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REPORT OF THE CHAIRPERSON OF THE COMMISSION
ON THE SITUATION IN SOMALIA

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I. INTRODUCTION

1. At its 214th meeting held on 8 January 2010, Council reviewed the situation in Somalia on the basis of the report I submitted to it [PSC/PR/2(CCXIV)]. On that occasion, Council decided, *inter alia*, to renew the mandate of the African Union Mission in Somalia (AMISOM) for a further period of 12 months, beginning from 17 January 2010, and requested the United Nations Security Council to support this decision [PSC/PR/Comm. (CCXIV)]. On 28 January 2010, the UN Security Council adopted resolution 1910 (2010), in which it authorized the Members States of the AU to maintain AMISOM until 31 January 2011, and further authorized the Mission to take all necessary measures to carry out its existing mandate as set out in paragraph 9 of resolution 1772(2007) of 8 August 2007.

2. Since then, Council has met on three occasions to review the situation in Somalia (217th, 239th and 241st meetings, held respectively on 25 February, 24 August and 23 September 2010). In particular, at its 241st meeting, Council, having taken note of the efforts being made by the Commission towards the implementation of the decisions of the 15th Extraordinary Session of the Intergovernmental Authority on Development (IGAD) and the 15th Ordinary Session of the Assembly of the Union held, respectively, in Addis Ababa on 5 July 2010 and in Kampala from 25 to 27 July 2010, agreed to meet again to consider the situation on the basis of a report to be submitted by the Chairperson of the Commission, to enable it take the required decisions and seek the support of the UN Security Council and that of the larger international community [PSC/PR/BR(CCXXXI)].

3. The present report is submitted in pursuance of Council's Press Statement of 23 September 2010. It covers the various aspects of the situation in Somalia and the efforts made by the AU and the larger international community in support of the peace and reconciliation process in that country. The report concludes with recommendations on the way forward.

II. POLITICAL DEVELOPMENTS

4. Since my report on the situation in Somalia presented to Council in January 2010, the political landscape has witnessed significant developments. On a positive note, the Transitional Federal Institutions (TFIs) continue to operate from Mogadishu, and have celebrated the first anniversary of the swearing in of Sheikh Sharif Sheikh Ahmed as President, on 29 January, and the first anniversary of the formation of the Cabinet, headed by Prime Minister Omar Abdirashid Ali Sharmarke, on 28 February 2010. The Transitional Federal Government (TFG) has also been able to prepare and pass a budget for 2010. It is collecting revenues from Mogadishu seaport and airport, and has reopened *Radio Mogadishu*, which is now broadcasting to the region, Europe and the United States.

5. The TFG has also made efforts at reaching out to Somalis outside the peace process, resulting notably in the signing of an Agreement with Ahlu Sunna Wal Jama'a (ASWJ), on 15 March 2010, at the AU Headquarters in Addis Ababa. The Agreement stipulates the following arrangements: (i) merging of TFG and ASWJ forces, with the latter bringing its troops under the command and control of the TFG; (ii) allocation to ASWJ of ministerial posts, as well as senior positions in the civil and foreign services; (iii) integration of local administrations already established by TFG, wherever applicable; (iv) formation of an Advisory Council of Religious Leaders as a counterweight to al-Shabaab's radical doctrine; and (v) establishment of a body to monitor the implementation of the Agreement, comprising the UN Political Office for Somalia (UNPOS), the AU and IGAD.

6. The 17th meeting of the International Contact Group (ICG) on Somalia, held in Cairo on 21 and 22 April 2010, and which was attended by my Special Representative for Somalia, Ambassador Boubacar Diarra, welcomed this Agreement as an important step forward, recognizing that it provides a possible blueprint for future cooperation with other groups, and called on the TFG to intensify its outreach efforts to those committed to peace and stability. The 15th Extraordinary Session of the IGAD Assembly of Heads of State and Government welcomed this Agreement, encouraged the parties to implement it fully, and urged the TFIs to enhance their cohesion and unity in view of the enormous challenges facing Somalia. The Kampala Ordinary Session of the Assembly of the Union reiterated this message.

7. Despite these positive developments, the political process has been challenged by recurrent and intermittent wrangling within the TFIs, often characterized by disagreements between the President and the Prime Minister and, sometimes, impasse in the Transitional Federal Parliament (TFP) with regards to confidence in the TFG. The wrangling has eroded the cohesion within the TFIs and seriously undermined their ability to effectively implement their obligations under the Transitional Federal Charter (TFC) and the Djibouti peace process. This situation remains particularly disturbing considering that, with the Transition period due to end on 20 August 2011, the TFIs have less than a year to fulfil the transitional tasks as outlined in the TFC.

8. On 15 September 2010, President Sheikh Sharif Sheikh Ahmed addressed the TFP and made a number of charges against the Prime Minister, on the strength of which he sought a vote of confidence in the Government. More specifically, he stated that:

- (i) the Government had failed to deliver services to the people, pay civil servants and soldiers. These failures, in his view, were unacceptable, considering the short time remaining before the end of the transitional period;
- (ii) the Draft Constitution, prepared by the Independent Federal Constitutional Commission (IFCC), was faulty both procedurally and substantively: procedurally, because after the signing of the Djibouti Agreement, on 17 August 2008, the IFCC's membership was enlarged but before fifty percent of the new members could commence work, they had to be endorsed by Parliament or by a Presidential Decree and this did not happen; substantively,

because the President had it on good authority that the Draft Constitution had been interfered with by non-citizens and the whole process mishandled contrary to stipulated procedures.

9. On 21 September 2010, Prime Minister Sharmarke decided to resign from his position as Prime Minister. Subsequently, the President appointed Abdiwalid Elmi Gonjeh, Deputy Prime Minister and Minister of Energy and Petroleum, as Acting Prime Minister, pending the appointment and endorsement by the TFP of a new and substantive Prime Minister.

10. The resignation of Prime Minister Sharmarke was not unexpected, given the public acrimony between him and the President. Among the representatives of UNPOS, IGAD and AMISOM, the consensus had been that, ideally and for the sake of unity and public perception, the current leadership of the TFIs should have remained unchanged up to the end of the transitional period, in August 2011. When submitted to President Sheikh Sharif Sheikh Ahmed, during a joint mission to Mogadishu on 9 September 2010, the proposal was completely rejected, and the President's determination to remove Prime Minister Sharmarke was quite apparent.

11. In a communiqué issued on 22 September 2010, I welcomed the selfless decision by Prime Minister Sharmarke to relinquish his position in the interest of restoring harmony within the TFIs. I urged the TFG leadership to seize the opportunity of this development to refocus on the transitional tasks under the TFC and the Djibouti process. In its Press Statement of 23 September 2010, Council urged the TFG President to speedily appoint a new Prime Minister, to make it possible to form a new Government, and encouraged the Somali leaders to tirelessly work towards the unity and cohesion of the TFIs.

12. The Mini-Summit on Somalia convened by the United Nations Secretary-General, Mr. Ban Ki-moon, in New York, on 23 September 2010, stressed the need for the TFIs to further consolidate their internal cohesion and unity, in order to counter the threat posed by increased attacks by al Shabaab and other extremists. It called on the leadership of the TFIs to complete the remaining transitional tasks by August 2011, in particular the Constitution-making process, which should include wide consultation within Somalia and with the Diaspora.

13. The most disturbing development coming on the heels of the New York meeting on Somalia was the announcement by ASWJ, on 25 September 2010, that it was, with immediate effect, ceasing its partnership with the TFG, on the ground that the latter had failed, in letter and spirit, to honor commitments entered into under the Addis Ababa Agreement of 15 March 2010. The full implications of this unfortunate development are yet to be fully appreciated, especially with regard to the fight against Al-Shabaab, both in Mogadishu and in the central region. Diplomatic intervention at the highest level is an imperative to keep the coalition between the TFG and ASWJ alive.

14. On 28 September 2010, the 18th meeting of the International Contact Group (ICG) on Somalia took place in Madrid, Spain, with the participation of President Sheikh Ahmed. The AU was represented at the meeting by my Special Representative for Somalia. The Group registered its collective satisfaction that the divisions within the TFIs had ended in a consensual manner. It strongly urged the Somali leadership to remain united and concentrate its efforts to address the critical tasks ahead. The Group made a number of recommendations, relating, *inter alia*, to the management of the remaining transitional period, the completion of the transitional tasks, outreach and reconciliation, security sector reform, institution-building, humanitarian assistance and protection of civilians.

15. At both the New York and Madrid meetings, it was observed that gains made in the political and security areas could only be sustained if they were supported by reconstruction efforts in the country to ensure long-term stability. In this respect, it is worth mentioning the *Conference on Development and Reconstruction in Somalia*, which took place in Istanbul, Turkey, in May 2010, at the initiative of the United Nations and the Government of Turkey. I attended the Conference, accompanied by my Special Representative for Somalia. The ultimate focus of the Conference was to help Somalia to “shift from a failed state to a fragile State”, by exploring the possibilities for public – private partnership for quick and visible investment and the rehabilitation of infrastructure, in order to reinforce the Somali economy by providing job creation and revenue generation. The *Istanbul Declaration*, adopted at the end of the Conference, identified six priority areas for intervention in Somalia, including telecommunications, transport infrastructure, banking and remittances, livestock, fisheries and alternative energy. A Task Force co-chaired by Turkey and the Islamic Development Bank was established to implement the outcomes of the Istanbul Conference.

16. Throughout the period under review, the Commission, both at my level and at that of the Commissioner for Peace and Security, has maintained close interaction with the Somali stakeholders. The Commissioner for Peace and Security also undertook a visit in Mogadishu on 25 January 2010, during which he conferred with President Sheikh Sherif Sheikh Ahmed. AMISOM leadership had regular meetings with the Somali leaders both in Nairobi and Mogadishu, with regular visits by the Special Representative and his Deputy. In order to enhance its support to the peace and reconciliation process, the Commission is making every effort to incrementally relocate the civilian and police component of AMISOM to Mogadishu, starting from the end of October 2010. To this end, steps are being taken to finalise the required arrangements as they relate to security (the UN Support Office for AMISOM – UNSOA has indicated that the prefabricated accommodation currently available falls short of the Minimum Operating Security Standard of the UN, thus exposing staff who are expected to utilize it to risks and hazard, and arrangements are to be made for the troops to provide escorts for any movement outside AMISOM military base) and administrative and financial aspects (life and accident insurance, payment of risk and hazard allowance, etc.). It is also my intention to ensure a more regular interaction between the Commission and Somaliland, as the consolidation of peace and stability in that region is key to the overall stabilization of Somalia. Significantly, UNPOS is also planning to establish a “light footprint” in Mogadishu, while also deploying full-time international presence in Hargeysa and Garoowe, to enhance its engagement with the Somaliland and Puntland authorities.

17. Furthermore, the AU, through AMISOM, has endeavoured to strengthen its working relationship with the IGAD Facilitator for Somalia, Honourable Kipruto arap Kirwa, and UN Special Representative for Somalia, Augustine P. Mahiga. On 27 April 2010, AMISOM, UNPOS and IGAD signed a Memorandum of Understanding (MoU) aimed at promoting a joint result-oriented and harmonized approach to the situation in Somalia and at better supporting the peace and reconciliation process. Practical steps are being taken towards the implementation of the provisions of the MoU. I would like to seize this opportunity to welcome the appointment of Mr. Mahiga as the UN Special Representative for Somalia and to express AU's deep appreciation for his pro-active approach of the situation, commitment and close collaboration with the AU and the region. I pay tribute to the former Special Representative, Ahmedou Ould Abdallah, for his outstanding contribution to the quest for peace in Somalia.

18. Council will recall that, at its Kampala Session, the Assembly, acting on the basis of the IGAD summit recommendations, requested me to appoint a high-level personality to mobilize increased support for efforts to promote peace and reconciliation in Somalia and generate greater attention from the international community. At its 239th and 241st meetings, Council stressed the need to expedite this process. On 8 October 2010, I appointed former President Jerry John Rawlings of Ghana as the AU High Representative for Somalia. Former President Rawlings will undertake advocacy work to further mobilize the continent and the rest of the international community to fully assume their responsibilities and contribute more actively to the quest for peace, security and reconciliation in Somalia. In this regard, he will work in close coordination with the countries of the region, the United Nations, including the Security Council and its members, the European Union, the League of Arab States, the Organization of the Islamic Conference and other bilateral and multilateral partners. I urge the Somali parties to extend their full cooperation to Mr. Rawlings, and appeal to the AU partners to lend their full support to him in the accomplishment of his mission.

19. In commemoration of the International Day of Peace, on 21 September 2010, which marked the culmination of the Year of Peace and Security, proclaimed by the AU Special Session on the Consideration and Resolution of Conflicts in Africa, held in Tripoli on 31st August 2009, AMISOM carried out a series of activities in Mogadishu and Nairobi, in partnership with UNPOS and IGAD. In Nairobi, these activities included a public lecture on "Conflict in Somalia: Challenges and Way Forward" and the observance of a minute of silence in memory of deceased AMISOM soldiers. In Mogadishu, during an official ceremony attended by TFG Ministers, the Mayor of the city, women and youth groups, the Minister of Information, Abdirahman Omar Osman, expressed gratitude to the AU, IGAD, UN and other international partners who have been supporting Somalia, in various ways, to advance the cause of peace, stability, reconciliation in the country. Following the ceremony, the AMISOM Deputy Special Representative handed over fourteen containers of medicines, medical equipment, clothing and other basic household items, donated by a US charity organization, to the TFG, through the Ministry of Humanitarian Affairs and Resettlement and the Mayor of Mogadishu, for distribution to hospitals, IDPs and other needy Somali civilians.

III. SECURITY SITUATION

20. The overall security situation in Somalia remains highly volatile and dangerous. The Armed Opposition Groups (AOGs), led by al-Shabaab and Hizbul Islam, have not relented in their attacks against the TFG, the Somali population and AMISOM. On an almost daily basis, these groups, which espouse extremist ideologies and have, in the case of al-Shabaab, openly pledged allegiance to al-Qaeda, perpetrate heinous acts, using Improvised Explosive Devices (IED) planted as roadside bombs, targeted assassinations and suicide attacks, as well as indiscriminate mortar shelling. The persistent launching of mortar attacks by al-Shabaab and Hizbul Islam against TFG and AMISOM positions in the city and surrounding regions is causing significant civilian casualties. Sporadic clashes between pro-TFG forces, triggered by clan rivalries, are also reported, resulting in civilian fatalities. There are also reports of unidentified aircrafts flying in and out of Somalia, to bring in foreign fighters, weapons, ammunition and other vital supplies to the insurgent groups, using airstrips located in the parts of Mogadishu controlled by the insurgents.

21. Suicide attacks have continued unabated during the period under review, greatly contributing to the climate of fear in the capital. Since my last report to Council, AMISOM forces have recorded a total of seven (7) incidents involving vehicle borne improvised explosive device (VBIED) and personnel borne improvised explosive device (PBIED).

22. On 24 August 2010, three al Shabaab gunmen disguised as TFG soldiers launched an assault on the Muna hotel, which is close to Villa Somalia, the presidential palace. About 60 TFG Members of Parliament (MPs) and local businessmen were residing in the hotel at the time. Thirty-one (31) persons were killed, including four MPs. Also, on 9 September 2010, a VBIED and PBIED attack was carried out against Mogadishu International Airport (MIA). This attack took place shortly after my Special Representative, together with the UN Special Representative and the IGAD Facilitator for Somalia, had just concluded a meeting with the TFG President at the Airport lounge. On 20 September, a member of al Shabaab blew himself up at the gates of the presidential palace in Mogadishu, wounding two soldiers. Al Shabaab leaders have claimed responsibility for these and the other suicide attacks.

23. Beyond Mogadishu, on and off fighting between al Shabaab and ASWJ in the central region has continued, with no significant changes in control of territory. Al Shabaab maintains pressure on small villages surrounding the town of Dhusamareb, an ASWJ stronghold, with little success. Meanwhile, TFG leaders in the Hiiran region have vowed to take control of the entire Middle Shabelle region from al Shabaab. The likelihood of clashes between ASWJ and al Shabaab in Dhusamareb remains high. In addition, some areas of Galmudug remain vulnerable to al Shabaab's presence in El-Dheere and Hizbul Islaam in Harardhere.

24. Sporadic clashes between al Shabaab and Hizbul Islam fighters have continued in the Lower Juba and Lower Shabelle, although al Shabaab fighters maintain the upper hand. There are growing indications that al Shabaab is planning to capture Afgoye in order to consolidate its grip on the border regions.

25. The situation in Somaliland has remained stable, though there were minor incidents prior to the presidential election held in June. However, isolated clashes were reported in the disputed Sool and Sanaag regions, in particular the Buuhoodle border area, between a group known as the Sool, Sanaag and Cayn (SCC) militia and Somaliland troops. The SCC is seeking to create a separate autonomous region. Somaliland President Ahmed Mohamed Silaanyo has created an advisory committee mandated to study and find a peaceful solution to the current conflicts in Sool and Sanaag. The committee, headed by Interior Minister Mohamed Abdi Gaboose, includes eight members representing various areas of Somaliland.

26. In Puntland, there are serious concerns that the remote mountains of Galgala Hills risk becoming an ideal hide-out for al Shabaab-hosted contingent of foreign jihadists. Sheikh Mohamed Said Atom, a warlord who has been identified by the UN Security Council for violating the arms embargo and is believed to be a key supplier of arms to al Shabaab insurgents, is operating from that region of Puntland.

27. Recently, there have been reports of growing divisions within the AOGs. Notably, attempts by Sheikh Hassan Dahir Aweys, leader of Hizbul Islam, to join forces with al Shabaab failed because of the insistence of al Shabaab leadership to only accommodate Sheikh Aweys in the group's Shura Council, arguing that al Shabaab is the stronger force, militarily and financially. Internal divisions within al Shabaab have also been reported following Sheikh Muktar Robow's decision to pull Rahanweyn clan fighters from Mogadishu, claiming that they were mistreated by al Shabaab leader Ahmed Abdi Godane.

28. In addition, there are some unconfirmed reports indicating that Hizbul Islam leader Sheikh Hassan Dahir Aweys and al Shabaab's influential leader Sheikh Muktar Robow (Abu Mansur) have agreed to join forces and to create a new group called *Al-Islamiyah Resistance Force* whose objective will be to overthrow the TFG and engage al Shabaab fighters loyal to the al Shabaab Amir, Abdi Godane. The new outfit, to be headed by the two influential figures, will likely lead to internal struggle within the Islamist opposition, but might also create opportunities for dialogue with the TFG.

29. The period under review also recorded the terrorist bombings which took place in Kampala on 11 July 2010, the responsibility of which was claimed by al Shabaab. Seventy-nine (79) innocent civilians were killed. At its Kampala session, the Assembly strongly condemned this despicable terrorist attack and called on Member States and the entire international community to isolate and take all required measures against individuals, entities and States engaging terrorist acts and whose action is undermining the peace and reconciliation process in Somalia, as well as regional stability and international security. The Kampala bombings clearly demonstrate the regional and international dimensions of the current security situation in Somalia, in particular the ability and capability of the extremist groups to spread terror from Somalia into other parts of the region and beyond.

IV. HUMANITARIAN AND HUMAN RIGHTS SITUATION

30. The humanitarian situation in Mogadishu and other parts of Somalia continues to worsen amid the fighting among different armed groups. Thousands of civilians are directly

affected by the violence, which is causing increasing casualties and placing the population in desperate need of relief assistance. According to humanitarian agencies, 31,000 people were displaced in August, compared to 32,000 in July 2010. Around 28,500 civilians in Mogadishu have been displaced since July 2010, with about 18,900 having left the city and 9,600 others moving to relatively calmer districts within the city. An estimated 200,000 people were displaced country-wide since the beginning of the year. As of June 2010, there were 3.2 million people (43% of the total population of Somalia) in need of humanitarian aid. This includes 1.4 million internally displaced people (IDPs). Against this background, I am concerned about the reduced overall humanitarian funding for the Consolidated Appeal for Somalia. As of June 2010, US\$338,8 million (56 per cent) of the funding has been mobilised, leaving unmet requirements of US\$262,3 million.

31. Access by humanitarian agencies is extremely limited due to the general insecurity, as well as intimidation, harassment and attacks by armed groups, particularly al Shabaab and Hizbul Islam. Apart from imposing fines on humanitarian agencies, these groups also attack NGOs and loot their warehouses and convoys, thus disrupting aid distribution. As a result, some of these organizations have ceased their operations in Somalia. Both the New York Mini-Summit and the Madrid ICG meeting expressed great concern about the prevailing humanitarian situation and the marked decline in humanitarian operating space and funding. They condemned the attacks on humanitarian aid workers, including al Shabaab decision of 16 September 2010 to expel humanitarian organisations from Somalia.

32. The humanitarian community has increasingly raised concern about the high number of civilian casualties from the fighting in Mogadishu between insurgents and TFG forces. Some humanitarian agencies and human rights groups have accused AMISOM of indiscriminately shelling civilian populated regions of Mogadishu, in response to attacks from al Shabaab insurgents who operate from those neighbourhoods. In this respect, I notably received communications from Amnesty International and Human Rights Watch. I would like to stress here that AMISOM is exerting utmost effort to minimize civilian casualties. Most of these come as a result of the mortar shelling launched by the AOGs, which operate from residential areas and use innocent civilians as human shield. This position was reiterated by my Special Representative for Somalia, at the Human Rights Council meeting in Geneva on 29 September 2010.

33. These accusations, which are further fuelled by al Shabaab propaganda machinery, have nonetheless the potential to affect the credibility of the Mission in the eyes of the Somali people. AMISOM has, therefore, begun to develop a pro-active and comprehensive communication and outreach strategy to address this problem, including with the support of UNSOA and other partners. Among other actions already taken, AMISOM and the United Nations Country Team (UNCT) have agreed to establish a working group to share information on the situation of civilian casualties and devise means of practically addressing the various concerns being raised. Furthermore, it is the intention of the Commission to mainstream into the activities of AMISOM the draft Guidelines for the Protection of Civilians in Peace Support Missions, developed following an AU Symposium convened in Addis Ababa, from 3 to 5 March 2010, with the support of the Australian Government and the Asia-Pacific Civil-Military Centre of Excellence.

34. In Mogadishu, AMISOM has continued to provide, within its capability, limited humanitarian assistance to the needy civilian population within its area of operation. The Mission's field hospitals, which are designed to cater for the troops, have extended services to local communities, providing medical services to approximately 3,000 patients per week. AMISOM also provides over 60,000 litres of safe drinking water per day to hundreds of families in Mogadishu.

35. The human rights situation in Somalia remains unacceptable. Somalis continue to suffer continued deprivations in many ways, with their basic right to life remaining under constant threat from the ongoing conflict. Of particular concern is the impunity with which the AOGs continue to carry out numerous human rights violations, including arbitrary or unlawful (by stoning and beheading) killing of civilians; rape; torture; kidnappings and disappearances; physical abuse and punishment (public flogging); displacement of civilians; attacks on journalists, causing many media houses and journalists to engage in rigorous self-censorship to avoid reprisals, aid workers, civil society leaders, and human rights activists; and conscription of children into armed conflict and military operations, in addition to using them to plant roadside bombs and other explosive devices and to carry out assassinations for financial reward.

36. Over the past few years, the African Commission on Human and People's Rights (ACHPR) has adopted several resolutions on the situation in Somalia, in particular the attacks on the civilian population, including women and children, and the wanton destruction of property. At its 4th Extraordinary Session, held in Banjul from 17 to 23 February 2008, the ACHPR resolved to send a fact-finding mission to Somalia to investigate human rights violations. I urged the TFG to respond positively to this request, to enable the mission to take place in earnest.

V. PIRACY AND OTHER RELATED ISSUES

37. During the period under review, the Commission has continued to monitor the efforts being made towards combating piracy and armed robbery at sea off the coast of Somalia. As Council is aware, over the past few years, the United Nations Security Council has adopted several resolutions on this subject. On 27 April 2010, the Security Council adopted resolution 1918 (2010), which, among others, called on all States to criminalize piracy under their domestic law and favorably consider the prosecution of suspected, and imprisonment of convicted, pirates apprehended off the coast of Somalia.

38. As a follow-up to this resolution, the Secretary-General submitted, on 26 July 2010, a report on possible options to further the aim of prosecuting and imprisoning persons responsible for acts of piracy and armed robbery at sea off the coast of Somalia. The report identified seven options, ranging from the enhancement of the UN assistance to build capacity of regional States to the establishment of an international tribunal by the Security Council under Chapter VII of the UN Charter, with a number of intermediate formulas. The Secretary-General has since appointed Mr. Jack Lang, former French Minister, as his Special Advisor on Legal Issues related to Piracy off the coast of Somalia. I look forward to meeting with Mr. Lang to discuss how best the Commission could support his efforts.

39. Steps have also been taken at the operational level to more effectively combat piracy off the coast of Somalia. In January 2010, the United Nations and the International Maritime Organization (IMO) provided support for the establishment of a Somali Counter-Piracy Technical Coordination Mechanism, which brings together representatives of the TFG and the regions of Puntland and Somaliland, as well as representatives of the United Nations, to facilitate exchange of information and coordination among the Somali stakeholders. Mention should also be made of the activities of the Contact Group on Piracy off the Coast of Somalia (CGPCS), established in January 2009 pursuant to UN Security Council resolution 1851 (2008), and the IMO-led Djibouti Code of Conduct concerning the Repression of Piracy and Armed Robbery against Ships in the Western Indian Ocean and the Gulf of Aden, adopted in January 2009. An international Trust Fund to support initiatives of States countering piracy off the coast of Somalia was also established in January 2010. Since its establishment, the Trust Fund has received about 3 million dollars providing funding for prosecution and detention related activities in Somalia and other countries of the region.

40. Furthermore, and within the framework of relevant Security Council resolutions, a number of countries and organizations are carrying out naval patrols, contributing to the reduction of successful pirate attacks. Among others, it is worth mentioning the NATO-led Operation Ocean Shield (which, in addition to conducting at-sea counter-piracy operations in the area, also provides training to countries in developing their own capacity to combat piracy activities), the European Union Naval Force (NAVFOR) Somalia – Operation Atalanta (which protects World Food Programme vessels delivering food aid to IDPs in Somalia and undertakes a range of other activities to counter piracy and armed robbery off the coast of Somalia), and the Coalition Maritime Forces. The NATO operation and the Operation Atalanta have both been extended until December 2012.

41. During the period under review, the Commission took part in a number of meetings convened to address the issue of piracy. In this respect, it is worth mentioning the informal meeting on international maritime piracy convened by the General Assembly on 14 May 2010; the two Regional Ministerial Conferences on Piracy, held on 21st May 2010 and on 7 October 2010, in Seychelles and Mauritius, respectively; and the 5th regional meeting of the ACP-EU Joint Parliamentary Assembly held in Mahe, Seychelles, from 14 to 15 July 2010, which discussed the issue of piracy.

42. The Commission seized the opportunity of its participation in these meetings to draw attention to the relevant provisions of the Tripoli Plan of Action of 31st August 2009. It should be recalled that in the Plan of Action, the Heads of State and Government recommended the convening of an international conference to discuss the adoption of an international convention on the phenomenon of maritime piracy and its underlying causes. In particular, the Commission stressed that piracy is a symptom of the broader challenges to peace and security in Somalia. Therefore, any effort to address piracy in isolation from its wider context would not produce the desired results. Indeed, piracy in Somalia should be seen in the context of the collapse of the Somali State in the 1990s and the subsequent lawlessness, which led to the development of illegal fishing by foreign vessels and dumping of toxic waste off the coast of Somalia. Initial acts of piracy in Somalia had been directly linked to attempts by local fishermen to protect their livelihood. The United Kingdom

Department for International Development (DFID) reported that, in the period 2003–2004, Somalia lost about \$100 million dollars in revenue due to illegal tuna and shrimp fishing in the country's Exclusive Economic Zone by foreign trawlers. An estimated 700 foreign-owned vessels were engaged in unlicensed fishing in Somali waters in 2005, according to the Somali fishery country profile compiled by the United Nations Food and Agriculture Organization (FAO).

43. Accordingly, and as stressed by the workshop on Maritime Security and Safety held in Addis Ababa on 4 and 5 April 2010, the international community should promote a comprehensive approach to the scourge of piracy. Such an approach should be informed by a proper understanding of this phenomenon and the context in which it is taking place, and involve both security measures at sea and efforts to promote land-based initiatives, i.e. enhancement of structures of governance, youth employment and income generation initiatives and protection of the livelihoods of coastal populations. This position was reiterated both by the 15th Ordinary Session of the Assembly of the Union and the 242nd meeting of Council, which called on the UN Security Council to promote a holistic approach to the issue of piracy off the coast of Somalia. I am pleased to note that there is now a greater awareness of the need to address the issue of piracy more comprehensively, as demonstrated by the conclusions of the New York Mini Summit and the Madrid ICG meeting on Somalia.

VI. AMISOM DEPLOYMENT AND OPERATIONS

44. Since my last report to Council, the troop strength of AMISOM force has increased to 7,200. It is made up of 8 battalions: 3 from Burundi and 5 from Uganda. Following the IGAD Summit decision, as endorsed by the Kampala Summit in July, Uganda deployed an additional battalion and a support unit totalling 1,000 troops. Cameroon, Ghana, Mali, Senegal and Zambia have each deployed one military staff officer to the Force Headquarters. Burundi has pledged a fourth battalion, whose deployment is scheduled to take place as soon as the required minor and major equipment is sourced from AU partners.

45. Efforts have continued towards generating additional troops. In the course of September 2010, Guinea, following its pledge to deploy a battalion, dispatched a technical team to Addis Ababa and Nairobi, as well as to Mogadishu for a reconnaissance mission. I have also continued my contacts with a number of other Member States to encourage them to pledge and deploy troops and other personnel to AMISOM. I am pleased to report that Angola has just informed the Commission of its willingness to contribute to the ongoing efforts in Somalia through training of the Somali Police Force (SPF).

46. On the ground, AMISOM forces have consolidated and expanded their areas of control in Mogadishu. AMISOM has recently established twelve (12) new positions in the Shingani, Shibis, Bondhere, Abdi Aziz, Howl Wadag, Hodan and Darkenley districts. These new positions have allowed AMISOM forces to consolidate their defences and to cut off the insurgents' supply routes. In the capital, out of the 16 districts, the TFG controls seven (7), the insurgents control four (4), while the remaining five (5) districts are currently being contested.

47. AMISOM and other members of the international community, in support of priorities identified by the TFG, continue to assist in the rebuilding of the Somali Security Forces and coordination of those efforts through the Joint Security Committee (JSC) comprising of representatives of the TFG, AMISOM, UN, IGAD, League of Arab States and other international partners. In this regard, AMISOM is providing both training and operational support to TFG security forces in order to enhance their effectiveness and enable them to assume primary responsibility for the security of Somalia. AMISOM has so far conducted induction and reintegration courses for 3,000 recruits. The course curricula typically includes lessons on: *Mission specific training, Specialized weapons and equipment training, Urban warfare, Defence of key sites, Workings of the UN and NGOs, Values, discipline and understanding the humanitarian law and the Somali Military chain of command.* These induction and reintegration courses complement the training being conducted by the EU Training Mission (EUTM) in Bihanga, Uganda. Launched on 7 April 2010, following consultations with the Commission, the EUTM aims at contributing to a sustainable perspective for the development of the Somali security forces. It is part of the comprehensive EU approach to the situation in Somalia that links political, security and development engagement.

48. Furthermore, I am pleased to report that AMISOM continues to utilize funds provided by the Italian Government, under the Italian-African Peace Facility (IAPF), and the Government of Sweden, in support of the TFG Security Forces. AMISOM has continued to make monthly payment for 3,274 officers. Although the implementation of this activity remains challenging, given the prevailing security situation, the payment of stipends to the Somali Security Forces and administrative costs to the TFG has contributed enormously to the overall sustenance and retention of the force, as shown by the relative reduction in the number of defections from the TFG Security Force to the AOGs.

49. It is my hope that the efforts by various partners, including IGAD, AU, UN, EU and other bilateral arrangements, will help build an effective force that is capable of defeating the insurgency, securing Somalia in the immediate term and laying the foundations for the future Somalia national army. Needless to stress the importance of the JSC and its Technical Working Groups in strengthening the existing partnership and providing a coordination mechanism. Equally important is the need for the TFG to speedily adopt the draft National Security and Stabilisation Plan (NSSP), as well as the Security Sector Assessment Report, to ensure ownership of the ongoing efforts to build effective security forces.

50. The strength of the Police component of AMISOM is now 50, comprising 6 members of the leadership team and 44 trainers and mentors from Burundi, Kenya, Uganda, Nigeria, Ghana, Sierra Leone and Zambia. The police officers are deployed in Nairobi, Manyani, and Mogadishu.

51. In collaboration with the TFG and other members of the Police Technical Working Group, under the JSC, AMISOM is making progress in supporting the SPF. Thus far, the AMISOM Police component has supported refresher training for 875 Somali police officers, and provided a train-the-trainer course for 26 others. It has also supported the training of 50 police and military officers in mine protection. AMISOM police has also carried out a

number of assessment missions for Somalia Police to be trained outside the country, while preparing recruitment for planned training that will take place later in the year. The AU police officers in Manyani have so far finalized the required Training Syllabi, Training Manuals and Lesson Plans to allow for the effective training of the SPF beginning late October 2010. These syllabi, manuals and lesson plans will be harmonized by AMISOM in collaboration with the SPF. I wish to acknowledge the support provided by Denmark, both technically and financially, for the activities conducted in Manyani, as well as the ongoing plans by the Italian Carabinieri, in conjunction with AMISOM, to carry out training for the SPF in Manyani. Finally, I would like to thank the Government of Kenya for graciously putting at our disposal the Manyani Training Facility.

52. In Mogadishu, AU police officers deployed to support the Somali police have finalized the vetting and selection of 200 Non-Commissioned Officers of the SPF who are to be trained in Manyani, starting late October 2010. They have also conducted a refresher course for Ethiopian trained SPF officers whose details have now been included in a database to facilitate payment of their stipends. AMISOM and other partners are developing modalities and guidelines to facilitate the payments, using funds made available in this regard by the Spanish Government. The AMISOM Police component also developed a bio-data base to register all *bona-fide* Somali Police Force members as part of the registration process.

VII. OTHER AU ACTIVITIES IN SUPPORT OF PEACE AND RECOVERY EFFORTS

Political

53. A major pillar of the Djibouti Peace Agreement is the need for expanded TFG presence and control across greater territory of Somalia, and this is to be achieved through subsidiary agreements between the TFG and those Somali groups that demonstrate genuine interest in peace and national reconciliation. In this particular instance, the Office of the Special Representative of the Chairperson of the Commission (SRCC) is seeking to provide further assistance for the effective implementation of the TFG-ASWJ Agreement of March 2010 by supporting the TFG to implement Quick Impact Projects (QIPs) in its areas of control. These QIPs will focus on providing social amenities and upgrading basic social infrastructure in order to enhance the TFG's effectiveness and public service delivery to the people of Somalia.

54. In addition, my Special Representative has outlined further mediation activities aimed at expanding the scope of dialogue and reconciliation between the TFG and the armed opposition groups that did not participate in, and remain opposed to, the Djibouti peace process. In the coming weeks, these efforts will be intensified and strengthened.

55. Council will also recall that IGAD, the AU, the UN and other partners have continuously reiterated that the Djibouti peace process remains the only acceptable roadmap for the restoration of peace and stability in Somalia, and that it needs to be fully supported both by Somalis and the international community at large. In order to popularize the Djibouti Agreement and to promote increased support for its implementation, the Office

of the SRCC is in the process of organizing a number of roundtables and conferences with relevant stakeholders to seek their support for the implementation of this Agreement. These include: (a) AMISOM dialogue with the TFIs (Regional Administrations and Parliamentarians), clans, religious, youth and women group leaders, and (b) roundtables and conferences on the Djibouti Peace Agreement/Process with African parliamentarians, media, think-tanks, and civil society organizations. Funding for these activities and those mentioned above is being provided by the Government of Spain.

Capacity Building for Public Service Institutions

56. The more than two-decade long conflict in Somalia has led to the near collapse of State institutions. This has inhibited efforts by the TFG to implement its transitional mandate and deliver basic services to the people of Somalia. It is in this context that the Commission, through AMISOM, has initiated steps to support the TFG in rebuilding vital institutions, including those of the security sector and the public service.

57. This programme, which is supported by the Italian Government, is focused on capacitating key Ministries and Government departments, including the Ministries of National Security, Interior, Treasury, Defence, Commerce, Transport, Assets and National Procurement, Finance, Labour and Human Resource Development, Foreign Affairs, Planning, Women, Handicap, Office of the Auditor General, Office of the Accountant General, the Central Bank, the Office of the Prime Minister and the Office of the President. Forty-five civil servants selected from these institutions have undergone training, conducted by the University of South Africa (UNISA) and the Uganda Management Institute (UMI), in the areas of financial management, auditing, revenue collection, public procurement and general management and leadership. Five civil servants from the Ministry of Humanitarian Affairs and Resettlement received training on “Durable solutions for IDPs and Resettlement Management” conducted by OCHA-Somalia.

58. In the coming weeks, the Somali public servants will be deployed to selected AU Member States, including Liberia, Rwanda, Sierra Leone and Uganda, for a 2-week on-the-job mentorship. These countries were selected because of their successful post-conflict reconstruction experiences in order to provide an environment for the attachés to draw vital lessons applicable to public service delivery in a conflict situation from their mentors. The project will be concluded with the provision of necessary working equipment and rehabilitation of infrastructure that will enhance the working environment for the officers to be able to effectively meet the challenges of public service delivery in Somalia. The Commission will seek the financial support of partners for the provision of allowances and other benefits to the trainees/civil servants as part of the sustainability of the project.

Livestock

59. Livestock is the mainstay of the Somali economy and the basis for the livelihoods of the largely pastoral and agro-pastoral population of Somalia. The export of live animals, hides and skins and chilled carcasses generates the foreign currencies needed for importation of food items. Livestock marketing and trade also provides employment and

incomes for market operators and associated industry operators and generate important revenues for local administrations and municipalities.

60. The Nairobi-based African Union InterAfrican Bureau for Animal Resources (AU-IBAR) is actively involved in efforts aimed at supporting the livestock sector in Somalia. This involvement falls under IBAR's mandate to improve public and animal health, contribute to the development of relevant standards and regulations, strengthen institutional capacity and support policy development and harmonisation, disseminate information and knowledge, and provide support to Member States with special needs or in emergency situations. Currently, IBAR is involved in the implementation of several projects in support of the Somali livestock sector. IBAR is directly responsible for the implementation of some of them, while others are coordinated by an International NGO (Terra Nuova) as the lead implementing agency, with IBAR providing advice on strategic direction and technical back-stopping support. Among others, these projects relate to:

- (i) Somali Ecosystem Rinderpest Eradication Coordination Unit (SERECU)- Through the SERECU, which was established to eradicate rinderpest, the most feared disease of cattle, in the Somali ecosystem comprising south eastern Ethiopia, north eastern Kenya and Somalia, IBAR, working with other partners, notably the EU and FAO, has facilitated the involvement of Somali veterinary personnel in regular cross-border technical coordination and harmonisation meetings. It has also supported the participation of the TFG Ministry of Livestock, Forestry and Range in international meetings on rinderpest. Somalia was declared free of this disease in 2010;
- (ii) Support programme for the Integration of National Action Plans on Avian and Human Influenza- Under this project, funded by the AU and the EU, Somalia received a total of 600,000 Euros to support national preparedness interventions against avian influenza;
- (iii) Somalia Livestock Certification Project (SOLICEP)- Through this project conducted jointly with FAO and Terra Nuova, and funded by the AU and the EU, with the aim of improving the export performance of the livestock sub-sector in Somalia and in the Somali ecosystem, training has been provided to relevant personnel in Somalia, while Somalia's contribution to retain its membership in the World Organisation for Animal Health was paid for 2008, 2009 and 2010. In August 2010, as part of SOLICEP project, a meeting was convened in Dubai to facilitate dialogue and confidence building between Somali veterinary authorities and livestock traders, on the one hand, and their counterparts from the importing countries in the Gulf region, on the other hand. This project was instrumental in the lifting, in November 2009, of the ban on Somali livestock export to the Gulf;
- (iv) Support to the Sheikh Technical Veterinary School and Reference Centre (STVS)- Following the collapse of the Somali State in 1991, a vacuum was created in tertiary veterinary training. This situation is being addressed

through the activities of the STVS, which is providing diploma level training in Livestock Health Sciences and in Livestock Products Safety and Quality Control. Strategic partnerships have been developed with Makerere University and IGAD to enhance the academic curricula and accreditation of the STVS courses and to secure institutional setting for the sustainable operations of the School. IBAR is providing technical advisory support in the operations of STVS, while financial support is provided by the EU, Denmark and Italy;

- (v) finally, and in response to the food crisis that started in 2008, AU-IBAR obtained funding from the EU (2.8 million Euros) to implement the Somali Livestock Emergency Intervention to Mitigate the Food Crisis in Somalia (LEISOM) Project over a period of 24 months from July 2009. The project is implemented in partnership with three international NGOs (COOPI, Terra Nuova and VSF-Germany).

61. The AU-IBAR projects contribute to institutional capacity development, combating trade-sensitive diseases of livestock and improving animal health certification to enhance the livestock export trade and creation of employment opportunities. In addition, the AU-IBAR projects provide fora for Somali livestock sector stakeholders (public and private sector animal health professionals, livestock traders and chambers of commerce) from the different regions to meet and regularly exchange experiences despite the diverse political, clan and, business interests currently prevailing in Somalia. These fora have enabled the articulation of common Somali positions on matters affecting livestock disease control and the export trade in livestock and livestock products. Through these interventions, the issues affecting the Somali livestock sector have been well represented in the relevant international fora, even in the absence of effective public sector institutions in Somalia.

VIII. PLANS FOR THE FUTURE OF AMISOM AND REVISED CONCEPT OF OPERATIONS

62. It should be recalled that, at its 15th Extraordinary Session on Somalia, the Assembly of Heads of State and Government of IGAD endorsed the recommendations of the military mission to Somalia as amended, and directed that the Chiefs of Defence Staff of IGAD Member States to convene an urgent meeting and submit to the AU Commission an action plan to deploy 2,000 peacekeepers to enable the AMISOM to reach its authorized strength and to review and implement, as appropriate, the recommendations made by the IGAD military mission to Somalia. The Chiefs of Defence Staff of IGAD Member States met in Addis Ababa on 21st July 2010, and adopted an action plan, providing for the deployment of additional troops up to a strength of 20,000.

63. At its 15th Ordinary Session, the Assembly of the Union, having reiterated its appreciation to the Troop Contributing Countries (TCCs) to AMISOM, namely Burundi and Uganda, for their invaluable contribution to the search for peace in Somalia and for the sacrifices made, and encouraged by the ongoing efforts to build the capacity of the Somali security forces:

- (i) endorsed the decisions of the 15th Extraordinary Session of the Assembly of Heads of State and Government of IGAD on enhancing the strength of AMISOM force to 20, 000 troops;
- (ii) deeply appreciated the regional initiative under the African Peace and Security Architecture to enable AMISOM reach its authorized strength; and
- (iii) mandated the Commission to initiate the planning for the new phases of the deployment of AMISOM.

64. As a follow up to this decision, the Commission initiated broad-based consultations with all relevant partners, including IGAD, the United Nations, AMISOM's current and prospective TCCs, the EU and the United States, for the revised troop levels and new phases of the deployment of AMISOM. These consultations included a meeting of military and security experts in Addis Ababa, from 31st August to 1st September 2010. Out of these consultative and planning meetings, the Commission has developed a revised Concept of Operations (CONOPS) for AMISOM, outlining how AMISOM and allied forces, including the TFG forces and clan militias, are to be utilised to achieve the desired end state of stabilising South Central Somalia and enhancing prospects for peace and reconciliation, as well as the technical, financial and logistical requirements.

65. In deciding to deploy AMISOM in January 2007, Council mandated the Mission to: (i) provide support to the TFIs in their efforts towards the stabilization of the situation in the country and the furtherance of dialogue and reconciliation; (ii) facilitate the provision of humanitarian assistance; and (iii) create conducive conditions for long-term stabilization, reconstruction and development in Somalia. On this basis, AMISOM was tasked to undertake the following: (a) to support dialogue and reconciliation in Somalia, working with all stakeholders; (b) to provide, as appropriate, protection to the TFIs and their key infrastructure, to enable them carry out their functions; (c) to assist in the implementation of the National Security and Stabilization Plan of Somalia, particularly the effective reestablishment and training of all-inclusive Somali security forces, bearing in mind the programmes already being implemented by some of Somalia's bilateral and multilateral partners; (d) to provide, within capabilities and as appropriate, technical and other support to the disarmament and stabilization efforts; (e) to monitor, in areas of deployment of its forces, the security situation; (f) to facilitate, as may be required and within capabilities, humanitarian operations, including the repatriation and reintegration of refugees and the resettlement of IDPs; and (g) to protect its personnel, installations and equipment, including the right of self-defence.

66. In preparing the new phases of the deployment of AMISOM, the Commission, while acknowledging the developments that have taken place since the initial deployment of the Mission in 2007, is of the view that, overall, the Mission's mandate given by Council in January 2007 is adequate and flexible enough to address the current challenges on the ground, especially when read in conjunction with the Strategic Directives and revised Rules of Engagement. The key requirement is to substantially increase the strength of the military force, address the inherent limitations of the Police component in terms of composition,

strength and tasks, and to enhance the Mission's logistical, financial and material support, including force enablers and multipliers, to enable it to fully discharge its mandated tasks. It is further recommended to substantially enhance the civilian component of AMISOM. In addition to improving the Mission Support capabilities and the performance of its political role, the civilian component will also aim at providing support to the TFG's efforts regarding humanitarian issues, recovery, reconstruction and institutional building, including the rule of law (judiciary, correctional services), customs, fiscal and economic management.

67. Indeed, as indicated above, the situation on the ground is extremely volatile and dangerous. A much higher number of troops than the 8,000 authorized in 2007, including specialized units, as well as requisite equipment, are now required both for the protection of the Mission and the effective implementation of its mandated tasks, as well as for it to play a greater role in terms of training and mentoring of the Somali forces.

68. On the basis of consultations carried out by the Commission, it is necessary to bring the authorized strength to a minimum of 20,000 military personnel, implying an additional 12,000 to the current authorized level of 8,000, with the requisite air and maritime capabilities. The additional 12,000 will be deployed in two phases. Initially, the objective will be to insert 4,000 additional troops in Mogadishu (Sector 2) to pacify the capital and consolidate the TFG's authority. In the second phase, steps will be taken to expand gradually to other areas of Somalia, in particular those controlled by groups allied to the TFG, with the intention to concurrently deploy 4,000 troops in Sector 1 and the remainder 4,000 in Sectors 3 and 4.

69. These recommendations are based on a number of assumptions. First and foremost, it is important that Member States provide the required troops and personnel. While I am encouraged by the continued commitment of Burundi and Uganda to substantially increase their troop level, it is important that other Member States step in, not least to enhance the Pan-African outlook of the Mission, which should not be shouldered by only two countries. I will continue and intensify my efforts in this respect. It is also assumed that the TFG will strengthen its cohesion and pursue more aggressively its outreach efforts towards groups and individuals outside the Djibouti process and who are committed to the search for peace, including the implementation of the Agreement reached with the ASWJ. At the operational level, AMISOM, TFG forces and allied militia are expected to closely coordinate their action on the ground. Furthermore, the availability of reliable human and electronic intelligence will enhance the effectiveness of the Mission.

70. Equally important is the need to mobilize the required logistical and financial support in a predictable and flexible way. As Council is aware, support to AMISOM is mainly provided by the United Nations, through a logistical support package funded with assessed contributions, and a Trust Fund, based on voluntary contributions (with contributions so far received from Australia, Czech Republic, Germany, Japan, Korea Republic, Malta, Saudi Arabia, Turkey and the UK) to cater for reimbursement of contingent-owned equipment (COE); the EU, which, through the Africa Peace Facility (APF), provides financial support to cover expenses relating to pre-deployment cost, troop allowances, payment for death and disability and other related expenses; and other partners, notably the United States,

channeling their support to the TCCs. This support, while commendable, needs to be substantially enhanced and improved to effectively meet the challenges facing the Mission on the ground. Among others, a number of partners contributing to the Trust Fund have placed caveats on their contributions, particularly with respect to military related expenditure, hence precluding reimbursement for major equipment. This constraint is compounded by the inadequacy of contributions made so far to the Trust Fund for military related expenditure. The funds received so far have been utilized for reimbursement of AMISOM TCCs for their COE over the period 16 January 2009 to 31 March 2010, and no further funds are available for this purpose at the moment.

71. Also, the current rate for troop allowance (\$750/soldier/month) falls short of the UN rate of \$1028/soldier/month. Considering the peculiar challenges that AMISOM troops are confronted with, this disparity is a strong contributory factor militating against the troop generation efforts. In this regard, therefore, it is imperative for the Security Council to broaden the scope of the UN support package to AMISOM to include funding for troop allowances and COE, including minor and major equipment, which should be drawn from UN assessed contributions.

72. The revised CONOPS also proposes adjustment regarding the Police component of AMISOM. When Council authorized the deployment of AMISOM, it only mandated the deployment of a *'police training team'* without spelling out its strength, composition and key tasks. Consequently, the roles and tasks of the Police component were outlined in the Strategic Directives for AMISOM, which make reference to *a Police Component of 270 Police Officers headed by a Police Commissioner with the tasks of training, mentoring, monitoring and advising the Somali Police Force.*

73. Under the current mandate of AMISOM, the Police component cannot undertake a robust intervention strategy to support and address the needs of the SPF and to enhance its capacity. The apparent disparity between the Mandate and Strategic Directives for AMISOM regarding the role, tasks, strength and composition of the police in AMISOM tends to lead to varied interpretations among partners who are also supporting the Somali Police. As a result, the UN and other partners have essentially limited their financial and logistical support to AMISOM Police to not more than a *'police training team'* with a strength of 270 police officers.

74. It is recommended that Council reviews the strength, composition, role and tasks of the Police component for it to develop and implement comprehensive strategies to assist and support the SPF to build and enhance its operational, training, administrative and management capacity; re-equip and rehabilitate its infrastructure; mobilize and manage resources; enforce the law and to serve and to protect Somali citizens, especially vulnerable groups. The plan is to bring the AMISOM Police component to a strength of 1,680 comprising 560 police experts on mission and eight (8) Formed Police Units (FPUs) of 140 each.

75. Considering the regional and international dimensions of the Somali conflict, the Commission believes that creating operational linkages/cooperation between AMISOM and other operations in the region is critical. More specifically, the assets and resources mobilized to combat piracy should be used to support AMISOM operations, in particular through the imposition of a no-fly zone and blockade of sea ports, to prevent the entry of foreign elements into Somalia, as well as flights and shipments carrying weapons and ammunitions to armed groups inside Somalia which are carrying out attacks against the TFG, the civilian population and AMISOM.

IX. OBSERVATIONS AND RECOMMENDATIONS

76. More than three and a half years after Council authorized the deployment of AMISOM, the situation in Somalia continues to be particularly precarious and challenging. While significant achievements have been recorded, not least maintaining the TFIs in Somalia, a lot still remains to be done. The recurrent wrangling and divisions within the TFIs, the intervening delay in the implementation of the transitional tasks under the TFC and the Djibouti process, the unabating violence being perpetrated against the Somali people and institutions, as well as against AMISOM, and the increasing role being played by foreign fighters are all elements that bear testimony to the challenges facing the Somalis and the international community alike.

77. The magnitude assumed by the scourge of piracy and, more dramatically, the criminal Kampala bombings last July attest to the increasing threat that the current situation poses to regional and international peace and stability. Any further delay in taking decisive action will compound the threat, with far-reaching consequences. Clearly, there is need for renewed efforts from all concerned to more effectively address the current situation and bring to an end the violence and havoc that have been afflicting Somalia and its people for two decades now.

78. As I have indicated on numerous occasions, the Somalis, in particular their leaders, have a primary responsibility for the restoration of peace, security and stability in their country. There are a number of steps they can take, on their own, to facilitate the achievement of this objective and fulfil their obligations to their people. At this particular juncture, they need to demonstrate leadership, resolve and unity of purpose, for without such dispositions, no amount of external assistance will make it possible to effectively turn around the situation and enable Somalia to regain its rightful place in the comity of nations.

79. As pointed out above, the recurrent and intermittent wrangling within the TFIs have rendered the TFG largely dysfunctional over the past 20 months. Needless to stress that internal cohesion constitutes a necessary layer for peace and stability in Somalia and the alleviation of the suffering of the Somali people. Those who stand to gain the most from such wrangling and divisions are the extremists who are fighting to take control of the country. I would also like to emphasize that, while the Somali forces and AMISOM troops risk their lives each day to protect the TFIs and defend the integrity of the peace process, the leaders and politicians need to demonstrate unity of purpose to show that they are working together in the best interest of Somalia.

80. In this respect, the solution arrived at by the Somali leaders to end the most recent dispute and wrangling within the TFIs, notably through the selfless decision by the Prime Minister to relinquish his position, provides a basis on which the Somalis can further build to forge the unity and cohesion required by the current circumstances in their country. I welcome the pledge made by President Sheikh Sharif Sheikh Ahmed at the Madrid meeting of the ICG to quickly appoint a new Prime Minister and to work towards the early completion of the transitional tasks. I call on the other Somali stakeholders to provide him with the necessary support.

81. More specifically, and as outlined in the Madrid ICG communiqué, it is critical that the TFIs move with deliberate speed to notably:

- (i) develop a roadmap regarding the management of the remaining transition period, with clear political, security and reconstruction priorities;
- (ii) expeditiously complete the outstanding transitional tasks, bearing in mind that 20 August 2011 will mark the end of the transitional period. The constitutional process should be finalized with nation-wide consultations and input from the diaspora;
- (iii) continue to reach out to all peace-embracing Somalis. While the Agreement signed with the ASWJ is a step in the right direction, this will make a tangible difference only if the provisions contained therein are fully implemented. I am concerned at the difficulties encountered in that respect and strongly call on the TFG and the ASWJ to take the steps required to renew the momentum in the implementation of their commitments under the Agreement. The TFG should reach out to many other stakeholders and do so in a spirit of inclusiveness, bearing in mind that the Djibouti peace process remains the sole basis for peace and reconciliation in Somalia; and
- (iv) urgently endorse the draft National Security and Stabilization Plan and the Security Sector Assessment report, in order to ensure national ownership and to enable partner support for their implementation.

82. The Somalis will need all the support of the continent and the larger international community to succeed in their efforts. The AU will remain steadfast in its support, for it has obligations to Somalia, one of the founding members of the OAU with an outstanding contribution to the liberation of the continent, and to its people, whose suffering and plight demand that all Africans demonstrate a renewed sense of solidarity. While the situation in Somalia calls for the mobilization of resources and assets that are beyond the means of the AU, our continental organization cannot abdicate its responsibilities to Somalia and fail its people. The AU is the only Organization the Somali people could readily turn to as they strive to bring to an end decades of violence and untold suffering.

83. Therefore, the AU will continue to provide political and diplomatic support to the TFG; work towards enhancing security in Mogadishu to create a more conducive environment for the TFIs to discharge their obligations; assist the TFG in the effective re-establishment of governmental institutions, including security and police forces and public institutions; and facilitate humanitarian action, while providing, within its means, assistance to needy Somalis. More specifically, over the coming period, AU's efforts will revolve around the following:

- (i) support to the efforts aimed at ensuring the effective management of the remaining transitional period and implementation of the outstanding traditional tasks;
- (ii) support to the efforts aimed at broadening the reconciliation process and reaching out to as many stakeholders as possible, within the framework of the Djibouti process;
- (iii) intensification of the efforts to reach the current authorized strength of 8,000 for AMISOM. An additional Burundian battalion will be deployed shortly, making it possible to reach the authorized strength. An enhanced AMISOM will be in a better position to carry out its mandate, special with respect to enhancing security and protecting key installations, such as the airport, the seaport and Villa Somalia. In parallel, the Commission will pursue the efforts being made to mainstream the Guidelines on Civilian Protection into the activities of AMISOM. In face of a very challenging security situation, the Mission has done its utmost to minimize collateral civilian casualties. The AU will spare no efforts in this respect, for the very purpose of the deployment of AMISOM in Somalia is to bring to an end the untold suffering inflicted on the Somali people and assist in rebuilding functional institutions;
- (iv) further mobilization of the international community for it to discharge its responsibilities towards Somalia and its people. The appointment of former President Jerry John Rawlings as the AU High Representative for Somalia will no doubt inject new momentum in this respect.

84. As indicated in paragraphs 61 to 74, and in line with the IGAD decisions as endorsed by the Kampala Summit, the Commission has developed a revised CONOPS for AMISOM, which provides for a substantial increase in the Mission's strength, which will move from 8,000 to 20,000. The revised CONOPS also provides for an enhanced police component, with the deployment of 560 police experts on mission and eight (8) Formed Police Units (FPUs) of 140 each. I recommend to Council to endorse these proposals. In addition, recognizing the imperative of both in-shore and off-shore actions and activities in fulfilment of the mandate of AMISOM, it is essential to build operational linkages with forces operating off the coast of Somalia and mobilize their support. Furthermore, Council should stress the need for support to be availed to the Mission both within and outside Somalia, as required.

85. The adoption of the recommendations above will be a further demonstration of Africa's commitment and determination to provide utmost support to the Somalis and facilitate the successful conclusion of the peace and reconciliation process. However, the implementation of the revised CONOPS will largely hinge on the preparedness of Member States to provide the required troops and other personnel. I am aware of the commitment of Burundi and Uganda to provide additional troops up to the newly proposed strength. The Burundian and Ugandan leaders and people deserve our full appreciation and gratitude for their unflinching commitment, in spite of the myriad of challenges facing them and the risks associated with their involvement in Somalia. But these two countries cannot endlessly shoulder what is in actual fact a continental responsibility. It is imperative that other Member States step in and share the burden of Africa's collective responsibility in Somalia. In so doing, we will send an unmistakable message of unity and strength to all those who, within and outside Somalia, have set for themselves the goal of undermining the quest for peace, while conveying our solidarity to the people of Somalia in bringing to an end their suffering and plight.

86. As stressed by the AU Panel of the Wise during its Nairobi meeting on Somalia in November 2008, nowhere else in the world has the urgency to translate into reality the much heralded *responsibility to protect* presented itself more acutely than in Somalia. Yet, so far, the international community has failed to fully assume its responsibility in Somalia. Its action in Somalia has been belated (hardly keeping pace with developments on the ground), partial (forcefully addressing some aspects of the crisis, for instance the scourge of piracy, and not giving sufficient attention to the action required on the mainland) and inadequate (the resources mobilised so far are incommensurate with the challenges). The international community has not shown the sense of anticipation and proactiveness required, neither did it seize opportunities, when they presented themselves, to further peace and reconciliation in Somalia. Should this state of affairs continue, not only will the international community be failing the Somalia people, but will also have to face the consequences of its hesitations and inaction.

87. While reiterating AU's sincere gratitude to the United Nations for its invaluable support, both political and logistical, I appeal to the Security Council to take the decisions now required in line with its primary responsibility for the maintenance of international peace and security. In the immediate period, the following practical steps are required from the Security Council in support of the efforts being made by the AU and the region, as well as by the Somali stakeholders:

- (i) authorize an enhanced support package for AMISOM that takes into account the new CONOPS and caters for reimbursements for COE, including minor and major equipment, and troop allowances at UN rates. In addition, recognizing the imperative of both in-shore and off-shore actions and activities in fulfilment of the mandate of AMISOM, the Security Council should authorize that such support is availed to the Mission both within and outside Somalia, as required. This enhanced support package should all be drawn from UN assessed contributions in order to guarantee adequate, predictable and sustainable funding for AMISOM. Significantly, both the New

York Mini-Summit and the Madrid ICG meeting stressed the need for predictable, reliable and timely provision of resources for AMISOM. I am confident that the Security Council will heed this call and that the General Assembly will also extend the required support, so that the Secretary-General can act accordingly;

- (ii) impose, in response to the request by the AU and the region, a naval blockade and a no-fly zone over Somalia to prevent the entry of foreign elements into Somalia, as well as flights and shipments carrying weapons and ammunitions to armed groups inside Somalia which are carrying out attacks against the TFG, AMISOM and the Somali population. In this respect, the Security Council should request the naval operations, undertaken off the coast of Somalia and with its authorization, to provide a more direct and tangible support to AMISOM, the modalities of which can be subsequently defined;
- (iii) ensure the effective implementation of sanctions against all those impeding the peace and reconciliation process in Somalia, in particular through financial, material and logistical support to groups waging attacks against the TFG, the Somali people and AMISOM;
- (iv) approach the issue of piracy off the coast of Somalia in a holistic manner, with the view to effectively addressing its underlying causes and other equally serious threats which affect the livelihood and well-being of the people of Somalia, in particular illegal fishing and dumping of toxic substances and waste off the coast of Somalia;
- (v) reaffirm its commitment to deploy a UN peacekeeping operation in Somalia through the re-hating of AMISOM and urgently establish a timeline for this deployment, bearing in mind that when the AU took the decision to deploy an operation in Somalia, it did so with the expectation that the UN would take over within six months to support the long term stabilization and reconstruction of Somalia.

88. Beyond the Security Council, the larger international community and other AU partners, including the League of Arab States, the European Union and its Member States, the Organization of the Islamic Conference, as well as AU bilateral partners, notably the United States, have a key role to play. I commend them for the assistance rendered so far. Their continued and enhanced political, financial and logistical support is required for the effective implementation of AMISOM mandate and the restoration of sustainable peace and security in Somalia. In addition, they can make a significant contribution in the delivery of peace dividends to the Somali people and the reconstruction of the country. The Istanbul Declaration provides a basis for concerted and urgent action by the international community in this respect. More generally, it is critical that they provide adequate support for the effective reestablishment of the Somali institutions and the long-term reconstruction of the country, in a coordinated fashion. Equally important is the need to meet the

humanitarian requirements in Somalia, by committing adequate resources in support of the humanitarian organizations active on the ground. I would like to put on record my appreciation of the tireless efforts of IGAD and its Member States.

89. Finally, I would like to express my deep appreciation to my Special Representative and his Deputy, for the commitment they have shown in leading AMISOM in its efforts to restore peace and stability in Somalia. I want also to express my gratitude to the Force Commander and his Deputy, the Police Commissioner and his Deputy and, more generally, to all the women and men serving Africa under difficult conditions in AMISOM, whether as civilians, police officers and soldiers from our troop and police contributing countries. In particular, I would like to note and register my commiserations with the Governments of the Republics of Burundi and Uganda and the families of those soldiers who have paid the ultimate price in our pursuit of peace, stability and development in Somalia.

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