the European Union, the League of Arab States and the United Nations to bring about lasting peace in Somalia.

6. He summarized the objective of the Meeting as being laying down a framework within which the African Union will respond to the challenge of assisting the TFG in stabilizing Somalia. In this regard, he urged the Meeting to try its level best to examine in detail all ways and means of meeting the challenge. He expressed the hope that the experts, in particular those from the TFG, would provide guidance and inputs on the other crucial issues pertaining to the transition, i.e. re-establishment of the national security forces; disarmament; demobilization; reintegration and other post-conflict issues. He urged the participants to be frank and candid in their discussions so as to reach concrete conclusions that could effectively support the Somalia transitional institutions.

7. Subsequently, Col. Peter Marwa, the representative of the Executive Secretary of IGAD, expressed the pleasure of IGAD to be co-organizers of the Meeting. He stressed the importance for the international community, the African Union and IGAD to join hands to assist the Government. He reiterated that the Somalia National Reconciliation Conference, which IGAD led, was an all-inclusive process supported by the international community. He reiterated IGAD's determination to remain engaged in the Post-Agreement Phase in Somalia to support the transition.

8. In his remarks, General Osman Sheekh Ali, Team Leader of the Experts from the Transitional Federal Government of Somalia, conveyed the gratitude of the TFG to the African Union for having taken the initiative to convene the Meeting. He hailed the continuing support for Somalia from the international community, manifested in the participation of Experts from the IGAD Partners' Forum (IPF), European Union (EU), League of Arab States (LAS) and the United Nations Department of Peacekeeping Operations (UNDPKO), as well as from Italy (Chair of the IPF) and Sweden, (Chair of the Stockholm Donors' Conference for Somalia). He indicated that the TFG was making plans for relocating to Somalia early in 2005.

III. ADOPTION OF THE AGENDA

9. The Meeting adopted its Agenda as follows:

- Opening;
- Adoption of the Agenda and Programme of Work;
- Strategies for the Stabilization of Somalia during the Transition;
- Support for the Relocation of the Transitional Federal Institutions;
- Closing

IV. PRESENTATIONS

10. Presentations were made by a successive Panel of Experts on the key issues of stabilizing the security situation; the formation of the security forces of Somalia and the requirements for the relocation of the Transitional Federal Institutions from Kenya to Somalia.

a. Stabilization of the Security Situation

11. A background of the security challenges facing Somalia was highlighted by the Experts from the TFG. The Experts indicated that the collapse of the Somali State was followed by the disintegration of the security sector. The vacuum created following the collapse of Somali institutions was filled by the different armed factions and militias that emerged during the civil war. As a result, the country has no functioning formal security services to be used by the Government.

12. The Experts elaborated on the military groups found in Somalia today, indicating that unless these groups are neutralized and their lives re-oriented, it would be difficult to stabilize the security situation.

- i) **Armed Factions:** Armed factions grew and expanded during the civil war to become heavily armed entities, possessing sophisticated weaponry. Today these factions control the different parts of the country.
- ii) **Businessmen-owned Militias:** As a result of the collapse of state security services during the civil war, entrepreneurs engaged in building militias for the purpose of protecting their businesses and properties.
- iii) **Freelance Militias:** Freelance militias compose armed units located in different parts of the countryside, most of them have no structured command. The existence of freelance militias creates security problems for the local communities.
- iv) **Militias controlled by the Islamic Courts:** As a result of the collapse of the State and its institutions, the judicial system disintegrated to create a vacuum that was gradually filled by the Islamic courts. The Islamic groups formed strong militias to support the functioning of the Courts, situated through out the country.

13. The issue of the re-establishment of the security forces and how best to do it was also addressed. In particular, the following elements were raised:

- Identification and assembling of the able-bodied ex-Somali policemen and ex-Somali armed Officers;
- Development of the structure of the Police and the Army, including command structures and doctrine;
- Determination of the training needs for the Police and the Army on the basis of an elaborate structure; and the tasks to be performed;
- Rehabilitation of the Police and Army training centers throughout the country to facilitate re-training and training activities.

14. In addition, the Experts stated that the Government would assume its responsibilities once relocated to Somalia. In this regard, an appeal for the assistance of the International Community to help the TFG relocate in conducive security conditions and to assist with the protection of the institutions of the state at the early phase was made. Furthermore, it was indicated that the idea of bringing an external force was not to intimidate the people in the country, but simply to assist the government with the capacity to take control in the country. The external force was, also, not intended to stay in Somalia for a long period of time, as once the Government takes control of the situation, it would take measures to mount the security forces.

b. Formation of the Police Force

15. Highlights were provided on the initial efforts already deployed for the retraining and training of the Somali Police Force by the United Nations Development Programme (UNDP), in conjunction with the Somalia Demilitarization Planning Unit (SDPU). These initial efforts involve the training of top Police Officers outside Somalia who will subsequently take charge of the retraining and training of the Police Force inside the country. It was indicated that funding has been secured for the initial training of the Police Force. The presentation also highlighted the fact that, despite the damage caused upon the public security institutions by the civil war, the police force remained in existence but without a coordinated operational structure. Because of this reality, the focus was to be on retraining and reactivation of the Police Force at the early stage of the transition.

16. It was highlighted that the UNDP supported Police training in Somalia since 2001 at the request of the local communities who were concerned with the protection of life and property. The training focused more on the urban areas, given the rural to urban movement of the population during the civil war. In the early phase, the UNDP embarked on the rehabilitation of the Police Training Academy in Mogadishu and other training facilities in the different parts of the country. The rehabilitation of these facilities allowed for the limited training of Police Officers. Furthermore, it was indicated that the

current UNDP-led Police Training programme has a target of 5,000 Police Officers to be recruited and trained. The core of the programme is to provide for the Trainers of the Police Force who will then take charge of the formation of the larger Police Force.

c. Formation of the Army

17. The presentation indicated the size and composition of the new National Army for Somalia. In particular, the Somali Experts stressed on the need to provide for a large enough Army capable of integrating all the clan elements of the Somali population, this being done on the basis of the 4.5 clan formula (representing the four main clans and the cluster of minority clans). The Somalis indicated that the Force level should be between 20,000 to 30,000, even if this size would be attained through the gradual development of the armed force. It was emphasized that the nucleus of the formation of the National Army should be the ex-officers of the former Somali National Army, who would have to be recalled from the different parts of the country to specific locations where retraining would take place.

d. Relocation of the Transitional Federal Government

18. The Experts from the TFG noted that the Government should relocate to Somalia in a conducive security environment. The relocation is expected by the end of January 2005. In this regard, they emphasized the need to provide for an external security/military apparatus that will assist in the task of the protecting the institutions of the State and the national facilities and installations. It was also pointed out that the need to have such an apparatus is to give a psychological effect in the country that the Government is in control.

V. DISCUSSION

19. During the discussion that ensued, the Experts underscored the need to put in place a mechanism for the recommitment of the Somali leaders to the critical issues of disengaging their Forces and relinquishing weaponry to competent authorities. That recommitment should start at the highest level of authority down to the small scattered armed groups in the country. It was felt that the Eldoret Declaration signed by the Somali leaders in October 2002 could form the basis for the elaboration of a framework of recommitment. The recommitment mechanism should factor in the armed factions, militias of businessmen, freelance militias and the militias controlled by the Islamic courts.

20. Statements were made by IGAD countries relating to the formation of the Police and the Army. Ideas were given by some IGAD countries of how they could provide assistance to the Government. Furthermore, proposals

were made for the gradual relocation of the Transitional Federal Institutions from Kenya to Somalia to facilitate planning for the smooth relocation of the Institutions.

21. Statements were also made by experts from the EU, UNDPKO and LAS, all concurrently emphasizing the need for the Somalis to provide clarity regarding the needs of the country in the security sector and for them to assume a leading role in the tasks and programmes to be undertaken on the ground.

22. Experts also noted that, currently the main threat to Somalia was of an internal nature and that the response should be designed accordingly.

23. In terms of the relocation of the Government, the Meeting felt that the TFG and Members of Parliament should play a leading role by way of undertaking missions to Somalia during which they would explain the outcomes of the Somalia National Reconciliation Conference, assess the security situation and the public reaction with a view to preparing the ground for the relocation of the Government. It was also felt that the inclusion of the former faction leaders in Government and Parliament was a positive factor in that those leaders should be in a position to influence their armed groups on the ground in favour of the transition. Furthermore, it was pointed out that programmes for job creation must be put in place in order to provide incomes to the ex-combattants and also as a way of reorienting their lives.

24. At the end of the discussion, the following issues were raised:

- i) The need for the Transitional Federal Government, and the people of Somalia to play a lead role in the stabilization of the country;
- ii) The need to establish a security mechanism in Somalia ahead of the relocation of the Transitional Federal Government;
- iii) The need for the international community to provide support for job creation;
- iv) The need to stem out the inflow of weapons into Somalia. Hence, measures should be taken to stop the inflow of weapons into the country;
- v) The need for the cantonment of heavy weapons and the collection of small arms;
- vi) The need to provide for an external military support component for Somalia.

VI. PROPOSALS BY THE WORKING GROUPS

25. During the second day of the Meeting, deliberations were conducted by two working groups. One group dealt with the support of the Security Sector in Somalia, with focus on the Peace Support Operations, while the second group focused on the requirements for the training of the Police and the Army during the early phase of the transition. The two groups presented proposals on the assigned areas for discussion. During the discussion, emphasis was laid on the need for a minimum force level of 6,000 for the Army and 5,000 for the Police at the early phase of the transition, to support the Somali Transition Institutions.

26. The proposals of the Working Groups were adopted by the Meeting as reflected in Annex A.

VII. CONCLUSION

27. Based on the presentations and discussions during the Meeting, as well as the proposals made by the Working Groups, consensus was reached on the need to deploy an external military component (Force) in Somalia with a mandate to provide protection for the institutions of the State. Emphasis was laid on the need to elaborate a legal framework for the external military component, the rules of engagement to guide the component, the specific tasks to be carried out on the ground, etc. Emphasis was also laid on the need for the Transitional Federal Government of Somalia to play a leading role in the tasks relating to the stabilization of the country.

28. In terms of the training the all-inclusive Somalia National Army and Police, the Meeting proposed a parallel training programme for the Army and Police, to start with the training of trainers, leadership and initial troops that will constitute a nucleus National Security Force for Somalia.

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