



LONDON CONFERENCE
SOMALIA
11 MAY 2017

SECURITY PACT

INTRODUCTION

1. After decades of civil war and state collapse, Somalia is making rapid progress towards peace, stability and prosperity. All parties commend the bravery and commitment of the troop contributing countries of the African Union mission in Somalia (AMISOM) who have fought to bring long term stability and security in Somalia. A national government, established in 2012, has led a process of peacebuilding, state-building and negotiation aimed at forging a new political settlement based on a federal model. Following the 2016 electoral process and with a new national leadership there is renewed hope for consolidating the gains made so far and accelerating progress towards long-term recovery and stability.

2. While progress has been made on state-building, institutional capacity remains weak on governance, justice and the rule of law, security, human rights and delivery of basic services. Insecurity remains a central fact of life for much of the population. Many challenges remain: terrorist groups such as Al Shabaab and Daesh are still a threat to peace and security; work to address constitutional issues needs to be expanded and accelerated and a stable federal settlement reached; security sector reform has not progressed as quickly as envisaged; and the threat of piracy remains real.

3. The Federal Government of Somalia (FGS) has therefore set out that security reform is a priority for the next four years. The International Community intends to continue to provide sustainable support. All partners (defined below) recognise the historic political agreement reached by the FGS and Federal Member States (FMSs) on 16 April 2017 on Somalia's National Security Architecture, and endorsed by Somalia's National Security Council on 8 May. This political agreement underpins and is central to achieving sustainable security reform and a transition of primary responsibility of security from AMISOM to Somali security forces.

4. All partners endorse Somalia's existing National Security Policy (NSP) adopted in June 2016. The NSP sets the framework for security institutions and decision making in Somalia. All partners also endorse the New Policing Model and urge Somalia's leaders to expedite agreement on a federal model for the justice sector. The New Policing Model sets out the framework for how policing will be governed and delivered in Somalia, with a division of responsibilities between the federal level and the states.

5. All partners also endorse Somalia's existing National Strategy and Action Plan for Preventing and Countering Violent Extremism, published in September 2016. They note the particular need for increased cooperation to support the National Programme for the Treatment and Handling of Disengaged Combatants in Somalia, as well as Somalia's action plans on children and armed conflict.

6. This Pact sets out an agreed vision of Somali-led security institutions and forces that are affordable, acceptable, accountable and have the ability to provide the security and protection that the people of Somalia deserve and need, in accordance with international humanitarian and human rights standards, as part of a comprehensive approach to security.

7. This Security Pact recognises the interdependence of security, political and development aspects to Somalia's recovery. This Pact is aligned with the principles and shared objectives of the New Partnership for Somalia, and sets out the key elements and political commitments facilitating Somalia's ability to transition from a situation of insecurity and dependence on AU forces, to one where it is able to take responsibility for protecting its

citizens and maintaining security. It is based on the principle of mutual accountability among Somalia's political leadership and the International Community.

8. Through this Security Pact, the FGS commit to take a lead on providing security in Somalia, working closely with the FMSs, including securing recovered areas, main supply routes and security for the 2021 elections, and to implement reforms in line with the National Security Architecture and mutually determined milestones. International Partners, recognising that Somalia's security reform is at a critical juncture, commit to providing increased, more effective and unified support, including better coordinated mentoring, training and equipping, of police and military forces.

9. Specifically, the Security Pact sets out:

- i) A political agreement between the FGS and FMSs on a national security model and architecture for Somali forces;
- ii) A plan for staged Somali security sector reform as part of a comprehensive approach to advance sustainable security. Milestones are planned for the next ten years, but with a focus on the next four years, the timeframe of Somalia's new federal administration;
- iii) Commitments from International Partners to support these security sector milestones, and the conditions on which that support will be based;
- iv) An agreement that AMISOM remains critical to securing Somalia's security; international partners reaffirm their support to AMISOM and agree that the transition from AMISOM to Somali security forces from 2018 should be conditions-based and with clear target dates linked to the security sector reform milestones set out in this Pact; and
- v) An implementation and review mechanism to ensure effective, verifiable delivery of the commitments made under the Security Pact, including a schedule of follow up meetings with the first within six months of the London Somalia conference.

10. Somalia's political leaders and the Heads of its Security Forces, represented internationally through the FGS, agree to continue to commit to uphold human rights and international humanitarian law, and to strengthen institutions and measures for doing so, including those urgently required to address impunity and improve the protection of women and children, and to end the involvement of children in armed conflict.

11. The Somali leadership has set target dates within the National Security Architecture Agreement and international partners commit to work with Somalia to support their efforts at full and effective implementation. All parties recognise the importance of ensuring a strong emphasis on affordability and public financial management, framed within the centrality of the broader civilian oversight process. All parties also recognised the importance of an effective disarmament, demobilisation and reintegration programme, as well as a strengthening of arms and ammunition management in relation to UN Security Council requirements. Conflict resolution and reconciliation mechanisms, along with strengthening the rule of law and extending state authority are also necessary to enable effective security. Further work is also needed around maritime capacity building in relation to economic developments and anti-piracy.

12. It is vital that international partners closely align their efforts in a fully coordinated manner to enable Somalia to achieve a comprehensive approach to advance sustainable security. All partners of the Security Pact agree to fulfil their commitments under it and play the part required of them in implementing the Pact to achieve sustainable, verifiable progress in line with the implementation mechanism.

13. This Security Pact is adopted by the Federal Republic of Somalia and 42 International partners on 11 May 2017. It is not intended to be a binding agreement and does not create any obligations under international law.

1. SOMALIA'S POLITICAL AGREEMENT ON NATIONAL SECURITY ARCHITECTURE

14. On 16 April the FGS and FMSs of Somalia reached a political agreement on a National Security Architecture. This was endorsed by Somalia's National Security Council on 8 May 2017.

15. This agreement seeks to address four key areas of reform required of Somalia's security forces and provide strategic direction. The four key areas identified and agreed upon are:

- i) The numbers of Somali security forces, military and police, and the civilian oversight role of the executive over the armed forces.
- ii) The distribution of Somali security forces at the Federal and State level, Somali National Army sectors realignment to reflect the new political dispensation and integration of Somali Security Forces so they represent the vision and aspiration of the new Somalia.
- iii) The command and control of Somali Security Forces ensuring a greater clarity of the roles and responsibility of institutions both at the Federal and state level.
- iv) An outline of fiscal responsibilities for respective Somali Security Forces at the Federal and state level.

16. All partners welcomed this political agreement on a national security architecture as the foundation of longer term security reform. All partners recognised that further work would be necessary to resolve issues not fully addressed in the political agreement. This includes detailed plans to set out sustainable funding from Somali resources and international support.

17. Full text as follows:

Somalia's political agreement reached on 16 April 2017

The political and security advisors of the Federal Government of Somalia (FGS) and Federal Member State (FMS) leadership met for a two day meeting (15-16 April 2017) to discuss political questions relating to Somalia's national security architecture.

These recommendations take into account and build on the existing National Security Policy and the New Policing Model.

The Somali National Army will consist of:

1. Somali Ground Forces
2. Somali Air Force
3. Somali Maritime Forces/Navy

Key Tasks/Responsibilities:

- Safeguarding National Unity/Sovereignty of the country
- Safeguarding and defending the borders of the country
- Defending against external threats and any internal threats that endanger the stability of the country

Figures/Numbers of the SNA and Police Force

Recognizing the challenges of Somali budget and revenue generation, we recommend that:

1. The Somali National Army (SNA) shall number at least 18,000, excluding the Special Forces (Danab), Air force and Navy. **This work shall be completed within six (6) months, starting from 1 June 2017.**
2. The training of these forces shall take place within Somalia, with a unified Somali doctrine, in order to revive national training institutions, which shall be reequipped and resupplied.
3. The SNA shall fall under the Ministry of Defence, and the Minister for Defence shall prepare and assign budgetary allocations in consultation with the Minister for Finance.
4. The Somali police force shall number 32,000, divided into Federal Police and State Police as per the New Policing Model. This expanded figure shall include the Coastguard, as well as Darwish. **This task shall be completed within six (6) months, starting from 1 June 2017.**
5. The Coastguard will be built and strengthened at the federal level, and the coastguard police at the FMS-level. Their roles and responsibilities will be established later. **This task shall be completed within six (6) months, starting from 1 June 2017.**

Distribution and Composition

6. The existing SNA sectors shall be redrawn to align with FMS boundaries to reflect the political developments in the country/federal system. **This task shall be completed within three (3) months, starting from 1 June 2017.**
7. The SNA forces, numbering at least 18,000, shall be distributed across existing SNA sectors (12th, 21st, 43rd, 49th, 48th, 54th, 26th and 60th). The subsequent distribution of the SNA forces (numbering at least 18,000) across the FMS boundary-aligned sectors, shall be determined based on military and geographic need. SNA and FMS leadership will participate in any necessary redistribution of forces. **This task shall be completed within six (6) months, starting from 1 June 2017.**

8. 500 Danab Special Forces shall be established in each SNA sector, with input from the FMS, reporting to the Danab Brigade HQ in Baledogle. **This task shall be completed within six (6) months, starting from 1 June 2017.**
9. The distribution of the 32,000 police, between Federal and State-level, and the question of how many of these should be Darwish, is yet to be determined. But it is agreed that there should be a fair and equitable distribution, based on needs.
10. The Darwish elements of the State-Level Police shall be a reserve force that can be activated as deemed necessary. They shall work with the SNA forces in times of national crisis.
11. The existing regional forces will therefore become part of SNA or be part of State Police. **This task shall be completed within three (3) months, starting from 1 June 2017.**
12. Those armed personnel who do not meet the requirements for inclusion in any security forces will require comprehensive demobilization and reintegration programmes. Given Somalia's limited resources and the need to reduce security forces substantially, a DDR and rehabilitation programme will be instrumental to mitigate the risk of extremist groups recruiting former security forces personnel. **This task shall be completed within twelve (12) months, starting from 1 June 2017.**
13. The National Integration Commission shall be a crucial component for ensuring the realization of Somali national security forces, which represent each FMS and the whole country. **This task shall be completed within thirty (30) days, starting from 1 June 2017.**

Command and Control

14. The Somali National Army is a national force and the President of the Federal Government of Somalia is the Commander in Chief. He is also the Chair of the National Security Council (NSC).
15. The National Security Council will include the FMS presidents. Similarly, the Prime Minister (PM) and FGS Ministers (Ministers for Internal Security, Foreign Affairs, Interior, Justice, Defence and Finance and the Governor of Banadir Region). In addition, the Heads/Directors of Somali National Forces and the National Security Advisor will be technical members of the NSC. FMS participation in National Security Council meetings could be virtual through technical means when necessary. **This task shall be completed within ten (10) days, starting from 17 April, 2017.**
16. While the National Security Council will handle policy and strategic matters, the Regional Security Councils will enforce implementation. The Regional Security Councils will be chaired by FMS presidents and will include the SNA sector commanders and the State-Level security departments.
17. The State-Level forces shall shoulder the responsibility to ensure security within the FMS solely or with the support of the SNA.
18. To realise effective coordination and collaboration between the Federal and State-Level security actors, National and Regional Security offices will be established. **This task shall be completed within thirty (30) days, starting from 17 April 2017.**

19. For external threats, the National Security Council will take direct action. For major operations related to internal threats involving the SNA, the National Security Council shall authorize the scope and methods of the operation, and delegate operational command responsibilities for the relevant SNA sector to the relevant Regional Security Council.
20. In consultation with the FMS presidents, the CDF will propose SNA sector commanders to the MoD for approval. In the event of concerns about the performance or conduct of a particular SNA sector commander, the relevant FMS President will officially report it to the FGS President.
21. The Federal Police shall report to the relevant FGS Minister, and State-Level Police shall report to the relevant FMS authorities.

Resource/Finance

22. The FGS shall be responsible for the salaries and support requirements of the SNA.
23. The FGS shall be responsible for the salaries and support requirements of the Federal Police, and FMSs shall be responsible for the salaries and support requirements of the State-Level Police. Internationally mobilized resources (donor support) for the security sector shall be equitably distributed across the Federal and FMS levels.
24. There shall be a Federal financial responsibility to support sections of State-Level Police that are engaged in active operations against internal threats.
25. Effective and transparent monetary management system for the operations of the forces' resources shall be established within three (3) months.
26. The International Community is requested to set aside enough resources to support the restructuring and development of the national security architecture during this transition period.
27. The security budget shall be sufficient to ensure proper funding towards the security sector, including salaries, equipment, healthcare, training, infrastructure, such as bases and barracks, operations, and additional items.
28. The above mentioned responsibilities shall be in line with the national constitution and resource sharing mechanisms.

2. A VISION FOR EFFECTIVE SECURITY SECTOR REFORM – COMPREHENSIVE APPROACH TO SECURITY MILESTONES

18. The Federal Government of Somalia has committed to reforming and developing its security institutions. There is a clear vision of the change that is needed, and the political and technical progress required to achieve it. In the short term, strengthening and deepening links between the Federal Government and Federal Member States will underpin a comprehensive approach to security. Security provision will begin to transition from AMISOM to Somali leadership. Over the next four years, key tests of capability and coordination will include stabilisation of major towns, opening of main supply routes, participation in offensive operations, ability to hold recovered areas security for 2021 elections and impartiality of Somalia's Security Institutions and forces. In the longer term Somalia is committed to building robust security institutions, on a financially sound basis, for securing peace and setting conditions for economic prosperity. The milestones set out below will contribute to wider political, humanitarian and economic progress, and help to build a functional Somali federal state.

2017- 2018: Political agreements and strengthening links between the FGS and the FMSs

- i) National Security Architecture in place.
- ii) The National Security Council (NSC) is the highest security decision making body and actively engages with the Regional Security Councils (RSC) through a formal process under civilian oversight as stipulated in the constitution.
- iii) Method agreed for choosing and recruiting personnel for Somali Security Institutions (SSIs).
- iv) Create verified and accurate lists of current members of security institutions.
- v) Detailed plan in place to provide training and development for the army in each sector.
- vi) Federal and state operational command structures in place that can coordinate the work of different security institutions.
- vii) Disarmament, Demobilisation and Reintegration programme, based on needs assessment, drafted and agreed.
- viii) Detailed federal and state police plans drafted.
- ix) National Strategy and Action Plan for Preventing and Countering Violent Extremism in place, with commitment to implement.
- x) Mutual accountability structures agreed, and with international partners' support within the framework of a Comprehensive Approach to Security.
- xi) Stabilisation architecture in place between FGS and FMSs, enabling extension of state authority and community recovery.
- xii) Robust Human Resources and payroll system in place delivering pay consistently and accountably across Somali Security Institutions.
- xiii) Plans need to be agreed for the integration of identified regional forces who will form part of the Somali security institutions.
- xiv) Strategy and action plan in place, and being implemented, to mainstream gender and the Women, Peace and Security agenda across the security sector.

2018-21: Securing Somalia's people as they vote in full election.

- i) Federal and state ministries have capacity to support and oversee Somali Security Institutions.
- ii) National Security Architecture legislation adopted by the Houses of the Federal Parliament, as per Article 130 of the Provisional Federal Constitution.

- iii) Al Shabaab threat is contained and AMISOM prepares for transition¹ .
- iv) Somali security forces transition to hold major population centres and open main supply routes.
- v) State authority across Somalia is extended through federal member states, to establish district councils.
- vi) Disarmament, Demobilisation and Reintegration programme is fully operational.
- vii) National Intelligence Security Agency (NISA) operates across the country, with strong and accountable systems.
- viii) Countering/Preventing Violent Extremism legislation in place and in use, with coordinators in place at federal and state level.
- ix) Structures to train and develop maritime capability in place.
- x) Strengthening the rule of law system in Somalia's security institution.

By 2027: Sustainable and reformed Somali Security Institutions financed by domestic revenues.

- i) Rule-of-law and security provision across the whole country, led by the police and with strong civilian oversight and Civil Society Organisations involvement.
- ii) Effective maritime capability protects Somalia's waters.
- iii) Well-established methods of countering violent extremism, based on education and community support and justice.

¹ The AU-UN AMISOM review of AMISOM will set out recommendations to all partners of AMISOM's future role based on Somalia's needs ahead of AMISOM's mandate renewal later this year.

3. SECURITY PACT: INTERNATIONAL SUPPORT

19. **On the basis of the milestones set out in this Security Pact, the International Community commits to provide, sustainable political and material support to** Somalia's security reform over the next four years. All partners recognise the urgency of security reform, noting that Al Shabaab remains a threat to peace and security. Improved coordination of support through the agreed implementation mechanism of the Security Pact is key to ensuring increased international efforts have impact.

20. The Comprehensive Approach to Security (CAS) provides the conceptual framework for international commitments, and the 4As the principles (affordable, acceptable, accountable and able). Consideration will be given to the development of a comprehensive plan for financing security². Specific funding commitments from the International Community will be made at the October 2017 follow up conference, as Somalia's leaders make progress on the remaining issues related to the security architecture and implementation mechanism in partnership with Comprehensive Approach to Security Executive group. The process for this is set out in section five of this Security Pact, the implementation mechanism. All partners commit to support the sustainable development of the Comprehensive Approach to Security.

21. This Security Pact is intended to be reinforced by our common adherence to the principle of Mutual Accountability, through which all partners are able to clearly identify the core commitments made through this Security Pact and call each other to account in delivering them through the agreed coordination mechanism.

22. Building from the foundation of a federal political agreement on a National Security Architecture, international partners will confirm their commitments to providing sustained support for the five strands, namely:

- i) **Enabling effective AMISOM operations**, including a conditions-based transition with clear target dates from AMISOM to Somali led security - subject to the outcomes of the AU-UN review of AMISOM.
- ii) **Accelerating the development of Somali National security institutions and forces**, in line with national Security Architecture, including Disarmament, Demobilisation and Reintegration (DDR).
- iii) Support to the Somali Government's stabilisation plans and **Community Recovery and Extension of State Authority/Accountability (CRESTA/A)**.
- iv) **Countering/Preventing Violent Extremism (C/PVE)**
- v) Enhancing the coherence of international partner's support, **including by establishing an effective coordination mechanism**

² The AU-UN AMISOM review of AMISOM will set out recommendations to all partners of AMISOM's future role based on Somalia's needs ahead of AMISOM's mandate renewal later this year.

SUSTAINABLE FINANCING

23. By the follow up conference in October 2017 the FGS and its partners intend to present a financing strategy for the agreed national security architecture in line with the Comprehensive Approach to Security and the 4As, and guided by the National Development Plan (NDP) and the World Bank/UN Security & Justice Public Expenditure Review (SJPER). The plan is expected to also include details on how to address corruption/public finance management and how to maximise value for money within the security sector. A unified funding mechanism will be developed to enable coordination and alignment for external resources.

24. Transparent management of public finance, including funds allocated to security, is central to any security sector reform process. All partners recognise the commitment of the FGS to tackle corruption, specifically within the security sector, and welcome progress made so far. However, much work needs to be accomplished in developing the institutional capacity of the security institutions. Strengthening public financial management requires political will, as well as investment in developing the capabilities and capacities of key civilian governance institutions. Such institutions will lead policy and oversight of how resources invested in security are managed and utilised.

4. A CONDITIONS BASED TRANSITION FROM AMISOM/ITS SUCCESSOR TO SOMALI SECURITY FORCES

25. We commend AMISOM's vital work in creating the conditions for Somalia to establish political institutions and extend state authority, both key to laying the foundations for a staged transfer of security responsibility to Somali institutions and forces. We applaud the security AMISOM provided for the recent elections.

26. We recognise that AMISOM's effort comes at great sacrifice to the troop and police contributing countries (TCCs/PCCs) themselves, and commend the bravery and commitment of their troops, as well as Somali forces, in fighting Al Shabaab. We recognise the ongoing commitment of TCCs/PCCs to support AMISOM, and acknowledge the need for sustainable funding for AMISOM and the importance of force enablers and multipliers to match its mandate.

27. We express support for a conditions-based transition from AMISOM to Somali security forces, starting in late 2018 and with clear target dates linked to the security sector reform milestones set out in this Pact recognising the importance of safeguarding the progress made to date. The UN-AU review of AMISOM May to June 2017, with the active participation of the FGS, will set out agreed recommendations to all partners of AMISOM's future role based on Somalia's needs pending approval of the AU Peace and Security Council (PSC) and UN Security Council ahead of AMISOM's mandate renewal later this year.

28. All partners recognise the critical funding provided to AMISOM by the EU since 2007 and the need to take collective responsibility for sustainable funding for AMISOM beyond 2018.

Next Steps for a Sustainable Conditions-Based Transition

A: London Conference on Somalia (11 May 2017)

- i) Agreement that AMISOM remains critical to securing Somali security;
- ii) Reaffirm international support for AMISOM's mission; and
- iii) Agreement that the transition from AMISOM to Somali Security Forces from 2018 should be conditions-based in order to safeguard hard-won progress.

B: Technical Rollover of AMISOM mandate by (31 May)

C: UN-AU Review of AMISOM (May – June 2017)

- i) Establish a baseline assessment of AMISOM and Somali Security Forces;
- ii) Identify the necessary tasks for AMISOM as part of a comprehensive approach to security;
- iii) Identify the range of security actors that have a role and make recommendations as to the preferred relationships between them in terms of lead organisation and supporting organisation;
- iv) Make recommendations on AMISOM's future size to enable a conditions based transition to Somali security forces; and
- v) Recommendations on what a conditions based transition could look like.

D: AMISOM resolution adoption by UN Security Council by August 2017 (tbc) to include consideration of recommendations of the joint review.

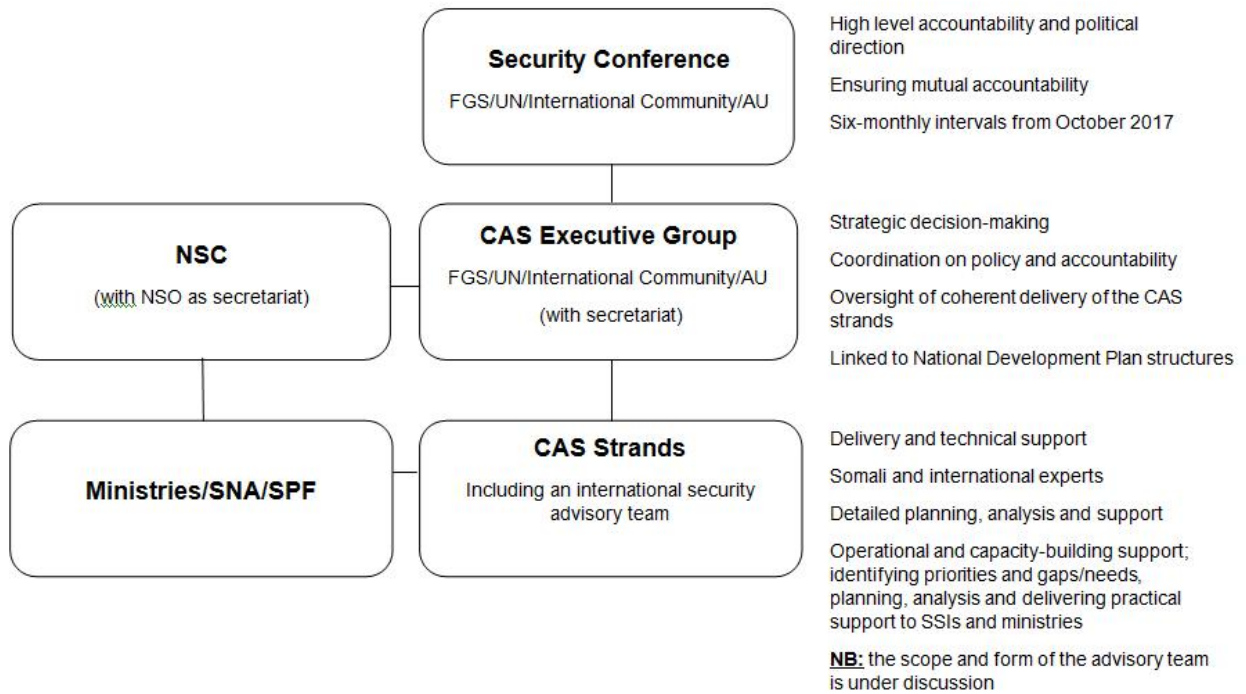
5. GOVERNANCE AND IMPLEMENTATION OF THE SECURITY PACT

29. All partners agree a governance and implementation mechanism is essential so that progress is effectively monitored, major risks to delivery are managed and resources, including international support, are appropriately allocated in line with priorities. This mechanism will work within the existing National Development Plan structures with some proposed adjustments to deliver specific security support.

30. The mechanism, exact scope and membership to be agreed in Mogadishu after the London Somalia conference, is intended to:

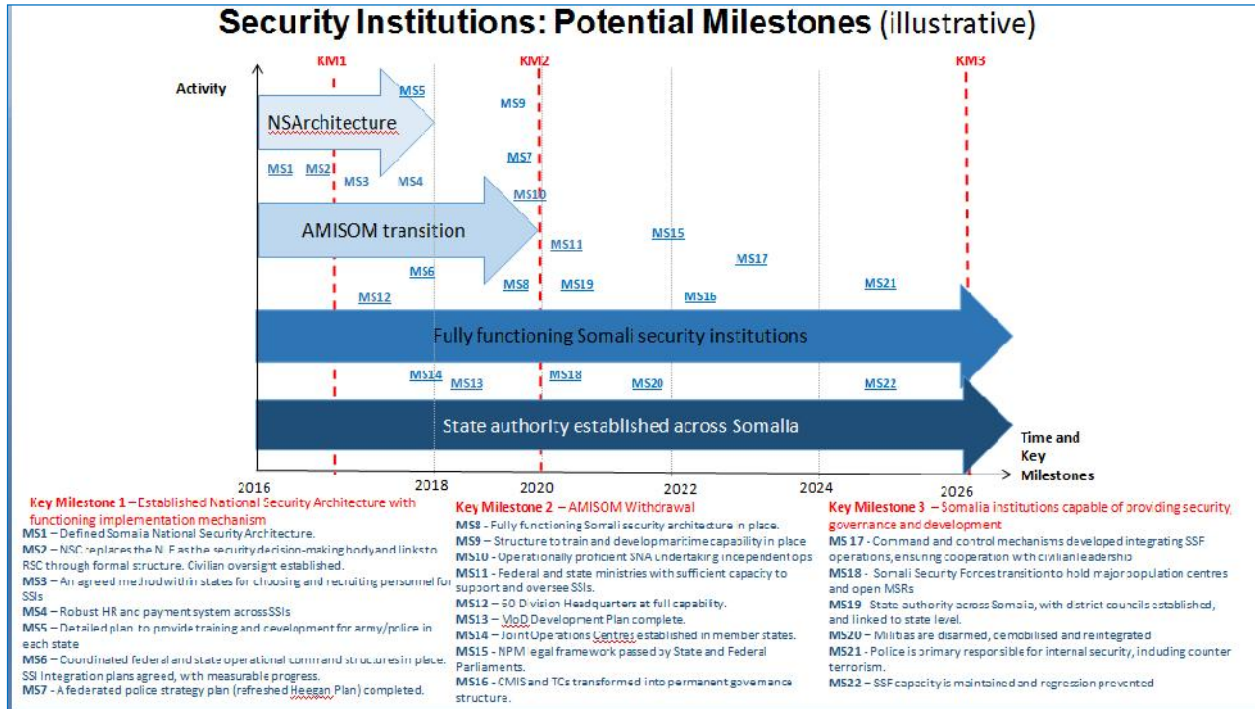
- i) Cover all aspects of the comprehensive approach to security and security sector reform;
- ii) Deliver this Security Pact;
- iii) Enable Somali ownership of governance and delivery of the National Security Architecture and the Comprehensive Approach to Security (CAS) strands focused on Enhancing Somalia Security Institutions, Community Recovery and Extension of State Authority, Preventing and Countering Violent Extremism;
- iv) Engage with the proposed New Partnership for Somalia structures at the strategic level through the High Level Partnership Forum, the Somali Development and Reconstruction Facility (SDRF), to ensure coordination with the other elements of the National Development Plan; and
- v) Use inclusive technical delivery and coordination bodies that are capable of taking forward the practical and operational implementation tasks required to achieve the milestones set out in the Security Pact. An executive group to oversee delivery of the Comprehensive Approach to Security will report to the next security conference in October to take stock of progress. **Consideration is expected to be given to the development of an international security advisory team**, as counterpart for Somalia's National Security Office, to be established for the coherent delivery of international technical support; the concept could bring together all partners providing support to military police and civilian security activity in Somalia, including relevant UN components and AMISOM, under a unified arrangement and leadership, to deliver support through a common system which will be agreed by all partners and the FGS.

Comprehensive Approach to Security Implementation Mechanism

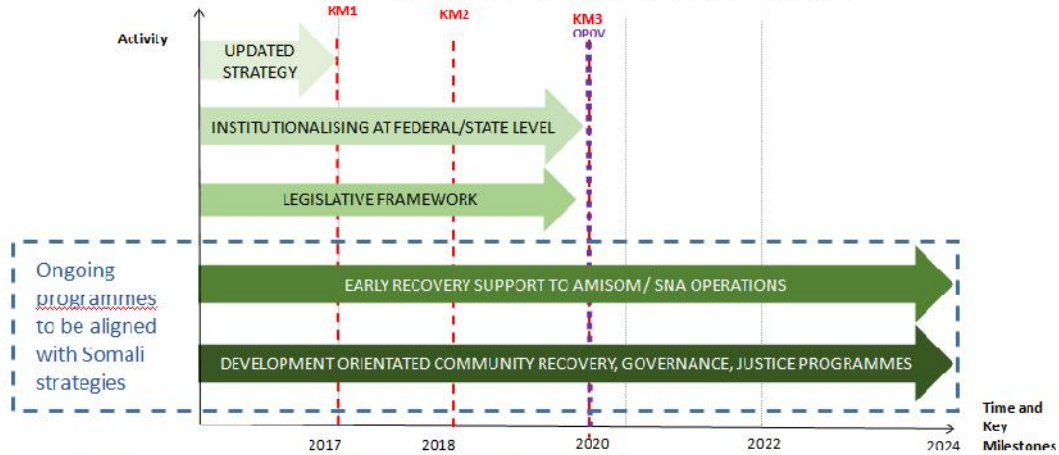


Annex: Comprehensive Approach to Security: Illustrative Milestones

Milestones for each strand of the comprehensive approach to security will be worked up more fully as part of the Security Pact Implementation mechanism. The below are indicative milestones reflecting existing mapping.



CRESTA/A Potential Milestones



Key Milestone 1 (KM1) – Overarching agreement with new Federal administration and Federal Member states on stabilization strategy and agreement on a justice and corrections model
 Federal and State level coordination structures updated, including enhanced linkages to national security architecture
 In conjunction with Office of President, Office of Prime Minister and Ministry of Interior, Federal Affairs and Reconciliation.
 • National Stabilisation Strategy updated
 • State level stabilization implementation plans developed

Key Milestone 2 (KM2) – Institutional capacity enhanced at federal and state level including through adoption key legislation and policy frameworks in place at Federal and state level, e.g. local government laws and capacity of core justice institutions enhanced to enable the extension of justice services beyond State capitals
Key Milestone 3 (KM3) – Federal, State and District level Institutions have confidence of the people and are capable of providing security, governance and development.

ONGOING ACTIVITY

- Technical assistance at federal & state level to support development and implementation of policies and plans with governance and justice sectors
- Early Recovery projects and enhanced civil-military coordination and planning to support AMISOM and SNA operations to extend state authority
- Community recovery projects continue to support socio-economic growth through projects to enhance infrastructure and livelihoods
- Justice and Governance projects continue to support development of key legislation and increased delivery of services to citizens
- Links to broader programmes including 3/CVE, DDR and reconciliation

