REPORT OF THE CHAIRPERSON OF THE COMMISSION ON THE SITUATION IN SOMALIA AND THE IMPLEMENTATION OF ATMIS MANDATE
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I. INTRODUCTION

1. The present report is submitted to the Peace and Security Council (PSC) of the African Union (AU) pursuant to PSC Communiqué [PSC/PR/COMM.1068(2022)] adopted at its 1068th meeting held on 8 March 2022, as well as paragraph 22 of the United Nations Security Council Resolution 2628 (2022), adopted on 31 March 2021, which requested the African Union to keep it informed every 90 days, through the UN Secretary-General, on the implementation of the ATMIS mandate.

2. The UN Security Council further requested specific reporting on the following: 1) progress on joint operations in support of the Somalia Transitional Plan (STP) and National Security Architecture (NSA), including the use and effectiveness of coordination mechanisms with the Federal Government of Somalia (FGS); 2) evaluation of ATMIS' command and control mechanisms; 3) progress against strategic objectives; 4) quantitative and qualitative assessment of progress against tasks outlined in the Joint Proposal and CONOPs; 5) accountability measures taken to address previously identified underperformance, including command and control, and conduct and discipline; 6) the effectiveness of measures taken to protect civilians; and 7) Equipment review outcomes and use of force assets. This report provides updates on the implementation of those tasks from April to June 2022, and the observations and recommendations of the PSC field mission to Somalia took place from 19 to 22 July 2022.

II. POLITICAL DEVELOPMENTS AND UPDATE ON NATIONAL ELECTIONS

3. During the reporting period, considerable progress was made towards the full completion of the electoral process, with the election of the House of the People concluding in April 2022, and the inauguration ceremony for the eleventh Parliament taking place in Mogadishu, with 290 newly elected members of the Upper House and the House of the People sworn in on 14 April 2022. On 26 April, Abdi Hashi Abdullahi was re-elected as Speaker of the Upper House, while Ali Shaban Ibrahim and Abdullahi Ali Hirsi were re-elected as Deputy Speakers. On 27 and 28 April, Sheikh Adan Mohamed Nur “Adan Madobe” was elected as Speaker of the House of the People, while Sadia Yasin Haji Samatar was elected as First Deputy Speaker and Abdullahi Omar Abshir as Second Deputy Speaker. Sadia Yasin Haji Samatar is the first ever female Deputy Speaker in the history of Somalia.

4. On 15 May 2022, after a series of protracted delays, thirty-nine (39) presidential candidates, the largest on record in Somalia's elections, participated in the elections organised by the Parliamentary Committee tasked with organizing the presidential elections. The elections took place within the ATMIS-protected camp and saw the Federal Parliament elect President Hassan Sheikh Mohamud, who had previously served as president from 2012 to 2017, as Somalia's 10th president.
5. The failure by and of the candidates to secure the required majority in the first and second rounds, necessitated a third and final round that saw two candidates contest for the presidency, with President Hassan Sheikh Mohamud competing against incumbent president, Mohamed Abdullahi "Farmaajo". President Hassan Sheikh Mohamud won by 214 votes against 110, and was immediately sworn in. In his acceptance speech, he thanked the Speakers and members of parliament and promised a tenure of forgiveness without recrimination. In turn, the outgoing President, Mohamed Abdullahi "Farmaajo", in his concession speech, congratulated President Hassan Sheikh Mohamud, and urged unity and solidarity in Somalia.

6. In the Federal Parliament elections, 54 women were elected, translating to 20 per cent, far short of the 30 per cent target of women’s representation agreed in the 17 September 2020 and 27 May 2021 Electoral Agreements. The only female presidential candidate, Fowsiya Yusuf Haji Adan, dropped out in the first round when she received only one vote. The 20 per cent women representation achieved in these parliamentary elections represents a significant decrease from the 24 per cent achieved in 2016. Nonetheless, the presidential election marked the end of Somalia’s most protracted electoral process which lasted almost nine months, having begun in July 2021.

7. On 23 May, President Hassan Sheikh Mohamud assumed power in a peaceful handover. His inauguration ceremony on 9 June 2022 was attended by the Presidents of Djibouti and Kenya, the Prime Minister of Ethiopia, and other senior officials and representatives of Member States and international organisations, including the African Union Commissioner for Political Affairs, Peace and Security. During his inaugural speech, the president outlined his agenda, with key priorities including 1) promotion of reconciliation, 2) initiation of the Somalia - "Somaliland" dialogue, 3) strengthening federalism, 4) Security, 5) implementation of a social contract enshrined in the constitution and establishment of an independent judiciary, and 6) the humanitarian situation and the current drought.

8. Since taking office, President Hassan Sheikh has made several appointments, including his National Security Advisor, Director of National Intelligence and Special Envoy for the Drought. These appointments were followed by the nomination of Hamza Abdi Barre as Prime Minister-designate on 15 June and an official visit to the United Arab Emirates (UAE), at the invitation of the President of the UAE, to continue strengthening bilateral relations. Prime Minister Hamza Abdi Barre was confirmed by Parliament on 25 June 2022.

III. SECURITY SITUATION

9. The general security situation across ATMIS sectors remains fluid and unpredictable. Al Shabaab continues to maintain a presence in many parts of Somalia, in particular South-Central Somalia, and retains the capacity to conduct deadly asymmetric attacks targeting ATMIS/SNA forces, FGS, partners, civilians and key infrastructure.

10. On 23 March 2022, for the first time since 2014, suspected Al Shabaab militants managed to infiltrate the ATMIS base camp. Two assailants entered the Aden Adde International Airport (AAIA) Base Camp at 10:45hrs through Marine gate and were cleared through the normal security
procedures. They initiated an attack against the compound. Since this breach, ATMIS has instituted various measures to avoid similar attacks. These include deployment of a permanent check point along the Marine Airport stretch, security reinforcements at installations within the AAIA, deployment of day and night motorized patrols inside the base camp, enhancement of physical security and enhanced intelligence sharing between and amongst all partners in the ATMIS base camp.

11. On 13 May, at around 05:12hrs, Al Shabaab militants launched a complex attack on the Ceel Baraf ATMIS forward operating base (FOB) in Sector 5. This attack was initiated by three vehicle-borne IEDs (VBIEDs) on the Northwest, West and Southwest sides of the FOB perimeter wall which eventually destroyed the perimeter fence. The explosions occurred during limited visibility, and the shock effect of the three simultaneous VBIEDs adversely affected the ability of ATMIS troops to repulse the attackers who targeted their support weapons with heavy machine guns mounted on “technicals”. This attacked was attributed to new Al Shabaab tactics of VBIEDs and person-borne IEDs (PBIEDs), a local populace that is sympathetic towards Al Shabaab, and limited inter-FOB fire coordination support due to large distances between FOBs.

12. Despite these security setbacks, ATMIS has put in place several measures to mitigate against similar attacks. ATMIS adjusted the siting and construction of all FOBs in the Sectors in conformity with AU standards and proposed the reconfiguration of its forces across Sectors by handing over and/or collapsing identified FOBs in order to enhance force protection of FOBs with fewer than 200 troops. In addition to efforts to generate mobile forces to conduct preemptive targeted offensive operations against Al Shabaab, sectors have been advised to increase engagement with UNMAS to enhance their Counter-IED capabilities and, eventually, ensure enhanced force protection.

IV. PROGRESS ON JOINT OPERATIONS IN SUPPORT OF THE SOMALIA TRANSITION PLAN AND NATIONAL SECURITY ARCHITECTURE

13. In fulfillment of its mandate, efforts have been made to implement the priority tasks set out in PSC Communiqué [PSC/PR/COMM.1068(2022)] and UNSCR 2628(2022). In this regard, ATMIS, together with the Somali Security Forces (SSF), conducted various joint operations to disrupt, degrade, and deny Al Shabaab and other armed opposition groups freedom of movement and action. Key amongst these include the joint ATMIS/Danab disruption operations conducted in Lower Shabelle; Gamboole, Jameeco Jilyaale, Kiliga Shiinaha and Shaw from on 4 to 8 April 2022 and Ali Bashir on 2 May 2022; disruption operations in Warciise on 27 May 2022 and Leego on 30 May 2022. In these joint operations, ATMIS supported Danab with close air support (CASEVAC and MEDEVAC), as well as Intelligence Surveillance and Reconnaissance (ISR) platforms, artillery and communication support, and in some instances with ground troops to undertake joint offensive operations with Somali National Army (SNA).

14. In addition to joint operations, ATMIS undertook limited operations across the Sectors. These include clearance operations in Ceelgub, Middle Shabelle on 9 April 2022; ATMIS airstrike on Al Shabaab hideouts in Qodqod, Ceelmalab and Bohalraar in Bay region on 14 April 2022 in which three Al Shabaab Commanders were killed, and five vehicles mounted with Dshk heavy
machine guns and 20 barrels of fuel were destroyed. ATMIS also conducted other operations including a search and clearance operation from Baidoa to Burhakaba from 9 to 16 May 2022 and the recapture of Ceel Baraf FOB from 16 to 17 May 2022 and 25 to 29 June 2022. These operations led to significant Al Shabaab human, materiel, and logistical losses.

15. Significant efforts were also made to ensure free movement, safe passage, and protection of those involved in the electoral process. The deployment of ATMIS forces, in support of SSF, within and beyond its AOR, including in Dhusamareb, led to a successful and relatively incident free election in Somalia. It also allowed observers to monitor the conduct and outcome of the elections, a key step towards safeguarding the credibility of the election and the legitimacy of its outcome. ATMIS, in support of the SSF, secured the entire electoral process which culminated in the election and inauguration of the new President on 9 June 2022.

16. Consistent with its mandate, ATMIS provided operational support to the Somali Police Force (SPF), including through joint and motorised patrols in Mogadishu, Baidoa and Kismayo, as well as security and escort support to various delegations. From 1 April to 30 June 2022, ATMIS, through its police component and in support of the SPF, conducted 60 joint operational patrols, 190 escort duties, 16 special duties, 146 guard duties, 44 long range patrols and 137 confidence patrols.

17. Furthermore, ATMIS, through its Police Component, provided strategic advice to the SPF in Mogadishu and Federal Member States (FMSs) on operational planning and execution. This operational support ensured enhanced safety and security of ATMIS partners, maintained public confidence in the police, deterred criminal activities, and enabled the public and government officials to carry out their activities without fear and disruption. Equally, ATMIS Police Mentors and Advisors co-located with the Somali Police in Banadir Region and the FMSs mentored 1,392 Somali Police officers, comprising 1,212 male and 180 female officers, on various policing themes.

18. In line with its reform, restructuring and development mandate, ATMIS either initiated or completed a number of projects in support of the SPF. ATMIS constructed and handed over the Airport Police Station at Jowhar to the Hirshabelle State, completed the assessment of the proposed site for the construction of the perimeter wall at Dalhxis Police Station, Kismayo, and within the Joint Police Program, evaluated the status of various approved projects, including Human Rights training for 300 Federal Daarwish (paramilitary) Forces, and Police vetting and recruitment in Jubaland State. ATMIS also engaged the SPF and UNSOM on the development of an Integrated Information Management System for the SPF and formulation of SOPs for major directorates and Units within the SPF. It also participated in the development of Terms of Reference (ToR) for SPF Community Policing Policy and engaged with EU External Services (EEAS) to discuss ATMIS Police goals, vision, expectations and future support to the SPF.

19. Correspondingly, the Police Component facilitated a three-day technical workshop for 22 members of the SPF force generation committee in Kismayo as part of its force generation efforts in support of the SPF, reviewed training materials for various courses, including pre-deployment training of 225 SPF Federal Daarwish, Basic Police Recruit Course for 300 police recruits in
Jubaland State, and Training of Trainers (ToT) course in Basic Principles of Human Rights for 25 SPF trainers.

20. The Component made significant efforts to support protection of rights of vulnerable persons, including through co-location with SPF gender focal persons; initiation of a roll out plan for gender desks to selected Police Stations to enhance prevention and response to Sexual and Gender Based Violence (SGBV), Child Abuse, and Human Rights abuse, and Conflict Related Sexual Violence (CSRV). It facilitated a workshop on Gender and Sexual Exploitation for 163 newly deployed FPUs and IPOs, comprising 127 male and 36 female officers; mentored 1,075 police personnel from the SPF as well as the Jubaland, South West State and Hirshabelle State police forces, comprising 925 male and 150 female officers on SGBV, Women protection, CSRV and Child Protection, and contined to monitor 3 SGBV/CSRV cases.

V. PROGRESS AGAINST TASKS OUTLINED IN THE JOINT PROPOSAL AND CONOPS

21. Progress in the implementation of the Joint Proposal and Concept of Operations (CONOPs), as well as tasks therein, has been slow, in part because of the prolonged election process. As agreed, and as reflected in Phase I of the CONOPS, two to three FOBs per Sector were supposed to be collapsed or handed over to the Somali Security Forces. However, only two FOBs, Ceel Baraf and Gololey, have been collapsed, representing 20% of the progress so far realized on this task. In the meantime, ATMIS has proposed the prioritization of force protection, including through reconfiguring forces to reinforce FOBs, and to ensure that no FOB has fewer than 200 troops, in order to improve force survivability. This proposal has already been conveyed to the CDF SNAF and the latter has been requested to avail forces to take over FOBs. However, discussions with the FGS are still ongoing and the FGS’ position on the FOBs to be collapsed/handed over is still awaited. Nonetheless, and until concerted efforts are made to build able, accountable, affordable, and acceptable security forces as envisioned in the London Security Pact of 2017, tangible progress in transition to full FGS responsibility for security, will remain elusive.

22. Progress has been registered in the development and implementation of the Logistics Support Plan. In this regard, the FHQ Joint Operations Centre, designed to enhance Command and Control as well a coordination with SNAF, has already been established and Sector JOCs will be in place by 31 July 2022. There has also been agreement on the scheduling of other key activities. The joint technical assessments are scheduled for September 2022 and the joint security assessment has been deferred to September 2022 at the request of the FGS. However, new capabilities are yet to be introduced in the theater, and the creation of mobile forces across ATMIS area of responsibility (AoR) can only be fully implemented after FOB reconfiguration, which depends partly on Somalia’s ability to generate and equip sufficient forces to assume security responsibilities as set out in the Joint Proposal and CONOPs.

VI. ACCOUNTABILITY MEASURES TAKEN TO ADDRESS UNDER PERFORMANCE

23. ATMIS has continued to maintain the highest standards of professionalism and compliance with acceptable military standards, including command and control, and conduct and
discipline. This has greatly benefited from the decision by the Troop Contributing Countries (TCCs) to formally place their troops under the full operational command of the Force Commander while sector commanders retain Tactical Command (TACOM) of the forces assigned to their sector. The Force Commander continues to issue routine policy instructions, orders, and directives to Sector Commanders to ensure that Sectors conduct operations in line with ATMIS CONOPS and in support of the STP.

24. TCCs have agreed to and are already sharing risks and opportunities across all sectors, including through responding to emerging or ongoing cross-sector threats. This has streamlined command and control and allowed the Force Commander to undertake cross sector deployments. This progress was evident on 16 May 2022 when ATMIS Sector 5 conducted operations to recapture Ceel Baraf, with Sector 1 Aviation support and Sector 4 operational support. Although military activities, particularly combat operations, are conducted under the authority and command of the Force Commander, continued TCC support remains critical to fully streamline command and control and maintain momentum in this regard.

VII. MEASURES TAKEN TO PROTECT CIVILIANS

25. In compliance with the Council’s directives, ATMIS has taken several measures to ensure that ATMIS troops continue to carry out their operations in compliance with their respective countries’ obligations under all applicable international legal instruments, including compliance with the AU Compliance and Accountability Framework and the UN Human Rights Due Diligence Policy (HRDDP). In this regard, ATMIS undertook a series of Pre-Deployment Training (PDT), Pre-deployment verification (PDV), and In-Mission Training on international humanitarian law and international human rights law (IHL/IHRL), Conduct and Discipline, ATMIS Legal Framework, ATMIS Rules of Engagement, ATMIS Concept of Operations, Child and Women Protection, and Gender in Peace Support Operations, for its uniformed personnel.

26. In March 2022, ATMIS and the UN held the first quarter Joint Working Group meeting on the implementation of the HRDDP. The Joint Working Group reviewed progress on compliance with AMISOM IHL and human rights obligations, implementation of the Policy, and how to address identified gaps. ATMIS reemphasized its commitment to strengthening its accountability mechanisms together with the follow-up process on allegations of IHL and human rights violations and other strategic issues, including the strengthening of the Civilian Casualty Tracking, Analysis and Response Cell (CCTARC), Pre-deployment and in-mission training for ATMIS contingents, the PDV, exercise as well as IHL and human rights training for Somali Security Forces.

27. In fulfilment of the AU Compliance and Accountability Framework, ATMIS deployed, for the first time, a Compliance and Human Rights Officer, as part of an AU/ATMIS team which conducted a pre-deployment verification exercise in Ethiopia from 15 to 21 June 2022. This verification was conducted to ensure that the Ethiopian National Defense Forces, like all other T/PCCs, only deploy personnel with no prior violation of IHL, IHRL and/or any conduct and discipline issues. Similarly, ATMIS and UN experts undertook visits to Burundi in April 2022 and Nigeria in June 2022 to ensure that the military and police personnel to be deployed to ATMIS are trained on their obligations under all applicable IHL & IHRL instruments. PDV and PDT have
consistentlly been used as effective measures to prepare troops and their commanders for deployment to Somalia.

28. In line with its capacity-building mandate, ATMIS undertook several in-mission trainings both for its uniformed personnel and the SSF. In April 2022, ATMIS conducted a 2-day training for 31 SSF and ATMIS Kenya Defence Force (KDF), consisting of 11 female and 20 male officers, on Protection of Civilian (PoC) in Kismayo Jubbaland State. This training focused on SGBV, CRSV, PSEA and Children and Armed Conflict (CAAC). On 15 June 2022, ATMIS, in collaboration with UNSOM, conducted a 1-day awareness training course for 20 SPF personnel of Somali Police Force, consisting of 14 male and 7 female officers. This training covered modules on Human Rights and IHL, CAAC, policing and children, CRSV, as well as SGBV.

29. The Civilian Casualty Tracking Analysis Response Cell (CCTARC) has also continued to discharge its mandate and routine activities of recording and tracking reported incidents of civilian causalities, including abuses and violations of human rights alleged to have been perpetrated by all actors in the conflict, including Al Shabaab, clan militias, Somali Security Forces, and ATMIS. In this period, Al Shabaab fighters were responsible for most of the civilian casualties in Somalia, including the deliberate and indiscriminate attacks against civilians. In fact, Al Shabaab claimed responsibility for the killing of at least 48 people, including a female member of parliament, Amina Mohamed Abdi, in a bomb attack in Beledweyne, HirShabelle on 23 March 2022. Other allegations, including those against ATMIS personnel, are still being appraised and their outcomes will be provided in the next reporting cycle.

VIII. EQUIPMENT REVIEW OUTCOMES AND USE OF FORCE ASSETS

30. Since the last reporting period, ATMIS has taken decisive steps toward a successful equipment review. ATMIS assessed and established the status of equipment held by T/PCCs, including the identification of existing gaps. This initial assessment was intended to provide a baseline for an objective review of existing capability which will support the new Statement of Unit Requirement as mandated by the UNSC resolution 2628(2022). It is in this context that the 3rd Military Strategic Support Group meeting met in Addis Ababa from 27 June to 1 July 2022 to review the draft Statement of Unit requirement for ATMIS; its finalization is expected to strengthen ATMIS operational capabilities, fill the gaps in resource requirements, and, ultimately, enhance ATMIS’ force protection.

IX. STABILISATION AND HUMANITARIAN SITUATION

31. ATMIS continues to work closely with the FGS in support of the Somalia National Stabilisation Strategy-NSS. On 30 May 2022, ATMIS, together with other partners including EU, IOM, Norway, UK, US, and UNSOM CRESTA/A, held a meeting with the FGS on the review of the National Stabilisation Strategy as a follow up to the FGS National Stabilisation strategy review workshop held on 13-14 March 2022 in Mogadishu. This review is aimed at correcting policy and programme weaknesses and improve the various thematic areas namely early recovery, social reconciliation, local governance, and rule of law. Accordingly, ATMIS recommended the adoption of an integrated framework that covers stabilisation activities at the federal and state level to
improve accountability and promote future ATMIS Military Sector Coordination hubs, as described in the CONOPS.

32. ATMIS has also been engaging communities in the identification of Quick Impact Projects (QIPs) as part of its community recovery initiatives. Eleven projects have been identified for implementation once resources have been secured. In the interim, ATMIS handed over a newly constructed police station at Johwar airport to the Hirshabelle State, initiated construction of a 68-bed hospital facility designed, in collaboration with SNA leadership, to support SNA personnel and their families.

33. Despite ongoing stabilization efforts, Somalia has faced one of the worst humanitarian emergencies in its history, mainly due to the ever-worsening drought. The drought continues to devastate the livelihoods of the affected populations, particularly the most vulnerable and marginalized people, including women, children, and minority clans. In addition, due to four failed rainy seasons, Somalia has been experiencing acute water shortages, crop failures, and high livestock migration and deaths. As a result, humanitarian needs have increased across Somalia, and food insecurity has escalated, with more than 45 percent of the country suffering from food insecurity, including 2.1 million people suffering from severe food security.

34. For the first time since 2017, the Integrated Food Security Phase Classification (IPC) has confirmed pockets of food insecurity in 28 districts, affecting more than 213,000 people. Currently, 1.5 million children under five years of age and more than 250,000 pregnant and lactating women (PLW) need nutrition support. In addition, 6.4 million people lack access to safe water and sanitation and 6.5 million lack access to adequate healthcare. As a result, poor sanitation, and infectious diseases, including cholera and measles, have resulted in 16 confirmed deaths and left thousands of people sick.

35. In response to this humanitarian crisis, ATMIS, coordinating with humanitarian actors, has continued to facilitate access and delivery of humanitarian assistance across its AOR and environs. Despite severe financial challenges and limited funding for humanitarian response, ATMIS continues to advocate life-saving intervention which addresses critical malnutrition and excess mortality and further supports the resilience and early recovery operations across ATMIS AoR.

X. FUNDING

36. The AU Commission continues in its efforts to ensure predictable, adequate and sustainable funding for ATMIS. This includes approval of AU pre-financing arrangement by the Chairperson of the Commission for the implementation of ATMIS mandate from 1 April 2022 to achieve the objectives of phase one of the transition ending on 31 December 2022. The Commission also welcomes the approval of logistics support to Somalia by the UN (including for ATMIS, UNSOM, UNSOS) amounting to USD512 Million for its financial year July 2022 to June 2023. Utilisation of this fund will be guided by the ATMIS Logistics Concept as well as the ATMIS logistics support requirements for each of the phases outlined in the CONOPs.
37. Disbursement of the **EU approved €140 million is anticipated by September 2022**, following finalisation and signing of the AU-EU Contribution Agreement which is currently under review by both institutions. This funding support was approved by the EU’s Political and Security Committee and includes €120 million contribution to ATMIS military component under the European Peace Facility (EPF) and €20 million from outstanding Africa Peace Facility (APF) funds for the civilian and police components.

38. Within this context, there is a **deficit of about €70 million** to cover ATMIS total budget of over €210 for troop allowances, salaries and operational cost. However, discussions are ongoing between the Commission and the United Kingdom for the provision of about £25 million to ATMIS as was done during the UK’s last financial year. Once this is achieved, the ATMIS funding **deficit will reduce to about €40 million**. All these fund commitments will run out by September 2022 if the deficit are not catered for, to enable support to ATMIS up to December 2022. Additionally, there is also approximately a €10 million target that the AU also needs to achieve to enable ATMIS to facilitate its programmatic work in support of its key initiatives and mandate.

XI. SUMMARY OF PSC FIELD MISSION

39. From 19 to 22 July 2022, the PSC, under the chairmanship of the Republic of Djibouti, undertook a field mission to Mogadishu, Somalia. During the mission, the PSC paid a courtesy call on the Prime Minister, H.E Hassan Abdi Barre of the Federal Government of Somalia and engaged with the ATMIS senior mission leadership; senior security officials of the Government of Somalia; the Somali Special Envoy on the Drought Response; representatives of TCCs/PCCs based in Mogadishu: representatives of the UN (UNSOM and UNSOS); international partners; and representatives of Somali civil society organizations (including think tanks and the media).

40. The PSC received extensive briefings from the ATMIS senior mission leadership on the political and security challenges in Somalia, the Government’s policy responses, and the challenges facing ATMIS regarding the implementation of its mandate. These challenges are most acute with regard to harmonizing the need to implement the planned drawdown of the mission, the need to ensure the protection of ATMIS forces, and the risk that these imperatives could lead to a security vacuum, which would threaten the many gains achieved since AMISOM was first deployed in 2007.

41. The PSC noted the progress registered in the political situation following the election of the new President and appointment of the new Prime Minister. This includes a clear political direction and strategy of the Government, particularly the commitment to work with the Federal Member States to facilitate national reconciliation, review of the National Security Architecture and alignment of the Somali Transition Plan and the ATMIS Concept of Operations, as well as holding of the National Consultative Committee and National Security Council meetings.

42. The PSC noted the Government’s new comprehensive approach to address the security threat from Al Shabaab, and finalization of the constitutional review process and judicial reform. Security has been identified by the FGS as its top priority, because of the expansion of Al Shabaab’s presence and activities in the country. This includes increased attacks, radicalization
and recruitment, as well as illegal taxation/extortion of businesses and local communities. In some cases, people have been forced to leave their homes because they failed to pay taxes to Al Shabaab.

43. The PSC noted the Federal Government of Somalia’s commitment and readiness to take over security responsibility from the ATMIS by the end of December 2024. In this regard, the PSC emphasized the need to ensure that the Somalia National Army is fully capacitated and equipped to take over security responsibilities from ATMIS, including ensuring functioning and effective governance and rule of law capacity at both federal and member state levels, in order not to leave a security vacuum that can be exploited by Al Shabaab. The PSC underscored the need for Somalia to be accompanied by the AU in implementing its priorities.

44. The PSC also stressed that, despite the greater focus being given to the military aspects of the struggle against Al Shabaab, ultimately the challenge in Somalia is political and would need a comprehensive approach that focuses on putting in place effective governance structures and delivering social services to local communities, with a particular focus on the youth. This would contribute to winning hearts and minds and reducing the ability of Al Shabaab to operate and recruit new fighters.

45. During the field mission the PSC noted the challenges that ATMIS is currently facing, including lack of predictable and sustainable funding. ATMIS is facing significant funding challenges, including a funding gap for 2022 of 40 million USD. During its engagements with partners, the PSC stressed the need for partners to continue supporting ATMIS. The PSC reiterated its position that ATMIS should be fully funded from UN assessed contributions and also called on the AU to redouble its efforts in mobilizing all necessary resources to support ATMIS and Somalia, including the use of the AU Peace Fund. Taking into consideration the impact of the security challenges in Somalia on the whole Continent, the PSC called on all Member States to support Somalia in the fight against Al Shabaab.

46. The PSC and partners also discussed the issue of arms embargo imposed on the Federal Government of Somalia. The UN informed the PSC that the arms embargo does not prevent the FGS from acquiring weapons, rather it merely requires the FGS to comply with the processes stipulated by the UN before importing any weapons. The partners explained that no request from the Federal Government of Somalia to purchase arms has ever been rejected by the UN Sanction Committee. The PSC noted that challenge that the arms embargo is discouraging the arms suppliers from conducting business with Somalia. The PSC noted that this will be a challenge in ensuring that the SNA is fully capacitated as it is preparing to take over from ATMIS.

47. Going forward, the AU, UN and the Government of Somalia, as well as partners, need to urgently finalize the equipment review, the benchmarks for the transition, including the milestones each of the institutions need to achieve within the timelines outlined in PSC Communiqué 1068(2022) and UN Security Council resolution 2628(2022). This will include all actions to be achieved during phase one of the transition, that will enable ATMIS to draw down 2,000 troops by December 2022 while maintaining force protection, and allow ATMIS, FGS, UN and other partners to focus on the next phases of the CONOPS. In this regard, the finalized
benchmarks and the ATMIS quarterly report should be submitted to the PSC before 30 September 2022 for consideration and transmission to the UN Security Council.

48. The humanitarian situation in Somalia caused by a combination of factors, including, the insecurity posed by Al Shabaab and drought situation due to failure of a fourth consecutive rainy season has increased the number of IDPs in the country is a major concern. The PSC advised the Somalia Special Envoy on Drought Response to submit a formal request for assistance from the AU PRC Sub-Committee on Refugees, Returnees, IDPs and Humanitarian Situations. The PSC underscored the need to consider the use of funds from the Donor Conference in Malabo, Equatorial Guinea in May 2022 to also support the population in need in Somalia. The PSC urged ATMIS to continue, coordinating with humanitarian actors in Somalia, to facilitate access and delivery of humanitarian assistance across its AOR and environs.

49. The PSC also underscored the importance of civil society participation, including the media, women and youth in peace building, national reconciliation, as well as the implementation of Somali National Transition Plan.

50. Acknowledging that the challenges facing Somalia are primarily political in nature, the PSC emphasized the need to enhance ATMIS’s engagement in Somalia, not only on security matters but in support of Somali’s peace building and reconciliation efforts. The PSC reaffirmed the importance of having a multidimensional mission comprising police and civilian in addition to the military component. The Chairperson of the AU Commission is urged to resume his engagement with the Government of Somalia to identify other areas in which the AU can provide support based on the national priorities indicated by the President in terms of the Somali Transition Plan, using all the agencies and capabilities available to the AU.

51. The PSC delegation expressed gratitude to the people and Federal Government of Somalia for receiving the delegation and for AU Commission and ATMIS for their efforts to ensure the smooth conduct of the mission. The PSC also expressed appreciation to all interlocutors for engaging with and sharing their views with the PSC. The PSC renewed its committed and readiness to continue accompanying Somalia throughout the peace process.

XII. OBSERVATIONS AND RECOMMENDATIONS

52. The PSC may wish to consider the following:

- Welcome the peaceful completion of the electoral process, the swearing in of the New Parliament and the inauguration of the new President, and commend the government’s agenda as outlined in the President’s inaugural speech, and renew ATMIS’ commitment to support Somalia in its quest for peace, stability, and development;

- Express concern about the lack of predictable, sustainable and adequate financing for ATMIS, and reiterate the appeal to partners, both new and traditional, to prioritize sustainable, predictable, and adequate funding for ATMIS in the implementation of its mandate;
- Direct the AU Commission to engage with the UN to explore options towards addressing the ATMIS funding deficit, including through the holding of a special UN Security Council session on ATMIS funding pursuant to paragraph 12 of Communique adopted at the 1075th meeting of the AUPSC and paragraphs 45 and 46 of UNSC resolution 2628 (2022) to agree on options to cover the deficit through commitment of (i) additional funds from the UN Assessed Contributions; and/or (ii) contribution to a special ATMIS Trust Fund to raise the total deficit amount by latest 1 December 2022. Council may also consider the use of the AU Peace Fund to cover part (or all) of the ATMIS funding deficit and request the Commission to submit a detailed budget for consideration by the Permanent Representative Committee;

- Highlight that the transition of security responsibilities from ATMIS to Somalia Security Forces cannot not be achieved without the implementation of the Somalia Transition Plan and the National Security Architecture. With limited force generation and slow integration of regional forces, it will be difficult to establish an effective and reliable Somali national security force capable of exercising full responsibility for security in the country;

- Emphasize that the lack of Somali holding forces has been a major factor in ATMIS’ lack of mobility, as ATMIS forces have been forced to hold areas, unable to hand over sufficient numbers of forward operating bases (FOBs) to the Somali security forces. This is a key reason for the oft-repeated accusations of the “static” posture of ATMIS forces. In this regard urge the Somali government to ensure that its force generation efforts also include the generation of sufficient holding force, to enable ATMIS to hand over FOBs as per the ATMIS Concept of Operations

- Encourage Somalia and its force generation partners to prioritize building and/or availing forces to hold areas and undertake operations as part of the clear, hold and build strategy, and in a way that allows for the drawdown on 2,000 ATMIS troops by December 2022, as outlined in the CONOPS and UNSC resolution 2628 (2022);

- Commend the Federal Government of Somalia for the election of the first ever female Deputy Speaker in the history of Somalia and underscore the role of women and youth in the Somalia transition process and encourages the Federal Government of Somalia to continue ensuring the full participation of youth and women in peace process in the country to reach the 30 per cent target of women representation as agreed in the 17 September 2020 and 27 May 2021 Electoral Agreements;

- Stress the importance of participation of civil society, including the media, women and youth in peace building, national reconciliation, as well as the implementation of Somali National Transition Plan;
Express sincere appreciation to the Somali People for a successful completion of the electoral process and to all our partners for their cooperation in our joint efforts to stabilize Somalia; and pay special tribute to our T/PCCs and ATMIS civilian, military and police personnel for their sacrifice, dedication, and commitment in the promotion of peace, security, stability, and reconciliation in Somalia;

Express gratitude to the people and Federal Government of Somalia for receiving the delegation and for AU Commission and ATMIS for their efforts to ensure the smooth conduct of the mission; and appreciation to all interlocutors for engaging with and sharing their views with the PSC.
2022-07-27


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