



# Security Council

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## Report of the Secretary-General on Somalia

### I. Introduction

1. The present report is submitted pursuant to paragraph 22 of Security Council resolution 2275 (2016) and paragraph 44 of Security Council resolution 2297 (2016). It reports on the implementation of those resolutions, including on the mandate of the United Nations Assistance Mission in Somalia (UNSOM) and any challenges faced by the United Nations Support Office in Somalia (UNSOS) in carrying out its mandate. The report covers major developments in Somalia during the period from 1 May to 31 August 2016.

### II. Political and security overview

#### A. Political developments

2. The reporting period witnessed intensified political activity, relating in particular to the 2016 political transition. Faced with a protracted parliamentary stalemate, the President, Hassan Sheikh Mohamud, issued a decree on 22 May endorsing the parameters of the electoral process as previously agreed by all federal and regional leaders. On 7 August, the Federal Indirect Electoral Implementation Team, an ad hoc body charged with the implementation of the 2016 vote, announced a timeline in which the election of members of the Upper House of Parliament would be held on 25 September and that of members of the Lower House of Parliament from 24 September to 10 October. The President of Somalia will be elected on 30 October.

3. On 9 August, the National Leadership Forum, comprising federal and regional leaders, endorsed the electoral timeline and agreed unanimously on a limited extension for the federal institutions, including an extension of the President's mandate, which was due to expire on 10 September in accordance with the electoral timetable. At the same meeting, adjustments were made to the planned composition of the Upper House in respect of the representation of Banaadir, "Somaliland", and Hiraan and Shabelle Dhexe.

4. The Federal Parliament amended the Provisional Federal Constitution on 15 June by extending its validity until 2020 and extending the current Parliament's term in office until the appointment of a new Parliament through the 2016 electoral process.



5. The National Leadership Forum met regularly during the reporting period and decided on some key issues, including approval of Somalia's national security policy, the appointment of a committee to develop recommendations on the status of the capital, Mogadishu, and approval of the new policing model developed by federal and regional stakeholders with facilitation by UNSOM.
6. Institution-building and reconciliation processes continued in existing and emerging federal member states. Following the conclusion of a reconciliation process with the Marehan clan, the President of the Interim Jubba Administration, Sheikh Ahmed Islam "Madobe", announced the formation of a 34-member cabinet, including one female minister, which was approved subsequently by the Jubba Regional Assembly.
7. In the Galmudug Interim Administration, Ahl al-Sunna wal-Jama'a renewed its commitment to negotiations with the Federal Government to facilitate the implementation of the electoral process in Dhuusamarreeb, the agreed future capital of the emerging federal member state. However, the negotiations have yet to begin, and the electoral process is expected to take place in Cadaado, the interim capital.
8. In the Interim South-West Administration, tensions between the Bimaal and Habar Gidir clans in Marka, Shabelle Hoose, continued to impede the consolidation of State authority. The Federal Government engaged in a renewed reconciliation effort between the two clans; however, prospects for talks were impeded by the temporary seizure by Al-Shabaab of parts of Marka on 11 July.
9. In Puntland, the Transitional Puntland Electoral Commission started a review of the state-level electoral law, which envisages the formation of political associations and district-level elections in 2018. The process will provide the foundation for the Puntland state assembly and presidential elections in 2019.
10. The state formation process in Hiraan and Shabelle Dhexe, the only regions yet to form an emerging federal member state, continued to face resistance from several Hiraan-based clans, in particular the largest clan, the Hawadle. Several Hawadle elders are in talks with Abgal counterparts from Shabelle Dhexe to agree on a power-sharing arrangement, which could lay the foundation for state formation. At the request of the Federal Government, the Intergovernmental Authority on Development (IGAD) is mediating between the clans and has expressed its resolve to conclude the state formation process prior to the implementation of the electoral process. However, some see IGAD as forcing a process that may lack inclusiveness and could lead to confrontation between clans.
11. Talks between the Federal Government and "Somaliland" authorities remained static. In preparation for parliamentary and presidential elections scheduled for March 2017, "Somaliland" concluded voter registration exercises in Togdheer, Sahil, Gebiley, Awdal, Maroodijeex and Sanaag regions, with only Sool region remaining. In response to the conduct of the voter registration exercise by "Somaliland" in the disputed Sanaag region, clashes erupted between "Somaliland" and Puntland forces on 18 July, resulting in five troops being killed. The two sides subsequently agreed to de-escalate tensions by, among other things, redeploying their forces.

## B. Security developments

12. Al-Shabaab continued to strike across central and southern Somalia and is expected to intensify its activities in the period leading up to the electoral process. In Mogadishu, the group carried out five complex attacks, on 9 May, 1 and 25 June, 31 July and 25 August, targeting police buildings, two city hotels and a restaurant at the Lido beach. At least 69 people died as a result, including a United Nations national staff member, two federal parliamentarians and the head of the Banaadir Regional Court. On 26 July, two vehicles laden with explosives were detonated outside the area of Mogadishu International Airport protected by the African Union Mission in Somalia (AMISOM), resulting in 13 fatalities, including of a United Nations national staff member and 11 private security personnel, and injuries to 12 people. On 30 August, Al-Shabaab detonated a vehicle laden with explosives at the Somali Youth League hotel after guards had prevented the vehicle from accessing Villa Somalia. Twenty people were killed and 45 others injured, including three federal Ministers and five Members of Parliament.

13. Indirect fire attacks continued across southern Somalia, targeting AMISOM, United Nations offices, airports and civilian targets. On 3 May, two projectiles landed inside the AMISOM-protected area of Mogadishu International Airport, causing damage to physical structures. On 4 May, mortar rounds hit Kismaayo Airport, in Juba Hoose, injuring a United Nations-contracted pilot. On 4 June, mortar bombs were fired at Mogadishu International Airport, injuring a soldier and damaging United Nations assets. Al-Shabaab launched mortar attacks in Baidoa, Bay region, on 2 July and 6 August. Two projectiles struck the compound of a United Nations agency, injuring a security guard and damaging the house of a national staff member. On 21 August, five mortar rounds landed near the Ministry of Transport office in Mogadishu, setting a fuel depot on fire. No casualties were reported.

14. Al-Shabaab and Somali forces fought over the control of a number of towns and villages. On 11 July, Somali troops vacated their positions in Marka, reportedly over the non-payment of salaries, enabling Al-Shabaab to regain access to parts of the town. Interim Jubba Administration forces twice attempted to reclaim Beer Xaani, Juba Hoose, on 22 and 31 July, but lost each time to Al-Shabaab. On 24 July, AMISOM and Somali forces vacated Garas Weyne, Bakool region, citing tactical reasons. Al-Shabaab gained control of the town immediately thereafter. On 2 August, following clashes between Murusade and Ayr clan militias, Al-Shabaab assumed control of parts of the village of Ximcade, Galguduud region.

15. AMISOM forces repelled an attack by Al-Shabaab against an AMISOM base at Halgen, Hiraan region, on 9 June. Reported Al-Shabaab casualties ranged from 50 to more than 100, while AMISOM reportedly suffered at least 30 fatalities and 53 injuries. In Juba Hoose, foreign and Somali special forces carried out air and ground operations on 27 May and 1 June, resulting in the death of a senior Al-Shabaab member, the suspected mastermind behind the massacre at Garissa University in Kenya in April 2015. On 28 July and 1 August, attack helicopters fired at suspected Al-Shabaab bases at Mudulow, Gedo region, and Golool Shinbir, Juba Hoose. On 11 August, Somali special forces raided a suspected Al-Shabaab hideout in Saacow, Juba Dhexe. Reports indicating that senior Al-Shabaab members were killed in that operation have not yet been confirmed.

16. Main supply routes throughout central and southern Somalia remained prone to Al-Shabaab attacks. Notwithstanding a significant decrease in roadside bombs, ambushes targeting convoys of AMISOM and Somali forces occurred regularly along the roads connecting Afgooye, Shabelle Hoose, to Baidoa, Bay region; Waajid to Rab Dhuure, Ceel Berde to Xuddur and Xuddur to Tayeeglow in Bakool region; and Beledweyne to Buulobarde in Hiraan.

17. Pro-Islamic State in Iraq and the Levant (ISIL) media outlets claimed that ISIL had carried out three attacks against Somali security forces, in Afgooye on 5 May, Baidoa on 25 July and Mogadishu on 27 July. However, the veracity of those claims is disputed.

18. In Puntland, Al-Shabaab claimed responsibility for a twin suicide bombing targeting the municipality office in Gaalkacyo on 21 August, resulting in 27 fatalities and injuries to over 100 persons. In “Somaliland”, police arrested five suspected militants in Hargeysa on 15 May and 4 June, one of whom was identified as a brother of the late Al-Shabaab leader, Ahmed Godane.

### **III. Support for peacebuilding and State-building efforts**

#### **A. International coordination and political support**

19. The Security Council visit to Somalia on 19 May offered a timely opportunity for Council members to interact with federal and regional leaders, particularly on the preparations for the electoral process. Meetings between Council members and UNSOS and AMISOM provided guidance on key security issues, while the engagement of Council members with representatives of Somali civil society and women’s groups enhanced United Nations efforts to strengthen the political participation and representation of women.

20. My Special Representative maintained his efforts to enhance coordination and coherence between international partners in support of Somalia’s peacebuilding and State-building processes. In particular, he set out a comprehensive approach to security in Somalia, encompassing five areas: enhancing AMISOM capability; strengthening the Somali security forces; community recovery and extending State authority; countering and preventing violent extremism, including through political engagement; and ensuring coherent support by the international community in those areas. With the encouragement of the Federal Government, my Special Representative established a forum for this purpose, involving the six principal international investors in Somalia’s security, namely, the European Union, Turkey, the United Arab Emirates, the United Kingdom of Great Britain and Northern Ireland, the United States of America and the United Nations. At a special meeting on 22 July in Nairobi, the investors endorsed the comprehensive strategy and reflected on options for their collective support for the Somali security architecture.

21. On 29 June, the Federal Government released the first draft of its National Development Plan for the period 2017-2019, developed with support from UNSOM and the United Nations country team, in particular the United Nations Development Programme (UNDP). The Plan is the first of its kind in Somalia since 1982 and marks a significant step in pursuing a strategic approach to Somalia’s development needs. Drafted through an inclusive process, incorporating the Government, the

private sector and civil society, it outlines the need for further progress with the political agenda, a coherent poverty reduction plan and the building blocks for private sector development.

22. The Federal Government, the United Nations, the World Bank and international donors established a task force to develop a mutual accountability framework between Somalia and the international community that would form, together with the National Development Plan, the post-New Deal Compact arrangement in Somalia. The Federal Government is continuing to develop the “Tubta Toosan” (right path) initiative, a programme for countering violent extremism, with support from IGAD and donors.

## **B. Inclusive politics**

23. Despite a tight timeline as a result of political delays, efforts are under way to ensure transparent policy and procedure for the 2016 electoral process wherever possible, also laying the groundwork for universal elections in 2020. Notably, the National Leadership Forum agreed on key modalities of the electoral process, including the stipulation that ad hoc bodies charged with its implementation, namely, the Federal Indirect Electoral Implementation Team and the state-level indirect electoral implementation teams, should not contain active politicians or candidates standing for office. UNSOM and UNDP are supporting the Federal Indirect Electoral Implementation Team, whose mandate includes oversight of the conduct and uniform implementation of the electoral process, to be undertaken by the state-level indirect electoral implementation teams in the capitals of the existing and emerging federal member states. Of the 22 members of the Federal Indirect Electoral Implementation Team appointed by decree on 28 June, 7 are women.

24. Representation of women is another key area of progress. On 9 August, the National Leadership Forum agreed to instruct clan elders to ensure that 81 of a total of 275 seats in the Lower House were reserved for women, comprising 18 seats for each of the four major clans and 9 seats for the remaining minority clans. The Forum also decided that at least 30 per cent of the electoral colleges should be composed of women and that registration fees for female candidates would be half of those for male candidates. The onus is now on clan elders to ensure that those targets are met. The United Nations is supporting civil society efforts to this end, including those of a committee of goodwill ambassadors appointed by the President. The National Leadership Forum also called for 50 per cent of the candidates for the Upper House to be female but did not actually call for reserving any seats in that chamber for women.

25. While Lower House seats are to be allocated along clan lines (using the 4.5 formula) in 2016, on 9 August the National Leadership Forum reiterated the need for a clear political road map to ensure that universal elections are held by 2020. It established measures for transitioning from clan-based to multiparty politics by agreeing that Members of Parliament elected in 2016 should declare their affiliation to a political party no later than 20 October 2018. Any Member of Parliament who fails to do so would lose their seat.

26. Meanwhile, and with a view to universal elections in 2020, the National Independent Electoral Commission, with technical support from UNSOM, developed the first draft of the first ever lexicon of electoral terminology in the

Somali language. The lexicon will serve as the central tool in the formulation of voter and civic education programmes and of the terminology to be used during the drafting of the electoral law. In June, UNSOM held joint training on comparative electoral systems for members of the Commission and officials from the Ministries of the Interior and Federal Affairs, of Constitutional Affairs and of Women and Human Rights Development.

27. The Federal Parliament approved some key pending legislation, considered essential for advancing the democratic process, including the laws on political parties and the multiparty system and on the establishment of the human rights commission of 6 June and the law on the establishment of the constitutional court of 11 June.

28. The Oversight Committee of the Federal Parliament and the Independent Constitutional Review and Implementation Commission reviewed all of the chapters of the Provisional Federal Constitution and submitted to Parliament their recommendations for amendments. While Parliament did not have the time to review the recommendations, it adopted a resolution to transfer the proposed revisions for consideration by the next Parliament. Women and youth representatives from all regions of Somalia identified their priorities in relation to the review of the Provisional Federal Constitution and conveyed their recommendations to the Oversight Committee during two workshops held in Mogadishu, which received financial and technical support from the United Nations. The National Leadership Forum proposed that all remaining work on the constitutional review process be completed by the next Federal Parliament.

29. In July, UNSOM and UNDP launched an exercise on lessons learned and the way forward on the constitutional review process, which involved local and international actors, who carried out a collective assessment of the process thus far, identifying gaps and challenges and making recommendations for the future review process cycle.

### **C. Rule of law and security institutions**

30. Although the primary focus of the Somali authorities was on the electoral process, progress was also made on developing a federal framework for rule-of-law and security institutions. Pursuant to the approval of the national security policy by the National Leadership Forum, consultations on the policy were held in the regional capitals of Cadaado, Baidoa and Kismaayo. The policy will be helpful in advancing discussions on Somalia's national security architecture, which will include a federated governance structure. UNSOM, alongside international partners, is advising Somali stakeholders on possible models.

31. Following the endorsement of the new policing model by the National Leadership Forum, technical-level discussions on the implementation of the model at the federal and state levels are ongoing. The Heegan Plan for the development of the Somali police is also being revised accordingly. At their meeting of 22 July, the six principal international investors emphasized the importance of enhanced financial support and technical assistance for the police sector. A project document for \$2 million to implement the first part of the non-lethal police support package was agreed between the Government of Germany and the United Nations Office for Project Services, the implementing partner. A police projects coordination cell was

established in Mogadishu to improve information-sharing and coordination of international support for the Somali police.

32. UNSOM continued to support discussions among federal and regional stakeholders on Somalia's future justice and corrections model with a view to adopting a sustainable, harmonized model. The discussions are at an early stage, even as emerging federal member states take steps to establish their own justice institutions, which may create complications. In addition, judges are not being paid owing to insufficient budgeting, which undermines efforts to strengthen justice institutions. The United Nations is supporting the development of a national policy for traditional justice dispute resolution mechanisms, as well as mobile courts, as a means to expand affordable justice services in the emerging federal member states.

33. Integration of regional militias into the Somali National Army made slow progress in the reporting period. Basic modalities were agreed between the Federal Government and Puntland on the integration of 3,000 Puntland troops, which would allow for the provision of non-lethal support by the United Nations Office for Project Services, pursuant to Security Council resolution 2232 (2015). However, several political and technical issues have yet to be addressed, in particular with regard to command and control, and funding for the support has yet to be identified. In the Interim Jubba Administration, 1,350 militia troops in Kismaayo and 460 militia elements in Dhooble, Juba Hoose, have so far completed the requisite human rights training and are receiving the United Nations support package. However, unresolved issues surrounding command and control and a lack of arms and equipment are impeding their operational effectiveness as part of the national armed forces.

34. The delay in the regular payment of salaries for security personnel continues to be a major concern. Salaries are estimated to be between 6 and 13 months in arrears for the national armed forces and up to 15 months for the police. The Federal Government claims to have made significant progress in closing the arrears gap; however, there is limited empirical evidence to support this claim.

35. During the reporting period, 10,536 registered soldiers received stipends funded by the United States and the United Kingdom, totalling \$2.4 million. With support from the European Union and Japan, approximately 6,500 federal police officers were paid outstanding stipends covering the period from January to November 2015. All other eligible officers will be paid when payment teams visit the emerging federal member states. The European Union also intends to cover stipends for 6,500 federal police officers for nine months of 2016. The United Kingdom provides stipends in Baidoa and Kismaayo to 592 police officers out of an envisaged 1,200 who have completed a three-month training course conducted by the AMISOM police. Planned training and stipend support for 600 police officers in Beledweyne has yet to commence. The United Arab Emirates is also paying stipends; however, no data is available, which reinforces the need for enhanced international coordination under a comprehensive approach to security.

36. The Mine Action Service of the United Nations, with funding from the United Kingdom, provided technical assistance and support to the Federal Government on compliance with its obligations under the arms embargo. The Service coordinated with the Somali Explosive Management Authority and the Minister of Internal Security to advance discussions regarding the Authority's formal integration into the Ministry.

37. UNSOM continued to support the pilot rehabilitation project for high-risk prisoners in Baidoa. Individual, environmental and risk assessments were developed to guide individually tailored programme implementation. At the transition centre for low-risk disengaged combatants in Baidoa, 30 male candidates graduated after being trained in language, vocational and business skills, and are being reintegrated into the community. With funding from Germany, construction of the fourth rehabilitation facility in Somalia for low-risk disengaged combatants started in Kismaayo and is expected to be operational by October.

#### **D. Economic foundations**

38. The World Bank estimated that Somalia's annual per capita gross domestic product (GDP) is \$450, and consumption remains its key driver. The economy is highly dependent on imports, notably food, building materials and fuel, creating a large trade deficit that is financed mainly by remittances and international aid. Exports, mostly to the Arab Gulf countries and amounting to 14 per cent of GDP, tripled over the past six years, reaching \$859 million in 2015. Livestock accounts for about 80 per cent of exports and is the main source of foreign exchange.

39. Preliminary results from a high-frequency survey conducted in Somalia in 2016, undertaken with support from the World Bank, indicate that approximately 69 per cent of Somalia's population lives below the poverty line (below \$1.90 per day, in terms of 2011 purchasing power parity). Poverty is more pronounced in camps for internally displaced persons, estimated at 88 per cent, followed by rural areas, at 75 per cent, and urban areas, at 67 per cent. Chronic poverty is exacerbated by a lack of economic activity, population displacement and large-scale food insecurity, caused in part by recurring drought and other adverse weather conditions.

40. More than half of Somalia's labour force (15 to 64 years of age) is looking for work; unemployment is highest in settlements for internally displaced persons. Women often fall outside the labour force and work in the household. Somalia has a predominantly young population; 75 per cent of Somalis are below 29 years of age. Somali youth, between 15 and 24 years of age, are better educated but more likely to be unemployed.

41. In May, the International Monetary Fund approved a staff-monitored programme for Somalia that is geared towards re-establishing macroeconomic stability, building capacity to strengthen macroeconomic management, rebuilding institutions and improving governance. Macroeconomic stability and the reforms required to achieve it are noted as key objectives in the upcoming National Development Plan.

#### **E. Revenue and services**

42. The Federal Government has presented a fiscal budget for parliamentary approval for four years in a row. Public expenditures have increased significantly, from \$35.1 million in 2012 to \$135.4 million in 2015, driven by marked increases in revenue. Domestic revenue collection grew by 36 per cent from 2014 to 2015, from \$84.3 million to \$114.3 million, driven mainly by trade taxes. However, this amounts to only 2.8 per cent of GDP; more than 70 per cent of domestic revenues is generated from international duties. A lack of actualization of donor commitments



was a hindrance to overall revenue performance in 2015, and only 32 per cent of budgeted donor funds were realized. Poor collection capacity, a narrow tax base, the absence of necessary legal and regulatory frameworks, and political disputes hamper full revenue mobilization. Current revenue levels are inadequate for the Federal Government to be able to deliver services to its citizens.

43. Across Somalia, funding for education averages less than 5 per cent of government budgets, and the Government lacks human and technical capacity to effectively manage education services. Despite those constraints, an additional 15,713 children (58 per cent of whom are girls) gained access to education between January and June 2016.

44. Access to basic services in Somalia continues to be severely constrained and is likely to be further affected by any mass refugee returns from the Dadaab camp in Kenya.

## **F. Cross-cutting issues**

### **Community recovery**

45. Community recovery and the extension of State authority is a key dimension of a comprehensive approach to security in Somalia. Central to efforts in this regard is support for a Somali-led, whole-of-Government approach to promote good governance, justice and socioeconomic development to address the underlying drivers of fragility within communities. The priority plan for Somalia was approved in May with a funding allocation of \$13 million from the Peacebuilding Fund, and will be utilized by the United Nations to advance this approach together with the Somali authorities and communities at the district level in southern and central Somalia.

46. The Interim Jubba Administration held a community planning session in Baardheere, Gedo region, in May, which identified the rehabilitation of the airstrip and key bridges, the repair of a key road in the town and construction of the district administration's office and a community centre as key priorities. The United States Agency for International Development is collaborating with the administration authorities on responding to those needs. Similarly, the Interim South-West Administration held a community planning session in Diinsoor, Bay region, in June. Participants identified the rehabilitation of the airstrip and the construction of a key road, a courthouse and a secondary school as some of the key priorities. A project to rehabilitate the airstrip in the town of Berdaale, Bay region, was completed in April by the United States Agency for International Development. Previously, access to the town had been limited by Al-Shabaab, which had hindered interaction between the authorities and residents. The project has resulted in improved access and increased economic opportunities.

47. The Somalia Stability Fund support has been focused on eight districts to date: Xuddur and Waajid, Bakool region; Berdaale, Bay region; Baraawe, Shabelle Hoose; Warsheikh, Cadale and Mahadday Weym, Shabelle Dhexe; and Baardheere, Gedo region. Support in these areas is provided on the basis of community consultations and typically consists of the rehabilitation of district administration buildings and community infrastructure and projects to bolster the local economy, including support for small-scale businesses and employment-intensive work schemes.

**Human rights**

48. There was a rise in human rights violations during the reporting period, due primarily to security operations and Al-Shabaab activity. Reported civilian casualties totalled 387, including 159 deaths and 228 injuries. Operations by security forces resulted in 83 civilian casualties, of which 16 deaths and 31 injuries were attributed to the Somali security forces; 5 deaths and 9 injuries to AMISOM; and 9 deaths, including of 4 children, and 11 injuries to air strikes by the Kenyan military operating bilaterally in Gedo region. Local elders denounced reported air strikes and later engaged the Government of Kenya, resulting in an agreement to cooperate to prevent civilian casualties. No outcome has been reported so far from the investigative committee established by the office of the Prime Minister of Somalia after the air strikes by the Kenyan military in Gedo in January, which reportedly resulted in 29 deaths and the destruction of livestock, water wells and houses.

49. Civilian casualties attributed to Al-Shabaab or unidentified persons totalled 98 deaths and 116 injuries. A total of 44 people were abducted by Al-Shabaab, 10 of whom were later released. The attacks represent an increase of 51 per cent from the previous period, due largely to 162 Al-Shabaab attacks in June. In addition, eight civilians were killed in the crossfire between security forces and either militia or Al-Shabaab.

50. Since January, 64 death sentences have been issued in Somalia, 51 of them in Puntland, including 48 in June alone. The military court of first instance condemned 43 captured Al-Shabaab fighters to death, including 12 fighters provisionally identified by the United Nations as being under 18 years of age. A further 63 captured Al-Shabaab fighters, including 52 juveniles, are pending trial.

51. “Somaliland” and Puntland continued a negative trend concerning the protection of freedom of expression. Nine persons were arrested, including six journalists, for criticizing the decision by the “Somaliland” government to lease the port of Berbera. In Puntland, the Minister of Information introduced new regulations restricting the media from interviewing “terrorist groups” and requiring staffing lists from media houses. He also suspended a radio station for 12 days following its interview with the former Governor of Bari region. UNSOM and the Office of the United Nations High Commissioner for Human Rights are finalizing a public report on freedom of expression in Somalia, to be issued in September.

52. In June, the Human Rights Council adopted the outcome report of the universal periodic review of Somalia ([A/HRC/32/12](#)), which contained 228 recommendations, 168 of which were accepted and 60 were noted by the Federal Government. The bill establishing a national human rights commission, which had been pending since 2013, was approved on 6 June and signed into law on 14 August, and is largely in compliance with the Paris Principles.

**Gender equality and women’s empowerment**

53. In June, the Federal Cabinet approved the national gender policy, formulated with United Nations support, paving the way for institutionalization in the areas of gender mainstreaming and women, peace and security. The continued advocacy of the United Nations and international partners resulted in the appointment of the committee of goodwill ambassadors to advocate with Somali leaders, traditional

elders and the wider public for realization of the commitment to reserve 30 per cent of parliamentary seats for women.

54. On 24 June, two of the three female Federal Cabinet ministers were dismissed and replaced by male candidates, further contributing to a gender imbalance in decision-making bodies. On 28 June, an association of religious scholars denounced the national gender policy and women's political participation, including the work of the Ministry of Women and Human Rights Development, but later admitted this as a mistake at a meeting with the Federal Cabinet. Fear and intimidation have increasingly spread among women leaders and aspiring candidates, increasing the risk that women's political participation and representation could be adversely affected.

### **Child protection**

55. The country task force on monitoring and reporting in Somalia recorded 506 incidents of grave violations against children during the reporting period, of which 473 incidents affecting 780 children (147 girls and 633 boys) were verified. The majority of the violations related to recruitment and use (302), followed by killings and maiming (258), abductions (217), sexual violence (75), attacks on schools and hospitals (13) and denial of humanitarian access (4). Sixty-six children were detained in Puntland for their association with Al-Shabaab, 12 of whom were issued with death sentences.

56. Currently, 78 boys are enrolled in a community-based reintegration programme supported by the United Nations Children's Fund in Mogadishu, including 43 captured in March 2016 during hostilities between Galmudug forces and Al-Shabaab.

57. From 16 to 21 July, my Special Representative for Children and Armed Conflict visited Somalia to assess the impact of the conflict on children and to follow up on the commitments made by the Federal Government on the implementation of action plans on ending the recruitment and use of children and on the killing and maiming of children. She discussed with relevant authorities concerns about the detention of children for association with Al-Shabaab and recent allegations that the National Intelligence and Security Agency of Somalia had used children in its custody as informants. In Puntland, she called on the authorities not to execute the 12 children sentenced to death and to facilitate the reintegration and reunification of all 66 children with their families in their places of origin. She stressed that federal and regional authorities must resolve existing legal ambiguities and domesticate Somalia's international obligations under the Convention on the Rights of the Child.

### **Prevention of sexual violence**

58. Protections for the prevention of sexual violence remain weak, with internally displaced persons and civilians affected by conflict at particular risk.

59. On 7 May, two girls aged 15 and 17 years were allegedly raped by 14 AMISOM soldiers in Galguduud region. AMISOM investigated the case but stated that it was not possible to corroborate the facts sufficiently to justify convening a board of inquiry. On 9 May, seven men aged between 19 and 24 years

were convicted of raping a 14-year-old girl in Shabelle Dhexe on 21 March, and were sentenced to 20 years of imprisonment each, in addition to heavy fines.

#### **Targeted sanctions**

60. On 20 July, the Chair of the Security Council Committee pursuant to resolutions 751 (1992) and 1907 (2009) concerning Somalia and Eritrea briefed the Council on the latest findings of the Monitoring Group on Somalia and Eritrea. The briefing included the assessment that Al-Shabaab remains the main threat to peace and security in Somalia, with an insurgency in Puntland led by Abdulqadir Mumin, who has declared allegiance to ISIL. It also drew attention to, among other items, a lack of transparency in the management of public contracts, continued delays in the payment of salaries to national troops, violations against civilians by both national and international security forces and continued forced recruitment of children.

## **IV. Humanitarian situation**

61. The humanitarian situation in Somalia remains precarious. Some 4.7 million people, or 38 per cent of the population, are in need of assistance. Nearly 1 million people are unable to meet basic food needs, while 305,000 children under 5 years of age are acutely malnourished, including 58,300 who require urgent treatment. El Niño-induced drought hit parts of Puntland and “Somaliland”, where 385,000 people face acute food insecurity and another 1.3 million are at risk of sliding into acute food insecurity if they do not receive assistance.

62. Gu rains from March to June brought temporary relief in parts of Puntland and “Somaliland”. However, food security in parts of the country is expected to deteriorate between July and December owing to erratic rains and a below-average Gu harvest, particularly in the major cereal-producing areas of Bay and Shabelle Hoose.

63. An outbreak of acute watery diarrhoea/cholera continued in southern and central Somalia. More than 12,500 cases, over half of them children under 5 years of age, have been reported since the start of 2016, an alarming increase from the 5,257 cases reported in 2015. With partner support, the Ministry of Health finalized the first draft of a five-year (2017-2022) preparedness and response plan of action against acute watery diarrhoea/cholera.

64. In May, flooding displaced an estimated 70,000 people in Beledweyne, all of whom were able to return to their homes by mid-July. Partners provided life-saving assistance and rehabilitated damaged infrastructure to mitigate the impact of future flooding.

65. Between January and June, humanitarian partners reached 490,500 people with food assistance and 142,400 people with activities aimed at building livelihoods, including cash-for-work, food-for-work and training programmes. Some 490,000 people were reached with livelihood seasonal inputs, including seeds, tools, fishing equipment, irrigation vouchers and livestock vaccination. A total of 125,000 children under 5 years of age were treated for acute malnutrition. Over 1.6 million people received basic health-care services and over 1 million were provided with temporary and sustainable access to safe water. The protection cluster reached nearly 123,000 people, while education partners reached 89,000 learners with temporary learning

spaces, school supplies and nutrition. Over 81,600 people were assisted with non-food items and transitional shelter.

66. To date, the 2016 Somalia Humanitarian Response Plan has received \$319 million, or 36 per cent, of the \$885 million requested. Another \$84 million is funded outside the Plan. Education remains underfunded, at only 21 per cent.

67. A meeting on 25 June between the United Nations High Commissioner for Refugees and Somali and Kenyan authorities reaffirmed the principles of the tripartite agreement governing the voluntary repatriation of Somali refugees living in Kenya. Following that, the Office of the High Commissioner launched a supplementary appeal for \$115.4 million to support the return and reintegration of refugees from the Dadaab camp in Kenya. The Office plans to assist 150,000 voluntary returns from Dadaab to Somalia by the end of 2016. More than 17,000 Somali refugees have returned since December 2014, including 12,000 in 2016 alone.

68. Irregular migration of Somalis continues, driven by instability and the lack of education and employment opportunities. The Federal Government reported that 200 Somali migrants were among the dead in a boat tragedy in April 2016 in which 500 people drowned in the Mediterranean Sea.

## **V. Support to the African Union Mission in Somalia, the Somali National Army and the United Nations Assistance Mission in Somalia**

69. Logistical support to AMISOM continued, with progress in a number of key areas. In particular, preparations for the electoral process saw increased coordination between AMISOM and the United Nations at the strategic and operational levels to ensure adequate security and logistical support.

70. The AMISOM concept of operations was reviewed in June in Addis Ababa and Nairobi. The revised concept of operations, approved by the AMISOM troop- and police-contributing countries' Military Operations Coordination Committee and by the African Union Peace and Security Council, underscores the need for AMISOM to support the political and electoral processes in Somalia and undertake offensive operations to clear Al-Shabaab safe havens by securing population centres and main supply routes. It also signals the commencement of a gradual drawdown of AMISOM by the end of 2018, following the progressive implementation of a plan for the capacitation of the Somali security forces. UNSOS is reviewing its support concept in order to continue to effectively support AMISOM in the light of the revised concept of operations.

71. Technical discussions took place from 25 July to 18 August between the African Union, the United Nations and troop- and police-contributing countries on the tripartite memorandum of understanding concerning arrangements for the reimbursement of eligible contingent-owned equipment and self-sustainment items to the troop- and police-contributing countries, as authorized by the Security Council in its resolution 2245 (2015). The parties agreed in principle to a draft text of the memorandum of understanding. An initial review indicated significant gaps in equipment-related and other capacities of troop- and police-contributing countries, which may require the support of international partners. UNSOS is also establishing

a mission enabling unit, to be operated by AMISOM troops, with mentoring provided by the Mine Action Service, UNSOS and partners, to improve freedom of movement on the main supply routes. Finalization of the tripartite memorandum of understanding will also guide operationalization of the mission enabling unit.

72. Discussions between the United Nations, the African Union and Kenya on the tripartite letter of assist for the deployment of three military helicopters in AMISOM are at an advanced stage. UNSOS and the Department of Field Support are working to identify other possible contributors.

73. The Mine Action Service provided technical support and training to AMISOM in all sectors, including on explosive ordnance disposal and improvised explosive device defeat. During the review of the concept of operations, the Service provided a detailed analysis of the threats posed by improvised explosive devices over the past 12 months and how they affected AMISOM operations, which formed the basis for a proposed enhancement of AMISOM mobility operations.

74. UNSOS continued to provide logistical support to eligible national troops, as authorized in resolution 2245 (2015). So far, 10,014 of the 10,900 authorized national troops operating in all AMISOM sectors have been trained on human rights obligations. As part of the broader effort to improve joint operations by AMISOM and the national armed forces, UNSOS is participating in an assessment of the capability of the national armed forces to carry out joint operations with AMISOM, scheduled to be completed by September. The assessment will also help to ensure that only individuals trained in line with the United Nations human rights due diligence policy receive support.

75. The United Kingdom deployed a further 34 military personnel to Somalia in July, bringing its total number to 42 out of a total of 70 authorized personnel. They are currently deployed in sector 1 (Mogadishu), sector 3 (Baidoa) and sector 6 (Kismaayo). The personnel contributed expertise and advice in areas including discussions on the tripartite memorandum of understanding and the enhancement of protection measures at Mogadishu International Airport.

#### **Human rights due diligence policy**

76. On 28 June, the human rights due diligence policy task force endorsed the general and preliminary risk assessment of the national armed forces. It contains recommended mitigation measures to be communicated to the army for its consideration and to other partners, including the diplomatic community, the European Union training mission and AMISOM, to potentially support implementation of the proposed measures. Lessons from the Somalia human rights due diligence policy implementation framework were used in a workshop to identify key elements for a human rights framework for African Union peace and security operations, held in Addis Ababa in June.

77. UNSOM engaged AMISOM within the human rights due diligence policy framework on reported allegations of violations of international human rights and humanitarian law during the reporting period. Marked progress was noted on responses from AMISOM to communications in this regard, but further efforts are needed on mitigation measures, accountability and remedies to victims.

## **VI. United Nations presence in Somalia**

### **A. Expansion of the United Nations presence**

78. The overall staff ceilings for Somalia, except for “Somaliland”, slightly decreased from 622 to 606 over the reporting period. The number of United Nations international personnel in Somalia averaged 470. Mogadishu has the largest presence, with a staff ceiling of 445 and an average presence of 327. Boosaaso has a staff ceiling of 29 and an average presence of 20; Garoowe has 42 and 34; Gaalkacyo has 18 and 11; Beledweyne has 13 and 7; Doolow has 13 and 8; and Kismaayo has 30 and 10, respectively. Hargeysa has no staff ceiling and averages around 40 personnel. In Kismaayo, the construction of new minimum operating security standards-compliant accommodation raised the staff ceiling from 17 to 30, while in Baidoa a reduction in the staff ceiling meant that the international presence is now regularly at the maximum level of 16.

### **B. Staff safety and security**

79. On 24 May, the security risk level for the AMISOM-protected area at Mogadishu International Airport was increased from medium to high. The United Nations presence was adjusted accordingly after a programme criticality assessment. UNSOS implemented risk mitigation measures, including adding sidewall protection for all soft-wall accommodation and offices and installing shatter-resistant film on all windows. UNSOS is working to construct sufficient minimum operating security standards-compliant accommodation to provide overhead protection to all United Nations personnel within the airport.

80. Following the attack on 26 July near Mogadishu International Airport, my Special Representative, together with the Special Representative of the Chairperson of the African Union Commission for Somalia, met with the President and senior Somali security officials to discuss a security upgrade for the airport. Mitigation measures being considered include a diversion of light and heavy commercial and unauthorized vehicles from using Airport Road in the vicinity of the airport, a ban on commercial trucks entering Madina Gate at the airport and the provision of alternate entrances into the airport for national staff working for the United Nations, AMISOM and the international community. Additionally, the National Intelligence and Security Agency, Somali police and AMISOM troops would be required to bolster checkpoints on Airport Road approaching Madina Gate.

81. In the light of the increasing number of security incidents in Mogadishu, my Special Representative is preparing an analysis of additional, unforeseen security costs that are not reflected in the budgets of United Nations entities in Somalia, to be submitted in the near future.

## **VII. Observations**

82. Throughout my term as Secretary-General, I have taken great personal interest in Somalia and have made it one of my top priorities. My Deputy and I, between the two of us, have travelled four times to the country, which was once a byword for State failure but today appears a precious, if fragile, testament to the possibilities of

peacebuilding. Since the Federal Government and Parliament began their terms in 2012, Somalia has made commendable progress, guided by the aspirations and determination of its people and supported by the international community. This month, Somalia embarks on a transition of power to a new legislature and executive — a watershed moment and a milestone on the road to becoming a fully fledged, inclusive and stable democratic State. Yet progress is still reversible. I underscore the need for reinvigorated efforts ahead to further advance the State-building process.

83. The implementation of a credible and transparent electoral process with the participation of all sectors of Somali society, including women, youth and minorities, is critical. I welcome the preparations made so far in this regard, particularly the operationalization of the ad hoc electoral implementation bodies, and call for the implementation of the electoral process in accordance with the announced timelines.

84. That process should respect the calls for inclusivity and transparency articulated by the Somali people in the National Consultative Forum and captured in the Mogadishu Declaration of December 2015. In particular, the women of Somalia must have their voices heard in Somali politics. I am concerned that Somalia's leaders have yet to agree with clan elders upon a mechanism to implement their commitment to reserve specific seats for women candidates. I call on all stakeholders, in particular Somalia's leaders and the heads of its clans and subclans, to ensure that the objective of reserving 30 per cent of parliamentary seats for women is realized. I commend the efforts of the committee of goodwill ambassadors, women's rights activists and civil society members in this regard.

85. I am seriously concerned by recent threats and intimidation directed against candidates, civil society, women's leaders and activists, and journalists in the context of the electoral process. I call on all federal and regional authorities to ensure the protection of human rights, particularly with respect to freedom of expression and participation in the political process. Security institutions must be accountable to political leaders responsible for ensuring the rule of law. Any restriction on fundamental rights risks strengthening the appeal of those opposed to the Somali State-building enterprise.

86. I welcome the decision of the Federal Indirect Electoral Implementation Team finalizing the calendar for the 2016 electoral process, and its endorsement by the National Leadership Forum. Taking note of the delay on technical grounds in these dates compared to Somalia's constitutional timelines, and of the need to avoid an institutional vacuum while the electoral process is completed, I acknowledge the decision of the Forum that the executive should remain in office in a caretaker capacity until the election of a new President. I also take note of the Federal Parliament's decision to extend its term until the results of the electoral process are announced. The United Nations expects that these extraordinary arrangements will be used responsibly and that no party will take any action that could undermine a smooth and credible political transition.

87. I commend the role of the National Leadership Forum in recent months to drive forward the political agenda in Somalia. While of an informal character, it has emerged as a critical political forum, the nucleus of a genuinely federated approach to the political process. I urge the Forum to continue its vital and constructive role in the aftermath of the political transition and as Somalia continues its work of



building a federal State, particularly to help to build consensus around further refinement of the Provisional Federal Constitution. In this regard, I acknowledge the review of the Provisional Federal Constitution by the Parliamentary Oversight Committee and the Independent Constitutional Review and Implementation Commission, and call on all relevant stakeholders to promptly consider the proposed revisions when the new Federal Parliament is constituted.

88. As its term comes to an end, I commend the Federal Parliament for its essential role over the past four years, under the leadership of the Speaker, Mohamed Osman Jawari. I commend the Members of the outgoing Parliament for passing key legislation and their commitment to Somalia's progress and future in a deeply challenging environment, which cost 18 Members of Parliament their lives as a result of acts of terrorism.

89. The lack of meaningful progress on the only remaining state formation process, in Hiraan and Shabelle Dhexe, is of concern. I welcome the continued efforts of the United Nations, IGAD and other partners to resolve the outstanding issues in consultation with the various actors in the two regions, through an inclusive process aimed at durable reconciliation.

90. None of this political progress would be possible without security. I pay tribute to the brave men and women of AMISOM and the Somali security forces for their efforts and sacrifices. Much work remains to be done, particularly to ensure that all Somalis feel the benefit of security gains and that these gains are made sustainable. AMISOM and Somali national army efforts must be embedded in a comprehensive approach to security that is human rights-compliant and encompasses the building of a truly federated Somali security sector, community recovery and extension of State authority, countering and preventing violent extremism and strengthened coordination among key international partners.

91. The development of Somali security institutions, in particular, is crucial and needs to be accelerated, especially in the light of the drawdown of AMISOM envisaged to commence by the end of 2018. I remain concerned about the non-payment of regular salaries to Somali security personnel. I welcome the endorsement by the National Leadership Forum of the national security policy and the new policing model, and urge all stakeholders to build on these national frameworks to create an effective and efficient security sector capable of providing security to the Somali people against internal and external threats. Without sustained and coherent support, determination and speedy progress on a comprehensive security effort, Somalia will remain vulnerable, and its gains subject to potential reversal.

92. Our efforts to curb the threat from Al-Shabaab must go beyond the military. I emphasize the importance of a comprehensive approach to the restoration of security in Somalia that is grounded in the protection of human rights. This must include exploring, in a holistic manner, all pathways towards durable peace and reconciliation in Somalia. I look forward to the launch of the Federal Government's "right path" plan for countering violent extremism as a step towards a more comprehensive approach.

93. I remain deeply concerned about the human rights situation in Somalia, including the increase in the number of death sentences, and the protection of women and children. Notwithstanding important commitments made by the Somali

authorities in the past few years to protect children, the detention of children for their association with Al-Shabaab remains an ongoing concern. I urge the Somali authorities to treat those children primarily as victims, with the best interests of the child and international protection standards as guiding principles. Death sentences issued against children in Puntland are unacceptable, and I urge Puntland authorities to facilitate the reintegration and reunification of all of the children with their families.

94. I applaud the preparedness efforts by local authorities and humanitarian partners to reduce the impact of El Niño-related floods. However, the humanitarian situation remains dire and is expected to be further strained in the coming months by deteriorating prospects for food security and the return of refugees from Dadaab. I urge the international community to redouble its support for critical humanitarian action and durable solutions in Somalia.

95. I welcome the release of the first draft of the National Development Plan by the Federal Government, a significant first step towards addressing the root causes of socioeconomic challenges and charting a development path for Somalia. Somalia's progress also depends on the State's ability to generate revenues and deliver public goods, including security and education. The formation of partnerships between the public and private sectors and the utilization of benefits from the remarkable entrepreneurship of Somalis, including a very dynamic diaspora, must be pursued.

96. I wish to convey my heartfelt thanks to the African Union, AMISOM, IGAD, the European Union, Member States, non-governmental organizations and other development partners for their sustained support and engagement in the peacebuilding and State-building process in Somalia.

97. I am deeply saddened by, and condemn, the acts of terrorism that claimed the lives of 2 United Nations staff members and 11 private security personnel, among others, in Mogadishu. I pay tribute to my Special Representative, Michael Keating, my two Deputy Special Representatives and the staff of UNSOM, UNSOS and United Nations agencies, funds and programmes in Somalia. Their hard work and unshakeable commitment, under challenging and often dangerous conditions, shows the best of the United Nations.



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