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**PEACE AND SECURITY COUNCIL  
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**REPORT OF THE CHAIRPERSON OF THE COMMISSION ON THE STATE AND  
PROSPECTS OF THE PEACE AND RECONCILIATION PROCESS IN SOMALIA**

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**I. INTRODUCTION**

1. As Council is aware, the AU is seized with the situation in Somalia since the launching in Kenya, of the Somali National Reconciliation Conference in October 2002, which culminated in the establishment of the Transitional Federal Government (TFG) of Somalia, among other institutions. In January 2007, and following the re-location of the TFG from Kenya to Somalia, and the demise of the Union of Islamic Courts (UIC), the PSC authorized the deployment of the African Union Mission in Somalia (AMISOM), in order to contribute to the improvement of security situation, alleviation of the plight of the civilian population and the fostering of reconciliation.

2. In July-August 2007, the TFG convened a National Reconciliation Congress (NRC) in Mogadishu with a view to moving forward the peace and reconciliation process. The NRC made a number of recommendations aimed at promoting an all-inclusive political process and at reaching out to those groups that felt left out in the new political dispensation. Subsequently, a number of initiatives were taken in follow up on the recommendations of the NRC.

**II. INTER-SOMALI TALKS**

3. Most notably, building on the spirit generated by the NRC, were the inter-Somali talks between the TFG and the Alliance for the Re-Liberation of Somalia (ARS) that were facilitated by the Special Representative of the UN Secretary-General. The talks were held in Djibouti from 10 to 15 May 2008, and from 31 May to 9 June 2008, culminating in the signing of an Agreement between the TFG and the ARS on 9 June 2008. The Special Representative of the Chairperson of the Commission represented the AU in the talks. The Commissioner for Peace and Security also undertook a mission to Djibouti to lend support to the talks, among other tasks. In the Agreement, and among other things, the Parties made proposals with respect to:

- restoring trust, confidence and ending the conflict;
- ensuring the cessation of all armed confrontation and a political settlement for a durable peace;
- promoting a peaceful environment and avoiding a security vacuum;
- facilitating the protection of the population and the unhindered delivery of humanitarian assistance and,
- convening of a reconstruction and development conference.

4. Furthermore, within the Agreement, the Parties have:

- i) Decided to:
  - a. Reaffirm the dignity, sovereignty and the territorial integrity of Somalia;

- b. Take courageous measures to finally bring this situation to an end and resolve the crisis through peaceful means.
- ii) Agreed on:
- a. The termination of all acts of armed confrontation by the Alliance for the Re-liberation of Somalia (ARS) and its allies and by the Transitional Federal Government (TFG) and its allies;
  - b. The cessation of armed confrontation shall come into force thirty (30) days from the signing of this agreement throughout the national territory;
  - c. The cessation of armed confrontation is approved for an initial period of ninety (90) days, renewable.
- iii) Agreed, from the date of coming into effect of this Agreement:
- a. To request the United Nations, consistent with UN Security Council Resolution 1814 and within a period of one hundred and twenty (120) days, to authorize and deploy an international stabilization force from countries that are friends of Somalia excluding neighboring states;
  - b. Within a period of 120 days of the signing of this agreement, that the TFG will act in accordance with the decision that has already been taken by the Ethiopian Government to withdraw its troops from Somalia after the deployment of a sufficient number of UN Forces; and that
  - c. The ARS shall, through a solemn public statement, cease and condemn all acts of armed violence in Somalia and dissociate itself from any armed groups or individuals that do not adhere to the terms of this Agreement.
- iv) The Parties agreed to ensure the effective implementation of this Agreement by:
- a. Undertaking all necessary measures to ensure unhindered humanitarian access and assistance to affected populations;
  - b. Refraining from declarations and actions inconsistent with the peaceful spirit of this Agreement; and
  - c. Establishing a Joint Security Committee to follow up the implementation of security arrangements within fifteen (15) days of the signing of this Agreement. The composition and mandate of this Committee, chaired by the UN, shall be adopted within the same period.

- v) A High Level Committee, chaired by the UN, should be established within fifteen (15) days of the signing of this Agreement to follow up on issues relating to the political cooperation between the Parties and concerns over justice and reconciliation. These issues will be discussed at a conference to be organized by 30 July 2008.
- vi) The Parties will work with all other relevant Somali stakeholders to ensure the full and effective implementation of this agreement.
- vii) The Parties also consider it a priority to convene within the next six (6) months an international conference aimed at addressing Somalia's Reconstruction and Development.

### **III. ROLE OF THE AU AND THE INTERNATIONAL COMMUNITY**

5. The 9 June Agreement between the TFG and the ARS calls on the international community to help provide adequate resources for implementation and follow-up. This Agreement provides a fresh window of opportunity that the AU and the entire international community should take advantage of to support the Somalis in their efforts to restore peace and normalcy in their country.

6. The AU, which has firmly supported the Somali quest for peace and reconciliation, and continues to do so, needs to take further concrete steps, together with the UN and other involved actors, to facilitate the implementation of the Agreement. It is essential that AMISOM be reviewed and strengthened to enable the mission to undertake the additional tasks bound to arise with the implementation of the Agreement. To fulfill the tasks provided for in the Agreement, the Concept of Operations (CONOPs) of AMISOM, in particular, needs to be reviewed in order for it to meet the emerging requirements. Under its current CONOPs, AMISOM focuses on providing support to the Transitional Federal Institutions (TFIs) in their efforts towards the stabilization of the situation in the country and to further the process of dialogue and reconciliation, to facilitate the provision of humanitarian assistance; and to create conducive conditions for long-term stabilization, reconstruction and development in Somalia.

7. It should be noted that the deployment of AMISOM still remains far below the PSC – authorized strength of 9 infantry battalions, each composed of 850 personnel, with each supported by maritime, coastal and air components, as well as an appropriate civilian component, including a police training team. As at 31 March 2008, the strength of the Mission stood at 2,614 troops (two Ugandan battalions and one Burundian battalion), which is about 30 per cent of the authorized total strength. The second battalion pledged by Burundi is ready to be deployed as soon as the required equipment and logistical support is secured.

8. As part of the efforts to generate the needed troops for AMISOM, the Commission has undertaken consultations with Ghana and Nigeria, which both pledged to participate in the Mission. Ghana has since indicated that, due to its involvement in other peacekeeping operations, it is not in a position to contribute troops to AMISOM. On its part, Nigeria, which pledged a battalion of 850, undertook

a reconnaissance mission to Mogadishu last March. Following this reconnaissance, it is expected that the deployment process of the Nigerian troops may be expedited.

9. Notably, AMISOM is confronted with serious financial and logistical constraints. Apart from the logistical and technical support provided by AU partners and some Member States, the financial resources mobilized so far in support of the operation amount to about 50 millions dollars. The total budget for a fully deployed AMISOM, using United Nations standards, for a period of one year, amounts to US\$ 817,500,000.

10. In spite of the many constraints facing it, AMISOM has continued, within capability, to provide support to the TFG, notably by securing major infrastructures. AMISOM also provides humanitarian assistance to populations in its immediate environment, including medical services and safe drinking water. Also, AMISOM has increased its collaboration with the United Nations Development Programme, the TFG police and other stakeholders in an effort to contribute to the enhancement of the capacity of the Somali police.

#### **IV. CONCLUSIONS AND RECOMMENDATIONS**

11. As called for in the 9 June Agreement, and in order to strengthen the joint security plans through the establishment of the Joint Security Committee and the High Level Committee, AMISOM is expected to:

- develop mechanisms with parties to monitor zones of influence of various groups through joint patrols, and situations monitoring;
- assist parties to develop a rational approach in the drafting of both Comprehensive Ceasefire and Comprehensive Peace Agreement;
- assist parties to commit themselves to the Djibouti Agreement and monitor their zones of influence;
- develop mechanisms to redress violations of the Djibouti Agreement;
- develop a demobilization and disarmament programme with all the stakeholders;
- develop a process of deployment of AMISOM observers to carry out above tasks;
- further deepening the reconciliation process through continuous engagement of all parties at very high level.

12. The mandate and concept of operations of AMISOM have to be revised in the light of current situation, which has international dimensions cutting across issues such as terrorism, high sea piracy, and humanitarian issues. This calls for the need to generate additional forces from both within and outside of the Continent to be able

to meet the phased and sequential withdrawal of Ethiopian troops from Somalia. The overall objectives of this strategic approach therefore, are to:

- Plan and manage a strategic timetable for the engagement of Members States with potentials as troop contributing countries for force generation;
- Develop strategies to engage non-African countries to contribute to an International Stabilization Force under a coalition of the Friends of Somalia;
- Coordinate an All Partner/Bilateral financial and logistical support for troop contributing countries to enable them be prepared for deployment.

13. The above strategic approach will further require the development of an enhanced concept of operations that would involve two sequential phased strategies:

#### **Phase 1**

- Enhance AMISOM Forces to its (authorized strength) initial mandate of Concept of Operation;
- Expedite the deployment of Burundian 2<sup>nd</sup> Battalion;
- Identify other potential AU Troop Contributing Countries.

#### **Phase 2**

- Develop a Force concept for a robust International Stabilization Force that will deploy within the 120 days period provided for in the Agreement, to take over in a sequential and phased withdrawal of ENDF (Ethiopian National Defense Force);
- Constitute a joint AU/UN planning team to draw up the Rules of Engagement, Force Capacity, and Command and Control of...?;
- Develop a Police concept for Formed Police Unit (FPU), capable of deploying in 120 days to maintain public order management.

14. Furthermore, and as indicated in the previous decisions of the PSC, the UN is expected to take over AMISOM and support the long term stabilization and reconstruction of Somalia [PSC/PR/Comm(CV)]. The 9 June Agreement includes provisions necessitating a more robust involvement of the UN. In the Agreement, the Parties request the United Nations, consistent with UN Security Council Resolution 1814 and within a period of one hundred and twenty (120) days, to authorize and deploy an international stabilization force from countries that are friends of Somalia. Indeed, AMISOM provides a nucleus for building such a stabilization force for Somalia.

15. In this respect, the steps outlined by the PSC at its 105<sup>th</sup> meeting remain of particular relevance, as they relate, amongst others, to the need for the mobilization of greater support for AMISOM (generation of troops, financial, logistical and technical support); the early deployment of a UN peacekeeping operation; the enhancement of the capacity of the TFIs, including that of the Somali defense and security forces; the promotion of stronger regional cohesion in support of the peace process; the provision of humanitarian support to the needy population and the guarantee of the security and safety of the humanitarian workers; the adoption by the Security Council of measures against all those who seek to prevent or block a peaceful political process, threaten the TFIs or AMISOM by force or take action that undermine stability in Somalia or in the region.

16. While commending the contributions already made by partners in support of AMISOM, it is necessary that further financial and logistical support be provided towards the enhancement of AMISOM to enable it undertake the tasks that would arise from the implementation of the Agreement between the TFG and the ARS.

17. The Commission undertook consultations with the United Nations and international partners on how best to assist the Somali parties to implement and further their agreement as an important step towards an early completion of the peace and national reconciliation process. The Commission will submit regular progress reports to the Council on the matter.

18. The Commission recommends that the mandate of AMISOM be renewed for a new period of six (6) months. Adjustments to the concept of operation of AMISOM, in the context of arrangements relating to the deployment of an international stabilization force (ISF) to be subsequently replaced by a United Nations Peacekeeping Operation, have to be presented to the Council upon completion of consultations with the United Nations TFG of Somalia, other Somali parties, other interested parties and international partners.