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Situation in Somalia

Report of the Secretary-General

I. Introduction

1. The present report is submitted pursuant to paragraph 22 of Security Council resolution [2461 \(2019\)](#) and paragraph 33 of Council resolution [2472 \(2019\)](#) and provides updates on the implementation of those resolutions, including on the mandates of the United Nations Assistance Mission in Somalia (UNSOM) and the United Nations Support Office in Somalia (UNSOS). The report covers major developments in Somalia during the period 5 November 2019 to 4 February 2020.

II. Political, security, and economic overview

A. Political developments

2. Preparations for national elections in 2020 gradually proceeded, as the House of the People of the Federal Parliament of Somalia debated and agreed on the electoral bill and submitted it to the Upper House for further revision. On 27 November 2019, the ad hoc parliamentary committee mandated to review the bill had tabled its report to the House of the People following consultations, including with federal member states. On 28 December, the House of the People passed the bill, with 172 votes in favour, 5 against and 2 abstentions. On 2 January 2020, following the receipt of the electoral bill from the House of the People, the Speaker of the Upper House appointed a seven-member ad hoc committee to review it. Plenary debates on the report of the ad hoc committee are continuing.

3. The Federal Parliament passed some of the priority legislation identified in the Mutual Accountability Framework, including the Public Financial Management Act and the Company Act. The Upper House also passed the petroleum bill and the national statistics bill.

4. On 1 January, the President, Mohamed Abdullahi Mohamed “Farmajo”, signed the 2020 government budget, totalling \$459.5 million, which had been approved earlier during a joint parliamentary session.

5. Opposition politicians continued to call for open political space. On 7 November, six opposition politicians united under the banner of the Forum for National Parties. The Forum called for national unity, inclusive politics, timely national elections and the completion of the constitutional review. Mr. Farmajo met



the opposition party leaders, including two former Presidents, in subsequent meetings held on 20 and 21 November, but, to date, the exchanges have not continued.

6. The political impasse that had prevented the Federal Government and federal member state leaders from meeting for more than a year remained unresolved. The absence of a forum through which the leaders could meet and reach political agreements on national priorities, including preparations for federal elections, security and the review of the Constitution, impeded further progress on key national priorities.

7. On 8 January, the President of Puntland, Said Abdullahi Mohamed Deni, expressed his concern about the lack of consultation by the Federal Government with the federal member states on important legislation, as well as the constitutional review process. However, technical-level cooperation between the Federal Government and the federal member states continued on some issues, in particular the debt relief process, most notably through a meeting of state and federal finance ministers in Kismaayo on 21 December.

8. The political situation in Jubbaland remained unsettled, without an agreement between the Federal Government and Ahmed Mohamed Islam “Madobe” on the outcome of the state presidential election of 22 August. The impasse continued to be one of the major obstacles to improved relations between the Federal Government and federal member states. On 18 and 19 January, Mr. Deni and Mr. Madobe, together with ministers from Puntland and Jubbaland, met in Boosaaso and agreed, among other things, to strengthen the unity of Somalia and the implementation of a federal system in accordance with the Provisional Federal Constitution. They called upon the Federal Government and federal member states to convene a national consultative conference to discuss outstanding national issues.

9. The reconciliation and electoral processes in Galmudug made further progress, albeit at a slow pace. On 12 December, the Minister of the Interior, Federal Affairs and Reconciliation and the state’s Chief Minister agreed that Ahl al-Sunna wal-Jama’a (ASWJ) would hold 20 of the 89 state assembly seats. The Federal Government-led Galmudug state formation technical committee announced the 89 assembly members, including the 20 ASWJ representatives, by 13 January. The election of the Speakers, held on 17 January, resulted in the election of a woman to the position of Second Deputy Speaker. ASWJ and four presidential aspirants announced, on 21 and 22 January, respectively, that they would boycott the elections, accusing the Federal Government of controlling the process. Both ASWJ and the President of Galmudug, Ahmed Duale Gelle “Haaf”, initiated parallel processes in Dhuusamarreeb and Gaalkacyo, respectively. On 2 February, the Dhuusamarreeb-based state assembly elected Ahmed Abdi Kaariye as President and Ali Dahir Eid as Vice-President.

10. In South-West State, on 18 December, traditional leaders of the Leysan sub-clan and supporters of Mukhtar Robow announced the conclusion of their reconciliation process with the state administration. The announcement followed payment by the state administration of compensation to the victims of the pre-election violence of 13 to 15 December 2018. Separately, preparations to form a new state assembly advanced. On 25 November, the President of South-West State, Abdiaziz Hassan Mohamed “Laftagaren”, announced that the membership of the state assembly would be reduced from 149 seats to the constitutional 95.

11. In Puntland, on 14 November, the state Parliament elected Abdirashid Yusuf Jibril as the new Speaker, following his predecessor’s removal, on 7 November. On 16 November, the state Parliament approved the composition of the Transitional Puntland Electoral Commission, mandated to conduct local district elections.

12. On 24 November, the House of Elders of the “Somaliland” Parliament further extended the term of office of the House of Representatives, which dates from 2005, for an additional two years. The opposition parties criticized the extension and called for the holding of parliamentary elections in 2020. On 16 December, a mediation committee recommended that the recently appointed National Electoral Council be disbanded and replaced by the previous commission, and those recommendations were accepted by both the President of “Somaliland”, Muse Bihi Abdi, and opposition parties following the engagement of international partners, led by the European Union. The recommendations have yet to be implemented, however, with debates continuing on how the Council can be replaced.

13. Commendable efforts were made to foster dialogue between the Federal Government and “Somaliland” and reduce tensions in the disputed areas of Sool and Sanaag. Relations between Puntland and “Somaliland” remained stable, notwithstanding their competing claims to the two regions.

14. On 14 November, Mr. Farmajo and the President of Kenya, Uhuru Kenyatta, agreed to strengthen ties between their countries. The two committed themselves to restoring bilateral relations and provided assurances that the Kenya-Somalia maritime border dispute would not affect bilateral relations. On 27 January, the President of Eritrea, Isaias Afwerki; the Prime Minister of Ethiopia, Abiy Ahmed; and Mr. Farmajo reaffirmed their commitment to the tripartite agreement that they had signed in September 2018, and adopted a joint plan of action for 2020 and beyond that was focused on consolidating peace, stability and security, as well as on promoting economic and social development. The three leaders also agreed to strengthen joint efforts to foster effective regional cooperation and to tackle common security threats, among other issues.

B. Security developments

15. The security situation in Somalia remained volatile during the reporting period, with security incidents increasing from 239 in November to 266 in December, followed by a slight decline to 235 in January. The increase in December was recorded mainly in Al-Shabaab hit-and-run attacks targeting security forces, vehicle-borne improvised explosive devices (two in December compared with none in November), improvised explosive device attacks and hand grenade attacks, as well as incidents categorized under crime. A decline was recorded in terrorism-related incidents in January, compared with December, while incidents categorized under armed conflict remained the same.

16. The significant incidents in January included improvised explosive device attacks targeting six closed-circuit television cameras in Howlwaadag, Xamar Jajab and Xamar Weyne districts in Mogadishu on 30 January. No casualties were reported following the explosions, and no group or individual claimed responsibility for the attack. However, it is likely that Al-Shabaab had had information about the closed-circuit television project and considered it to be a vital target because the cameras significantly increased the capacity of the security authorities of the host government for face recognition, vehicle licence plate identification, early detection and tracking.

17. Al-Shabaab carried out a vehicle-borne improvised explosive device attack on a police force in Afgooye district, Shabelle Hoose, on 18 January. An unverified number of casualties was reported. Al-Shabaab had also carried out a vehicle-borne improvised explosive device attack in Mogadishu on 8 January, targeting a security checkpoint near the presidential palace, which resulted in the death of at least four persons.

18. Government initiatives to safeguard Mogadishu included the establishment of 20 additional checkpoints and 190 targeted security operations. However, Al-Shabaab appears to have modified its tactics, as seen in the attack on the SYL Hotel on 10 and 11 December, which was carried out by the group's fighters disguised in police uniforms. Reportedly, five Al-Shabaab elements, three security personnel and three civilians were killed, although an intervention by Somali security forces enabled the rescue of more than 100 persons, including one United Nations national staff member.

19. On 28 December, a vehicle-borne improvised explosive device was detonated at the Ex-control Afgooye Junction checkpoint, in Mogadishu. More than 90 persons, including 2 Turkish engineers, 30 Mogadishu University students and 58 civilian bystanders, were reportedly killed, and 140 were injured. Most of the casualties were university students. On 30 December, Al-Shabaab claimed responsibility for the attack. On 29 December, the United States Africa Command announced that it had conducted air strikes in Somalia in coordination with the Federal Government and that, in an initial assessment, it was concluded that four Al-Shabaab elements had been killed. On 2 January, hundreds of civilians gathered to protest at the police academy and the Ex-control checkpoint, in a rare demonstration, to condemn the Al-Shabaab attack.

20. Most of the incidents reported were Al-Shabaab attacks and ambushes targeting Government security and African Union Mission in Somalia (AMISOM) forces, mainly in southern Somalia, in Shabelle Hoose in particular. A total of five air strikes in November and seven in December were recorded, mainly in Shabelle Hoose and Juba Dhexe, targeting Al-Shabaab posts. The number of air strikes has increased, from 45 in 2018 to 63 in 2019, with 6 to date in 2020. Most targeted locations in Shabelle Hoose and Lower Jubba.

21. The number of attacks by Al-Shabaab and pro-Islamic State in Iraq and the Levant (ISIL) elements that targeted civilians decreased, from a total of 71 in October to 55 in November to 61 in December, and a decrease in Al-Shabaab mortar attacks, from eight in October to four in November and none in December. The number of assassinations claimed by Al-Shabaab remained relatively steady, with 12 in November, 13 in December and 10 in January. Two assassinations were claimed by pro-ISIL elements: in January, in Qandala, Bari, on 23 January and in Afgooye, Shabelle Hoose, on 30 January. The number of improvised explosive device attacks returned to near the average of 40 incidents in December, after a temporary dip to 31 incidents in November.

22. On 20 November, a peace and humanitarian activist and former first secretary at the Embassy of Somalia in Kenya, Almaas Elman, was killed in the AMISOM-protected Aden Abdulle International Airport zone in Mogadishu. At the time of the incident, there were armed clashes at the Ex-control Junction between the Custodial Corps and the Somali National Police.

23. On 19 December, pro-ISIL elements ambushed a group of Darwish soldiers in Boosaaso, in Puntland's Bari region, killing one and injuring an indeterminate number. No other security incidents attributed to the group were recorded during the reporting period.

24. In the Sool and Sanaag regions, on 22 December, a government-backed committee facilitated a peace deal to conclude protracted conflict between two warring sub-clans in Ceel Afweyn, Sanaag region. On 2 January, the deserter militia laid down its weapons following the pardon by Mr. Bihi of the militia, its integration in the army of "Somaliland" and the exile of the militia's ringleader.

C. Economic developments

25. Somalia continues to make progress towards the requirements for debt relief under the Heavily Indebted Poor Countries Initiative of the World Bank and the International Monetary Fund (IMF). In November, IMF reported to its Executive Board on the first review of its fourth staff-monitored programme, which covers the period from May 2019 to July 2020, concerning domestic revenue mobilization, public financial management, financial sector stability and compliance with the framework for combating money-laundering and the financing of terrorism. During the review, it was found that all of the structural benchmarks had been met. IMF and Somalia also reached a staff-level agreement on a new three-year macroeconomic reform programme that could be supported by the Extended Credit Facility and the Extended Fund Facility.

26. The three-year economic reform programme is intended to guide reforms in Somalia and support the implementation of the ninth National Development Plan and strategy for inclusive growth and poverty reduction. It will also build on strengthening public financial management, increase domestic revenue mobilization and support the Central Bank.

27. Efforts by the Federal Government to mobilize domestic resources resulted in increased revenue performance. The total reported domestic revenue collected in July amounted to \$126 million, exceeding the IMF indicative target of \$111 million. The 2020 budget is in line with the targets of the fourth staff-monitored programme of IMF, and a domestic revenue envelope of \$221 million, including increased tax revenues amounting to \$154 million, is projected.

28. The National Economic Council, formed in August 2018, held its third National Economic Policy Forum in Mogadishu on 7 and 8 December. With more than 200 participants, the discussions focused on fiscal federalism, the national anti-corruption strategy and the vision of Somalia for private sector development, highlighting the need for the Federal Government and federal member states to cooperate on fiscal federalism and intergovernmental relations.

III. Support for peacebuilding and state-building efforts

A. Establishment of a functional federal state

1. Preparations for universal suffrage elections

29. The electoral bill is undergoing final review by the Upper House before being resubmitted to the House of the People after the deadline of 31 December 2019 identified in the Mutual Accountability Framework. A major departure from the electoral system that was agreed to in Baidoa in 2018 by Somali political stakeholders is being proposed in the current version of the bill, with Parliament instead adopting a first-past-the-post electoral system with 275 single constituencies. The National Independent Electoral Commission, with the support of international partners, identified articles in the bill that required clarification, including how constituencies were to be defined, how the 30 per cent quota for women would be ensured and how to allocate seats in the Upper House, among many other issues. Election preparations cannot move forward in the absence of such clarifications and key revisions to the electoral bill. The amendment to the Political Parties Law have not yet been introduced for a first reading in the House of the People.

30. Following its formation, in September, the National Electoral Security Task Force held its first meeting on 9 December. At its second meeting, on 21 January,

draft terms of reference and a draft concept for security for voter registration were produced. The Task Force's next step is to enable Federal Government and federal member state security forces supported by AMISOM to conduct security assessments of all potential voter registration sites identified by the National Independent Electoral Commission, to develop a national plan for security for voter registration and propose an elections security budget.

31. At the Somalia Partnership Forum, held in October 2019, the Federal Government committed itself to contributing financially to the electoral operation costs and indicated its plans to submit its request to Parliament to fund temporary elections staff in April.

32. The international community and the United Nations issued a joint statement on 19 December setting out guiding principles to enable the implementation of the electoral law, such as the need to ensure the widest possible participation of the Somali public, including internally displaced persons, and measures to ensure the implementation of the 30 per cent quota for women. In response to concerns raised by the United Nations and members of the international community before the Speaker of the House of the People concerning the draft electoral bill, the Speaker outlined that the House planned to establish technical committees to address specific issues and prepare resolutions. The resolutions would require approval during the next plenary session of Parliament, which is scheduled for April 2020. International partners have continued to engage with key electoral stakeholders, including the Speakers of both houses of Parliament, the National Independent Electoral Commission and members of the executive branch, to deliver joint messages on the urgency of the timely passage of a bill that will enable preparations to begin.

2. Deepening federalism

33. From 10 to 18 December, in the light of the protracted political stalemate and the need to build consensus and unity of purpose among all political stakeholders, my Special Representative, together with the African Union, the European Union and the Intergovernmental Authority on Development, held a series of consultations with political leaders and civil society groups in South-West State, Hirshabelle, Jubbaland, Puntland and Galmudug, as well as with the leadership of the federal executive and legislative branches. Such multi-stakeholder exchanges provided an opportunity to hear views and discuss ways to realize national priorities that will require a functioning relationship and broad consensus between the two levels of government. They include one-person, one-vote elections, finalization of the Federal constitution, continued progress towards debt relief and the fight against Al-Shabaab. At the conclusion of their consultations, the partners briefed Mr. Farmajo.

34. From 8 to 10 January, my Special Representative met with "Somaliland" authorities, political parties and civil society representatives in Hargeysa and welcomed initiatives aimed at building mutual confidence and fostering dialogue between "Somaliland" and the Federal Government.

3. Constitutional review

35. Adoption of the amended Federal Constitution was identified as a critical priority by the Federal Government and the international community at the Somalia Partnership Forum on 1 and 2 October. A tripartite working session brought together representatives of the Independent Constitutional Review and Implementation Commission and the Ministry of Constitutional Affairs, as well as the parliamentary Oversight Committee and federal member state assembly counterparts (excluding Jubbaland) in Istanbul on 5 November. The stakeholders reflected on the draft review prepared by the Commission and the parliamentary Oversight Committee, prior to

further consultations with other stakeholders. The lack of a broad political consensus remained the main challenge to making progress on the outstanding constitutional issues that require political agreement, including the allocation of powers, the structure of the government and resource sharing.

36. In a joint session held by the two Houses of the Federal Parliament on 27 November, special procedures for the adoption of the amended Federal Constitution were discussed. However, agreement on the special procedures has not yet been reached.

37. At their meeting, held in Boosaaso on 18 and 19 January, the Puntland and Jubbaland administrations agreed on the urgent need for national consultations between the Federal Government and the federal member states on the constitutional review process to ensure that there was inclusiveness and consensus on contentious articles.

4. Prevention and resolution of conflicts

38. Although an official launch of the national reconciliation process by the Federal Government has been delayed, the Ministry of the Interior, Federal Affairs and Reconciliation, in accordance with the national reconciliation framework, took measures to mitigate conflict.

39. On 5 December, heavy fighting erupted between two sub-clans residing in Af Barwaaqo and Towfiiq, Mudug region, which resulted in dozens of casualties on both sides. To quell the fighting and defuse tensions, the Somali National Army was deployed to the area. The localities are on the fault line between Puntland and Galmudug, and there is a high risk of escalation of violence, affecting surrounding areas, including Gaalkacyo, if the situation is not managed well. From 22 to 28 December, the Ministry of the Interior, Federal Affairs and Reconciliation facilitated a dialogue between the two clans, resulting in the formation of a joint peace committee, including women and young people, and a joint security committee.

B. Cross-cutting issues

1. Gender equality and women's empowerment

40. On 5 November, the South-West State Minister of Constitutional Affairs urged all stakeholders involved in the selection of state assembly members to preserve a 20 per cent quota for women, as stipulated in the state Constitution. In Jubbaland, on 19 November, Mr. Madobe encouraged local female university graduates to apply for jobs at government institutions.

41. At a planning session held on 20 November, the Women's Parliamentary Caucus of the Federal Parliament also emphasized the need for capacity-building to achieve effective female political engagement.

42. From 25 November to 9 December, the United Nations in Somalia took part in the campaign 16 Days of Activism to End Violence against Women and Girls on the theme "Orange the World: Generation Equality Stands against Rape!". The campaign included a variety of activities, including training sessions on gender-responsive reporting, panel discussions and interactive radio discussions in Baidoa, Garoowe and Kismaayo. The campaign concluded with a high-level event hosted by my Special Representative, with the participation of the government, women and young people.

43. At the third annual Somali Women Parliamentarians Conference, held in Mogadishu on 15 and 16 December, the Federal Government was called upon to enshrine the 30 per cent representation quota for women in the Federal Constitution.

Participants called for greater inclusion of women parliamentarians in leadership roles in parliamentary committees, as well as opportunities for women in the three branches of government and independent commissions. They also highlighted the need to develop gender-responsive national budgets and plans. In addition, full support was expressed for the sexual offences bill.

2. Youth empowerment

44. More than 5,000 people attended the second Mogadishu Technology Summit, held from 19 to 21 November. Under the theme “Scaling Youth-Led Tech-Enabled Solutions for Somalia”, the event brought together Somali innovators, social activists and entrepreneurs involved in the technology industry, as well as representatives of government, United Nations agencies, international partners, investors and financial institutions, some of whom pledged significant financial support for technological advancement and innovation in the country.

45. The Ministry of Youth and Sports held the fourth annual Somali National Youth Conference in Mogadishu from 1 to 4 December. A total of 300 young people from all of the federal member states attended the event, which comprised panel discussions and intergenerational dialogue with government representatives. The conference included a Model United Nations, thereby giving young Somalis the opportunity to acquire negotiation and diplomacy skills.

46. The National Independent Electoral Commission and international partners held a three-day electoral training session for 40 young people, including representatives of all federal member states, from 1 to 3 December. Participants in the training session discussed opportunities for engagement with young people throughout the national electoral cycle and created a platform to help the Commission and representatives of the Ministry of Constitutional Affairs to learn about barriers to the political participation of young people in Somalia.

C. Development coordination

47. Following Cabinet approval, in September, Mr. Farmajo launched the ninth National Development Plan on 23 December 2019. The plan lays out development priorities for Somalia for the period 2020 to 2024 and serves as the key overarching planning framework for that country.

48. The Somalia Development and Reconstruction Facility has continued to serve as both a coordination framework and a financing architecture for implementing the National Development Plan. Consultations on the development of a refined aid architecture aligned to the government’s road maps and the new Plan are being concluded between the government and international partners.

IV. Human rights and protection

A. Human rights

49. UNSOM recorded 392 civilian casualties during the reporting period. Al-Shabaab remained the main perpetrator, responsible for 83 per cent of civilian casualties. State security forces accounted for 8 per cent, clan militia for 2 per cent, AMISOM for 2 per cent and unidentified actors for 5 per cent. A total of 14 death sentences were pronounced, and 7 executions were carried out.

50. Violations of freedom of expression continue to be documented. A total of 11 journalists were arrested in “Somaliland” and 1 in Puntland; 7 were harassed and

threatened by security forces in Banaadir and 8 were briefly arrested in Hirshabelle. Two media organizations and two media outlets were suspended in Hirshabelle and “Somaliland” (three suspensions were later lifted), while a local newspaper that had been suspended in “Somaliland” on 10 February 2019 resumed publication in December, after the “Somaliland” Supreme Court issued a judgment lifting the suspension on 25 December. With regard to freedom of assembly, two directives were issued by a government official in Hargeysa, “Somaliland”, and Galmudug police, ordering hotels not to host meetings and conferences without advance approval.

51. On 26 November, Somalia signed the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa, also known as the Kampala Convention, into law. On 11 December, the Federal Government announced the submission of its first State party report under the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment since its ratification, in 1990. The report, supported by the Joint Programme on Human Rights, provides an outline of the efforts of the Federal Government to prevent and criminalize acts of torture and to provide redress for survivors.

52. A national action plan of the Federal Government of Somalia for assistance to survivors of mines and explosive remnants of war for 2020–2025 was launched jointly by the Somalia Explosive Management Authority, the Ministry of Women and Human Rights Development and the United Nations Mine Action Service at the Fourth Review Conference of the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction, held in Oslo on 25 to 29 November 2019.

B. Compliance with the human rights due diligence policy

53. UNSOM provided support for the implementation of the human rights due diligence policy through the delivery of human rights and international humanitarian law training for 140 AMISOM aircrew to be deployed by the Uganda People’s Defence Forces and 29 Somali Police officers under the explosive ordnance disposal programme of the United Nations Mine Action Service.

54. UNSOM participated in the human rights due diligence policy and practice workshop on the integration of human rights into United Nations military components, held in New York on 25 and 26 November. Meanwhile, in accordance with the usual coordination mechanisms, two alleged violations of human rights and international humanitarian law by AMISOM troop-contributing countries were communicated to AMISOM.

55. At its December meeting, the United Nations human rights due diligence policy task force approved the updated risk assessment for the Somali Police Force, which considered an additional support package as well as a risk assessment on the National Intelligence Service Agency and agreed on an engagement strategy with the Custodial Corps, in line with the risk assessment mitigation measures.

C. Children in armed conflict

56. Between 1 November and 31 December, the country task force on monitoring and reporting on grave violations against children in armed conflict verified 407 grave violations affecting 358 children (282 boys and 76 girls) and five attacks on schools. Over the same period, a total of 143 children were victims of recruitment and use, 137 children were abducted, 92 were victims of killing and maiming and 30 were victims of sexual violence. The violations were attributed to Al-Shabaab (275, or

68 per cent), unknown armed elements (43, or 11 per cent), clan militia (19, or 5 per cent) and federal and state (64, or 16 per cent). A total of 10 incidents of deprivation of liberty affecting 20 boys were attributed to the Somali National Army (8), the Somali Police Force (7), the National Intelligence and Security Agency (3) and Jubbaland forces (2). A total of 1,315 children (1,042 boys and 273 girls) were separated from armed forces and armed groups and handed over to United Nations Children's Fund partners for rehabilitation and eventual reintegration.

D. Prevention of sexual and gender-based violence

57. On 3 November, the Ministry of Women and Human Rights Development and UNSOM conducted training for judges and prosecutors on prosecuting crimes of sexual violence and conflict-related sexual violence. Topics included understanding conflict-related sexual violence, obtaining access to justice for victims, engaging the criminal justice system to be more responsive to victims and securing information during court processes.

58. The sexual offences bill had been pending approval in Parliament for 18 months. On 2 December, the Speaker of the House of the People communicated that the bill would be returned to the executive branch. On 9 December, 15 Members of Parliament brought a motion against the Speaker calling for the immediate tabling of the bill.

59. In Jubbaland and Puntland, bills on outlawing female genital mutilation and sexual offences were reviewed on 14 and 21 November, respectively.

V. Humanitarian situation

60. Moderate to heavy *deyr* rains in 2019 (September to December) started early in many parts of Somalia and the Ethiopian highlands. A rise in water levels in the Juba and Shabelle Rivers resulted in flooding in Hirshabelle, Jubbaland and South-West states. Flooding affected 570,000 persons, more than 370,000 of whom were displaced from their homes, and farms, houses, roads and other infrastructure were destroyed. Beledweyne district in Hiraan region was the worst affected, with 240,000 displaced and the entire town of Beledweyne virtually submerged by flood waters.

61. On 23 November, the United Nations and the Federal Government launched a flood response plan, requesting \$72.5 million to assist flood-affected persons in 29 districts throughout the country over a three-month period. The plan is being implemented by 100 partners (92 non-governmental organizations and 8 United Nation entities) in all clusters. Some \$25 million has been made available, but another \$47.5 million is still required. With the available resources, humanitarian agencies have assisted some 350,538 flood-affected persons.

62. The rapid shifts from severe droughts to flooding are a reminder that Somalia is increasingly vulnerable to climate change, which has an impact on populations already vulnerable owing to chronic poverty and conflict. Before the flood-related displacements, more than 2.6 million persons had been displaced internally and were living at 2,000 sites across Somalia.

63. Since 1990, Somalia has experienced 30 climate-related hazards – 12 droughts and 18 floods – thus tripling the number of climate-related hazards that the country experienced between 1970 and 1990.

64. Tropical storm Pawan made landfall on 6 December, bringing moderate to heavy rains, strong winds and flash floods to parts of Puntland. Authorities estimated that

32,400 persons lost their livelihood, 4,800 persons were displaced from their homes and six were killed.

65. In early December, Somalia was beset by the worst desert locust outbreak in more than 25 years. “Somaliland”, Puntland and Galmudug are the worst-affected areas, with an estimated 70,000 ha of land infested by hoppers and breeding adult locusts, which have already damaged crops and pastures. During the second half of December, large numbers of immature swarms reached some southern and central areas of Somalia, including Hirshabelle, South-West and Jubbaland states. The infestation is affecting pastures and threatening staple food crops of agropastoral and pastoral families in rural areas. Recognizing the severity of the locust crisis, the Federal Government declared a national state of emergency on 2 February.

66. Humanitarian agencies continue to advocate for durable solutions to stimulate long-term development and address the underlying causes of the crises in Somalia. To achieve that, the United Nations and its partners are working to ensure that emergency and development assistance complement each other in line with the National Development Plan to achieve long-term recovery and resilience.

67. The Somalia humanitarian response plan of 2020 was launched on 22 January in Mogadishu. Humanitarian partners and agencies are seeking a total of \$1.03 billion to provide life-saving assistance and enhance livelihood support to 3 million persons of the 5.2 million persons in Somalia who need humanitarian assistance.

VI. Comprehensive approach to security

A. Operations

68. The Federal Government-led joint operations in Shabelle Hoose remained on hold during the reporting period owing primarily to shortfalls in force generation for the next phase of phase I of Operation Badbaado, which requires a minimum of two Somali National Army battalions. The Federal Government has declared these forces to be ready for deployment, however, they currently remain unarmed and ill equipped (vehicles, communications and ammunition) to engage in operations. Before deploying, the battalions will be assessed by a team of international community partners, including UNSOM. The Somali National Army has conducted some independent operations in Shabelle Dhexe, and planning is under way with international partners to convene a force generation conference and agree on operational priorities for 2020.

69. On 6 January, refresher training began for 300 federal Darwish police officers to be deployed to newly liberated areas. The United Nations, the African Union and the Federal Government of Somalia completed a Joint Threat Assessment of security conditions on the ground in line with Security Council resolution [2472 \(2019\)](#).

70. The African Union convened an expanded meeting of the AMISOM Military Operations Coordination Committee in Kampala on 28 January with the participation of AMISOM and senior military and police commanders from troop- and police-contributing countries. The Federal Government, UNSOS and international partners also attended. The meeting reviewed progress made on the implementation tasks contained in resolution [2472 \(2019\)](#) and African Union Peace and Security Council communiqué 848, including the plan to draw down 1,000 uniformed personnel by 28 February. AMISOM reconfiguration plans were also examined, and technical discussions with the Federal Government followed in Mogadishu on 3 February.

B. Institutional capacity-building

71. With funding from the Joint Police Programme, 400 South-West State police recruits who had graduated on 29 December were deployed to various locations in Shabelle Hoose to support the hold and build phases of the transition plan. In addition, 200 police recruits, including 22 women, commenced their three-month training in Jawhar, which will bring the number of Hirshabelle State Police to 600. Meanwhile, the Federal Ministry of Internal Security is coordinating the expansion of the federal police-focused Darwish Police Concept to include the state-level Darwish. The United Nations Mine Action Service conducted refresher training for the Somali Police Force explosive ordnance disposal team in Mogadishu from 1 to 11 December.

72. An amnesty policy is before the Council of Ministers for approval. On 10 December 2019, the Federal Government agreed on a road map to enable the transfer of the caseload of high-risk Al-Shabaab and Al-Shabaab-associated detainees from military to civilian courts. The joint security sector governance programme organized training in November and December for officials from the South-West State Ministry of Security and the Puntland Ministry of Security and Disarmament, Demobilization and Reintegration to strengthen the oversight and accountability mechanisms for the security sector at the state level. Similar training was organized in Mogadishu in January for the Ministry of Defence.

73. From November to January, the Somali Maritime Administration received training focused on key maritime conventions, ship registration, maritime search-and-rescue and crew certification and will enable the Somali Maritime Administration to achieve Initial Operational Capability by mid-2020.

74. On 12 December, UNSOM and AMISOM adopted a concept note on joint security sector reform engagement in support of the national security architecture agreement and the transition plan. The strategy paves the way for joint awareness-raising activities related to security sector reform on the part of the United Nations, AMISOM and the Office of National Security in 2020 and underscores the importance of an inclusive security sector approach that also responds to the security needs of women, young people and marginalized communities at the state level.

75. On 20 January, the Upper House of the Federal Parliament approved the bill amending Law No. 6 of 1969 concerning pension and gratuities for members of the armed forces and security services, which will enable the rightsizing of the security services in alignment with the National Security Architecture. The amendments proposed by the Upper House are now with the House of the People for further consideration.

76. The Ministry of Women and Human Rights Development and the Somali Explosive Management Authority, with support from the United Nations Mine Action Service, organized workshops on disabilities and victim assistance consultation, which were attended by line ministries, disability-related organizations and international aid organizations. Workshops were held in Mogadishu, South-West State, Puntland, Galmudug and Hirshabelle.

C. Supporting activities

77. The Federal Government continued to discuss the mobilization of resources with key donors to address gaps in the stabilization efforts and ensure support to current and future operations envisaged under the transition plan and the priorities in the National Stabilization Strategy. The State Ministries of Interior continue to lead a range of stabilization initiatives to rebuild community infrastructure, develop

inclusive local governance systems and promote reconciliation, with support from international partners.

78. In implementation of the National Programme for the Treatment and Handling of disengaged combatants, the National Defector Rehabilitation Programme Centres provided support to 81 male combatants in Mogadishu, 94 in Baidoa and 47 in Kismaayo, with 80 graduating from the three centres between November 2019 and January 2020. The construction of two new female rehabilitation centres with capacity for 100 persons is nearing completion. In December 2019, a pilot project supported by the Peacebuilding Fund rehabilitated 150 women formerly associated with Al-Shabaab and engaged with as many as 1,000 community members.

79. On 17 November, an interministerial task force on Shabelle Hoose and senior representatives of the national army visited Awdheegle, Shabelle Hoose, to assess progress in consolidating security arrangements and stabilization efforts and listen to the concerns of community representatives. Notwithstanding the *deyr* rains, stabilization initiatives in Awdheegle and Sabiid continued under the direction of the Ministry of the Interior, Federal Affairs and Reconciliation and South-West State authorities. The killing of the Awdheegle District Commissioner by an improvised explosive device, on 4 December, underscored the risks faced by officials and stabilization partners, as well as the urgency of developing the capabilities of Somali forces.

80. On 19 November, the Ministry of Information and the Prevention and Countering of Violent Extremism Coordination Unit in the Office of the Prime Minister established a communication task force on preventing and countering violent extremism to enhance strategic communications on the issue. Such interventions are being developed in the newly recovered areas in Shabelle Hoose.

VII. United Nations Support Office in Somalia support to the African Union Mission in Somalia and the Somali National Army

A. Support to African Union Mission in Somalia operations

81. A wellness programme to enhance security and facilities on 21 forward operating bases continued during the reporting period. Field defence stores were moved to eight forward operating bases, and construction work is pending because poor roads have not allowed mission-enabling units to move to those locations.

82. Between 11 and 27 November, UNSOS leadership visited Burundi, Ethiopia, Ghana, Kenya, Sierra Leone and Uganda to enhance cooperation and listen to the concerns of the leadership of contributing countries. The Head of UNSOS met with senior foreign affairs and government defence officials in four of the five troop-contributing countries, as well as the Inspector General of Police in Uganda. A planned visit to Djibouti was cancelled owing to severe weather. The Director of UNSOS concurrently visited two of the four police-contributing countries, Ghana and Sierra Leone, where he met with senior internal security and police officials. The troop- and police-contributing countries expressed satisfaction with the logistics support provided by UNSOS and requested training in management of contingent-owned equipment, self-sustainment and preparations for electoral security.

83. The United Nations, the African Union and Uganda finalized negotiations on the deployment of four military helicopters to AMISOM with a letter of assist signed on 10 November. The deployment of the helicopters and an aviation unit, comprising

up to 140 personnel, is still pending a predeployment visit by the African Union. The deployment will bring the total number of military helicopters at AMISOM to seven.

84. The United Nations trust fund for AMISOM support had a balance of \$3.3 million as at 30 January.

85. The United Nations Mine Action Service, with support from UNSOS, continued to support AMISOM security operations and stabilization efforts by providing advice, analysis, training and mentoring concerning the use of specialized equipment, explosive-detection dogs, community liaison officers and explosive ordnance clearance teams. From 5 November to 12 December, the Service provided training to 1,082 AMISOM military and police personnel to enhance their capability to find and destroy improvised explosive devices and safely operate in the threat environment. The Service contributed to the safety and security of strategic infrastructure through the deployment of 21 teams working with 42 detection dogs to conduct searches of 20,568 pieces of luggage, 86,729 vehicles, 125 buildings, 102,226 m² of built-up areas and 6,068,26 m² of undeveloped areas throughout the sectors. The Service also supported Mission-enabling units with convoy movements to deliver supplies and equipment from Mogadishu to the sectors.

B. Support to Somali national armed forces operations

86. UNSOS has continued to support 10,900 members of the national army in 35 locations throughout the AMISOM area of operations. This includes support for joint operations in Shabelle Hoose, as part of Operation Badbaado, where UNSOS is providing life support supplies and services to national army units holding recovered towns. UNSOS also provided field defence stores to establish four forward operating bases to Operation Badbaado and a further two are planned when the operation progresses. UNSOS has also provided communications equipment, including training for Somali troops on its use and maintenance, to augment command and control for front-line units, including repeater stations to serve tactical and operational-level commanders. In December 2019, UNSOS and the national army agreed to establish a forward logistics hub within an AMISOM forward operating base in Shabelle Hoose in early 2020, to enhance responsiveness and build organic logistics management capacity.

87. On 14 January, UNSOS and the Ministry of Defence sent a joint letter to several Member States to appeal for further contributions to the trust fund in support of the Somali security forces, managed by UNSOS.

88. On 17 January, my Special Representative hosted a diplomatic briefing for the international community to mobilize resources for the fund. The briefing included presentations by the Special Representative of the Chairperson of the African Union Commission for Somalia, Francisco Caetano José Madeira; the National Security Adviser of the Federal Government, Abdisaid Muse Ali; and the Head of UNSOS. The briefing appealed for additional contributions from Member States to replenish the trust fund and ensure the provision of sustained support to Somali security forces. As of 30 January, the United Nations trust fund in support of the Somali security forces had a balance of \$10,025,679. Based on an average monthly expenditure of \$1.2 million, current funds are expected to last until November 2020.

VIII. United Nations presence in Somalia

89. United Nations entities continue to be present in the following locations in Somalia: Baidoa, Beledweyne, Boosaaso, Dhooble, Dhuusamarreeb, Doolow,

Gaalkacyo, Garoowe, Hargeysa, Jawhar, Kismaayo and Mogadishu. As of 1 February 2020, there were 683 international staff members and 1,308 national staff members deployed throughout Somalia.

90. The United Nations in Somalia hosted visits by my Special Representative to the African Union, Hanna Tetteh, in December and my Special Envoy for the Horn of Africa, Parfait Onanga-Anyanga, in January to strengthen ties among United Nations entities throughout the subregion. The two visits provided the basis for further discussions on United Nations-African Union cooperation, as well as subregional political, security and development issues, respectively.

91. The United Nations continued to engage with the Somali authorities to address challenges created by the imposition of fees in contravention of the status-of-mission agreement signed with the Federal Government in 2014. On 8 December 2019, the Head of UNSOS and the Federal Minister of State for Foreign Affairs co-chaired the Joint Host Country Relations Committee meeting, which resolved some of the challenges. However, the denial of gratis visas and work permits to United Nations international contractors and United Nations personnel not in possession of laissez-passer continued to negatively affect the ability of the Organization to implement its mandates and provide programmes. At the Joint Host Country Relations Committee meeting, the Co-Chairs also agreed to undertake a joint investigation into allegations of United Nations items being sold in local markets in Mogadishu.

IX. Observations

92. As Somalia embarks on an important year, I emphasize the imperative of political dialogue among leaders as a matter of the highest priority. The lack of constructive dialogue between Mogadishu and all federal member states or more than 18 months impedes much-needed political progress, consensus-building and reconciliation, which should form the basis of the federal Somali State. I renew my urgent call to the country's leaders to take immediate steps to restore ties and consider instituting a mechanism for dialogue and consensus-building in the interest of the nation. Without their unity of purpose, the political, security, humanitarian and development challenges that the country is facing cannot be adequately addressed.

93. In this regard, the timely organization of peaceful national elections remains the first priority for 2020, as identified in the Mutual Accountability Framework. It is urgent that an implementable electoral law be passed in order for such preparations to begin. To be implemented, the electoral law will need the support of all federal member states, the political opposition and civil society. I call upon all stakeholders to safeguard the political representation of women and minorities in the electoral process. In parallel, further delays to the introduction of the amendment to the Political Parties Law in Parliament will have an impact on the electoral timeline.

94. In Galmudug, following the conclusion of the electoral process, I encourage all relevant stakeholders to continue their efforts towards reconciliation and work together to establish a unified and stable administration. The political situation in Jubbaland remains unsettled, and I again urge all concerned parties to address differences through dialogue, compromise and pragmatism.

95. I note the progress made on some of the commitments outlined in the Mutual Accountability Framework. I am encouraged by the continued economic reforms in Somalia and welcome the sustained efforts of the Federal Government towards achieving the targets of the fourth staff-monitored programme of the IMF for debt relief. The technical cooperation that exists between the Federal Government and all federal member states on debt relief is an illustration of the possibility of joint work

to achieve common objectives, and I hope it can be emulated in other areas and at the political level.

96. I remain deeply concerned about the continued ability of Al-Shabaab to conduct attacks in Mogadishu and the regions, as evidenced again by several incidents of terrorist violence including the 28 December bombing in Mogadishu that killed more than 90 persons. I reiterate my strong condemnation of the attack and all acts of terrorism and violent extremism and express my profound sympathy to the families of the victims. I welcome the completion of a joint threat assessment of security conditions on the ground by the African Union, the Federal Government, and the United Nations. It is clear that much more remains to be done to overcome the threat of terrorism and violent extremism in Somalia, and I urge the Somali authorities at the federal and state levels, with the support of the international community, to redouble their collective efforts towards ensuring security for the Somali people.

97. In this year of elections, it will be important for Somali security forces, supported by AMISOM, to provide the needed support to ensure the security of the process while continuing to implement the transition plan to transfer security responsibility from AMISOM to Somali security forces and institutions. Adequate planning for security will be an essential component of electoral preparations, and I urge that it be accelerated. To enable Somali security forces to fulfil their electoral security responsibilities and to enable transition operations to continue, there is an urgent need for transparent consultations on force generation with international partners to formulate an achievable and realistic plan. I also encourage international partners to provide support to the Somali National Army so that it has increased capacity to mitigate the threat of improvised explosive devices.

98. I remain concerned about the humanitarian situation and the persisting high levels of humanitarian need in Somalia. The climatic shocks that continue to have a severe impact on Somalia require comprehensive, long-term solutions that offer prevention and threat mitigation. The recurring events have a negative impact on the Somali population, in particular pastoral communities and farmers, who are highly dependent on livestock and agriculture. I call upon all international partners to continue to support the Federal Government in finding sustainable interventions to help to mitigate current and future risks and alleviate the suffering caused by such weather-related humanitarian crises. I urge donors to contribute to the humanitarian response plan for 2020 to support the delivery of life-saving assistance and provide livelihood support.

99. I commend the Federal Government for its strengthened engagement with international human rights treaty mechanisms, including the submission of the first State party report under the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, the signing of the Kampala Convention and the approval of the national policy on refugee returnees and internally displaced persons. I continue to encourage the Federal Government to strengthen legislation, including passage of the sexual offences bill and the bill on female genital mutilation.

100. I note the efforts by the Federal Government to strengthen the compliance of security institutions with human rights and international humanitarian law and encourage the increased support of all partners for the prevention and response measures against violations in the context of the transfer of security responsibilities to Somali security forces. I urge the Federal Government to ensure the independence of the judiciary branch and the separation of the executive, legislative and judicial branches of government and note the urgency of establishing and operationalizing the Judicial Service Commission, the Constitutional Court and the Independent National Human Rights Commission.

101. In addition, the infringement on the freedom of expression and the freedom of assembly continue to be of concern. The freedom of expression and the freedom of assembly are essential foundations of a democratic society, and a free press helps to foster dialogue, peace and good governance, key imperatives in the electoral context of 2020.

102. I also remain concerned about children detained for their alleged association with Al-Shabaab and urge the Federal Government to treat all children formerly associated with armed groups primarily as victims, in line with international juvenile justice principles.

103. In the interest of enhanced regional relations, durable peace and stability, it is essential that countries in the Horn of Africa act in a spirit of cooperation. In that regard, I welcome the statement of 14 November by the Presidents of Somalia and Kenya on their intent to foster close bilateral ties.

104. I thank the African Union, the Intergovernmental Authority on Development, the European Union, Member States, non-governmental organizations and other partners for their continued support for peacebuilding, state-building and the people of Somalia. I pay particular tribute to AMISOM and the Somali security forces for their brave efforts and the sacrifices that they continue to make for the achievement of long-term peace and stability in Somalia.

105. I renew my commitment to deepening the partnership between Somalia and the United Nations for the benefit of the Somali people, in support of the country's continued progress. Moving forward, the Federal Government's support for the implementation of the UNSOM mandate will continue to be counted on so that the Mission can fully support key processes that will be carried out in Somalia in 2020.

106. I recommend that the Security Council extend the mandate of the mission for an additional 12 months. In addition, I express my deep appreciation to my Special Representative, James Swan, for his steady leadership and to all United Nations staff members in Somalia for their tireless commitment and excellent work under very difficult conditions.



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