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REPORT OF THE CHAIRPERSON OF THE COMMISSION
ON THE SUPPORT OF THE AFRICAN UNION TO THE
TRANSITIONAL INSTITUTIONS OF SOMALIA

**REPORT OF THE CHAIRPERSON OF THE COMMISSION ON THE
SUPPORT OF THE AFRICAN UNION TO THE TRANSITIONAL
INSTITUTIONS OF SOMALIA**

I. INTRODUCTION

1. The President of the Transitional Federal Government (TFG) of Somalia, Abdullahi Yusuf Ahmed, addressed the eighteenth meeting of the Peace and Security Council (PSC) of the African Union (UA) on 25 October 2004, during his visit to the Commission. On the occasion, the President appealed for the enhancement of the security situation in Somalia. He outlined Somalia's immediate requirements as follows:

- The AU must pledge and mobilise a 15 to 20 thousand peacemaking force comprising the Frontline States, Africa at large, brotherly Arab States and the rest of the world, including Indian Ocean countries;
- Concurrently, about 20 to 30 thousand national security force (Police and Army) must be recruited, trained and equipped to conduct joint operations with the peacemaking force;
- Until such a time when the Transitional Federal Government can stand on its own feet and generate revenues through taxation and resource mobilisation, the international community has to bear the financial burden of bringing peace and security to Somalia and putting together a reconstruction program of about US\$15 billion, including the security package.

2. The meeting was also addressed by members of the IGAD Ministerial Facilitation Committee, who requested the African Union to facilitate the participation of Somalia in the activities of the Union.

3. In response, the PSC took note of the request made by the President of the Transitional Federal Government of Somalia for the enhancement of the security situation in his country, as well as the proposal by the IGAD Ministerial Facilitation Committee, and requested the Commission to study these proposals and submit to it recommendations, for consideration. Furthermore, the Council requested the Commission, in conformity with the previous decisions of the AU relevant policy organs, to accelerate preparations for the deployment of an AU Military Observer Mission in Somalia.

4. Since then, the peace process, formerly embodied in the recently concluded Mbagathi-based IGAD-led Somali National Reconciliation Conference, has accelerated, with the formation of the TFG, currently based in Nairobi, pending its relocation to Somalia by the end of January 2005. The peace process has now entered into the transition expected to conclude with the holding of national elections after five years, in conformity with the Transitional Federal Charter of Somalia.

II. ACTIVITIES UNDERTAKEN BY THE AU IN SUPPORT OF THE SOMALIA PEACE PROCESS

5. The African Union has been involved in the Somalia peace process throughout the thirteen peace conferences into the launching of the Somali National Reconciliation Conference, in October 2002, in Eldoret (1st venue of the Conference), Kenya. The Reconciliation Conference brought about the intensification of the efforts of the AU in support of the Somalia peace process.

6. In November 2002, Ambassador M. A. Fom, from the United Republic of Tanzania, was appointed as Special Envoy for Somalia. The Special Envoy participated in the proceedings of the Reconciliation Conference. Also, a Team dedicated for Somalia was also established at the Commission; the Team undertook various missions to Somalia, in addition to taking part in the peace negotiations.

7. In March 2003, the IGAD Technical Committee running the Reconciliation Conference requested the AU to deploy a monitoring mechanism in Somalia to assist with the implementation of the Eldoret Declaration, particularly the cessation of hostilities. In response, the AU dispatched, jointly with the IGAD, a Technical Fact-Finding Mission to Somalia, in May/June 2003. That Mission recommended, among other aspects, that the AU deploy a Military Observer Mission in Somalia, pursuant to the sentiments of the Somalis and the request from the IGAD Technical Committee. The Mission was to comprise of 81 military observers.

8. Subsequently, the Commission dispatched two Reconnaissance Missions to Somalia in July/August 2003 and August 2004, respectively, with a view to prepare the ground for the deployment of the Military Observer Mission, in implementation of the decisions of the AU Policy Organs. Whilst the first Reconnaissance Mission advised not to deploy, due to the then prevailing insecurity in Somalia, the second Reconnaissance Mission gave a positive opinion on the issue owing to the improved security situation that the Mission encountered in Somalia.

9. In addition, the AU made financial contributions to the tune of US \$150 000 to the Reconciliation Conference, pursuant to requests made to that effect by the IGAD Technical Committee, later on the IGAD Facilitation Committee.

10. Furthermore, as part of its the efforts to assist the Somalis in the stabilisation of the country, based on previous decisions of the AU policy organs, the Commission convened, on 4 and 5 November 2004, in Addis Ababa, a Planning Seminar involving experts and observers from the international community for the stabilisation of Somalia, with a view to assist the Commission draw proposals on the issue. The Seminar made a number of proposals to the Commission, as reflected below, which were to be of guidance in subsequent efforts deployed by the Commission in support of the Somalia peace process:

- i. The Transitional Federal Government should conclude a ceasefire agreement with other Somali forces and armed groups to facilitate the deployment of a Protection and Stabilization Force;
- ii. Consideration of a Protection and Stabilization Force, to be put in place jointly by the AU and IGAD, in conformity with the request made by the IGAD Special Summit of 15 October 2004, held in Nairobi, that the "African Union and IGAD should explore practical and more affordable ways to support and sustain a peace restoration and protection force for Somalia;"
- iii. The AU should speed up its preparations for the deployment of an appropriate-sized Military Observer Mission in Somalia to assist with monitoring, verification, disarmament and demobilization, in conformity with the communiqué issued by the 18th meeting of the PSC of the African Union, held in Addis Ababa, on 25 October 2004;
- iv. The Transitional Federal Government and the Transitional Federal Parliament should put in place the necessary legal, administrative and institutional framework to facilitate the deployment of a Protection and Stabilization Force and to enhance the environment for peace and security in Somalia;
- v. The Transitional Federal Government should actively pursue efforts towards reconciliation and to obtain the cooperation of all the Somali parties with the Protection and Stabilization Force, possibly through the establishment of an all-inclusive body of the Somali parties;

- vi. The UN Security Council should contribute to the ongoing efforts towards stabilization of Somalia during the transitional period, and consider what decisions are required to facilitate the deployment of a Force;
- vii. The UN Monitoring Group on the arms embargo against Somalia should step up efforts to reinforce the implementation of the arms embargo, including the deployment of a mechanism to monitor Somalia's international borders, coasts, airspace, airports and seaports. Furthermore, the UN Security Council may seriously consider taking appropriate actions against all violators;
- viii. The AU and IGAD should take immediate and appropriate action to facilitate the re-location of the Transitional Federal Government and the Transitional Federal Parliament, from Kenya to Somalia, at the earliest possible date. The Memorandum of Understanding (MoU) signed by AU and IGAD in 2003 would provide the necessary working framework to this effect;
- ix. The mandate of a the Protection and Stabilization Force, without prejudice to the Military Observer Mission, may include the following:
 - a) protect the Transitional Federal Institutions,
 - b) train and integrate the Somali security forces,
 - c) provide technical assistance to disengage forces, canton heavy weapons and facilitate DDR,
 - d) protect the civilian population, where there is need, and
 - e) protect vital national infrastructures;
- x. The Protection and Stabilization Force should ensure coordination with other political, development and humanitarian efforts, through collaboration with the UN, IGAD, IGAD Partners' Forum and the Coordination and Monitoring Committee (CMC) to be established subsequently;
- xi. The Protection and Stabilization Force should help the Transitional Federal Institutions to create conditions for the safe, dignified and voluntary repatriation and the attainment of durable solutions by refugees and internally displaced persons (IDPs);
- xii. The reintegration component of any DDR programme should, where feasible, take an integrated and inclusive community-based approach to address the needs of the demobilized, returnees, IDPs and other vulnerable communities;

- xiii. The AU and IGAD should assist in the initial training of the new security forces of Somalia with the financial support of the international community, to enable the Transitional Federal Government of Somalia to establish a secure environment in Somalia;
- xiv. Humanitarian mine action programmes, particularly in those affected areas where the Protection and Stabilization Force shall be deployed, should be given priority.

11. On the eve of the meetings of the UN Security Council in Nairobi, the IGAD Council of Ministers convened a meeting on 17 November 2004, in the Kenyan capital, to discuss the peace processes in Somalia and the Sudan. The Commissioner for Peace and Security, accompanied by my Special Envoy for Somalia and the Focal Point for Somalia, participated at the meeting. Hon. Minister John Arap Koech, Kenyan Minister for East African and Regional Cooperation, chaired the meeting. During the discussion on the Somalia peace process, the meeting raised the issue of how the AU was to assist the Somalis stabilise their country, taking into account the request by President Abdullahi Yusuf Ahmed.

12. In response, the Commissioner proposed the convening of a meeting of security and military experts in Nairobi by the Commission of the African Union to examine the issue and to help the Commission draw proposals to that effect. The meeting endorsed the proposal for the convening of a meeting of experts, which would include experts from the AU Commission, IGAD Secretariat, IGAD countries, European Union, League of Arab States and the United Nations, as well as experts from Italy, Chair of the IGAD Partners Forum, and Sweden, Chair of the Stockholm Donors' Conference for Somalia.

13. On 17 November 2004, following the conclusion of the IGAD Council of Ministers' Meeting, the Ministers and the Commissioner paid a courtesy call at President Abdullahi Yusuf Ahmed, in Nairobi. The delegation was led by Hon. Minister John Arap Koech, who had presided over the IGAD council of Ministers' meeting. On the occasion, the Commissioner informed the President of the activities of the AU in support of the Somalia peace process, including the efforts of the Special Envoy for Somalia, the three successive AU Missions dispatched to Somalia and the then upcoming AU meeting of Security and Military Experts for the Stabilisation of Somalia.

14. The President expressed appreciation for the visit and the support of the AU, IGAD and the international community for the efforts to restore peace in Somalia. However, he stated that the situation in Somalia "no longer warranted the deployment of an Observation Mission". The President

reiterated his call, made to the PSC earlier, for the AU to mobilise and deploy a peacemaking force to help stabilise the security situation in Somalia. The President also indicated that the Government would deploy efforts to build the security forces of the country, and called for international support.

15. The Commission has, since, convened the Meeting of Security and Military Experts, from 15 to 16 December 2004, in Nairobi, at which participated Experts from the Institutions and countries mentioned above. The Meeting made proposals, inspired by, among other sources, ideas from the Planning Seminar referred to above on the support to the Security Sector Programme and the Training of the Police and Army for Somalia, as reflected in attached document (Annex A: PROPOSALS ON SUPPORT TO THE SECURITY SECTOR IN SOMALIA). Also, during the Meeting, Experts from the TFG brought to prominence the issue of the relocation of the Government to Somalia by the end of January 2005, requesting the AU, IGAD and the international community to assist in the task.

III. OBSERVATIONS AND RECOMMENDATIONS

16. The Somalia peace process has evolved positively over the recent months, thereby creating the imperative to:

- Support the relocation of the Transitional Federal Government from Kenya to Somalia;
- Assist the Government in the task of stabilising the security situation in the country;
- Assist the Government in the protection of the transitional institutions;
- Assist the Government in the implementation of transitional programmes, including disarmament, demobilisation and reintegration;
- Support reconstruction efforts in the country; and
- Assist the resettlement of the Internally Displaced Persons and the returning refugees.

17. I wish to propose that the PSC supports the deployment of an AU Peace Support Mission in Somalia to support the transition, as proposed in the Nairobi Experts conclusions, with a mandate with the following parameters:

- The AU Mission will be deployed in support of the efforts of the Somali Transitional Government in the security sector;
- The Mission will undertake military monitoring activities to verify the commitment undertaken by Somali individuals and groups as stipulated in the comprehensive security arrangements of the disarmament programme;
- The Mission will undertake the protection of government installations and vital installations such as airports and seaports after they have been surrendered to the Transitional Federal Government;
- AU forces would not engage in combat with Somali armed individuals or groups beyond the need to discharge its protection purpose, and in protecting AU monitors and forces.

18. As recommended by the Nairobi Experts meeting, and in view of the limited capacity of the Commission, the AU shall rely on the UN and the EU to provide full support to the AU in the planning and management of the envisaged AU Mission, including in the undertaking of field reconnaissance missions.

19. The deployment should start with the setting up an AU Advance Mission to be based in Nairobi, that will facilitate contacts with the Transitional Federal Government and other involved parties and undertake the preparatory steps for the launching of the AU Peace Support Mission, to be called the African Mission in Somalia (AMISOM). Once the conclusions of the Nairobi meeting are approved by the PSC, as reflected in the attached Annex A, the Commission will take all appropriate steps, as recommended in the Nairobi Experts conclusions. In the meantime, the Commission is undertaking preparations for the dispatch of a Reconnaissance Mission to Somalia.

20. I call upon the Transitional Federal Government and the people of Somalia to do everything possible in their capacity to help set the parameters for the enhancement of the security situation in Somalia and for the effective undertaking of the post-conflict programmes, as related to security, training of the Police and the Army, as well as reconstruction and development in the country. In this regard, I appeal to the leaders and people of Somalia to refrain from fighting, in order to sustain the gains thus far achieved by the Reconciliation Conference and create a conducive environment for the transition.

21. I wish to call upon the Transitional Federal Government and the people of Somalia to do more to enhance peace in the country. I wish to call for dialogue to resolve any outstanding national issues.

22. On a related development, I received a high level delegation led by the "President" of Somaliland, in the course of October 2004, and another delegation led by the "Foreign Minister" of Somaliland, in the course of November 2004. During the visits, the delegations submitted a request for the AU to accord to Somaliland a kind of recognition, including the granting of an observer status within the AU. The delegation led by the Foreign Minister brought to my attention the skirmishes that took place at the end of October 2004, between the forces of Somaliland and those of the neighbouring Puntland, near the town of Los Anod. The delegation then requested the AU to dispatch a Fact-finding Mission to Somaliland, in connection with the incidents that took place around Los Anod. The delegation also brought to my attention the gains made by Somaliland in the social, economic and security sectors.

23. On my part, I encouraged the authorities to pursue the path of dialogue to address any differences and misunderstandings with the then authorities of Puntland and with the Transitional Federal Government of Somalia. I welcomed the progress made in the fields of social and economic development and security in Somaliland. I also undertook to dispatch a Mission to Somaliland as soon as possible.

24. Equally, I encouraged the Transitional Federal Government of Somalia, when I met with the President here in Addis Ababa, and during my recent meeting with the delegation led by the Minister of Foreign Affairs, to persevere in their efforts to consolidate the gains of the Mbagathi Reconciliation Conference, through dialogue and peaceful means.

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