

2. The situation in Somalia

In 2019, the Council held nine meetings and adopted four resolutions on the situation in Somalia, three of which under Chapter VII of the Charter. Four meetings under the item were convened to adopt a decision; all others took the form of briefings.¹⁵ More information on the meetings, including on participants, speakers and outcomes, is given in the table below. In addition to those meetings, the Council held informal consultations of the whole to discuss the situation in Somalia.¹⁶

During the period under review, the Council heard regular briefings by the Special Representative of the Secretary-General for Somalia and Head of the United Nations Assistance Mission in Somalia (UNSAM), the Deputy Special Representative of the Secretary-General for Somalia and the Special Representative of the Chairperson of the African Union Commission for Somalia and Head of the African Union Mission in Somalia (AMISOM). In early January 2019, the Special Representative of the Secretary-General was declared *persona non grata* by the Federal Government of Somalia.¹⁷ On 3 January,¹⁸ the Council heard his last briefing, in which he focused on the political and security situation in the country, while making reference to the humanitarian and human rights situation. He stated that the continuing political turbulence could throw off course the positive trajectory maintained by the country and noted that the stalemate between the Federal Government and the federal member states continued to impede concrete progress in defining the federal model and in building institutions of a State, as well as in the implementation of the national security architecture. He also noted that Al-Shabaab remained the biggest source of insecurity in Somalia and explained its shift from conventional attacks to the use of improvised explosive devices and targeted assassinations. On 22 May,¹⁹ the Deputy Special Representative of the Secretary-General and Officer-in-Charge of UNSAM noted that UNSAM had been resetting its relations with the Federal Government of Somalia and making good progress with the implementation of its mandate following the expulsion of the former Special Representative. On

21 August,²⁰ during his first briefing to the Council, the new Special Representative of the Secretary-General underlined the importance of genuine cooperation among all parties in preparation for the national electoral cycle in 2020 and 2021. He also observed that the humanitarian crisis in Somalia remained among the most protracted in the world, with 2.2 million Somalis facing acute food insecurity and 2.6 million internally displaced, fleeing conflict and drought.²¹ During his final briefing of the year,²² the Special Representative spoke about the preparations for and challenges facing the 2020 election, underscoring the need for Somalis to forge a broad political consensus. He also acknowledged that insecurity remained a major challenge to making progress in Somalia, with Al-Shabaab continuing to execute deadly terrorist attacks against civilians and military targets. In his four briefings to the Council in 2019,²³ the Special Representative of the Chairperson of the African Union Commission focused on the progress made with regard to the AMISOM transition plan, reporting on the drawdown of 1,000 troops between February and April and noting that, in the light of the upcoming elections, the Mission had realigned itself to better support the national authorities during the electoral cycle. On 25 October,²⁴ the Council heard a briefing by the Chair of the Committee pursuant to resolution 751 (1992) concerning Somalia, who stressed the importance of streamlining the long-standing arms embargo first imposed in 1992 and simplifying and updating it to better reflect the current realities of the counter-insurgency in Somalia. In that regard, he noted the strengthened monitoring of certain chemical components and precursors, including commercial explosives, which could be used by Al-Shabaab for the construction of improvised explosive devices.²⁵

In 2019, the Council's discussions were focused on the political situation in Somalia in preparation for the 2020–2021 election cycle and on the deteriorating

¹⁵ For more information on the format of meetings, see part II, sect. I.

¹⁶ See [S/2019/744](#), [S/2019/910](#) and [S/2019/1015](#).

¹⁷ Informal consultations on the matter were held on 3 January and 7 February (see [S/2019/910](#) and [S/2019/1015](#)).

¹⁸ See [S/PV.8440](#).

¹⁹ See [S/PV.8533](#).

²⁰ See [S/PV.8601](#).

²¹ See also the exchange of letters between the Secretary-General and the President of the Security Council on the appointment of the Special Representative of the Secretary-General for Somalia and Head of UNSAM ([S/2019/435](#) and [S/2019/436](#)). For more information on special advisers, special envoys and special representatives, see part IX, sect. VI.

²² See [S/PV.8671](#).

²³ See [S/PV.8440](#), [S/PV.8533](#), [S/PV.8601](#) and [S/PV.8671](#).

²⁴ See [S/PV.8647](#).

²⁵ For more information on developments with regard to the sanctions measures concerning Somalia, see part VII, sect. III.

human rights, humanitarian and security situation in the country. Council members strongly condemned the terrorist attacks in the region by Al-Shabaab, posing a serious threat to the fragility of the country's security situation. Council members welcomed the progress made in the constitutional review process and in the Federal Government's reform agenda, while expressing concern about the deadlock between the Federal Government and the federal member states and regret that the political and governance reforms had not yet been finalized.²⁶ Council members also underlined the importance of the Federal Government's restoration of cooperation with the United Nations and the international community.²⁷ In that connection, some Council members expressed regret for the lack of full cooperation by the Federal Government of Somalia with the Panel of Experts and encouraged the Government to engage with the Panel.²⁸

The Council's deliberations in 2019 were also focused on the role of UNSOM, the United Nations Support Office in Somalia (UNSOS) and AMISOM and their respective mandates. Deliberations of the Council were focused on the conditions-based transfer of the security responsibilities of AMISOM to the national security forces of Somalia, in line with the Mission's drawdown plan and its eventual exit strategy. At the meeting on 22 May,²⁹ the representative of Poland underscored that the AMISOM drawdown plan should include specific steps and a realistic timetable for the transfer of responsibilities, and the representatives of Peru and Indonesia emphasized the humanitarian consequences and the impact on the protection of civilians. The representatives of South Africa and Germany called for a comprehensive approach to security, with joint planning by AMISOM, the Federal Government, UNSOM, UNSOS and international partners, while underlining the significance of the Government and the federal member states resolving their differences through sustained and inclusive dialogue. At the meeting on 21 August,³⁰ the representative of France emphasized the importance of observing the commitment to meeting the deadlines set out in resolution 2472 (2019), adopted on 31 May, including with regard to the reduction of the troop ceiling by 1,000 military

personnel by 28 February 2020. She noted that, while the reconfiguration of AMISOM had to take place gradually in the most stable areas of the country, it was "imperative" that the decisions of the Council be respected. At the same meeting, the representative of the Russian Federation maintained that AMISOM continued to play a key role in addressing security challenges in Somalia and that, therefore, its reconfiguration had to go hand in hand with the establishment of Somali military and law-enforcement structures. He noted that the reduction in the number of African peacekeepers would be not only counterproductive but also dangerous. Council members³¹ also reiterated the importance of providing stable, predictable and sustainable financial support for AMISOM to combat Al-Shabaab more effectively.

In 2019, the decisions of the Council were also focused on the issues outlined above and on renewing the mandates of UNSOM and AMISOM. On 27 March, the Council unanimously adopted resolution 2461 (2019), by which it extended the mandate of UNSOM until 31 March 2020.³² The Council also urged the Federal Government of Somalia and the federal member states to accelerate the Government-led inclusive political settlement and further urged the resumption of the dialogue between the Federal Government and "Somaliland".³³ The Council emphasized the need for reconciliation, including inter- and intraclan reconciliation, across the country as the basis of a long-term approach to stability.³⁴ The Council also urged the Federal Government and Parliament to finalize and adopt the electoral law by mid-2019 and to ensure that the upcoming elections of federal member states were conducted in accordance with the country's international obligations and commitments.³⁵

On 31 May 2019, the Council unanimously adopted resolution 2472 (2019), by which, acting under Chapter VII of the Charter, it authorized the States members of the African Union to maintain the deployment of AMISOM until 31 May 2020, including a minimum of 1,040 AMISOM police personnel including five formed police units, and to reduce the level of uniformed AMISOM personnel by 1,000 to a maximum of 19,626, by 28 February 2020, in line with the transition plan and the handover to Somali security

²⁶ See [S/PV.8601](#) (United Kingdom, United States, Equatorial Guinea, Dominican Republic, France, Peru and Belgium); and [S/PV.8671](#) (France, Belgium, China, Poland, Germany and Indonesia).

²⁷ See [S/PV.8533](#) (United Kingdom and Indonesia).

²⁸ See [S/PV.8647](#) (United Kingdom, Germany and United States); and [S/PV.8533](#) (United States).

²⁹ See [S/PV.8533](#).

³⁰ See [S/PV.8601](#).

³¹ China, Indonesia and Russian Federation.

³² Resolution 2461 (2019), para. 1. For more information on the mandate of UNSOM, see part X, sect. II.

³³ Resolution 2461 (2019), paras. 5–6.

³⁴ *Ibid.*, para. 6.

³⁵ *Ibid.*, para. 7.

forces.³⁶ By the same resolution, the Council also urged the Federal Government of Somalia to focus on the generation of able, accountable, acceptable and affordable Somali forces, which would allow for the progressive transfer of security responsibilities from AMISOM to the Somali security institutions and create critical security for elections in 2020 and 2021.³⁷ The Council underlined that the threat of Al-Shabaab and other armed opposition groups would not be defeated by military means alone and, in that regard, called on the Federal Government of Somalia, federal member states, AMISOM, the United Nations and Member States to work together to take a comprehensive approach to security; it also called for increased coordination and collaboration at all levels, including through the Senior Leadership Coordination Forum and the comprehensive approach to security mechanism.³⁸ By its resolution, the Council further requested the Secretary-General to continue to provide AMISOM with a logistical support package in full compliance with the human rights due diligence policy on the basis set out in paragraph 2 of resolution [2245 \(2015\)](#).³⁹

On 15 November 2019, the Council adopted resolution [2498 \(2019\)](#), under Chapter VII of the Charter, with the abstentions of China, Equatorial Guinea and the Russian Federation. By that resolution, the Council reaffirmed the arms embargo and renewed for one year, until 15 November 2020, the exemptions on deliveries of weapons and military equipment, and on the provision of technical advice, financial and other assistance or training related to military activities intended solely for the development of the Somali national security forces and Somali security sector institutions.⁴⁰ The Council also recalled previous decisions regarding the targeted sanctions and the ban on charcoal.⁴¹ By the same resolution, the Council decided to impose a ban on components of improvised explosive devices, calling on Member States to take appropriate measures to promote the exercise of vigilance by their nationals, persons subject to their jurisdiction and firms incorporated in their territory or subject to their jurisdiction that were involved in the sale, supply or transfer of explosive precursors and

materials to Somalia that might be used in the manufacture of improvised explosive devices.⁴² In addition, the Council renewed the mandate of the Panel of Experts on Somalia until 15 December 2020.⁴³

In explaining their abstentions after the vote,⁴⁴ the representatives of the Russian Federation, China and Equatorial Guinea expressed regret about the negotiation process. The representative of the Russian Federation, pointing out the artificially created time pressure in the drafting process, emphasized that the state of the relations between Eritrea and Djibouti did not pose a threat to international peace and security and that the issues in question did not come under the direct purview of either the Security Council or the Committee pursuant to resolution [751 \(1992\)](#) concerning Somalia. Echoing similar concerns, the representative of China noted the efforts of the penholder and the improvements made to the text, but indicated that some of the proposals made had not been adopted and that his delegation had been compelled to abstain in the vote. He added that the Council was not the appropriate forum in which to discuss human rights issues and expressed the hope that it would conduct extensive consultations on draft resolutions in the future and avoid hastily putting them to a vote in order to achieve maximum consensus. The representative of Equatorial Guinea said that the purpose of his delegation's request had been to achieve a balanced text that reflected the various proposals and was in line with the political situation in the Horn of Africa and that his delegation would have preferred if issues not directly related to the resolution had not been mentioned in it.

On 4 December, the Council unanimously adopted resolution [2500 \(2019\)](#), by which, acting under Chapter VII of the Charter, it renewed for a further 12 months the authorizations, set out in paragraph 14 of resolution [2442 \(2018\)](#), granted to States and regional organizations cooperating with Somali authorities in the fight against piracy and armed robbery at sea off the coast of Somalia.⁴⁵

³⁶ Resolution [2472 \(2019\)](#), para. 7. For more information on the mandate of AMISOM, see part VIII, sect. IV.

³⁷ Resolution [2472 \(2019\)](#), para. 6.

³⁸ *Ibid.*, paras. 2 and 4.

³⁹ *Ibid.*, para. 19.

⁴⁰ Resolution [2498 \(2019\)](#), paras. 6–8 and 9–18.

⁴¹ *Ibid.*, paras. 20–22 and 23–25.

⁴² *Ibid.*, paras. 26–28.

⁴³ *Ibid.*, para. 29. For information on the mandate of the Committee pursuant to resolution [751 \(1992\)](#) concerning Somalia and its Panel of Experts, see part IX, sect. I.

⁴⁴ See [S/PV.8665](#).

⁴⁵ Resolution [2500 \(2019\)](#), para. 14. See also resolutions [1846 \(2008\)](#), para. 10, and [2246 \(2015\)](#), para. 14.

Meetings: the situation in Somalia

<i>Meeting record and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
S/PV.8440 3 January 2019	Report of the Secretary-General on Somalia (S/2018/1149)		Somalia	Special Representative of the Secretary-General for Somalia and Head of the United Nations Assistance Mission in Somalia (UNSOM), Special Representative of the Chairperson of the African Union Commission for Somalia and Head of the African Union Mission in Somalia	All invitees ^a	
S/PV.8494 27 March 2019		Draft resolution submitted by United Kingdom (S/2019/266)	Somalia		One Council member (United States), invitee	Resolution 2461 (2019) 15-0-0
S/PV.8533 22 May 2019	Report of the Secretary-General on Somalia (S/2019/393)		Somalia	Deputy Special Representative of the Secretary-General for Somalia and Officer-in-Charge of UNSOM, Special Representative of the Chairperson of the African Union Commission, Assistant Secretary-General for Humanitarian Affairs and Deputy Emergency Relief Coordinator	All Council members, all invitees ^b	

**Part I. Consideration of questions under the responsibility of
the Security Council for the maintenance of
international peace and security**

<i>Meeting record and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
S/PV.8537 31 May 2019		Draft resolution submitted by United Kingdom (S/2019/444)	Somalia		Five Council members (Côte d'Ivoire, Equatorial Guinea, Indonesia, South Africa, United Kingdom), invitee	Resolution 2472 (2019) 15-0-0 (adopted under Chapter VII)
S/PV.8601 21 August 2019	Report of the Secretary-General on Somalia (S/2019/661)		Somalia	Special Representative of the Secretary-General, Special Representative of the Chairperson of the African Union Commission; Special Representative of the Secretary-General on Sexual Violence in Conflict; Executive Director of the Somali Women Development Centre	All Council members, all invitees ^c	
S/PV.8647 25 October 2019					Six Council members ^d	
S/PV.8665 15 November 2019	Letter dated 1 November 2019 from the Chair of the Security Council Committee pursuant to resolution 751 (1992) concerning Somalia addressed to the President of the Security Council (S/2019/858 and S/2019/858/Corr.1)	Draft resolution submitted by United Kingdom (S/2019/880)	Somalia		Five Council members (Belgium, China, Equatorial Guinea, Kuwait, Russian Federation), invitee	Resolution 2498 (2019) 12-0-3 ^e (adopted under Chapter VII)

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<i>Meeting record and date</i>	<i>Sub-item</i>	<i>Other documents</i>	<i>Rule 37 invitations</i>	<i>Rule 39 and other invitations</i>	<i>Speakers</i>	<i>Decision and vote (for-against-abstaining)</i>
S/PV.8671 21 November 2019	Report of the Secretary-General on Somalia (S/2019/884)		Somalia	Special Representative of the Secretary-General, Special Representative of the Chairperson of the African Union Commission, Chair of the National Independent Electoral Commission of Somalia, Executive Director of the Somalia Youth Development Network	13 Council members, ^f all invitees ^g	
S/PV.8678 4 December 2019	Report of the Secretary-General on the situation with respect to piracy and armed robbery at sea off the coast of Somalia (S/2019/867)	Draft resolution submitted by United States (S/2019/916)	Somalia		Two Council members (China, Russian Federation), invitee	Resolution 2500 (2019) 15-0-0 (adopted under Chapter VII)

^a The Special Representative of the Chairperson of the African Union Commission participated in the meeting by videoconference from Dar es Salaam.

^b The Deputy Special Representative of the Secretary-General and the Special Representative of the Chairperson of the African Union Commission participated in the meeting by videoconference from Mogadishu.

^c The Special Representative of the Chairperson of the African Union Commission and the Executive Director of the Somali Women Development Centre participated in the meeting by videoconference from Mogadishu.

^d Belgium, Germany, France, Kuwait, United Kingdom and United States. The representative of Belgium spoke in his capacity as Chair of the Committee pursuant to resolution [751 \(1992\)](#) concerning Somalia.

^e *For:* Belgium, Côte d'Ivoire, Dominican Republic, France, Germany, Indonesia, Kuwait, Peru, Poland, South Africa, United Kingdom, United States; *against:* none; *abstaining:* China, Equatorial Guinea, Russian Federation.

^f Belgium, China, Dominican Republic, France, Germany, Indonesia, Kuwait, Peru, Poland, Russian Federation, South Africa (also on behalf of Côte d'Ivoire and Equatorial Guinea), United Kingdom and United States.

^g The Special Representative of the Chairperson of the African Union Commission and the Executive Director of the Somalia Youth Development Network participated in the meeting by videoconference from Mogadishu.