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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 THE 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 its Communiqué PSC/PR/COMM.1068 (2022) adopted at its 1068th meeting held on 8 March 2022 and paragraph 52 of United Nations Security Council Resolution (UNSCR) 2628 (2022).

2. This report provides an update on the implementation of UNSCR 2628 (2022) from November 2022 to January 2023, including 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.

II. MAIN POLITICAL DEVELOPMENTS

3. Since my last report to the Council, Somalia has continued to register significant progress on its key national priorities, particularly those outlined in the Federal Government of Somalia's (FGS) six pillar workplan for 2022-2026. Within this context, Somalia has taken decisive steps to accelerate inclusive politics and dialogue aimed at creating a conducive environment for peaceful coexistence and reconciliation. To this end, the President, H.E. Hassan Sheikh Mohamud, has been visiting frontline positions in HirShabelle and Galmudug, lending his personal support to ongoing reconciliation processes and uniting local communities as Somali Security Forces (SSF) continue its offensive against Al-Shabaab. This includes the president's visit to various frontline positions in Galmudug on 19 November 2022, wherein he was able to pull support away from Al-Shabaab and its activities.

4. In a similar effort, President Hassan Sheikh Mohamud oversaw the signing of the cessation of hostilities between the communities of Abdalla Arore and Agoon-Yare on 25 November 2022. Since 16 January 2023, the President, together with the Speaker of the House of the People (HoP), have been leading a two-phased reconciliation conference in Baidoa. This follows from the outbreak of violence on 23 December 2022 involving members of the Southwest State (SWS) security forces and opposition figures. The conference seeks to resolve a range of divergent issues among the state's stakeholders to enable SWS to unite around ongoing efforts aimed at degrading and defeating Al-Shabaab.

5. Meanwhile, as part of efforts to sustain political stability, Somali leaders continue to pursue dialogue through the National Consultative Council (NCC), which, in their October 2022 meeting, agreed on a five-point communiqué as follows: (a) countering Al-Shabaab; (b) expediting ATMIS transition and the implementation of a national security strategy; (c) coordinating a response to recurring droughts and climate change; (d) prioritising the constitutional review process; and (e) initiating the implementation of the one-person-one-vote elections and maintaining the NCC meetings.

6. In a subsequent NCC meeting held from 25 to 28 December 2022, the Federal Government of Somalia (FGS) and the Federal Member States (FMS), except for Puntland, agreed on key outstanding issues regarding Somalia's federalism and democratization processes. These include, among others, judicial reform, separation of powers and the appointment of a technical committee tasked to

recommend modalities for conducting universal elections in Somalia. On 9 January 2023, the Puntland Administration stated its position on the December 2022 NCC meeting including its future relationship with the FGS and Somalia's State-building process. In its statement, Puntland reaffirmed its right to act as an independent State until the completion/adoption of Somalia's Federal Constitution. Since this statement, and to signal a willingness to pursue dialogue, Puntland established, on 14 January 2023, an expert committee on federalization.

7. Beyond the positive developments on dialogue and reconciliation, the FGS continues to strengthen its regional cooperation to enhance security and prosperity. Within this context, President Ismail Omar Guelleh undertook a two-day State visit to Somalia from 28 to 30 December 2022. Among the discussions, the two countries agreed to continue efforts to accelerate Somalia's offensive operations and strengthen Djibouti-Somali relations.

8. Also, progress continues to be recorded in Somalia's effort to join the East African Community (EAC), particularly since the EAC's 22nd Ordinary Summit held in October 2022, when the regional body announced that negotiations to admit Somalia would be fast-tracked. In this regard, the EAC verification team visited Somalia on 24 January 2023 to begin negotiations with the FGS regarding Somalia's admission into the EAC, which is expected in the coming months.

III. SECURITY SITUATION

9. The security situation in Somalia tends to be improving in the context of continued Somali-led military offensives against Al-Shabaab in Hiraan and Middle Shabelle. Notwithstanding, and while the SSF continues in its efforts to significantly weaken Al-Shabaab, it still retains the capability to conduct asymmetric attacks across ATMIS Sectors and pose a threat to peace, security and stability in Somalia. This is due to the group's ability to blend with the population and move across ATMIS sectors, including its use of hit-and-run tactics to avoid confrontation; and often employing a combination of Improvised Explosive Devices (IEDs), ground assault, small scale raids, ambushes and close-quarter assassinations - targeting security forces, government officials and civilians.

10. In response to the ongoing offensive operations, Al-Shabaab has been conducting indiscriminate retaliatory attacks across the country putting populations at risk, driving displacement, and causing massive casualties. Notably, Al-Shabaab conducted two (2) Vehicle Borne Improvised Explosive Devices (VBIED) attacks in Mogadishu killing approximately 100 people on 29 October 2022, a **Person Borne Improvised Explosive Devices (PBIED)** attack killing 10 and wounding 36 recruits at the General Dhagabadan Military Training Camp in Mogadishu on 05 November 2022, as well as a complex attack on Villa Rosa Hotel on 27 November 2022, killing civilians and wounding many more.

IV. PROGRESS ON JOINT OPERATIONS IN SUPPORT OF THE SOMALIA TRANSITION PLAN AND National Security Architecture (NSArch)

11. Progress has been registered in the implementation of ATMIS priority tasks outlined in PSC Communiqué PSC/PR/COMM.1068(2022) and UNSCR 2628 (2022). ATMIS, together with the SSF, coordinated several joint and independent operations to disrupt, degrade, and deny Al-Shabaab and other armed opposition groups freedom of movement and action across ATMIS sectors. Key amongst these include the Joint Operations in Middle Shabelle from 13 to 30 October 2022 and the Joint Clearance Operations in Adan Yabaal District which commenced on 01 December 2022. These Joint Operations led to the liberation of several towns and villages and, most importantly, the liberation of villages within Adan Yabaal district, an Al-Shabaab stronghold stretching between ATMIS Sectors 4 and 5. These successful joint operations marks a major milestone in the ongoing efforts to degrade

and defeat Al-Shabaab. It is expected that the Joint Clearance Operations in Adan Yabaal District will continue into Sector 4 as pacification of liberated areas within Sector 5 is completed.

12. These operational successes against Al-Shabaab in Middle Shabelle are further evidence of increasing SSF capacity to lead security operations, which is a key element towards successful transition of security responsibilities from ATMIS to SSF by 31 December 2024. Moreover, these encouraging offensives must be accompanied with a strategy and concrete actions to extend governance and restoration of State authority in newly liberated territories. These should also include implementation of urgent programmes to respond to emergency needs, such as refurbishment of water wells, clinics and shelters destroyed by Al-Shabaab. This is critical to maintaining the momentum against Al-Shabaab, and to further sustain public confidence and support which is essential in ensuring success in future operations against Al-Shabaab.

13. Relatedly, the process of reforming and restructuring the Somali Police Force (SPF) remains critical for the long-term stabilisation of Somalia. It is in this context that ATMIS developed a standard operating procedure (SOP) on Community Policing for the SPF and continues providing training and mentoring as well as operational support to the SPF. This includes support and coordination of routine patrols, conduct of joint non-routine motorized day and night patrols in Mogadishu, Baidoa and Kismayo as well as provision of escort support and security for key government installations and infrastructure in Mogadishu and FMS'.

14. ATMIS also offered training and capacity building support to the SPF in Mogadishu and FMS', including through co-location. A total of 939 Somali Police officers, including 157 female officers, were mentored at designated police stations within Mogadishu and FMS on various policing themes. ATMIS also continues to support police generation programs through provision of basic police recruit training for the second batch of the 151 Jubaland Police recruits, including 20 female recruits, and facilitated medical screening, recruitment, vetting and physical fitness test of 261 police candidates, including 34 females, in Jubaland.

15. Furthermore, ATMIS, in coordination with the SPF, facilitated various training for SPF officers. These included a 10-day capacity building workshop on "Child Protection, Child Abuse and Sexual and Gender Based Violence (SGBV) for 100 female officers drawn from different police stations within Banadir, and an 8-day capacity building workshop on "Community Policing and De-radicalization" for 38 participants, consisting of 21 SPF from Baidoa and Jowhar and 17 civilians, representing clan elders, youth forums, women organizations, and community leaders. ATMIS also facilitated a workshop on biometrics/fingerprints and traffic management for 21 Somali Police officers in Jubaland and a 7-day capacity building workshop on specialized courses focusing on financial intelligence, biometrics/fingerprints, and criminal investigation processes for 11 SPF officers, all male, in Baidoa.

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

16. Progress on the implementation of the Joint Proposal and CONOPs continues, with attention focused on preparations for and conduct of offensive operations against Al-Shabaab, including support to the SSF which, in some areas, operates alongside community defense forces under their command and control. This novel strategy, which continues to benefit from the involvement, support and coordination of senior government officials, including the President of Somalia, has helped to fill in force generation gaps, which the FGS is trying to address. It is within this context, noting delays in the implementation of phase 1 of the CONOPS, ongoing military offensives against Al-Shabaab, as well as current efforts to enhance force generation that the FGS requested extension of the timelines of phase 1 of the CONOPS, to delay the drawdown of the envisaged 2,000 ATMIS troops from 31

December 2022 to 30 June 2023 to enable enhancement of SSF's ability to take over security responsibilities from ATMIS as it draws down.

17. As part of its implementation of phase 1 of its CONOPs ATMIS has taken considerable steps towards the reconfiguration of its forces and had determined, the 2,000 troops to drawdown by 31 December 2022, identified 9 Forward Operating Basis(FOBs) for either handover or closure to accelerate creation of mobile forces and 6 others to enhance force protection. In the same vein, a Tripartite Technical Committee, consisting of ATMIS/FGS/UNSOS, established on 24 December 2022, planned, coordinated, and expedited the handover of the Maslah FOB on 15 January as envisaged in the STP. The handover of Maslah, despite significant challenges, is a testament of the FGS will to succeed and the commitment of both ATMIS and UNSOS to respectively support and facilitate the implementation of the STP.

18. Similarly, the African Union has taken steps for the introduction of new capabilities into the theatre of operations. In this regard, the AU Commission has conducted a joint assessment and advisory inspection of pledged capabilities, including additional air assets and field hospital, from Ethiopia and Kenya. A separate inspection has also been conducted in Kenya following the completion of the ATMIS equipment review process which recommended that the current attack helicopters MD-500 should be replaced with assets that will effectively augment the current ATMIS operational capabilities. It is expected that these assets will soon be deployed to Somalia to enhance the implementation of ATMIS mandate in support of the STP.

VI. ACCOUNTABILITY MEASURES TAKEN TO ADDRESS UNDER PERFORMANCE

19. The period under review witnessed a change of leadership at ATMIS, including the assumption of duty of the new Special Representative of the Chairperson of the Commission (SRCC) for Somalia and Head of ATMIS in November 2022. The deployment of the military and police leadership is also almost complete, following adequate measures that were put in place during the AMISOM to ATMIS transition and reconfiguration process. These have allowed ATMIS to maintain the highest standards of professionalism and compliance with acceptable military and police standards, including command and control, as well as conduct and discipline.

VII. MEASURES TAKEN TO PROTECT CIVILIANS

20. ATMIS continues to discharge its mandate in full compliance with international humanitarian law (IHL) and international human rights law (IHRL) to ensure protection of civilians (PoC). To this end, ATMIS monitored the delivery of the AU-UN Mandatory Pre-Deployment Training (PDT) following the transfer of PDT responsibility to ATMIS T/PCCs in February 2018. This PDT covers modules on, *inter alia*, IHL, IHRL, PoC, Rules of Engagement, Conduct and Discipline, protection of women and children, the UN Human Rights Due Diligence Policy (HRDDP) and Somali cultural awareness. ATMIS also conducted Pre-deployment verification (PDV) and specialized in-mission training on IHL, IHRL and gender sensitization for its uniformed personnel. Relatedly, ATMIS provided legal and technical support to the Federal Government of Somalia on the application of IHL governing the conduct of its offensive operations against Al-Shabaab and advised on measures that the Government must take to comply with its treaty and customary IHL obligations.

21. From 21 to 27 November, 2022, AU/ATMIS conducted a two-week training of trainers' course on IHL, IHRL, protection of women and children, including CRSV and SGBV. This training was conducted as part of implementation of the AU-EU-UN Tripartite African Union Compliance and Accountability Framework Project that aims to support the AU's efforts in enhancing its policies, processes and mechanisms to ensure all AU PSO personnel adhere to applicable international norms and standards.

Specifically, the training was designed to equip ATMIS military, civilian and police personnel with the necessary knowledge to ensure compliance with international legal instruments on human rights, humanitarian law and protection of civilians.

22. ATMIS also held a validation workshop on AU-UN Mandatory Pre-Deployment Training (PDT) Manual which is used in the delivery of PDT for T/PCCs from 5 to 8 December, 2022. Within this same context, AU/ATMIS undertook a pre-deployment verification exercise in Uganda from 11 to 18 December, 2022 to ensure that the Ugandan People's Defense Force (UPDF), like all other T/PCCs, only deploy personnel with no prior record of violation of IHL, IHRL and/or conduct and discipline standards. The verification exercise included 1) administration of mandatory self-attestation forms to track each personnel's history to ascertain that they had no prior record of allegation or violation of international norms and standards, and 2) administration of mandatory certification form by a competent authority of the TCC, supplementing the self-attestation to confirm the same for the individual personnel and the Unit as a whole. The self-attestation and certification process serves as an accountability measure and as an official government declaration that the individuals assigned to the AU mission have never participated in or convicted for violating any international norms and standards or domestic crimes in their home countries.

23. In compliance with its mandate, ATMIS, through the Civilian Casualty Tracking Analysis Response Cell (CCTARC) continues to record and track reported incidents of civilian casualties, including abuses and violations of human rights alleged to have been perpetrated by actors in the conflict, including Al-Shabaab, clan militias, Somali Security Forces, and ATMIS. In this reporting period, CCTARC recorded 733 Civilian Casualties (CIVCAS), with 306 killed and 427 wounded in 122 event counts. Al-Shabaab remained the main perpetrator causing 673 CIVCAS, representing 91.8% of the overall CIVCAS. There were two incidents of Road Traffic Accident (RTA) attributed to ATMIS, but a preliminary investigation absolved ATMIS from blame in one of the incidents while investigations are still ongoing for the other incident.

24. Furthermore, ATMIS has continued to provide security to various Internally Displaced Persons (IDP) camps located near its forward operating bases. This has enabled sustained engagement with local populations and, to some extent, provided protection to humanitarian actors and facilitated humanitarian access. This is a critical support that is usually lacking in vulnerable areas where there is no ATMIS presence. It is in this regard that ATMIS, in collaboration with SPF, carried out security assessments of IDP camps within Banadir region from 17 to 19 November 2022. The assessments focused on the Habiba Quali IDP Camp situated in Daynelle District as well as the Talorabi and Qoriyooley IDP camps situated in Kahda district. The visits were aimed at promoting public safety, including through elaboration and deployment of crime prevention strategies within the IDP camps.

VIII. EQUIPMENT REVIEW OUTCOMES, STATEMENT OF UNIT REQUIREMENTS AND PROVISION OF FORCE ENABLERS AND MULTIPLIERS

25. In fulfilment of the directives of the AUPSC and UN Security Council, the ATMIS equipment review process was concluded alongside the development of a new Statement of Unit Requirements (SURs) for the mission. The equipment review identified equipment to be repatriated, particularly those which have not been serviceable for more than 12 months. Within this context, the SUR detailed the required air assets, ISR capabilities, C-IED, engineering equipment and medical infrastructure at all mission levels. These two processes enabled determination of priority requirements as well as new capabilities (force enablers and multipliers) that needs to be injected into the mission area, to support effective implementation of ATMIS mandate. Alongside the submission of the Equipment Review Report and the SUR, discussions on the required additional capabilities are expected to evolve into

revision of the tripartite Memorandum of Understanding (MOU) with Troop and Police Contributing Countries (T/PCCs), in order to support the rightsizing of ATMIS equipment.

IX. STABILISATION AND HUMANITARIAN SITUATION

26. The reporting period witnessed renewed SSF efforts to degrade and defeat Al-Shabaab through the launch of unprecedented Somali-owned and Somali-led offensive operations against Al-Shabaab in both Hiraan (ATMIS Sector 4) and Hirshabelle (ATMIS Sector 5), with additional planning taking place for similar operations to be conducted in Galmuduug. These operations have been adding to the pressures on Al-Shabaab, and also points to the need for immediate support to communities in recently liberated areas, some of which had been under AS control for several years. On its part, ATMIS, in collaboration with international partners, and in coordination with Ministry of Interior, Federal Affairs and Reconciliation (MOIFAR), provided escort security and access to various areas, which enabled stabilisation partners to deliver much needed support, including cash for work, water, as well as clearing of irrigation ditches. Nevertheless, more needs to be done, with additional support urgently required.

27. In addition, ATMIS contributed to the revision and the launch of the revised National Stabilisation Strategy (SSS). The revised NSS aims to re-establish a social contract between Somali citizens and Somali authorities at all levels. It focuses on four main areas namely 1) Rule of Law, including justice and policing; 2) local governance; 3) community recovery; and 4) community reconciliation. Within this context, ATMIS is committed to continue contributing towards the successful implementation and realisation of this national strategy. This includes through providing the requisite security and access by partners to facilitate support in the increasing number of newly recovered areas following Somali-led, ATMIS supported operations.

28. To enhance institutional capacity of the Somalia Security Forces, ATMIS is in the final phase of completing the construction and equipping of a 68-bed hospital for SNA at the Somalia Army National Hospital, Xooga, Mogadishu. This project is a major element of the ATMIS Quick Impact Projects programme and, once completed, it will be handed over to the FGS/SNA and will enhance the SNA's ability to deliver medical services to its soldiers, and their families. ATMIS has also programmed, with UNSOS, the delivery of medical support QIPs into all its sector hubs. These medical supplies will enable ATMIS forces to assist local population that are in close proximity to ATMIS FOBs.

29. With many communities requiring community-based reconciliation, ATMIS has been working closely with the Ministry of Justice (MoJ) in Southwest State (SWS) of Somalia, in Baidoa, to conduct training on Alternative Dispute Resolution (ADR) to over 30 participants to improve access to justice in general. It is expected that the training, which targeted traditional and religious leaders, will help complement the existing formal justice processes.

30. Elsewhere, Somalia continues to experience an unprecedented humanitarian crisis. Climatic shocks, including droughts, conflict, displacement, and disrupted livelihoods are driving the worsening trend. An estimated 7.8 million people are affected by drought following the failure of a fifth consecutive rainy season. The nutrition outlook is alarming with 6.7 million people facing acute food insecurity. Displacements have also been registered in parts of Somalia with 1.3 million people displaced across the country owing to worsening drought and 538,000 others displaced to mainly Baidoa and Mogadishu due to the ongoing offensive operations against Al-Shabaab.

31. In response to this humanitarian crisis, the humanitarian community has prioritized four clusters (Nutrition; Water and Sanitation; Health; and Food Security) to address the gaps in funding and needs. The Central Response Fund has been activated to assist people affected by the ongoing

drought. Humanitarian actors also scaled-up life-saving assistance and reached 6.5 million people with multi sectoral assistance in October 2022. This, to some extent, allowed Somalia to avert famine. Even so, significant humanitarian needs remain with the risk of famine increasing. The recent food security assessments indicate that Somalia is approaching famine threshold. Thus, additional funds are urgently required to enable delivery of immediate life-saving assistance in early 2023 in order to sustain and further expand response efforts to keep pace with the increasing scale, scope, and severity of needs across Somalia.

32. On its part, ATMIS also continues to act as a first responder and provided relief assistance in areas with no or limited humanitarian access and presence. ATMIS also continues to coordinate, liaise, and share information with the UN Office for the Coordination of Humanitarian Affairs (OCHA) and humanitarian actors through an effective civil military coordination framework. Specifically, ATMIS facilitated the delivery of a World Food Programme (WFP) consignment of 483.6 Metric Tonnes (MT) of assorted humanitarian supplies and provided escorts and security to various humanitarian actors. All these efforts continue to contribute towards alleviating the dire humanitarian situation that ordinary Somalis face, alongside broader efforts to stabilise Somalia and ensure peace and security across the country.

X. OBSERVATIONS AND KEY ISSUES FOR CONSIDERATION BY THE COUNCIL

33. Taking note of the above, Council may consider the following:

- a. Commending the FGS initiative in taking full ownership of and in advancing Somalia's stabilisation process, as demonstrated in the launch of the National Stabilisation Strategy, which marks a renewed momentum by the Government in the restoration of State authority and provision of goods and services in recovered areas.
- b. Requesting ATMIS and FGS to complete all outstanding tasks, for the completion of phase I of the CONOPS and the drawdown of 2,000 ATMIS troops by 30 June 2023.
- c. Requesting the FGS to continue taking prompt and tangible actions towards addressing issues related to force generation in order to ensure timely and orderly transition of security responsibilities.
- d. Calling on all partners to ensure that all efforts in support of ATMIS and SSF are fully aligned with the Somali Transition Plan and the National Stabilisation Strategy to ensure they are facilitated in a coordinated manner, and with unity of purpose, coherence, and coordination between and amongst all stakeholders.
- e. Commending the FGS' achievements in the renewed offensive operations against Al-Shabaab, including the local communities that are participating in the fight against Al-Shabaab, noting that these operations have been inflicting significant damage to Al-Shabaab and thus requires support to sustain the deployment of Somali forces and foster the confidence of the population in these efforts.
- f. Requesting the international community to provide the necessary support to this Somali-owned and Somali-led process, which serves as a foundation for a successful transition and long-term peace and stability in the country.

- g. Expressing grave concern about the limited financing for ATMIS, including the significant funding shortfalls which continues to persist, and its impact on the overall implementation of its mandate, with the situation likely to deteriorate if additional funding is not received.
- h. Commending Member States for adopting the use of the AU Peace Fund at the 36th Ordinary Session of the Assembly held on 18 and 19 February 2023 to support ATMIS operations, and reiterate its calls for predictable, adequate and sustainable funding and resources for ATMIS, including to cover the growing ATMIS funding deficit.
- i. Welcoming ongoing efforts to raise awareness about the funding shortfalls for ATMIS, including the Joint AU-UN Roadshow aimed at signaling the need for the international community to provide additional funds in a manner that ensures sustainable, adequate and predictable funding for both ATMIS and the Somalia Security forces.
- j. Commending the EU and UN for their continuous financial and resource support to ATMIS, including the UK and other partners that have already contributed to ATMIS funding and invite additional partners to consider funding ATMIS and SSF, including through the UN Trust Fund.
- k. Reiterating appreciation to the FGS for the commitment in working with the newly deployed Special Representative for Somalia and Head of ATMIS, Amb. Mohamed El-Amine Souef, who assumed his responsibilities in November 2022, and appeal to all partners and stakeholders to provide him full support in furtherance of sustainable peace and stability in Somalia.
- l. Paying tribute to the African Union troop and-police contributing countries for their sacrifices and dedication to peace in Somalia, particularly those that have paid the ultimate price in service of peace and stability in Somalia.
- m. Extending my profound appreciation to the civilian personnel of ATMIS, including Ms. Fiona Lortan for her leadership and dedication during the period she served as acting Head of ATMIS.
- n. Remaining actively seized on this matter.

2023-03-07

Communiqué of the 1143rd Meeting of the Peace and Security Council, Held on 7 March 2023, on the Updated Briefing on the Situation in Somalia and the Operations of the AU Transition Mission in Somalia (ATMIS).

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