

Figure 4: Logbook updated accordingly.

		ISSUE						
Issuing officer rank and name	Date received	CDF order reference number	Issue voucher number	Date issued	Receiving officer rank and name	Receiving unit	Receiving unit location	
COL Ahmed M. Maxamed	27/8/2016	X/AB5/CYBS 424/16	053	27/8/2016	Col. Ahmed M. Maxamed	DARND	BMA/TEZKHA	
COL Ahmed M. Maxamed	02/9/2016	X/AB5/CYBS 428/16	052	02/9/2016	Col. Ahmed M. Maxamed	SECTOR 12 APRIL	SECTOR HQ'S	
COL Ahmed M. Maxamed	08/06/2016	LVX/AB5/CYBS 041/16	056	08/06/2016	Gen. Cagay	9-12 APRIL	9-12 APRIL	
COL Ahmed M. Maxamed	14/08/2016	LVX/AB5/CYBS 041/16	051	14/08/2016	Gen. Cagay	9-12 APRIL	9-12 APRIL	
COL Ahmed M. Maxamed	06/09/2016	LVX/AB5/CYBS 112/16	054	06/09/2016	XIII- SAKARIYE	SW/Phere	AM/dura	
COL Ahmed M. Maxamed	10/09/2016	AB5/PI XDS 113/16	057	10/09/2016	Pharmic Cali ADAN	LVV-Bonus Dablayn	BD.	
COL Ahmed M. Maxamed	15/09/2016	AB5/PI XDS 116/16	055	15/09/2016	XII- Cali Xugan Xarbi	9-21-acc	9-21-acc	
COL Ahmed M. Maxamed	17/09/2016	WBB/CYBS 115/2/16	058	17/09/2016	WBB/CYBS Xarbi	9-12 APRIL	urr/2-acc 4-2-acc	
COL Ahmed M. Maxamed	20/09/2016	LVX/AB5/CYBS 416/16	059	20/09/2016	LVX/AB5/CYBS Ahmed	Wagard-Maxalay town	W/12-acc 4-2-acc	
COL Ahmed M. Maxamed	20/09/2016	LVX/AB5/CYBS 465/16	060	20/09/2016	XII-Sakariye	Catlad	Catlad	

3. The SEMG identified two areas where the procedure could be improved:
 - (a) Indication of the precise amount of ammunition required: Many distribution orders noted only the number of boxes (sanduuq in Somali) instead of the exact number of rounds (xabo in Somali) distributed. To better monitor the distribution of ammunition, the exact amount of ammunition should be indicated on the distribution documents.
 - (b) Accurate completion of the logbook: In some cases, distributed ammunition was not indicated on the same line of the logbook that had recorded its receipt.

Figure 5: Weapon Logbook with inadequately completed fields for distribution of PKM ammunition.

Weapons distribution procedures

4. The Group was given access to the weapons logbooks which included records of the receipt of weapons supplied by the Arab Republic of Egypt in August 2016.⁴¹ The logbooks showed accurate registration of all six 9mm Tokarev pistols and 58 AK-47s received in the shipment. However, three AK-47s listed in the advance delivery notification had not been registered in the logbook.

5. The SEMG also reviewed a logbook dedicated to RPG-7s, containing only two entries. Key fields had been left unfilled in the two entries, such as the date of arrival, the shipment of origin, the CDF distribution order reference, the original serial number, and the SNA marking numbers.

Figure 6: RPG logbook entries.

WEAPON NAME											
RECEIPT											
Log entry number	Date of entry	CDF order reference number	Supplier country	Weapon model	Weapon serial number	Rack / stack number	SNA marking database number	Receiving officer rank and name	Date received	Issuing officer rank and name	CDF order reference number
1	22-6-2016		LEXICONS	RPG7		38					
2											

WEAPON NAME									
ISSUE									
SNA marking database number	Receiving officer rank and name	Date received	Issuing officer rank and name	CDF order reference number	Issue voucher number	Date issued	Receiving officer rank and name	Receiving unit	Receiving unit location
			Edmond Moussé	EX: Y40001 X0119416	051	02/10/2016	S/216 ASST SECURITY	9-12-2016	9-12-2016
			Edmond Moussé	EX: AB0001 18517	052	19/4/2017	S/216 ASST SECURITY	9-12-2016	9-12-2016

⁴¹ Advance delivery notification was sent to the Committee on 22 July 2016 (S/AC.29/2016/NOTE.38). No post-delivery confirmation was sent to the Committee.

**Annex 8.3: Review of paperwork related to ammunition distribution from Halane
(STRICTLY CONFIDENTIAL)***

**Annex 8.4: Review of paperwork related to a shipment of weapons and ammunition from Djibouti
(STRICTLY CONFIDENTIAL)***

Annex 8.5: Diversion

1. In paragraph 8 of resolution 2182 (2014), the Security Council prohibited the sale, transfer or use of weapons sold or supplied for the development of the security forces of the FGS to or by any individual or entity not in the service of the FGS security forces. Since the partial lifting of the arms embargo, the Monitoring Group has documented diversion of weapons and ammunition from Government stockpiles, in its 2014 and 2015 reports.⁴²
2. During the current mandate, the SEMG again documented cases of weapons from FGS stockpiles found in possession of individuals or illicit arms dealers in Mogadishu.

FGS weapons in the possession of arms dealers in Mogadishu

3. The SEMG documented seven weapons found in possession of arms dealers in Bakara market and near KM5 roundabout, both in Mogadishu, between November 2015 and April 2017 (see sample images below). The weapons — assault rifles and pistols — bore the markings of the Somali Police Force (SPF), the National Intelligence and Security Agency (NISA), private security companies (PSC) and Government officials.
4. The SEMG requested information from the FGS on the initial distribution of these weapons, including logbook extracts demonstrating the origin of each weapon, and to which individuals and security agency — and where appropriate, brigade and battalion — or private security company to which the weapons were assigned, as well as the dates of distribution. A first informal request was made on 11 July 2017 to the Office of the FGS National Security Advisor. On 7 August 2017, the SEMG received a reply stating that the Ministry of Internal Security (MoIS) had in turn requested the information from PSC, SPF and NISA.⁴³ On 22 August 2017, the SEMG sent official correspondence to the FGS, but had not received a reply as of this writing.⁴⁴

Figure 1: AKM-PM md. 63, 7.62 x 39 mm with FGS marking SOPSC16/6385 seized during FGS stabilization operations in June 2017.



Figure 2: Type 56-1, 7.62 x 39 mm with FGS marking SOPSC16/7529 seized during FGS stabilization operations in June 2017.



FGS weapons captured during Mogadishu stabilization operation

5. The SEMG documented seven other FGS-issued weapons during its visit to the SNA headquarters at Villa Gashandiga on 11 July 2017 to investigate weapons seized during the Mogadishu stabilization operations led by joint Somali security forces (see sample images below). Seven assault rifles among the 45 total weapons seized bore the markings of the FGS: five with PSC markings, and two with SPF markings. The SEMG was informed that these rifles had been seized from individuals in Mogadishu, without further explanation.

⁴² See S/2014/726, annex 6.2, and S/2015/801, annex 7.1.

⁴³ Email from the FGS Office of the National Security Advisor, 7 August 2017.

⁴⁴ S/AC.29/2017/SEMG/OC.114.

6. The SEMG noted positively that most of the captured weapons had been registered in a dedicated logbook. The SNA subsequently proceeded to distribute 16 weapons to SNA units, however, without marking. The SEMG also found discrepancies between the logbook and the weapons the SEMG inspected. Four of the 45 captured weapons had not been registered in the logbook, while another weapon which had been registered — with SNA markings — was not among the weapons on site. The FGS explained these discrepancies by the fact that the Gashandiga armoury team had yet to receive any training on the logging procedures, with training pending.⁴⁵

Figure 3: Type 56, 7.62x39 mm with FGS marking SONISA0178 found in possession of an arms dealer near Bakaara Market, Mogadishu, in February 2016.



Figure 4: AKM, PM md. 63, 7.62x39 mm with FGS marking SO-CBS-0510-16 found in possession of an arms dealer near KM5, Mogadishu in May 2016.



⁴⁵ Email from the FGS Office of the National Security Advisor, 7 August 2017.

Annex 9.1: Establishment of a United Arab Emirates military base in Berbera

Figure 1: Satellite imagery of coast north of Berbera Airport, 23 December 2016



Figure 2: Satellite imagery of coast north of Berbera Airport, 21 September 2017



Annex 10.1: Marginalized communities and humanitarian access¹

1. As a result of social, political and economic exclusion, marginalized communities were less able to cope with the impact of the famine in 2011-2012. Their status affected ability to access external lifelines, such as diaspora remittances, but also humanitarian assistance.² As beneficiary populations, marginalized groups often have little power to negotiate effectively for their needs.³ Members of marginalized groups are also generally missing from the architecture of humanitarian response, including control and staffing of UN humanitarian entities and international and local non-governmental organizations (NGOs).

2. It is too early to assess the humanitarian response to the 2016-2017 drought and its impact on marginalized communities and exclusion. In the interim, the SEMG compiled snapshots of three marginalized communities. Each experience of humanitarian obstruction reflects a different facet of marginalization in Somalia, and a different approach to challenging it.

Displaced Shiidle communities in Jowhar, Middle Shabelle⁴

3. The Shiidle, who farm in the riverine areas around Jowhar and Balad, are a Jareer clan indigenous to the region. Their rivals for power are the primarily pastoralist Abgal who have traditionally held sway in government and security positions, both at the district and regional level.⁵ In terms of control of humanitarian operations, in 2017, the position of humanitarian coordinator was moved from under the authority of the District Commissioner — usually Shiidle — to the Regional Governor — Abgal — reaffirming the dominant interest. Almost all the humanitarian entities operating in the area, whether local or international, are staffed at senior level on the ground by Abgal, although there are some exceptions. The Abgal are also the dominant clan in the Somali National Army (SNA) contingents based around Jowhar and Balad, monopolizing the instruments of Government force.

4. The struggle for control of land and power between the Shiidle and the Abgal has frequently spilled over into armed conflict. As reported by the SEMG in *S/2014/726*, annex 8.2 (strictly confidential), in November 2013 over 5,000 members of Shiidle/Walamoy communities from 20 villages northeast of Jowhar were displaced by attacks by the SNA — primarily comprised of Abgal personnel — and Abgal militia forces. Most of those who found their way to Jowhar for safety were still displaced during the current mandate, afraid to go home in the absence of any final resolution of the dispute over farmland which had sparked the attacks.⁶ Again, in April 2017, over 5,000 Jareer/Shiidle/Bare were displaced from three villages near Balad further to Abgal militia attacks, supported by elements of the SNA.⁷

5. In 2013, assistance to the displaced persons was initially provided by AMISOM and the humanitarian community, but by 2015, the local authorities began to actively prevent provision of assistance to the group settled at Bula Rahma near the AMISOM camp.⁸ In April 2015, one NGO assessed community needs and prepared nutrition supplies for delivery; ultimately, however, the organization was informed by the local administration that they could not return to Jowhar to provide the assistance. As a result of this obstruction, until mid-2017 the camp did not receive support from the formal

¹ The SEMG defines marginalized communities as groups — defined by clan, culture (pastoralist vs farmer), physical appearance, or perceived ethnicity or caste — which are excluded from power and resources either on the basis of identity, or because the group is a minority in a particular geographic area.

² A recent study conducted for the World Bank confirmed that remittances were concentrated within certain lineages. The most vulnerable communities — Rahanweyn and Bantu — had relatively few members in the diaspora, or in urban and business sectors. See, Nisar Majid, with Khalif Abdirahman and Shamsa Hassan, *Remittances and Vulnerability in Somalia, Assessing sources, uses and delivery mechanisms* (Rift Valley Institute, May 2017). See also Daniel Maxwell and Nisar Majid, *Famine in Somalia, Competing Imperatives, Collective Failures, 2011-12* (Hurst, 2016).

³ Humanitarian inputs are rarely simply offered but are negotiated with the beneficiary community, including the percentage split of profits from the engagement.

⁴ This account is based on a series of interviews with elders from the Shiidle community, internally displaced persons (IDPs), and farmers, some conducted on behalf of the SEMG, and discussions with NGO and UN humanitarian workers and African Union Mission in Somalia (AMISOM) officials between February and August 2017.

⁵ Despite some attempt to share administrative power — the position of District Commissioner is usually held by a Jareer — the Deputy will be Abgal and wield considerable power alongside the Governor (also Abgal).

⁶ A small number of Shiidle farmers did return home. The SEMG confirmed that in one village — name on file with the Secretariat — in mid 2017, farmers were receiving part of a mixed cash and foodstuffs input, due to an agreement between the NGO and traders.

⁷ See annex 11.1.

⁸ SEMG interviews with IDP representatives and AMISOM officials present at the time in Jowhar, August 2017.

humanitarian sector, surviving with the assistance of the diaspora and the host Shiidle community, even as its population grew: as of July 2017, there were 2,733 Shiidle families at the camp, hosting not just the original group, but Shiidle displaced from the drought and the April 2017 attacks.

6. In May, an internal UN report seen by the SEMG noted that AMISOM was concerned that 16,600 people at its forward operating base at Bula Rahma — also sometimes called Towfiq — were in desperate need of protection and assistance as the local administration had been actively blocking anyone who tried to assist them. The change of governorship of the HirShabelle Interim Administration (HIA) in February 2017 facilitated some relaxation of the *de facto* ban on assistance: in mid 2017, the community reported that a humanitarian agency had registered 700 families for a cash input and remitted one payment of \$200 to 300 families in July 2017.⁹

7. More broadly, due to their lack of representation in the humanitarian structures, the Shiidle were generally less able to negotiate with humanitarian agencies to ensure that aid reached the ground, and to challenge diversion. Nevertheless, in mid-2017, elders in four Shiidle villages refused to participate in a cash for work scheme, as the organization involved was offering only \$1.5 per meter of water channel dug as opposed to the \$3 which was paid to other communities.

Dir/Surre/Fiqi Mohamed and Jareer/Gabaweyne communities in Bohol Garas and Qoney, Gedo¹⁰

8. In S/2016/919, annex 7.8 and 7.8.1 (strictly confidential), the SEMG documented how the Interim Jubba Administration (IJA) minister for security, Abdirashid Hassan Abdinur (Darod/Marehan) controlled humanitarian operations in Dolow, Gedo. Operating directly, and through proxies, he diverted and manipulated the direction of humanitarian assistance in the district, and to a lesser extent in Belet Hawo and parts of Luq.¹¹ One outcome documented during this mandate was consistent attempts to deny humanitarian access to non-Marehan communities on the east bank of the Juba river, comprising parts of Dolow and Luq districts.¹²

9. Among the historically marginalized communities living on the east side of Dolow across the river are the Dir/Surre/Fiqi Mohamed and Jareer/Gabaweyne.¹³ The Surre are a minority due to geography, as they are a Dir sub-clan in a Darod/Marehan dominated area. The Gabaweyne are marginalized due to their exclusion from the lineages of the four dominant clans. The Surre have had some access to external support through diaspora and business ties, but the Gabaweyne have few links to power and resources. The latter have also been the continuous target of land-grabbing and displacement since the 1990s from the riverine areas where they once formed the majority population.

10. The local administration and NGOs with an interest in denying or manipulating humanitarian inputs, restricted access to the area through a variety of means: denial of travel permission on security grounds; arrest of humanitarian workers who sought to present proposals relating to provision to the area; classification of sub-villages — resided in by the minority but dominant clan — as the main village, in order to attract services and support; and control of NGOs to manipulate humanitarian access and restrict monitoring.¹⁴ At the same time, where access was permitted, local communities found themselves in a weak negotiating position, unable to demand effective project delivery and prevent diversion.

11. During early 2017, local efforts to negotiate access to the flows of aid coming to Gedo under the drought response got underway, supported by international partners. External humanitarian experts provided support to local Members of Parliament (MPs) to develop proposals to break the impasse around humanitarian access. The MPs later met with the IJA

⁹ The agency confirmed the registration and single payment — but to just over 500 families.

¹⁰ This account was compiled further to interviews with national and international staff of local and international NGOs operating in Dolow in 2017 or in previous years, and with UN staff and humanitarian and human rights experts between January 2017 and August 2017.

¹¹ See S/2016/919, annex 7.8 and strictly confidential annex 7.8.1. See also annex 11.3 and 11.3.1 (strictly confidential) for an update on investigations into Abdinur's responsibility for violations of international law involving targeting of civilians and obstruction of humanitarian assistance.

¹² In 2012, there was an effort to re-create the districts of Bohol Garas and Qoney, which had existed under the Siad Barre regime, to allow for both greater control by, and power-sharing between, the two communities. The revived district arrangement was, however, not been recognized at the federal level, and the area continues to come under the control of the Dolow and Luq authorities.

¹³ Other clan families present in the area were the Gassaregude, the Hawiye/Shekal, the Jejele, the Leysan and the Mirifle/Ashraf.

¹⁴ Specific cases of such obstructions were documented and verified by the SEMG but not provided here for reasons of security of interlocutors. There were also physical barriers to access such as few river crossing points and a lack of infrastructure, including as a result of the persistent underdevelopment of the area.

minister of security Abdinur and other representatives of the regional and local administration in Dolow, but no specific undertakings were made.

12. Meanwhile, in early September 2017 the UN reported that General Acute Malnutrition (GAM) rates during June/July for both riverine and pastoralist communities in northern Gedo were between 15.7 and 17.5; rates of above 15 are considered critical.¹⁵

SEMG assessment of humanitarian inputs

13. The SEMG conducted a brief assessment of the main humanitarian inputs received by communities living in, and in villages surrounding, the towns of Bohol-Garas and Qooney — approximately 7,000 households — between late 2015 and July 2017.¹⁶ Information was gathered from local communities on the projects purportedly run by five different organizations in order to better understand the forms of denial of access and diversion faced.

- (a) NGOs without connections to the IJA/Dolow administration: Where permitted to operate, this category of NGO was only able to conduct modest activities, such as distribution of water, sanitation and hygiene supply (WASH) kits, vaccines, acute watery diarrhea (AWD) treatment, provision of primary health care in two facilities, or engagement in hygiene promotion.
- (b) NGOs connected with the IJA/Dolow administration: These organizations were permitted to seek and receive funding from external partners, including the UN, for potentially significant infrastructure and other projects in the area. Their activities generally had minimal impact, with scant implementation on the ground, indicating likely diversion of funds. Even following the implementation of a water and sanitation project in Bohol Garas in 2016, the community still relied on water donkeys in 2017, with those who could not afford the service forced to fetch water from the river or shallow wells. In Qooney, an NGO was also funded to implement water and sanitation infrastructure improvements: water services were still not functioning in July 2017. During the 2017 drought response, however, a second administration-proxy NGO did manage to distribute child nutrition supplies sporadically to approximately 90 children from at least January to July 2017.
- (c) International NGOs or internationally supported local NGOs: During the mandate, some international entities began to more effectively challenge obstruction from the local administration, including in partnership with local NGOs. Despite sometimes serious consequences for staff, these efforts did have modest success. One local community reported, that a cash for work project in 2017 reached over 300 beneficiaries, albeit with half the salary amount promised. Another direct food relief input — pulses, starches and oil — in mid-2017 was accessed by over 1,000 beneficiaries. Finally, a food voucher program supported over 489 families, with relatively small rates of diversion compared to those usually experienced in the area.

The Madiban community in Galkayo¹⁷

14. The Madiban community is one of Somalia's minority clans.¹⁸ They are found throughout Somalia, but particularly in the north, and suffer severe discrimination on grounds of caste exclusion.¹⁹ There are no statistics available on the

¹⁵ See Famine Early Warning Systems Network, *2017 Somalia Post Gu Seasonal Food Security and Nutrition Assessment: Key Findings*, 5 September 2017.

¹⁶ Details of these projects are on file with the Secretariat, but key identifiers are suppressed for reasons of security. There are 44 sub-villages connected with Bohol Garas and Qooney.

¹⁷ This account was compiled based on the SEMG's visit to Galkayo between 2 and 7 July 2017, interviews with members of the Madiban community, experts in diaspora, and engagements with humanitarian agencies.

¹⁸ The name is often used to englobe other occupational minorities such as the Tumul and the Yibro under a common banner. See, Martin Hill, *No redress: Somalia's forgotten minorities* (Minority Rights Group, 2010), available from **Error! Hyperlink reference not valid.** (accessed on 22 September 2017).

¹⁹ Even in exile strict divides are maintained: in 2016, the SEMG interviewed Madiban community leaders from Kakuma refugee camp who described how their children were not allowed to sit near children of other clans in refugee schools. Even school materials unintentionally touched by Madiban children would be thrown away.

population of Madiban in Somalia: in Galkayo and its surrounding villages, Madiban claim that they make up as many as 35 per cent of the area's residents.²⁰

15. With most humanitarian entities are controlled by dominant clans in Galkayo — almost exclusively Darod/Majeerteen in north Galkayo — the community had always found itself both sidelined from access to humanitarian assistance, and discriminated against in the main camps. As the drought created pressure on all communities in late 2016 Madiban IDPs arriving into the town began to be simply turned away by those in control of the settlements. With the support of a few members in diaspora, the Madihan host community in Galkayo organized and managed to purchase a plot of land on which to settle the arriving IDPs. Danwadaag camp was founded in October 2016, and by August 2017, over 700 families were living there. The camp had one hand-dug well with no pump, no medical facilities and rudimentary shelter with dwellings constructed of branches, cardboard, rags and plastic bags.²¹ Of all the Galkayo IDP camps, however, Danwadaag camp residents were the only ones who held a lease to their land.²²

16. Although no agency conducted formal nutrition assessments, the level of need, however, was assumed to be very high.: in June/July 2017 GAM rates in Galkayo IDP camps were assessed at 21.6 — critical — although Danwadaag camp was not included in the data set. Local elders told that SEMG that 19 children and five adults from the Madiban IDP community died from malnutrition related causes in Danwadaag camp between January and July 2017, but this could not be confirmed.

17. By early September 2017, the camp had managed to secure aid from three humanitarian NGOs which provided weekly child malnutrition support, basic medical supplies, and cash inputs for three months for around 250 families. These inputs were shared out between the whole community.

18. The SEMG also documented how critical nutrition inputs in Galkayo — plumpy nut provided by the World Food Program and intended for malnourished children, and grains/pulses, oil, etc. — were being sold openly in the market (see figures 1 and 2).

Figure 1: Plumpy nut (child malnutrition supply) being sold in the market in Galkayo, photograph taken on 10 September 2017 on behalf of the SEMG.



²⁰ Areas around Galkayo which were described to the SEMG by the community as almost exclusively Madiban include: XeroJaale; Dabridka; and Waniiqle. Others with a significant population include: Bacaaadweyn; Buursaalax; Buuryoqab; Deyro; and Goldogob.

²¹ The community built a two-room school of iron sheets: the children sit outside due to the heat.

²² In August 2017, the Tumul community, another occupational minority, decided to follow the lead of the Madiban and set up their own camp along the same lines.

Figure 2: Grains, oil and dried food being sold in the market in Galkayo. Photograph taken on 10 September on behalf of the SEMG.



Measures to challenge exclusion

19. In comparison to the 2011/2012 famine, during the mandate, donors and humanitarian organizations demonstrated a greater awareness of the challenge of access to marginalized communities, including achieving small successes, as noted in the cases above. Devising strategies to effectively tackle the deep roots of the phenomenon was difficult. In early 2017, the United Kingdom's Department for International Development (DFID) commissioned the Centre for Humanitarian Change to work with its humanitarian partners to infuse awareness of exclusion of marginalized populations in programming during the drought. The project included pilot activities where advisors worked with partners and local communities to challenge specific experiences of exclusion. Within the UN, the Deputy Humanitarian Coordinator made the issue a theme of his initiatives and the SRSG convened a round table discussion on exclusion which is intended to lead to a permanent discussion forum. More broadly, the FGS convened discussion around the development of a National Inclusion Action Plan and the setting up of a National Council for the Development of Somalia Minorities, but these initiatives are in their early stages.

20. At the programme level, however, there is a need for greater awareness of the specific experience of marginalized communities to be explicitly integrated in project design and monitoring. Risk assessments might include an analysis of clan and other potential markers of exclusion, both with respect to the identity and perception of the organization providing the inputs, and the beneficiary community. As a condition of funding, organizations could potentially be asked about the specific strategies which would mitigate these risks.

21. In terms of challenging the balance of power within the humanitarian community itself, the UN Country team could consider how to encourage marginalized communities to participate in the formal structures of humanitarian response, including with respect to UN staffing.²³ Another option is the operation of small grants schemes targeted at assisting new organizations to build capacity to join the system.²⁴

²³ Inclusion of the voice of marginalized groups in national fora on accountability and reconciliation is a much larger issue, including in terms of addressing inequalities in access and control of livelihoods, assets and land.

²⁴ In addition to facing threats from those who dominate the humanitarian business, marginalized communities often find it difficult to generate the initial investment required to become part of the system — whether to pay for registration, succeed in capacity assessments, or be approved within the grant cycle.

**Annex 10.2: Involvement of a Lower Shabelle NGO in inter-clan conflict
(STRICTLY CONFIDENTIAL)***

Annex 11.1: Destruction of Shiidle villages near Balad, Middle Shabelle¹

1. On 4 April 2017, and for three days after, the villages of Jameeco-Misra, Kulmis-Yarrow and Maqdas were the site of armed conflict between Hawyie/Abgal/Wacbudan/Eli and Jareer/Shiidle/Bare militia, augmented by elements of the Somali National Army (SNA). The battle resulted in the displacement of almost all the inhabitants of the villages and the burning of homes and assets. As of 10 September, most of the community were still displaced.

2. This case study highlights three challenges: the continued use of SNA power, personnel and assets to progress clan business; the need for genuine inter-clan reconciliation and power sharing at regional and district levels; and the importance of reform of the security sector to remove individuals committing repeated abuses and to build a force more reflective of the population.

Background to the conflict

3. The conflict was triggered when cattle belonging to the Abgal/Eli community entered onto Shiidle/Bare community farms and the Bare demanded compensation for the damage done their crops. Further to return of the livestock, Eli militia returned to the land at the centre of the dispute and killed two of the owners.² Although the movement of cattle onto the farming land was the overt cause of the conflict, the SEMG identified additional exacerbating factors including an interest in taking control of the cannabis crop which Shiidle sub-clans in some areas had increasingly begun to farm.³

4. Shiidle/Bare militia and Abgal/Eli militia were the main participants in the fighting. Most of those claimed, however, that alongside the Abgal/Eli militia, Abgal elements of the SNA, and SNA assets were deployed in support of the attack. In particular, they pointed to the presence of the SNA Captain Saney Abdulle Nur (Abgal/Owbakar Gabane).⁴ A number of people stated that they had recognized two vehicles being used during the attack as belonging to Captain Saney.⁵ An internal UN report seen by the SEMG noted “the active participation of security forces in the attacks”.

5. Some of those interviewed also claimed that at least one new technical and weapons had been “sent from Mogadishu” by Hassan Mohamed Hussein “Mungab” (Abgal/Eli) the former Mayor of Mogadishu and Governor of Benadir region, to assist with the takeover. The SEMG could not confirm this report. They also claimed that the Middle Shabelle Governor Ahmed Meyre Makaran bore responsibility for supporting the military elements which augmented local militia.

6. As testified by women displaced from the attack to Jowhar, also joining the Abgal attacking force was Jelani Mohamud Sheikh “Jelani”. Jelani is a Shiidle/Bare militia leader who frequently operates with Captain Saney. Prior to the conflict in the three villages, Jelani participated in an attack launched by Captain Saney on the village of Towfiq, another Shiidle village. Heavy weaponry was used in an attack against the family home of General Mohamud Haji Ahmed Ali “Shegow” (Jareer/Rer Shabelle).⁶

7. The attack came as part of a longer running dispute between the two men. The tensions related to the General’s role in an SNA military campaign to disrupt illegal checkpoints run by rogue SNA units in Lower Shabelle in 2015, including those run by Saney.⁷ In January 2017, in Middle Shabelle, Captain Saney and his men had erected an illegal checkpoint on

¹ This account was prepared by assessing the testimony of Shiidle elders and community members displaced to Mogadishu and consultation with Shiidle and Rer Shabelle diaspora in Kenya. The SEMG also arranged for interviews to be conducted people displaced from the conflict in Jowhar and Balad. Information was corroborated with UN officials, staff of local and international NGOs, local security actors and AMISOM.

² An internal UN report seen by the SEMG confirmed the killing of two Bantu men near Balad on 5 April 2017, Maxamuud Axmed Qaali, 40 and Abuukar Cumurey, 23.

³ Trade in hashish is allegedly on the rise, not just for use by Somali security forces but also as an export trade to countries in the Middle East.

⁴ Captain Saney was attached to Battalion 23 in Middle Shabelle. He is currently based near the AMISOM camp at Jowhar.

⁵ They also noted that Captain Saney was known to have control of four technicals, one of which had been burned during an attack on Towfiq village earlier in the year.

⁶ General Shegow is a former member of Al-Shabaab who defected to the government in 2012, joined the SNA and was awarded the rank of Brigadier General.

⁷ Conversation conducted on behalf of the SEMG with General Shegow and transmitted by email, 30 July 2017. The SEMG also interviewed a humanitarian worker based in Nairobi with knowledge of the area who confirmed that an attack on Towfiq occurred targeting the home of General Shegow. Interview with a humanitarian worker, 17 July 2017, Nairobi. The SEMG also received a report from an NGO staff member with knowledge of the security context in Middle Shabelle, that on 20 January an SNA soldier under the command of General Shegow had killed a male civilian in Jowhar, accusing him of spying for Jeylani.

the Mogadishu Jowhar road at Khalimow village near Balad for two weeks until the FGS ordered him to withdraw.⁸ It is not clear whether General Shegow was part of the operation to disrupt the latter checkpoint but Captain Saney's attack on the village of Towfiq occurred shortly afterwards. Eventually General Shegow had to request AMISOM to evacuate him from his position as he was unable to rely on support of the Abgal-dominated SNA in Middle Shabelle to safely withdraw from the area.

8. The Abgal force was heavily armed including with RPGs and DShKs, supported by technicals. Witnesses alleged that some of the attackers wore military uniform while others were in civilian dress.⁹ Grenades were used to set on fire homes and other structures.¹⁰ The Shiidle were mostly armed with AK-pattern rifles.¹¹

Impact of the conflict

9. The centre of the villages of Jameeco-Misra, Kulmis-Yarrow and Maqdas were almost completely destroyed by fire. One humanitarian worker who interviewed those displaced to Jowhar described how she was told that wells and water pumps were targeted for destruction and looting and that "an ice factory" in one village had been vandalized.¹²

10. A report provided to the SEMG by Shiidle elders in the diaspora claimed that 10 civilians from the Shiidle community had been killed during the fighting, including a 10-year-old boy. In an interview with the SEMG, an elder from Jameeco displaced to Mogadishu also described how Eli militia "burned the houses and killed the children."¹³ There were no reports, however, of female casualties, indicating that the fighting occurred primarily between armed actors: between militia, SNA personnel and those defending their homes. The SEMG was unable to confirm the deaths of civilians beyond the two farmers whose killing sparked the attacks, and the young boy.¹⁴

11. Most of the inhabitants of the three villages fled the area. A humanitarian worker told the SEMG that approximately 1,200 households were displaced from Jameeco-Misra; 280 from Maqdas; and 272 from Kulmis-yarrow.¹⁵ Some sought safety in the surrounding villages of Baqdaad, Basra, Mukidheere, Maandhere, Bacaadley, Boodaale, Xawaadley, Shamlo, and Dhagaxow.¹⁶ The AMISOM Sector 5 camp at Balad received many of those displaced: between 700 families or 5,700 individuals. A smaller number fled to Jowhar.¹⁷ A Bantu Member of Parliament approached AMISOM shortly afterwards requesting support for 5,400 IDPs camped around Balad, reporting that 753 homes had been destroyed by fire.¹⁸

12. Others fled to Mogadishu. On 24 April, an internal UN report noted that an NGO had visited two IDP camps — Alcadaa and Gunspre — and identified 95 households newly arrived from Jameeco-Misra, displaced by clan conflict.¹⁹ Shiidle elders informed the SEMG that up to 550 households had been displaced from the three villages to Burako/Mashala in Mogadishu, although it is not clear if all had arrived further to the attacks.²⁰

Aftermath

13. With the authority of the HirShabelle Interim Administration (HIA) still in formation at district level and unable to project power to resolve the crisis, the conflict continued sporadically, primarily between militia defending their positions on the ground around the villages.²¹ On 29 April, there were clashes at Jameeco-Misra when Shiidle/Bare militia attacked the Abgal/Eli militia who were occupying the area. Somali media reported that three fighters had died in an encounter that

⁸ Interview with local journalist from Jowhar, 12 August 2017.

⁹ Interview with elders displaced to Mogadishu from Jameeco, Mogadishu, 2 May 2017.

¹⁰ See figures 1 and 2, below, for pictures of the aftermath of the attack.

¹¹ The Shiidle militia in the Balad area are reported to have 10 PKMs but it is not known if these were deployed. SEMG Skype interview with journalist in Jowhar, 21 August 2017.

¹² Interview with humanitarian worker, Nairobi, 12 June 2017.

¹³ SEMG interview with elders displaced to Mogadishu from Jameeco, Mogadishu, 2 May 2017.

¹⁴ An NGO with knowledge of the security situation in Jowhar confirmed the killing of two Shiidle civilians in the attacks. Email NGO staff member, 5 April 2017. The SEMG confirmed the name of the boy as Abukar Omar Abdirahman.

¹⁵ SEMG interview with humanitarian worker, Nairobi, 12 June 2017.

¹⁶ On 16 April, a local NGO reported that the displaced communities who had fled to Mandhere village were facing "dire conditions". Email from NGO staff member, 16 April 2017.

¹⁷ See discussion of the humanitarian response to those who fled to Jowhar in annex 10.1.

¹⁸ Internal confidential UN report reviewed by the SEMG.

¹⁹ Internal confidential UN report; email from humanitarian worker, 18 July 2017.

²⁰ SEMG interview with elders displaced to Mogadishu from Jameeco, Mogadishu, 2 May 2017.

²¹ Pictures taken on behalf of the SEMG in Maqdas, show the presence of a Shiidle militiaman. See figure 3, below.

involved the use of “automatic weapons, heavy machine guns and rocket-propelled grenades”: NGO reports received by the SEMG, however, indicated one dead and two wounded.²²

14. Civilians were also attacked due to the unresolved conflict:

- On 7 June, a group of five Shiidle men — including both Isse and Bare sub-clans — were executed near Hawadley village, taken from a vehicle in which they were transporting vegetables to Mogadishu and shot.²³ Two accounts collected by the SEMG from local journalists attributed the killings to Gaaljal militia, as revenge for the killing of a Gaaljal man.²⁴ Shiidle elders claimed, however, that Abgal militia were behind the murders and that it related to the April conflict: UN sources also received similar information. There was no investigation by the local administration into the incident. The SEMG was unable to make a determination.
- On 19 July, a Shiidle/Bare man was shot and killed by an Abgal militiaman near Xawaadley village.²⁵ Displaced to Mogadishu by the 4 April conflict, he had returned home to check on his land.

15. The April attacks occurred against the background of long-running tensions between Abgal and Shiidle communities in Middle Shabelle which have regularly erupted into violence. These have been characterized by the use of Government forces and assets in support of Abgal objectives. In 2014, the SEMG investigated a series of attacks in November 2013 on 20 villages inhabited by the Shiidle/Wallamoy community northeast of Jowhar town during which at least 60 civilians were killed, homes burned, and assets looted. Most of the inhabitants of the villages were forced to flee.²⁶ The attacks were launched by Abgal/Mohamed Muse militia, bolstered by federal forces— 1st Brigade with the assistance of the 3rd Brigade (60th Battalion).

16. The involvement of state forces on these occasions complicated the response to the conflict, including as the local administration was perceived as being unable to act as an honest broker in inter-clan dialogue. The Governor of Middle Shabelle, Ahmed Meyere Makaran and the Vice President of the HIA — and former Governor — Ali Gudlawe Hussein, were considered complicit as their respective sub-clans participated in, or supported, the attacks. In May 2017, a delegation led by the State Minister of Internal Affairs and Reconciliation, together with regional officials, travelled to the three villages and met with local elders promising support for reconciliation. In early August, a new Balad district administration was appointed which included greater representation of local communities. Bolstered by their new legitimacy on the ground, officials immediately called together the Bare and Eli elders and warned that if even “one bullet” flew in further conflict, all would be arrested. Although the situation has since remained calm, by 1 September talks about the return of the community to their homes and the question of compensation, had not yet commenced.²⁷

²² See, “Clan Clashes Claim Three Lives In Middle Shabelle”, Goobjoog News, 30 April 2017, available from <http://goobjoog.com/english/clan-clashes-claim-three-lives-middle-shabelle/>.

²³ The SEMG has identified the six Shiidle men as: Ciiley (Ismail) Maxamed Daa’uud, 20 (Iise); Xintir Maxamed, 27 (Bare); Maaji Maxamed, 20 (Bare); Yuusuf Xabad, 25 (Bare); and Meyle Cabdikariin, 21 (Bare).

²⁴ Email from NGO staff member, 8 June 2017. Interview with a Middle Shabelle-based journalist, 25 July 2017.

²⁵ Email from NGO staff member, 20 July 2017.

²⁶ S/2014/726, strictly confidential annex 8.2.

²⁷ Talks have however begun in Jowhar around resolution of the inter-Abgal conflict in Adale in Middle Shabelle.

Figure 1: Picture of Jameeco-Misra village after the attacks taken by an SEMG source four days after the fighting.



Figure 2: Picture of Kulmis Yarrow after the attacks taken by an SEMG source four days after the fighting.



Figure 3: Picture of Maqdas village after the attacks on taken by an SEMG source four days after the fighting – note presence of Shiidle militiaman.



Annex 11.2: Child recruitment and use

Harakaat al-Shabaab al-Mujaahidiin²⁸

1. In its final report on Somalia of 2016 (S/2016/919, annex 7.2), the SEMG recorded a spike in Al-Shabaab recruitment — in particular of young children — a few months prior to major operations by the militant group in Puntland in March 2016. Nevertheless, during the mandate, despite an increase in anti-Al-Shabaab operations, overall reported instances of child recruitment fell between September 2016 and June 2017.
2. In the Juba Valley, preparations for Operation Safari Hunter got underway in earnest towards the end of 2016. Although in late 2016 Al-Shabaab continued to target children in rural areas, by the first half of 2017 there was a significant fall-off in efforts to recruit. An Al-Shabaab-affiliated source assessed that child recruitment in early 2017 had reduced to as little as a third of previous levels.²⁹
3. The fact that military operations by anti-Al-Shabaab forces had restricted the movement of fighters, coupled with the desire not to antagonize local community relations as a major confrontation approached, likely affected the recruitment campaign. Further, large numbers of children were already embedded in Al-Shabaab's madrasa system, a ready-made recruitment channel for the group (see below). The greater emphasis placed in 2017 in Middle Juba on the training of East African foreign fighters may also have impacted the pattern of local recruitment.³⁰
4. By July 2017, however, the trend was reversing. In June 2017, in Hiran, Galgadud and Mudug regions, Al-Shabaab began a new round of aggressive child recruitment, accompanied by a campaign of threats and violence against local communities. On 7 August, the District Commissioner of Adale in Middle Shabelle region announced that over 500 children had arrived into the town having fled forced recruitment in Galgudud, Hiran and Middle Shabelle.³¹ It was too early to assess in September 2017 whether these large-scale recruitment efforts were being undertaken by Al-Shabaab in anticipation of planned anti-Al-Shabaab offensives in the Juba valley: it is possible that Al-Shabaab intended to avoid alienating families on whom it relied for support during operations, and reduce desertion,³² by planning to deploy children from other areas in those encounters.

Impact of the drought

5. The arrival of the drought in 2016 created a fertile environment for child recruitment in Al-Shabaab areas. In districts around Hudur, local officials described how families were forced to leave children behind when they fled to government-held areas for humanitarian assistance. When supplies dwindled, children were turned to Al-Shabaab for help: in Tiye glow district, several boys who had defected from Al-Shabaab in early 2017 were forced to re-join the group.
6. As an inducement to recruitment, Al-Shabaab in parts of Bay region promised children that they would receive food, clothes, education — including IT training and driving skills — and health services. For older boys, Al-Shabaab undertook to pay dowry when the time came for them to marry. In some cases, boys were told that they would not have to fight.
7. Pressure was also brought to bear collectively on communities. In three locations in Al-Shabaab's Bay heartland — Rama Cadeey, Bulo Fulay and Bush Madine — the group called a meeting at the height of the drought and demanded that

²⁸ This section was compiled based on interviews with: community elders in Baidoa, Kismayo, Mogadishu, and in the diaspora; staff of national and international NGOs; officials of UN agencies, district and regional authority and security officials; and interviews conducted on behalf of the SEMG with individuals currently and formerly associated with Al-Shabaab, between November 2016 and August 2017. References in the text to “UN protection monitors” are to staff members of UN agencies involved in child protection activities and to contributors to the UNICEF-facilitated Monitoring and Reporting Mechanism for Grave Violations of Child Rights (MRM in Somalia).

²⁹ Interview conducted on behalf of the SEMG with Al-Shabaab mid-rank fighter, location redacted, 28 July 2017.

³⁰ The SEMG received single source but credible information that an increasing number of young male recruits arrived from East Africa into Middle Juba during early 2017 and received short training programs. Al-Shabaab assigned specific responsibility for external recruitment and transportation of these individuals, reflecting the apparent importance of the strategy.

³¹ See, “Somali Children Flee Al-Shabaab Recruitment”, VOA, 7 August 2017, available from <https://www.voanews.com/a/somali-children-seek-refuge-al-shabab-coastal-town-adale/3975825.html>.

³² It is noteworthy that Al-Shabaab fighters from communities in Middle Juba — in particular, Mai Mai-speaking Bantu — were defecting in significant numbers from their bases in different parts of the country during this period. The SEMG documented one group of 29 defectors from this community, who had arrived in Kismayo between May and July 2017 and connected them with UN agencies.

300 children be sent to its madrasa. Families who initially refused were fined \$50 per child when they were eventually forced to attend.³³

Education as a recruitment strategy

8. Building on trends observed by the SEMG since 2015, in 2017 Al-Shabaab intensified its involvement in education — both for children and adults — as a strategy for early indoctrination and training, and for encouraging allegiance by specific sub-clans in areas of oscillating influence.

9. In April 2017, Al-Shabaab announced that it had developed a new school curriculum which it would launch in July 2017. Over the following months, the group rolled out a series of activities — many constituting violations of international law — intended to ensure that schools both within and beyond its areas of control were prepared to implement its edict. These involved:

- (a) forced closure of schools to facilitate re-training of teachers;
- (b) prevention of teachers' freedom of movement;³⁴
- (c) summoning teachers living in government-controlled areas to travel to Al-Shabaab strongholds and be schooled in the new curriculum;³⁵
- (d) occupation of schools;³⁶ and,
- (e) abduction of children who participated in FGS approved government examinations.³⁷

10. These measures were part of an increasingly aggressive strategy to force children into Al-Shabaab-controlled madrasas (see below).

11. In areas where Al-Shabaab came under direct military pressure, recruitment efforts waned, as did emphasis on control of the education sector. In July 2017, in one rural village in Middle Juba, the community was permitted — for a fee of \$1,200 — to open its own school and follow its own curriculum, including the teaching of English.³⁸

12. In Bakool, Lower Shabelle, and Middle Juba regions, Al-Shabaab reinforced its child recruitment education strategy by providing clan elders with specialized religious and ideological training. Reflecting Al-Shabaab's increasing use of clan as a vehicle for tracking and ensuring allegiance, in Awdheegle in July, Al-Shabaab issued identity cards with a clan marker to elders who had received training.³⁹ Elders were subsequently instructed to ensure each community obeyed the group's stipulations on recruitment: one to three boys, proportional to the number of children in each family — although guns could be provided *in lieu*.

³³ Interview with individual with knowledge of Al-Shabaab's recruitment practices in Bay, 14 May 2107 and a follow up email, 13 June 2107.

³⁴ In areas around El Adde in Gedo in June, Al-Shabaab ordered schools following the Somali curriculum to close and announced a period of teacher re-training. Some teachers left the area, while others were prevented from fleeing.

³⁵ On 11 July 2017, seven teachers in Middle Shabelle were arrested in Jowhar and accused of collaboration with Al-Shahab further to their return from Al-Shabaab-controlled Gambole village, where they had been called to discuss the new curriculum. Email from UN staff member, 12 July 2017.

³⁶ On 6 July, Al-Shabaab occupied five schools in El Bur district in Galgadud, in Elqoxle, Elgaras, Hindhere and Dighder villages. In parallel Al-Shabaab abducted tens of elders from around El Bur town in order to force the community to provide 150 children for training.

³⁷ In mid-July 2017, 25 children — between 10 and 16 years old — were detained by Al-Shabaab in Moqkooor village, Hiran region, reportedly for having taken part in FGS-approved school examinations. Email from UN staff member, 23 July 2017. Although the children were eventually released on 26 July, they were taken out of the area for safety. Other families also chose to leave. Email from UN staff member, 28 July 2017.

³⁸ The SEMG reviewed videos of the school operating: that filming was permitted was unusual.

³⁹ Al-Shabaab also began providing information on the clan lineage of its "martyrs" during the mandate and targeted certain clans with education programs to encourage or cement their loyalty. See "Daawo Sawirro: Arday Beesha Jiidde oo loosoo Xiray Machad Ay Ku Barteen Cilmiga Sharciga Ah", *Somalimemo*, (The Jidou clan students completed their study of sharia, informal translation by the SEMG), 6 February 2017, available from <http://somalimemo.net/articles/6443/Daawo-Sawirro-Arday-Beesha-Jiidde-oo-loosoo-Xiray-Mach>. Jidou clan militia had been supporting AMISOM in the Qoryoley area in late 2016 and early 2017.

Al-Shabaab's madrasa system

13. Since 2015, Al-Shabaab has been instituting a long-term strategy to build a cadre of deeply ideologically committed fighters, in which the madrasa system is a key component.⁴⁰ One of the first acts of Al-Shabaab, when it retook control of Tiye glow, Bakool region, was to call elders and parents and order attendance of all boys and girls at the two new madrasas that they had opened.

14. The madrasa system in Middle Juba, Al-Shabaab's core stronghold, provides an example of the scale of the effort. During the mandate seven madrasas operated in Jilib, each with approximately 600 students between the age of 15 and 20 years old attending the facilities. In Sakow there were six madrasas, with the same number of students per facility, with many under the age of 15.

15. Attached to the madrasa was a second level of elite facilities to which children demonstrating potential were transferred for more intense, specialized training.⁴¹ Individuals identified for grooming as suicide operatives, received special treatment to reinforce their commitment.⁴²

Forced recruitment of children

16. As noted above, since 2014 the SEMG has reported on the use by Al-Shabaab of detention, physical violence and threats of death of family members to force child recruitment. A new phenomenon which emerged during the current mandate, however, was the use of violence to collectively punish members of a community resisting child recruitment, either by refusing to hand over children or sending them out of the area.⁴³

17. A series of incidents in El Bur in Galgaduud in June and July provide a snapshot of the intense nature of these practices. El Bur has been highly contested between Al-Shabaab and anti-Al-Shabaab forces: Ethiopian National Defence Forces (ENDF) withdrew in March 2017. In May, it was reported that 70 families had fled the area to protect their children from forced recruitment. On 21 June, Al-Shabaab ordered local elders to prepare 150 children between 9 and 17 years old to be handed over to the group for training after Ramadan. When the children were not delivered as demanded, 45 elders were rounded up by Al-Shabaab. They were later released on condition that the community provide 150 children for the group. Between 26 and 30 July, Al-Shabaab abducted 300 children between 6 and 17 years old from Elqoxle, Hamarjadid, Gondey, Goni and Hindhere villages and took them to the Ali'Jimale centre madrasa.⁴⁴

18. Alongside this new phenomenon of abductions of community and family members, the rate of direct abduction of children by armed actors in Somalia more than tripled. Al-Shabaab alone accounted for 364 such cases recorded by UN protection monitors in the second quarter of 2017. As reported in 2016, many of these abductions took place in schools.

Training of children under 15 in Bay and Bakool

19. In S/2016/919, annex 7.2, the SEMG documented a shift in focus by Al-Shabaab towards the recruitment of young children: this trend was consolidated during 2017, including through the group's aggressive madrasa campaign described above. During the mandate the SEMG received information on the specialized training programs put in place for this population.

20. In September 2016 Al-Shabaab made a concerted effort to recruit 300 children under 15 — including 50 girls — for a specialized round of training. According to a 14-year old former Al-Shabaab trainee interviewed by the SEMG, the children were initially taken to the Kunyabarow training camp, Lower Shabelle region, and then to Bulo Fulay, Bay region.⁴⁵ He described how he received religious training in the morning and military training — including “explosions training” — in the afternoon.

⁴⁰ In Bakool, one expert claimed that the madrasa system was also a way of identifying girls for marriage.

⁴¹ Within the Bu'ale masjid system, young men who had been brought from refugee camps in Kenya were used as teachers to reinforce messages relating to the value of the cause: they had gone abroad and yet had returned.

⁴² One SEMG source in Middle Juba with knowledge of these training programs claimed that in the past some of these children had been sent to Afghanistan, India and Yemen for training. There had, however, been a pause in external training in 2017.

⁴³ Prior to 2016, violence and threat of violence to induce compliance with child recruitment measures was mostly used against individual families. Middle Juba was the exception, however, where local communities had little power in the local hierarchy and could be collectively intimidated.

⁴⁴ A month before Al-Shabaab had occupied schools in two of these villages.

⁴⁵ Interview conducted on 16 May 2017. In Bay training of children takes place primarily in Bulo Fulay, Bush Madiine, Duur and Rama Caddey, with Bulo Fulay as the main training facility.

21. In Bakool the training program for boys under 15 was similar, with religious and ideological schooling in the morning and military training in the afternoon.⁴⁶ In Sigle — one of the principal child training facilities in Bakool — military training comprised weapons handling and repair, defence and offense tactics, the assembly of IEDs and information gathering.⁴⁷

22. Girls at Bulo Fulay and Sigle were housed and taught separately and only received religious and ideological training.

Role of girls in Al-Shabaab

23. The role of women and girls in Al-Shabaab became an increasing focus of international actors during the mandate. A study conducted on behalf of UN Women identified that “women’s recruitment and self-radicalising levels [we]re increasing” with young women from the Horn of Africa attracted into becoming ‘Jihadi brides’ in Somalia.⁴⁸ At the same time the practice of forced marriage of local Somali women and girls continued, with one source in Bakool describing how Al-Shabaab viewed its madrasa system as a channel for identifying wives for its fighters.

24. There was also an evolution of the role of women in Al-Shabaab towards more operational tasks. Security sources in Mogadishu and Baidoa, noted that women — and occasionally girls — frequently transported weapons in and out of operation areas.⁴⁹ In Bay and Bakool informants were adamant, however, that girls were not given weapons training but were instructed in security and intelligence gathering, including target surveillance.

25. The SEMG was unable to verify allegations which emerged in Kenyan and international media in June 2017 that Al-Shabaab engaged in a practice of abducting women and girls from Kenya and taking them to Somalia for purposes of sexual slavery.⁵⁰

Other armed actors

26. UN protection monitors did not report any instance of child recruitment by the Islamic State of Iraq and the Levant (ISIL) faction in Somalia between September 2016 and June 2017. In April 2017 in Bosaso, the SEMG encountered a 17-year-old boy who had defected from ISIL to the Puntland authorities, and referred their case to the relevant protection body.⁵¹

27. There was a steady, but low, number of incidents of child recruitment and use by the SNA and regional forces verified by UN protection monitors throughout the mandate. In May 2017, the SEMG received information relating to, and photographs of, an eleven-year-old child on duty with the ISWA *Darawish* in Baidoa town. He was dressed in full army uniform, holding an AK-pattern rifle, and smoking a cigarette. In July two ISWA child soldiers, 16 and 17 years old, were captured and executed by Al-Shabaab in Ideedi village outside of Berdale town.⁵²

28. Clan militia were also implicated in child recruitment, intensifying during periods where they were deployed to participate in large-scale violence — including alongside federal and regional forces — particularly in Galkayo and Lower Shabelle towards the end of 2016.⁵³ After Al-Shabaab and the SNA, Ahlu Sunna wal Jama’a (ASWJ) was the entity with the highest number of child recruitment and use violations.

29. While the SEMG was unable to confirm that the practice had come to an end, UN protection monitors did not record any instances of recruitment and use of children by AMISOM or other international forces between September 2016 and June 2017.

⁴⁶ Interviews conducted on behalf of the SEMG with an Al-Shabaab defector, a member of Al-Shabaab’s recruitment unit, and a child of 15 still associated with the group, June 2017.

⁴⁷ Training centres in Bakool included: Sigle; Ceel-Garas; Ceel-Bon; Buur-Dhuxunle; and Labatan Jarow.

⁴⁸ Babatunde Taiwo, “Background Note: Women and Violent Extremism and the Horn of Africa”, *UN Women in Somalia*, 2017, on file with the Secretariat.

⁴⁹ A number of girls were found guilty of membership of Al-Shabaab during the mandate. In May 2017, a 17-year-old girl was sentenced to a term of imprisonment by an Ahlu Suna wal Jama’a (ASWJ) court in Guriel town.

⁵⁰ See Dominic Wabala, “Shabaab men turn Kenyan schoolgirls into sex slaves”, 10 June 2017, available from <https://www.standardmedia.co.ke/article/2001242900/shabaab-men-turn-kenyan-schoolgirls-into-sex-slaves>.

⁵¹ He was subsequently released by the Puntland authorities.

⁵² Email from UN staff member, 19 July 2017.

⁵³ There were 69 incidents of recruitment and use by clan militia verified by UN protection monitors between September and December 2016, compared with nine the following quarter.

Annex 11.3: Update: Abdirashid Hassan Abdinur — obstruction of humanitarian assistance and targeting of civilians⁵⁴

1. In S/2016/919 the SEMG described how Abdirashid Hassan Abdinur, the Interim Jubba Administration (IJA) Minister of Security was responsible for targeting of civilians contrary to international law, as well as conduct constituting obstruction of humanitarian assistance, between 2014 and 2016.⁵⁵ During the mandate the SEMG continued to receive and analyse information on additional allegations relating to Abdinur's conduct between 2013 and 2017.

2. The IJA did not respond to the SEMG's official correspondence in September 2016 seeking information on the steps taken by the IJA authorities to investigate the allegations against Abdinur.⁵⁶ The SEMG again wrote to the IJA in September 2017 reiterating its request, including in relation to new allegations received, but had not received a reply as of time of writing.⁵⁷

Obstruction of humanitarian assistance

3. Notwithstanding his IJA-wide portfolio as Minister of Security, Abdinur returned from Kismayo to Dolow — a major humanitarian hub — and was almost continuously present during the height of the drought response⁵⁸ Directly and through the District Commissioner of Dolow, his former militia commander, Bashir Hassan Abdullahi, Abdinur oversaw the imposition of the same obstructive practices documented in S/2016/919, annex 7.8.⁵⁹ These included: harassment, unlawful arrest, and purported expulsion of humanitarian workers; regulation amounting to obstructive interference with humanitarian action; attempts to influence recruitment and amounts of staff salaries, including mandatory registration of all job applicants and representation at job interviews; control of contracting, vendors, and office premises and direct financial extortion of staff; control of surveys and contracting of enumerators, in addition to interference with beneficiary lists.⁶⁰ Organizations which refused to accede to demands faced great difficulty in operating and staff were sometimes forced to leave the district.

4. Individuals and organizations were actively targeted by the administration to dissuade them from activities in certain areas, choice of project structures, or selection of government or NGO partners.⁶¹ Abdinur continued to control at least three Dolow-based NGOs, notwithstanding their formal board and management structures, and made it difficult for humanitarian agencies to operate with other partners. These activities resulted in denial of humanitarian access, while ensuring that Dolow functioned as a locus for capture of humanitarian assets.⁶²

5. Notwithstanding the absence of the Somali National Army (SNA) or African Union Mission in Somalia (AMISOM) forces in Dolow, Abdinur maintained a high level of security in the town, effectively protecting humanitarian operations from external threats.⁶³ Despite the ostensible ease of access, however, and large humanitarian aid flows, humanitarian indicators in and around Dolow remained extremely poor. In mid 2015, Dolow internally displaced persons (IDP)

⁵⁴ This account was based on interviews with former and current humanitarian workers in Dolow and the surrounding districts, UN staff members, former local government officials, members of the security forces, and humanitarian experts, between October 2016 and August 2017. Against a background of acute humanitarian imperative and high levels of fear in the humanitarian community, it was difficult to safely document individual, evidenced, instances of humanitarian obstruction. Incidents have been genericized to avoid identifying markers.

⁵⁵ See S/2016/919, annex 7.8, and strictly confidential annex 7.8.1.

⁵⁶ See AC.29/2016/SEMG/OC.95. When challenged during the mandate, IJA President Ahmed Mohamed Islam "Madobe" expressed little capacity or willingness to rein in Abdinur's abuse of power.

⁵⁷ See AC.29/2017/SEMG/OC.129.

⁵⁸ On 20 February 2014, IJA President "Madobe" appointed Abdinur as Deputy Minister of Interior and Security. He was reappointed on 18 May 2016 as Minister of Security.

⁵⁹ Bashir Hassan Abdullahi "Idlel Abaaley" (Rer Ahmed/Rer Samatar) was appointed District Commissioner (DC) in September 2016. The former DC, Aadan Bare, became his deputy, and Mohamed Hussein Abdi took over the position of Humanitarian Coordinator.

⁶⁰ See, inter alia, Letter from [the-then] Deputy Minister for Interior and Security, Abdinur, to all humanitarian organizations in Dolow, 6 July 2014, setting out a framework of "new rules and regulations set up for the recruitment process, staff selection, workshops and survey participation, due to so many circumstances regarding security and safety," on file with the Secretariat.

⁶¹ For a discussion of the impact of these policies on humanitarian access by and to communities on the east side of the river, see annex 10.1.

⁶² Abdinur was supported by a militia force and managed commercial interests, such as vehicle hire companies which contracted with humanitarian agencies. The Minister also dominated a significant part of the broader commercial sector in Dolow, having the capacity to shut down companies which operated counter to his interest.

⁶³ Ethiopian security and military officials worked closely with the administration.

communities recorded the highest Global Acute Malnutrition (GAM) rate in all Somalia, at 26.4.⁶⁴ UN entities and partners at that time identified one of the major contributing factors to the deteriorating nutrition situation as obstruction by Abdinur and the Dolow administration, including of a critical water, sanitation and health project.⁶⁵ The situation has little improved. In early September 2017, Dolow IDPs were still classified in Integrated Food Security Phase Classification (IPC) 4 — the emergency phase — with GAM rates of 17.5.⁶⁶ In the context of the scale of humanitarian inputs which have consistently been directed at IDP communities in Dolow and the size of the population, these persistently critical rates of malnutrition, suggest systematic mismanagement or diversion of humanitarian inputs or manipulation of data.

Violations of international law involving targeting of civilians⁶⁷

6. During the mandate the SEMG collected additional evidence of Abdinur's responsibility for violations of international law involving the targeting of civilians between 2014 and 2017, both in relating to allegations received during the 2015-2016 mandate, and new allegations in relation to killings in 2013 and 2017.⁶⁸

7. In late 2016, the SEMG conducted interviews with individuals who had been arrested, tortured, detained, and some unlawfully transferred to Ethiopian custody during 2014 and 2015. Some of these individuals had been identified as the subjects of credible allegations relating to violations by Abdinur in S/2016/919 but had been unavailable for interview at the time.⁶⁹ Others were only willing to come forward and provide testimony during the current mandate on new allegations relating to conduct in 2014 and 2015.

8. Further to detailed interviews with direct victims, and individuals present during the commission of these violations, corroborated by testimony of others working in government and in humanitarian organizations at the time in Dolow, the SEMG identified that on the balance of probabilities Abdinur is responsible for murder, acts of torture and inhuman and degrading treatment — including dragging bound prisoners behind vehicles, on one occasion resulting in death; mock executions and threats of death; mutilation, severe beatings; and binding in stress positions — unlawful detention, and unlawful rendition of individuals out of Somalia during 2014 and 2015, constituting conduct described as a basis for the imposition of measures in paragraph 43 (e) of resolution 2093 (2013).⁷⁰

9. Members of Abdinur's militia were responsible for direct commission of some of these violations, under Abdinur's command and control. In some cases, Abdinur gave specific directions as to the treatment of detainees by phone or in person.⁷¹

⁶⁴ Food Security and Nutrition Analysis Unit (FSNAU), "Nutrition update May-June 2015", available from <http://www.fsnau.org/downloads/fsnau-nutrition-update-may-june-2015> (accessed 22 September 2017).

⁶⁵ Internal UN nutrition cluster document, July 2015, on file with the Secretariat; interviews with local and international humanitarian NGOs operating in Dolow, November 2016-August 2017.

⁶⁶ See Famine Early Warning Systems Network, "2017 Somalia Post Gu Seasonal Food Security and Nutrition Assessment: Key Findings", 5 September 2017, on file with the Secretariat. The SEMG received testimony during the mandate of the arrest and detention in Dolow police station of eleven IDPs in late 2014, after they objected to the diversion of aid intended for their communities. Interview with former humanitarian worker, Nairobi, 11 December 2016.

⁶⁷ The SEMG conducted interviews with victims of these violations; individuals detained alongside the primary victims; former UN and NGO — national and international — staff members; current UN staff members and local government and security officials, between November 2016 and August 2017.

⁶⁸ Bashi Abdullahi Diirriye, an FGS finance official, and Ahmed Abdi Dhudi, a well-known local elder who were killed on 5 and 7 January 2013 respectively.

⁶⁹ One series of violations, took place in October and November 2014 and related to six men accused by Abdinur of assisting Al-Shabaab to plan an attack on Dolow: Farah Garane Hashi, former commander of Dolow Police Station; Hussien Mohamed Kaahin "Carabey"; Jaamac Xasan Aadan; Mohamed Adan Jama; Mohamed Ma'alim Yusuf and Mohamed Iman Jama. Mohamed Iman Jama was tortured to death during his detention in Dolow Police Station. The other men were all transferred without lawful procedure to Ethiopia and subsequently released between 2015 and 2016. See S/2016/919, annex 7.8, para. 89.

⁷⁰ Due to the level of fear which exists in the local community and among former victims, details of these interviews and corroborating information have not been provided.

⁷¹ Names of the main militia involved in the key incidents are on file with the Secretariat.

Incidents involving targeting of civilians during the mandate

10. The SEMG continued to monitor violations committed by Abdinur in the context of arrest and detention, including detention without charge, trial or review, and unlawful transfer out of Somalia, on multiple occasions during the mandate.⁷²

*Killing of four prisoners at Belet Hawo police station, 24 July 2017*⁷³

11. On 24 July, four men in the control of the security forces in Belet Hawo were taken from the Belet Hawo police station and killed, their bodies found outside the town at a place locally known as Ali Dhere mountain.⁷⁴ Two had been in custody since March 2017, accused of having attacked the home of a local elder and Al-Shabaab affiliate; one held for seven months on grounds of association with Al-Shabaab; and the fourth had been arrested the previous afternoon. None had been charged or tried for any crime.

12. The circumstances of the killing of the four men in Belet Hawo were similar to the killing of four civilians in custody in Dolow police station in July 2015 and investigated by the SEMG in S/2016/919, annex 7.8. and annex 7.8.1 (strictly confidential). The cases involved: the same controlling authority; four prisoners accused of association with Al-Shabaab; an absence of judicial process; and killings conducted in a manner which appeared calculated to strike fear into the community.⁷⁵ All these factors raised questions about Abdinur's involvement.⁷⁶

13. As was the case after the 2015 killings, Abdinur conducted a radio interview later that day in which he referred to the prisoners as "Al-Shabaab" and justified the killings by saying that he would have wanted them to be killed, though "in principle" through a legal process.⁷⁷ When pressed as to how that determination could have been made in the case of Farah Khalif Abdi, who had only been arrested earlier that afternoon, Abdinur's response was that the evidence was sufficient as they had captured him in possession of explosives.⁷⁸ Later Abdinur allegedly stated at a public meeting in Belet Hawo that the killing of Farah was "a mistake".

14. Abdinur arrived in Belet Hawo from Luq on the day of the murders and ordered the arrest of the Belet Hawo District Commissioner, Mohamud Hayd Osman, the Director of Social Services Abdulkadir Hussein Ibrahim Ganey "Dhagajun", and the IJA-appointed Director of Intelligence Ali Hassan Deer. All three were transferred to custody at Dolow police station.

15. On 4 August, the IJA Military Court sitting in Dolow found the three men guilty of the four killings but ordered the payment of *diya* only to the families of two of the murdered men.⁷⁹ No *diya* payments were stipulated in respect of the

⁷² On 7 June four men were arrested in Belet Hawo and transferred to Dolow police station, and then onwards on 18 June to Kenyan security forces in Mandera. Further to pressure from the IJA Parliamentary Committee on Human Rights, however, the men were returned and finally tried. Three of the men were found not guilty by an IJA military court and released on 8 August 2017. Two other men arrested from the hotel in Belet Hawo where the four were staying when they were arrested — and who had been held in Belet Hawo police station without trial since 7 June — were also released. There were at least two individuals in unreviewed detention in Dolow as of this writing: Abdi Abdullahi Abdiqadir, arrested in May 2016 and Mahad Mohamed Jama arrested in December 2016.

⁷³ This account was compiled based on interviews with individuals with knowledge of the security situation, government officials, staff members of humanitarian organizations, and UN officials.

⁷⁴ The four murdered men were Mohamed Jeele Hassan, Diriye Sugow Salad, Gurey Mohamed Diriye and Dahir Farah Kahlif. One official told the SEMG that the order to execute the men had been made only in respect of the three long term detainees, but that the fourth, Farah, had been mistakenly added to the group.

⁷⁵ The bodies of the four men were found dumped outside the town, some with bones broken.

⁷⁶ Four days after the killings, Abdinur's convoy was attacked with an IED. Abdinur arrested the Luq District Police Commander — who had been part of the convoy — and held him at Dolow police station, until 8 August 2017, accusing him of involvement in the attack.

⁷⁷ See http://www.bbc.com/somali/bbc_somali_radio/p058zw8w (accessed 22 September 2017).

⁷⁸ Abdurahman Maxamed Hussien, Deputy Minister of Interior of the IJA, and Fatuma Khalif Abdi, sister of one of the murdered men, also gave interviews to the Voice of America. The Deputy Minister contradicted Abdinur, claiming that Farah had been detained a few days previous. Farah's sister clarified, however, that he had been detained on the morning of 23 July 2017 at a clinic where he was attending with a sick child. See <https://www.voasomali.com/a/xiisad-ka-dhalataya-maxaabiis-la-dilay-oo-ka-taagan-beledxaawo/3958073.html> (accessed 22 September 2017).

⁷⁹ As of 1 September 2017, no *diya* payment had been made. The SEMG received information from FGS security officials that two of the men, Mohamud Hayd Osman and Ali Hassan Deer — who were later found responsible for the incident — were physically present at the killings and gave direct orders to the militia.

other two murdered men, who had been arrested in connection with a grenade attack on the home of a local elder.⁸⁰ All three officials were released. Further to an announcement at a public meeting called by Abdinur in Belet Hawo, the three men returned to their former positions of authority in the town. Abudllahi Somo, the Belet Hawo Police Commissioner, subsequently resigned and moved to a position in the IJA regional forces.

Deteriorating security situation in Gedo⁸¹

16. During the mandate the SEMG received allegations from a variety of security and government sources that Abdinur manipulated the security environment and Gedo armed actors — from local militia to SNA and Al-Shabaab — to further his ability to maintain power in the area, in a manner which impacted the short and long term security situation in the area.⁸²

17. On 11 September 2017, there was a major attack on Belet Hawo by Al-Shabaab. The attack involved a large number of fighters east of the town using a vehicle-borne improvised explosive device (VBIED) to assault an IJA forces base under the command of Abdinur's militia leader Jamal Hassan.⁸³ The local administration and soldiers fled towards Kenya and Al-Shabaab took over the town, burning administration offices, carrying out a number of assassinations, and releasing prisoners at Belet Hawo police station. The fighting and flight of the forces and administration across the border and the arrival of Al-Shabaab into the town prompted shelling from the Kenyan Defence Forces. At least three civilians were killed and over eight injured as a result of the military activity.

18. The circumstances of the attack on Belet Hawo by Al-Shabaab on 11 September 2017 indicated that local support for Al-Shabaab had increased. Members of the local community with whom the SEMG spoke partly attributed this evolution to Abdinur's treatment of the population under his control, suggesting that Al-Shabaab had exploited this frustration. After the attack on the forces military base on 11 September, local Marehan/Hawrarsame militia — which had been the focus of attacks by Abdinur's forces in August 2016 — were invited by Al-Shabaab to loot the camp.⁸⁴ Eight of the 13 prisoners released from the Belet Hawo police station were Marehan/Ali Dhere, the majority clan in Belet Hawo. One of those who gave a speech to the population during the brief Al-Shabaab takeover, was a man who had previously been detained without charge for a year at Belet Hawo police station, and reportedly tortured. He had been released after protracted negotiations with his family and subsequently re-joined Al-Shabaab.

⁸⁰ The SEMG understands that the local elder, Abdi Adan, did not believe the two men accused were responsible for the attack on his home.

⁸¹ This section was compiled further to interviews with current and former security and government officials engaged in operations in Gedo, staff of NGO and UN entities, and members of the local community.

⁸² See annex 11.3.1 (strictly confidential).

⁸³ One security source told the SEMG that Jamal had been warned about the attack by his son, Mohamed, who was among the Al-Shabaab attacking force.

⁸⁴ See annex 11.3.1 (strictly confidential).

Annex 11.3.1: Update: Abdirashid Hassan Abdinur (STRICTLY CONFIDENTIAL)*

Annex 11.4: ACLED statistics





