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PEACE AND SECURITY COUNCIL

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**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 African Union Peace and Security Council (AU PSC) pursuant to AU PSC Communiqué [[PSC/PR/COMM.1068 \(2022\)](#)] adopted at its 1068th meeting held on 8 March 2022. Furthermore, the United Nations Security Council (UNSC), in paragraph 52 of its Resolution 2628 (2022), adopted on 31 March 2021, requested that the African Union keep it informed every 90 days, through the UN Secretary-General, on the implementation of the ATMIS mandate.

2. The UN Security Council requested specific reporting on the following: 1) progress on joint operations in support of the STP and NSA, including the use and effectiveness of coordination mechanisms with the 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 July to September 2022.

II. POLITICAL DEVELOPMENTS

3. Political developments in Somalia continued to register progress throughout the period under review. President Hassan Sheikh Mohamud has been advancing reconciliation at various levels as part of his commitment to building a federal Somalia that is inclusive, secure, and stable. In an effort to begin delivering his administration's programme, the president's nominee for Prime Minister, Hamza Abdi Barre, was unanimously approved by the Federal Parliament in June. The Prime Minister, in consultation with the President, and after wide-ranging consultations, including with opposition figures, parliamentarians, civil society organisations, women groups and members of the business community, announced, on 2 August, the list of the Council of Ministers, comprising 75 ministers selected across the political spectrum. The Council of Ministers also includes Sheikh Mukhtar Robow Ali "Abu Mansoor", the former Deputy Leader of Al-Shabaab, as the Minister for Religious Affairs and Endowments, as well as ministers who had served in the previous administration.

4. Under the leadership of the new Prime Minister, the Federal Government has embarked on the **implementation of its four-year work programme that outlines goals and activities across six pillars, namely security, justice, reconciliation, economic development, social development, and foreign relations**. The work programme received the endorsement of the Federal Member States (FMSs) during a two-day National Consultative Council (NCC) meeting held on 11 to 12 September, chaired by President Hassan Sheikh Mohamud. The NCC, the second since the president's election, agreed to: (1) accelerate drought response efforts; (2) resolve the outstanding issues between Somalia and Somaliland and ensure a successful conclusion; (3) strengthen cooperation between government institutions at both the federal and regional levels; (4) work towards ensuring political stability based on trust and unity underpinned by the constitution and the rule of law; and (5) to convene a meeting on Somalia's state-building process.

5. In addition to Somalia's efforts to foster reconciliation internally, efforts continue to strengthen its external relations. Within 100 days of assuming office, President Hassan Sheikh Mohamud has extended his official visits to include (1) United Arab Emirates, (2) Turkey, (3) Eritrea, (4) Kenya, (5) Djibouti, (6) East African Community in Tanzania, (7) Egypt, (8) Uganda, (9) Ethiopia, (10) USA, as well as attending the United Nations General Assembly in New York. This is an important initiative, which will certainly enhance Somalia's relations with those countries.

III. SECURITY SITUATION

6. Insecurity across Somalia remains a source of grave concern. 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 government infrastructure. Al-Shabaab remains a major threat to peace and security in Somalia, and the last four months have registered an exponential increase in the tempo and boldness of its attacks, as demonstrated by its recent complex attacks on the Hayat Hotel in Mogadishu and along the border with Ethiopia.

7. On 3 October 2022, at around 10:05hours, two vehicle-borne IEDs exploded at the entrance and inside the Lamagalaay camp in Beledweyne, Hirshabelle, the administrative headquarters of the Hiraan regional administration. A large number of casualties have been reported, including two ATMIS soldiers from the Djiboutian contingent. Senior officials of the Hirshabelle government were also killed in this attack, including the Hirshabelle Minister of Health and the Deputy Governor of Hiraan. Many people were also injured in the attack. ATMIS provided support in the evacuation of casualties to Mogadishu.

8. Al-Shabaab has proved to be very adaptive. In the past few months, it has shown an ability to launch simultaneous complex attacks on ATMIS and SNA FOBs and has acquired new capabilities, including commercial drones, armoured SVBIED, snipers and foreign fighters. It has enhanced its ability for rapid mobilisation of forces and conduct of swift intelligence-led targeted operations against ATMIS, SSF and FGS officials. In addition to its intricate infiltration capabilities, including through the use of local populace, contractors and Amniyats (AS intelligence operators), Al-Shabaab has lately enhanced its propaganda and deception tactics and increased public executions of individuals, with at least 29 civilians executed in recent months for collaborating with the Somali security forces or ATMIS.

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

9. ATMIS has continued to implement the priority tasks set out in PSC Communiqué [PSC/PR/COMM.1068\(2022\)](#) and UNSCR 2626 (2021). ATMIS, together with the Somali Security Forces, coordinated several joint and independent operations to disrupt, degrade, and deny Al-Shabaab and other armed opposition groups freedom of movement and action, with more than 100 Al-Shabab put out of action, and small arms and light weapons captured. Key amongst these include joint operations in Califoldheere forest on 02 July 2022, and the Hiraan Operation Phase 1 from 08 to 24 August and Phase 2 from 15 to 30 September 2022. In the Hiraan operations, which also involved local militias (Macawesley), ATMIS supported SSF with ground troops, Close Air Support, CASEVAC, indirect fire, CIMIC activities, ISR and strategic air strikes. Several villages were also liberated.

10. A key aspect of the current offensive operations concentrated in the Hiraan region of Hirshabelle state and Galmudug, has been the use of local community defense forces fighting alongside the SSF to liberate a series of villages. This offensive has seen significant military gains for SSF and allied forces and should be commended and supported. This initiative needs to be accompanied by a strategy to hold newly-liberated territory, as well as urgent programmes to respond to emergency needs, including repair of water wells and shelter that has been destroyed by Al-Shabaab in a scorched earth strategy as it has withdrawn its forces.

11. Consistent with its mandate, ATMIS also continued to provide operational support to the Somali Police Force (SPF), including through joint and motorised patrols in Mogadishu, Baidoa and Kismayo as well as provision of escort support and security for key Government Installations in Mogadishu, namely the Ministry of Foreign Affairs, the Ministry of Justice and the Supreme Court.

12. ATMIS also provided strategic guidance and capacity-building support to the SPF in Mogadishu and Federal Member States (FMSs), including through co-location. This co-location allowed ATMIS Police Mentors and Advisors to mentor a total of 1,047 Somali Police officers, including 132 female officers, at designated Police Stations within Mogadishu, Kismayo, Baidoa and Beletweyne. In the same vein, ATMIS supported various police generation programs through initiating plans for vetting, selection and recruitment of the second batch of 150 Police recruits for the Jubaland State Police Force, following the recent successful graduation of the first batch of 150 police officers, that ATMIS participated in training through the Joint Police Program (JPP) forum.

13. In line with its reform, restructuring and development mandate, ATMIS undertook significant steps to complete a number of projects in support of the SPF. ATMIS inspected the Automated Asset Management System (AAMS) installed at the SPF Headquarters, prior to its handover to the SPF. It also facilitated a 5-day workshop in Logistics Management for ten SPF officers and supported protection of rights of vulnerable persons, including through training SPF on Gender, International Humanitarian Law (IHL) and International Human Rights Law (IHRL), as well as Prevention and Countering Violent Extremism and resilience to radicalization.

14. Despite this progress, ATMIS forces remain overstretched, owing to limited force generation of the SSF, poor and insecure road infrastructure, lack of adequate and versatile force enablers and multipliers, persisting security threats in many areas where ATMIS and SNA do not have permanent presence, a limited number of Armoured Personnel Carriers, and unpredictable funding of planned programmes in recovered areas. This has compelled ATMIS to maintain its limited resources across the country to hold previously liberated areas, provide static guard, patrol support, security escort for national authorities, as well as security to main population centres, main supply routes and key government installations.

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

15. Significant progress has been registered in the overall implementation of the Joint Proposal and CONOPs, despite some delays experienced, mostly due to delays in force generation and mobilization processes by the Somali Security Forces. Discussions with the FGS on the FOBs to be collapsed and/or handed over are still ongoing, and a joint FGS/ATMIS Technical Committee constituted to address reconfiguration related issues has been operationalised. ATMIS proposal on the prioritization of force protection, including through reconfiguring forces to reinforce FOBs, and to ensure that no FOB has fewer than the agreed troop numbers, was shared with the FGS and the latter has been requested to avail troops to take over the proposed FOBs. In the interim, ATMIS/SNAF Sector Commanders have been directed to conduct in-theatre consultations on the implementation of the proposed force reconfiguration. It is expected that the Sector Commanders' Conference scheduled to be held between 24-27 October will determine the FOBs to be handed over to SSF or collapsed in order to bolster force protection across all FOBs.

16. The creation of mobile forces across ATMIS area of responsibility (AoR), which is contingent on Somalia's ability to generate sufficient forces to take over security responsibilities as set out in the Joint Proposal and CONOPs, is yet to be implemented in the ATMIS Sectors. Its full implementation can only be realized after FOB reconfiguration which will enable ATMIS to free up troops to form the mobile forces. Force generation to enable the implementation of the STP and the handing over of security responsibility to the Somali security forces entails the generation of Somali holding forces to secure current ATMIS-secured locations and commence building activities in these liberated areas as part of the core STP strategy of "clear, hold, build". Therefore, the recent military achievements, as noted in the Hiran region, must not detract Somalia and its force-generation partners from the urgency of fulfilling this obligation, which remains critical to the implementation of the STP and the Joint CONOPs. It is also important that the Somali government comes up with a credible and sustainable strategy for holding the newly liberated territories in addition to those to be handed over by ATMIS forces.

17. Steps have been taken to reconfigure the ATMIS Police Component. To this end, ATMIS established a Police Capacity Review Committee that has identified additional requirements and expertise for its training support. This is meant to enhance delivery of specialized training to the Somali Police including in financial intelligence, intelligence-led policing, anti-terrorism, cyber-crime and economic crimes. Within this context, ATMIS deployed Individual Police officers with expertise in Financial Intelligence to Mogadishu, Baidoa and Kismayo, to support SPF's capacity to detect and track illicit financial practices and sources of revenue of Al-Shabaab and other armed groups in Somalia.

18. All these efforts are guided by the ATMIS reconfiguration plan that outlines ATMIS multidimensional disposition that will ensure enhancement of Force Protection at every FOB and the creation of mobile forces in each Sector. The reconfiguration plan further calls for the deployment of adequate civilian personnel in each Sector to support the Federal Member States in institution building and extension of state authority across Somalia, in support of ongoing efforts by the Police in this regard. Furthermore, it outlines the drawdown plan for the withdrawal of 2000 troops following the completion of phase I on 31 December 2022.

VI. ACCOUNTABILITY MEASURES TAKEN TO ADDRESS UNDER-PERFORMANCE

19. ATMIS has continued to maintain the highest standards of professionalism and compliance with acceptable military standards, including command and control, and conduct and discipline. ATMIS troops are 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 has continued 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. ATMIS welcomes the progress made so far and calls upon TCCs to continue streamlining command and control of all military activities under the Force Commander.

VII. MEASURES TAKEN TO PROTECT CIVILIANS

20. ATMIS continues to discharge its mandate, including protecting civilians in order to meet the protection and security needs of the population. To this end, ATMIS continues to deliver Pre-Deployment Training (PDT), Pre-deployment verification (PDV), and in-mission training on IHL/IHRL, Conduct and Discipline, the ATMIS Human Rights Compliance Framework, ATMIS Rules of Engagement, ATMIS Concept of Operations, Children and Women Protection, and Gender in Peace Support Operations, for its uniformed personnel.

21. In July, ATMIS delivered a series of in-mission training modules for 72 newly deployed Individual Police Officers (IPOs) from Ghana, Kenya, Nigeria, Sierra Leone, Uganda Zambia, including 26 women, on CRSV and SGBV. The same training was also offered to another batch of 55 newly deployed IPOs, including nine (09) women, in August. In September, ATMIS conducted a series of in-mission induction training modules for a total of 160 newly deployed military officers, including 4 women officers, and SNA officers, on Children and Armed Conflict (CAAC), Human Rights in AU PSOs, Conduct and Discipline, and Prevention of Sexual Exploitation and Abuse.

22. The Civilian Casualty Tracking Analysis Response Cell (CCTARC) has continued to discharge its mandate and routine activities of recording and tracking reported incidents of civilian casualties, 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, CCTARC recorded six hundred and twenty-one (621) incidents, including two hundred and ninety-four (294) killed, three hundred and twenty-seven (327) wounded in one hundred and eighty-nine (189) event counts. All ATMIS AoR recorded incidents of civilian harm, with Sector 1 AoR being the hotspot for civilian casualties (CIVCAS), having recorded the highest number of incidents, with CIVCAS representing 35.4% of the overall CIVCAS across the ATMIS AoR. Al-Shabaab remained the predominant perpetrator, followed by Clan Militias. SSF recorded a decline in CIVCAS and no incidents of civilian harm were attributed to ATMIS.

23. Although “Direct Fire” was recorded as the predominant event type which caused the highest number of incidents with 200 CIVCAS in 68 counts, VBIED/RCIED/IEDs caused the majority of CIVCAS recorded throughout the period under review with 53 incidents documented with 104 civilians killed, and 159 others injured representing 42.3% of the total CIVCAS. Mortar attacks also caused 40 CIVCAS in 03 incidents.

VIII. EQUIPMENT REVIEW OUTCOMES AND USE OF FORCE ASSETS

24. The effectiveness of ATMIS military operations depends largely on the deployment of forces with adequate capabilities and appropriate equipment. It is in this regard that a joint inspection team consisting of AUPSOD, ATMIS, UNOAU and UNSOS undertook field visits to all the sectors and FOB in September 2022, to ascertain the status of the equipment, in line with the current MOUs and SURs. The joint team reviewed TCC recommendations on the draft SURs, proposed the necessary amendments and discussed modalities of generating force enablers, force multipliers and their deployment across ATMIS sectors in line with the Joint CONOPS. The Interim Report of the equipment review is currently under discussion by the various stakeholders, and the final report is expected in October 2022. The Interim Report will inform the UN's supplementary budgeting processes to ensure the allocation of resources for the introduction of new capabilities into the theater of operation. To this end, the AU transmitted to the UN in August 2022, all the offers of air assets by the TCCs to commence the process to conclude Letters of Assets for the provision of additional air capabilities to enhance ATMIS operations as outlined in the CONOPs.

IX. STABILISATION AND HUMANITARIAN SITUATION

25. ATMIS continues to work closely with the Federal Government of Somalia on stabilisation and early recovery initiatives. In addition to supporting the ongoing review of the National Stabilisation Strategy, which is expected to streamline coordination between the FGS and stabilisation partners, ATMIS began the process of initiating and completing early recovery projects in various parts of Somalia. ATMIS, in support of South West, initiated plans to dig shallow wells in order to alleviate the impact of the ongoing drought exacerbated by climate factors.

26. Despite these efforts, Somalia is facing one of the worst humanitarian emergencies in its history following the failure of a fourth consecutive rainy season. Severe drought continues to devastate the livelihoods of the affected populations, particularly the most vulnerable and marginalized communities. Malnutrition and disease outbreaks have surged, and more people are facing difficulties accessing safe water, proper sanitation, and adequate food, with 2.9 M people displaced across Somalia, without hope of returning to their homes, and 1.5 M children acutely malnourished. The number of IDPs has also increased as a result of the numbers fleeing the current military offensive against Al-Shabaab.

27. This dire humanitarian situation is expected to worsen, with pockets of famine expected in several districts if crop and livelihood production continue to fail, prices continue to rise, and humanitarian assistance does not reach the most vulnerable populations. In fact, humanitarian agencies estimate that more than 90 per cent of Somalia is already experiencing severe to extreme drought conditions.

28. In response to this humanitarian crisis, the humanitarian community has focused on three key areas to ensure the response is scaled to the required level, including through enhancing funding for priority lifesaving sectors, and improving access and strengthening capacity at the subnational level, giving priority to the most vulnerable people in areas of highest need. It is in line with this that donors have significantly boosted the funding needed

to scale up humanitarian responses with 79 per cent of the required USD 1.46 billion received by September 2022. On its part, ATMIS continues to coordinate, liaise, and share information with OCHA and humanitarian actors through an effective civil-military coordination framework. This approach has enabled the free movement of people and goods and facilitated the delivery of humanitarian assistance and basic services to drought-affected areas.

X. OBSERVATIONS AND KEY ISSUES FOR CONSIDERATION BY THE COUNCIL

29. The PSC may wish to consider the following:

- i. Commending the Government for its ownership of efforts to advance the peace and security processes, including through the holding of the National Consultative Council in September, increased engagement with the federal member states to advance national priorities.
- ii. Reiterate the commitment of the African Union, including through ATMIS, to continue supporting Somalia in solidifying the country's ability to maintain and sustain hard-won gains, assume full responsibility for security and facilitate efforts for the advancement of national priorities.
- iii. Express condolences to the families of those ATMIS forces and Somalis who have lost their lives at the hands of the heinous attacks committed by Al-Shabaab terrorists.
- iv. Note with concern the delay in the implementation of the Somali Transition Plan and the National Security Architecture, delays which have the potential to negatively affect the implementation of ATMIS mandate and erode the gains achieved to date.
- v. Call upon the international community to support the Government in undertaking appropriate mitigation measures, including through supporting force generation and force integration efforts to ensure that the implementation of the STP, and the transition of responsibility from ATMIS to the Somali Security Forces, continues to progress in line with the deadlines given by the Security Council.
- vi. Reiterating that force generation and integration is increasingly urgent as the deadline for the drawdown of 2,000 ATMIS troops by December 2022 fast approaches and call for urgent agreement to identify the FOBs to be handed over to Somali Security Forces, noting that the duration and various logistical requirements for hand-over and collapse of FOBs needs to be completed to enable drawdown of ATMIS forces and prevent a security vacuum that could be exploited by Al-Shabaab.

- vii. Commending the FGS, African Union, European Union, and United Nations for completing the benchmarks for the transition as requested by the UN Security Council through resolution 2628.
- viii. Reiterate that the lack of adequate financing for ATMIS remains a source of grave concern, noting that the shortfall in ATMIS funding can only be addressed through concerted efforts. In this regard, Council may wish to reiterate the need for predictable, sustainable and flexible financing for ATMIS and commend those who have already contributed to ATMIS funding and further invite additional financial contributions to ATMIS as a matter of urgency.
- ix. Taking note of an upward trend in targeted disinformation campaigns against ATMIS, especially those which seek to incite hatred and denial of ATMIS support to Somalia. In this regard, urge the Somali authorities to continue to take concrete and public steps to address and prevent incitement to hatred and to interdict those who engage in such practices.
- x. Expressing appreciation to the Somali Security Forces and the African Union troop and police contributing countries for their sacrifices and dedication to peace in Somalia. Within this context, also express sincere appreciation to the civilian personnel of ATMIS and partners who have continued to work tirelessly towards peace in Somalia, at times, under challenging conditions.

2022-10-10

Communiqué of the 1112th Meeting of the Peace and Security Council, Held on 10 October 2022 on the Report of the Chairperson of the Commission on the Situation in Somalia and the Mandate of the AU Transition Mission in Somalia (ATMIS).

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