

II. Preventing Terrorism and Extremism in the Horn of Africa

*“The greatest shortcoming of the international community today is its failure to prevent conflict and maintain global security.”*²⁰⁴

Introduction

The Horn of Africa is a diverse region with a growing trend of terrorist and violent extremist activity.²⁰⁵ The term “Horn of Africa” refers to Djibouti, Eritrea, Ethiopia, and Somalia, along with the accompanying coastline.²⁰⁶ While the United Nations (UN) has not endorsed a definitive definition of terrorism, a widely accepted meaning of the word is the use and/or threat of use of violence against civilians for the purposes of achieving political, ideological, economic, and/or social goals.²⁰⁷ The League of Nations *Convention for the Prevention and Punishment of Terrorism* in 1937 stated that, “acts of terrorism means criminal acts directed against a State and intended or calculated to create a state of terror in the minds of particular persons, or a group of persons or the general public.”²⁰⁸ The Security Council has categorized terrorism as one of the most significant threats to international peace and security.²⁰⁹ Another threat that has been recognized by the Security Council as a factor leading to terrorism, is violent extremism.²¹⁰ Extremism is the belief in extreme ideologies, advocating for violence and lack of tolerance, and can translate to terrorism if an individual acts on those beliefs.²¹¹

A continuing case of rising terrorist and violent extremist activity in the region is in Somalia.²¹² Al-Shabaab, a radical Islamic terrorist group active since 2006, is the largest and most lethal terrorist organization in the region.²¹³ With areas of operation in Somalia and northern Kenya, Al-Shabaab engages in open attacks against civilians, youth radicalization, and encouragement of extremist ideology.²¹⁴ Al-Shabaab controls large swathes of Somalia, enabling it to launch attacks in Kenya and Ethiopia, resulting in the spread of terrorism and regional insecurity.²¹⁵ Piracy, economic stagnation, and vast human rights violations have led to Somalia being labeled as a failed state.²¹⁶ The Security Council has taken a strong stand against terrorism and violent extremism in the Horn of Africa through, among other areas of work, dispatching the UN Assistance Mission in Somalia (UNSOM) to assist the African Union (AU) in security, peacebuilding, and humanitarian issues.²¹⁷ Through its work with the Somali government and civil society organizations (CSOs), like the Centre for Peace Initiative and Development, and the Coalition for Grass Roots and Women Organization, UNSOM forces are helping gain the trust of the local population.²¹⁸ Working together with the Somali government to ensure the security apparatus of the country, provide humanitarian aid, and help to build infrastructure, is paramount to preventing terrorism and violent extremism in the Horn of Africa.²¹⁹ UNSOM, the AU Mission in Somalia (AMISOM), along with military campaigns by the United States, Ethiopia, and most recently Kenya, have led to Al-Shabaab retreating and subsequently launching guerilla warfare tactics.²²⁰ A provisional government in Somalia was established with the aim of strengthening stability and addressing regional terrorism and violent extremism.²²¹ The lack of effective regional collaboration to combat terrorism and its root causes has resulted in deterioration of security, the rise of terrorist and extremist groups, and the increased

²⁰⁴ UN DPI, *In opinion piece, Secretary-General Antonio Guterres shares new vision for UN*, 2017.

²⁰⁵ Council on Foreign Relations, *Global Conflict Tracker: Al-Shabab in Somalia*, 2017.

²⁰⁶ Korybko, *Hybrid Wars in the Horn of Africa: Ethiopia-Eritrea, “Greater Somalia”*, 2016.

²⁰⁷ UN DPI, *Terrorism*, 2017.

²⁰⁸ League of Nations, *Convention for the Prevention and Punishment of Terrorism*, 1937, p. 6, article 1.2.

²⁰⁹ UN DPI, *UN Chief, Security Council strongly condemn terrorist attack on Manchester concert*, 2017.

²¹⁰ UN General Assembly, *Plan of Action to Prevent Violent Extremism: Report of the Secretary-General (A/70/674)*, 2015, pp. 1-4.

²¹¹ *Ibid.*

²¹² Council on Foreign Relations, *Global Conflict Tracker: Al-Shabab in Somalia*, 2017.

²¹³ Human Rights Watch, *Somalia: Events of 2015*, 2015.

²¹⁴ *Ibid.*

²¹⁵ Council on Foreign Relations, *Global Conflict Tracker: Al-Shabab in Somalia*, 2017.

²¹⁶ *Somalia - Most-failed state: Twenty-five years of chaos in the Horn of Africa*, *The Economist*, 2016.

²¹⁷ UN CTITF, *UN Global Counter-Terrorism Strategy*, 2016.

²¹⁸ UN Security Council, *Somalia (S/RES/2102 (2013))*, 2013.

²¹⁹ *Ibid.*

²²⁰ Council on Foreign Relations, *Global Conflict Tracker: Al-Shabab in Somalia*, 2017.

²²¹ AMISOM, *AMISOM Mandate*, 2017.

radicalization of young people.²²² Border safety continues to deteriorate in the region, leading to greater militarization of Member States in the Horn of Africa.²²³ This increase in military presence has created a security dilemma in a region where terrorism and violent extremism continue to pose a threat.²²⁴ Focusing on the causes of instability, like youth radicalization, underdevelopment, and the financing of terrorist groups, will enable the international community to successfully prevent further developments in terrorist activities and extremism in the Horn of Africa.²²⁵ The overall stability of the region remains a concern for the international community and will require further steps to be taken to mitigate impending risks.²²⁶

International and Regional Framework

As a response to the rise in terrorist activity around the world, *The United Nations Global Counter-Terrorism Strategy* (GCTS) was adopted by consensus in the UN General Assembly in 2006 and is subject to review every two years.²²⁷ The GCTS calls for the strengthening of Member States' national capacities to successfully combat terrorist groups.²²⁸ Enhancing Member States' capabilities to monitor, track, apprehend, and prosecute individuals and financiers of terrorist groups results in greater internal and, in turn, regional and global security.²²⁹ The GCTS also created a global database to track terrorism around the world, compiling information from national police agencies on known terrorist groups, individuals, and activities.²³⁰ The database allows Member States to conduct criminal investigations and police work more efficiently, while disrupting terrorist activities within their territory.²³¹ Lastly, the GCTS places the respect for human rights and the rule of law at the crux for the fight against terrorism.²³² The fifth review of the GCTS in 2016 resulted in General Assembly resolution 70/291, which stressed the need for the UN and government agencies to adapt to new developments and threats of international terrorism, such as the widespread use of social media as a propaganda disseminator and homegrown/lone-wolf acts of terror.²³³

The international community has also taken a number of steps to address the financial structures that allow for enduring terrorist activity.²³⁴ The *International Convention for the Suppression of the Financing of Terrorism* (1999) set forth a framework for combatting the financing of terrorism through Member States collaboration, and by tracking suspicious financial transactions.²³⁵ Likewise, UN Security Council resolutions 1456 (2003) and 2178 (2014) on suppressing terrorism outlined the need to combat financial contributions through targeted sanctions, the freezing of accounts, and the active interception of movement between borders.²³⁶ In 2014, the Security Council adopted resolution 2178 on "Countering Violent Extremism" (CVE).²³⁷ This resolution called for Member States to prevent the movement of terrorists, to prosecute cases dealing with forgeries of travel documents, and to establish greater international cooperation between national security agencies focusing on transnational terrorism.²³⁸ It draws special attention to the financing of international terrorism and calls for the strengthening criminal offense laws.²³⁹

²²² Ploch et al., *Piracy off the Horn of Africa*, 2011, pp. 1-5.

²²³ *Ethiopia and Eritrea blame each other for border clash*, BBC, 2016.

²²⁴ *Ibid.*

²²⁵ Ploch et al., *Piracy off the Horn of Africa*, 2011, pp. 1-5.

²²⁶ UN Security Council, *Somalia (S/RES/2102 (2013))*, 2013.

²²⁷ UN General Assembly, *The United Nations Global Counter-Terrorism Strategy (A/RES/60/288)*, 2006.

²²⁸ *Ibid.*

²²⁹ UN CTITF, *UN Global Counter-Terrorism Strategy*, 2016.

²³⁰ *Ibid.*

²³¹ *Ibid.*

²³² UN General Assembly, *The United Nations Global Counter-Terrorism Strategy (A/RES/60/288)*, 2006.

²³³ UN General Assembly, *The United Nations Global Counter-Terrorism Strategy Review (A/RES/70/291)*, 2016.

²³⁴ UN General Assembly, *International Convention for the Suppression of the Financing of Terrorism (A/RES/54/109)*, 1999; UN Security Council, *Threats to international peace and security caused by terrorist acts (S/RES/2178)*, 2014.

²³⁵ UN General Assembly, *International Convention for the Suppression of the Financing of Terrorism (A/RES/54/109)*, 1999.

²³⁶ UN Security Council, *Threats to international peace and security caused by terrorist acts (S/RES/2178)*, 2014; UN Security Council, *High-level meeting of the Security Council: combating terrorism (S/RES/1456 (2003))*, 2003.

²³⁷ UN Security Council, *Threats to international peace and security caused by terrorist acts (S/RES/2178 (2014))*, 2014, pp. 4-8.

²³⁸ *Ibid.*

²³⁹ *Ibid.*

During the Geneva Conference in 2015, Member States adopted the *Plan of Action to Prevent Violent Extremism*.²⁴⁰ The Plan of Action stated that violent extremism is conducive to terrorist activity, and noted conditions that can lead to radicalization, such as economic marginalization, lack of opportunities and resources for economic development, and political repression.²⁴¹ The Plan of Action also recognized the role of poor governance in fostering conditions conducive to terrorism; through repressive policies and practices, the exclusion of specific groups from governance, and direct state action against certain communities.²⁴² It stressed the need for a more comprehensive security-based approach, involving the military and intelligence apparatuses of Member States, to address violent extremism and combat terrorism.²⁴³ The Plan of Action advocates for a global framework for preventing violent extremism, encouraging Member States to adopt national plans of action to implement anti-violent extremism policies at the local level, involving government actors, law enforcement, and civil society.²⁴⁴ The national plans of action are highly encouraged to include provisions for regional security cooperation in order to track individuals suspected of terrorist activity.²⁴⁵ The Plan of Action also includes provisions that call for direct action of the international community.²⁴⁶ It further calls for the engagement of religious leaders and funding for programs that are aimed at de-radicalization of individuals that were engaged in terrorist and/or violent extremist activities.²⁴⁷ Lastly, the Plan of Action lists the strengthening of communications, greater monitoring of social media activities, respect for the rule of law, gender equality, and the development of economic opportunity as prime concerns in order to combat of international terrorism and violent extremism.²⁴⁸

Role of the International System

The international community has taken multiple steps to prevent terrorism and violent extremism in the Horn of Africa.²⁴⁹ General Assembly resolution 51/210 on “Measures to Eliminate Internal Terrorism” (1997) created the Ad Hoc Committee on Terrorism, a body of 35 Member States focused on the implementation of the GCTS.²⁵⁰ The Ad Hoc Committee on Terrorism serves to complement the Security Council Counter-Terrorism Committee (CTC), created in Security Council resolution 1373 (2001).²⁵¹ The CTC is a subsidiary body of the Security Council, and is tasked with identifying major developments in international terrorism and recommending steps to combat it.²⁵² The UN CVE strategy calls for the Counter-Terrorism Committee to identify any gaps in CVE efforts and report regularly on them to the Security Council.²⁵³ Finally, the Counter-Terrorism Implementation Task Force (CTITF) takes a multi-faceted approach to fighting terrorism, by coordinating the efforts of 37 agencies within the UN system and the International Criminal Police Organization (INTERPOL).²⁵⁴

African Union Mission in Somalia (AMISOM)

Noting the proliferation of terrorism and violent extremism in the Horn of Africa, the African Union established AMISOM in February of 2007.²⁵⁵ AMISOM is a peacekeeping mission composed of military, police, and civilian components.²⁵⁶ The main objective of AMISOM is the reduction of the threat of the terrorist group Al-Shabaab, assisting Somali Security Forces, and ensuring that the government of Somalia and UN personnel can continue their vital functions through the creation of a secure context.²⁵⁷ The AMISOM force is composed of 22,126 uniformed

²⁴⁰ UN General Assembly, *Plan of Action to Prevent Violent Extremism: Report of the Secretary-General (A/70/674)*, 2015, p. 1.

²⁴¹ *Ibid.*, pp. 1-4.

²⁴² *Ibid.*, pp. 4-10.

²⁴³ *Ibid.*, pp. 10-22.

²⁴⁴ *Ibid.*

²⁴⁵ *Ibid.*

²⁴⁶ *Ibid.*

²⁴⁷ *Ibid.*

²⁴⁸ *Ibid.*

²⁴⁹ UN Security Council, *Counter-Terrorism Committee: Mandate*, 2017.

²⁵⁰ UN General Assembly, *Measures to Eliminate International Terrorism (A/RES/51/210)*, 1997.

²⁵¹ UN Security Council, *Threats to international peace and security caused by terrorist acts (S/RES/1373(2001))*, 2001.

²⁵² UN Security Council, *Counter-Terrorism Committee: Mandate*, 2017.

²⁵³ UN Security Council, *Threats to international peace and security caused by terrorist acts (S/RES/2178(2014))*, 2014, pp. 4-8.

²⁵⁴ UN CTITF, *About the Task Force*; UN CTITF, *Entities*.

²⁵⁵ AMISOM, *AMISOM Mandate*, 2017.

²⁵⁶ *Ibid.*

²⁵⁷ *Ibid.*

personnel, split into military and police units.²⁵⁸ The military component's goal is to stabilize Somalia in order to allow the access of humanitarian assistance into the country.²⁵⁹ While the AMISOM forces are credited with destabilizing Al-Shabaab in their strongholds, a recent report by Human Rights Watch detailed wide sexual exploitation and abuse by AU forces in Somalia.²⁶⁰ Incoming AMISOM units are now required to undergo Sexual and Gender-Based Violence training and greater attention has been reserved in dispatching Gender Units composed of female soldiers, as a necessary way to instill trust within communities and collaborate on peacebuilding.²⁶¹

United Nations Assistance Mission in Somalia (UNSOM)

In support of AMISOM, in 2013 the UN Security Council adopted resolution 2102, formally establishing UNSOM.²⁶² UNSOM is mandated to assist the Somali government with policy development, peacebuilding, and effective governance.²⁶³ The core functions of UNSOM include: assistance in governance, security sector reform, and application of the rule of law.²⁶⁴ UNSOM police units work together with Somali police to reclaim and stabilize neighborhoods that were formerly controlled by extremist groups.²⁶⁵ A notable achievement of UNSOM is working with the Somali government to create the National Programme for the Treatment and Handling of Disengaged Combatants in Somalia, a joint effort to help former Al-Shabaab members reintegrate into society, while working to understand the factors and circumstances that continue to lead Somali youth to join extremist organizations.²⁶⁶

Factors Leading to a Rise of Terrorism and Violent Extremism

Youth Radicalization

The Horn of Africa is a region with an increasing rate of youth radicalization.²⁶⁷ According to the Institute for Security Studies, 40% of all recruits of Al-Shabaab are children or young adults, between the ages of 15-19 years.²⁶⁸ The name Al-Shabaab translates to “The Youth,” and it incentivizes young people to join the organization by providing structure and a sense of purpose.²⁶⁹ The factors that lead to youth radicalization include a lack of economic opportunities in the region, underdevelopment, natural calamities, and ongoing civil strife.²⁷⁰ The region has experienced an ongoing conflict since the Border War between Ethiopia and Eritrea in 1988.²⁷¹ The conflict resulted in the deaths of over 80,000 people with continual violence in border areas.²⁷² The resulting humanitarian situation has further deteriorated due to a continual drought in Somalia, the failure of crops, and the rise of internally displaced persons (IDPs) as a result of terrorist violence.²⁷³ Through the combination of these factors, the number of people in Somalia in need of humanitarian assistance has risen to 6.7 million.²⁷⁴ A large component of those internally displaced people are youth under 25 years of age, with limited education, a lack of viable financial and economic opportunities, and continual government repression.²⁷⁵

One of the most urgent tasks of the international community is to ensure the safety of young men and women in this region.²⁷⁶ Strengthening UN forces active in the Horn of Africa will enable greater capability and protection for communities in the region, effectively safeguarding youth who are increasingly susceptible to terrorist

²⁵⁸ Council on Foreign Relations, *Global Conflict Tracker: Al-Shabab in Somalia*, 2017.

²⁵⁹ AMISOM, *AMISOM Military Component*, 2017.

²⁶⁰ Human Rights Watch, “*The Power These Men Have Over Us*”; *Sexual Exploitation and Abuse by African Union Forces in Somalia*, 2014.

²⁶¹ AMISOM, *AMISOM soldiers undergo Sexual and Gender Based Violence Training in Baidoa*, 2017.

²⁶² UN Security Council, *Somalia (S/RES/2102 (2013))*, 2013.

²⁶³ *Ibid.*

²⁶⁴ *Ibid.*; UN Security Council, *The situation in Somalia*, 2017.

²⁶⁵ UNSOM, *Police Section*, 2017.

²⁶⁶ UNSOM, *Voices of Al-Shabaab: Understanding former combatants from the Baidoa Reintegration Center*, 2016.

²⁶⁷ Arigatou International, *GNRC Annual Report 2016/2017*, 2017, pp. 16-30.

²⁶⁸ *Ibid.*

²⁶⁹ Ali, *Radicalization Process in the Horn of Africa – Phrases and Relevant Factors*, 2017.

²⁷⁰ Cachalia et al., *The Dynamics of Youth Radicalization in Africa*, 2016.

²⁷¹ *Ethiopia and Eritrea blame each other for border clash*, BBC, 2016.

²⁷² *Ibid.*

²⁷³ Burke, *Al-Shabaab militants ban starving Somalis from accessing aid*, 2017.

²⁷⁴ *Ibid.*

²⁷⁵ Ali, *Radicalization Process in the Horn of Africa – Phrases and Relevant Factors*, 2017.

²⁷⁶ UN Security Council, *Somalia (S/RES/2102 (2013))*, 2013.

recruitment.²⁷⁷ Greater educational and economic opportunities in the Horn of Africa are needed in order to empower young people to reject extremist ideology.²⁷⁸ Terrorist and extremist organizations depend on recruiting disenfranchised young people, who lack better options in their home countries.²⁷⁹ Ensuring regional trade, increasing the safety and resilience of communities, and empowering civil society, are vital components in the effort to empower youth in the Horn of Africa.²⁸⁰ Several aspects have proven fruitful in this endeavor, including providing aid, ensuring security, and helping to set the foundation for providing opportunities to young men and women.²⁸¹ Ensuring female representation in government and peacebuilding initiatives will also lead to better societal involvement.²⁸²

Financing of Terrorism

The financing of terrorist organizations includes a multitude of components that enable these groups to recruit and operate, such as large money transfers and the trading of natural resources to fund terrorist activities.²⁸³ Untracked money transfers from anonymous individuals enables radical organizations to garner the resources necessary to launch terrorist attacks.²⁸⁴ The availability of financial capital further increases the active recruitment of people from impoverished communities.²⁸⁵ Al-Qaida and ISIL affiliates are reported in many Member States in the Horn of Africa as a direct result of untracked monetary flows.²⁸⁶ Radical Islamist ideology has also spread through the financing of madrassas and other religious schools by Saudi Arabia, and the proliferation of Wahhabi-trained imams in those institutions.²⁸⁷ Young children in the region that are educated in these madrassas are exposed to an extreme type of Islam, characterized by the rejection of democratic institutions and the promotion of extreme ideas.²⁸⁸

Some of the financial resources that contributed to the arming of Al-Shabaab militants come as a direct result of piracy.²⁸⁹ Somali pirates operating from Puntland prey on international shipping vessels whose cargoes bring revenue to finance terrorist organizations.²⁹⁰ This increase of piracy in the region led the International Maritime Organization (IMO) to issue the *Djibouti Code of Conduct* in 2015, to ensure mutual cooperation for security off the coast of East Africa.²⁹¹ It is important to consider piracy as a grave threat, because it allows for the transfer of money and weapons that arm terrorist and extremist factions.²⁹² While the *Djibouti Code of Conduct* is extensive in its scope, the international community must ensure its effective implementation in the Horn of Africa.²⁹³

Case Study: Somalia

Somalia has not had a functional national government for the past twenty years.²⁹⁴ The existing Somali government, assisted by 22,000 African Union troops, controls only small pockets of the state, with the vast majority of the landmass being either autonomous (Somaliland), semi-autonomous (Puntland), or in the hands of extremist groups.²⁹⁵ In Mogadishu, the capital, the government controls approximately one-third of the city.²⁹⁶ The remainder of the territory is controlled by Al-Shabaab, and the group has expanded its attacks to northern Kenya.²⁹⁷ Al-

²⁷⁷ AMISOM, *AMISOM Mandate*, 2017.

²⁷⁸ Cachalia et al., *The Dynamics of Youth Radicalization in Africa*, 2016.

²⁷⁹ Ibid.

²⁸⁰ IMO, Maritime Safety Division, *Djibouti Code of Conduct*, 2015.

²⁸¹ Cachalia et al., *The Dynamics of Youth Radicalization in Africa*, 2016.

²⁸² Ali, *Radicalization Process in the Horn of Africa – Phrases and Relevant Factors*, 2017.

²⁸³ UN Security Council, *Threats to international peace and security caused by terrorist acts (S/RES/2178 (2014))*, 2014.

²⁸⁴ UN General Assembly, *International Convention for the Suppression of the Financing of Terrorism (A/RES/54/109)*, 1999.

²⁸⁵ Ibid.

²⁸⁶ Ibid.

²⁸⁷ Ali, *Radicalization Process in the Horn of Africa – Phrases and Relevant Factors*, 2017.

²⁸⁸ Cachalia et al., *The Dynamics of Youth Radicalization in Africa*, 2016.

²⁸⁹ Ploch et al., *Piracy off the Horn of Africa*, 2011, p. 19.

²⁹⁰ Ibid.

²⁹¹ IMO, Maritime Safety Division, *Djibouti Code of Conduct*, 2015.

²⁹² Ploch et al., *Piracy off the Horn of Africa*, 2011, p. 19.

²⁹³ IMO, Maritime Safety Division, *Djibouti Code of Conduct*, 2015.

²⁹⁴ *Who are Somalia's al-Shabab?*, BBC, 2016.

²⁹⁵ Ibid.

²⁹⁶ Dickinson, *How much turf does the Somali government really control?*, 2010.

²⁹⁷ Council on Foreign Relations, *Global Conflict Tracker: Al-Shabab in Somalia*, 2017.

Shabaab consists of 7,000-9,000 fighters, with close to half being younger than 20 years of age.²⁹⁸ At its height, Al-Shabaab controlled the port city of Kismayo, large parts of the capital Mogadishu, and swathes of land in south and central Somalia.²⁹⁹ The land control allowed the group to expand its operations, receive funds and goods through Kismayo, and control the local population through summary executions and the banning of access to food aid for Somalis in areas under its control.³⁰⁰ The continued violence has resulted in 1.1 million IDPs in Somalia.³⁰¹ In 2016, the Somali President issued a National Strategy and Action Plan for Preventing and Countering Violent Extremism in response to Al-Shabaab and other terrorist organizations operating in Somalia.³⁰² The National Strategy outlines the role of the Somali government in combatting the root causes of radicalization in its territory.³⁰³ It highlights factors that lead to radicalization among the Somali youth, such as underdevelopment, lack of access to education and employment opportunities, and social marginalization.³⁰⁴ The core objectives of the National Strategy are to strengthen the Somali government, enhance research and communications, measure progress, and build capacity for CVE.³⁰⁵

The rise of Al-Shabaab and the ideological competition within the group between Al-Qaida and Islamic State of Iraq and the Levant (ISIL) sympathizers has led to a further deterioration of the humanitarian crisis in Somalia.³⁰⁶ Splinter groups have formed among Al-Shabaab and competing groups for the loyalty of the population, which has led to violence and open attacks against civilians.³⁰⁷ As a result of Al-Shabaab's expansion into neighboring Kenya, in 2011, the government of Kenya, in collaboration with the Somali government, launched Operation Linda Nchi.³⁰⁸ The operation deployed the Kenyan air force to strike Al-Shabaab bases, and ordered military units to cross into Somalia and dislodge the terrorists from their strongholds.³⁰⁹ The active military approach was to stabilize the region and eradicate Al-Shabaab's sphere of influence.³¹⁰ Approximately one month after the launch of Operation Linda Nchi, Kenyan forces officially joined the AMISOM mission in Somalia, increasing African Union forces to 22,000.³¹¹ As a result of Kenya's involvement in Somalia, Al-Shabaab began to directly target Kenya, with high-profile terrorist attacks in at a shopping mall, a university, and a military base.³¹² On 19 August 2017, Kenyan Security Forces terminated the most wanted Al-Shabaab leader in Kenya.³¹³

Conclusion

The Horn of Africa is a region that serves as a safe haven for terrorism and violent extremism.³¹⁴ The GCTS and the *Plan of Action to Prevent Violent Extremism* serve as core documents of the implementation of efforts of the international community to prevent these threats.³¹⁵ The international community has demonstrated its resolve in combatting terrorism and violent extremism in the Horn of Africa through the assistance missions deployed by the AU and the UN, respectively.³¹⁶ Both missions are responsible for engaging in military efforts against Al-Shabaab to prevent their expansion, and facilitate the provision of humanitarian assistance to the civilian population.³¹⁷

²⁹⁸ Ibid.

²⁹⁹ *Who are Somalia's al-Shabab?*, BBC, 2016.

³⁰⁰ Burke, *Al-Shabaab militants ban starving Somalis from accessing aid*, 2017.

³⁰¹ Human Rights Watch, *Somalia: country Profile*, 2015.

³⁰² Federal Republic of Somalia, *National Strategy and Action Plan for Preventing and Countering Violent Extremism*, 2016, pp. 2-4.

³⁰³ Ibid., pp. 7-21.

³⁰⁴ Ibid.

³⁰⁵ Ibid.

³⁰⁶ Council on Foreign Relations, *Global Conflict Tracker: Al-Shabab in Somalia*, 2017.

³⁰⁷ Anderson & McKnight, *Kenya at war: Al-Shabaab and its enemies in Eastern Africa*, 2015.

³⁰⁸ Ibid.

³⁰⁹ Ibid.

³¹⁰ Ibid.

³¹¹ AMISOM, *Kenya-KDF*, 2017.

³¹² Anderson & McKnight, *Kenya at war: Al-Shabaab and its enemies in Eastern Africa*, 2015.

³¹³ *Kenya Says Police Killed Most Wanted Al-Shabaab Commander*, AllAfrica, 2017.

³¹⁴ UN Security Council, *Report of the Monitoring Group on Somalia and Eritrea pursuant to Security Council resolution 2060 (2012): Somalia (S/RES/2102 (2013))*, 2013.

³¹⁵ UN CTITF, *UN Global Counter-Terrorism Strategy*, 2016.

³¹⁶ UN Security Council, *Somalia (S/RES/2102 (2013))*, 2013.

³¹⁷ Ibid.

However, through the proliferation of propaganda, economic marginalization, and underdevelopment in the Horn of Africa, young people continue to be susceptible to recruitment from terrorist and extremist organizations.³¹⁸ Moreover, the financing of terrorist groups enables greater access to weapons and resources, along with serving as a lucrative recruitment tool for marginalized, unemployed youth.³¹⁹ Somalia serves as an example of the front line in the fight to prevent and destroy terrorism and violent extremism.³²⁰ Ensuring the safety and security of Somali communities will enable international organizations to provide humanitarian aid and resources to help revive the local economy.³²¹ However, terrorist and violent extremist activity remains widespread in the Horn of Africa.³²² The UN Security Council must be resolute in setting the international standard for the response to this crisis.³²³

Further Research

When researching this topic, delegates should consider the security, economic, and social situation in the Horn of Africa. Questions to consider are: How can the Security Council leverage its capabilities to meet the demands of local governments to combat terrorism and extremism? How can the international community adapt to meet new challenges, like youth radicalization, propaganda spreading, and the financing of terrorism? Does UNSOM need to be strengthened? What factors can lead to an increase in security in the region? Would the expansion of operations in the region lead to dislodging terrorists from their strongholds? How can the Security Council strengthen security cooperation in the region to fight Al-Shabaab? What is missing in the operational method of the two assistance missions? How can the Security Council prevent the current and potential future rise in terrorist and extremist groups in the Horn of Africa? What aspects of de-radicalization policies must be improved for greater effectiveness in deterring young people from joining terrorist and extremist organizations?

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This is a vital document for this topic, since it is the National Strategy and Plan of Action of the Somali government. Somalia was chosen as a signature case study for the topic to demonstrate the effects that the lack of an effective government, environmental calamities, economic factors, and the proliferation of terrorism and violent extremism can have on society. The National Strategy of Somalia shows the direction in which the government wishes to take the country pertaining to consolidation of power, administrative duties of the state, and ensuring that terrorist groups cease operations. It outlines the factors that the government sees as the main causes of the rise of terrorism and violent extremism, and recommends certain steps in order to ensure the safety of Somalis and security in the state.

Human Rights Watch. (2014). *“The Power These Men Have Over Us”; Sexual Exploitation and Abuse by African Union Forces in Somalia*. Retrieved 10 August 2017 from: <https://www.hrw.org/report/2014/09/08/power-these-men-have-over-us/sexual-exploitation-and-abuse-african-union-forces>

This report allows delegates to see some of the complications of foreign intervention in Somalia. A culture of impunity and lack of accountability has allowed AMISOM forces to commit sexual assault against the people that they are mandated to protect. Targeting some of the most vulnerable groups, like displaced Somali women, erodes the trust of the local populace and threatens any progress made against terrorist groups. This report outlines the extent of sexual violence perpetrated by AMISOM forces. It is very important for delegates to consider this report because it examines some of the obstacles to foreign assistance missions, which can erode the trust of the host population, and create the next generation of extremists.

³¹⁸ Hoehne, *Between Somaliland and Puntland: Marginalization, militarization and conflicting political visions*, 2015.

³¹⁹ Cachalia et al., *The Dynamics of Youth Radicalization in Africa*, 2016.

³²⁰ Council on Foreign Relations, *Global Conflict Tracker: Al-Shabab in Somalia*, 2017.

³²¹ Burke, *Al-Shabaab militants ban starving Somalis from accessing aid*, 2017.

³²² Human Rights Watch, *Somalia: country Profile*, 2015.

³²³ UN General Assembly, *Plan of Action to Prevent Violent Extremism: Report of the Secretary-General (A/70/674)*, 2015, p. 1.

Ploch, L. et al. (2011). *Piracy off the Horn of Africa*. United States Congressional Research Service. Retrieved 20 August 2017 from: <https://fas.org/sgp/crs/row/R40528.pdf>

This is a detailed report on piracy near the Horn of Africa, its causes, effects, and the steps taken by the international community and individual Member States to counter their influence and ensure the safety of shipping lanes. Piracy is one of the biggest issues affecting the development of the region, and the report provides a thorough account of the factors that give rise to it. A challenge presented is the overfishing practices leading local communities to turn to crime, and the political support that pirates receive from the warlords of Puntland. Given the proliferation of Somali piracy towards Mozambique and as far as India, and its relation to the financing of terrorist groups, delegates will need to take this issue into account during their deliberations in committee.

United Nations Assistance Mission in Somalia. (2016). *Voices of Al-Shabaab: Understanding former combatants from the Baidoa Reintegration Center* [Report]. Retrieved 15 August 2017 from:

https://unsom.unmissions.org/sites/default/files/voices_of_al-shabaab_understanding_former_combatants_from_the_baidoa_reintegration_center.pdf

This report examines the factors that lead people to join extremist organizations. It focuses on former Al-Shabaab militants in Somalia and it helps to identify the various causes that lead to radicalization of an individual, such as economic marginalization and governmental repression. By understanding the root causes of radicalization, the international community can make informed decisions when combatting terrorism and violent extremism. Based on research and interviews of former members of Al-Shabaab in a Reintegration Center, the report offers a myriad of first-person accounts that shine a more personal light on members of a terrorist group and their motivations. Delegates can draw lessons from this document about the causes of radicalization, which they can apply to their proposals in committee.

United Nations, General Assembly, Sixtieth Session. (2006). *The United Nations Global Counter-Terrorism Strategy (A/RES/60/288)* [Resolution]. Adopted without a reference to a Main Committee. Retrieved 19 July 2017 from: <http://undocs.org/A/RES/60/288>

This is the official document outlining the counter-terrorism strategy of the UN. It reaffirms that terrorism cannot be associated with any religion, nationality, civilization, or ethnic group. While the strategy offers brief remarks on previous reports regarding the topic, it sets forth a clear Plan of Action to deal with the threat of terrorism. It unequivocally condemns terrorism in all its forms, and stresses the need to take action by offering various steps that will aid in the implementation of existing international conventions and protocols. The Plan of Action seeks to strengthen the UN's position to prevent conflicts, by actively seeking to serve as a mediator, enforce the rule of law, protect human rights, and ensure peacekeeping and peacebuilding.

United Nations, General Assembly, Seventieth session. (2015). *Plan of Action to Prevent Violent Extremism: Report of the Secretary-General (A/70/674)*. Retrieved 16 July 2017 from: <http://undocs.org/A/70/674>

The Plan of Action to Prevent Violent Extremism outlines the position of the UN against violent extremism, notes the factors that contribute to the rise of extremist organizations, and lays a foundation for the international community to begin to combat this trend. It draws a link between violent extremism and terrorism, and examines the military and intelligence measures that were previously adopted against Al-Qaida and ISIL as examples. It also stresses the need for a comprehensive and collaborative approach from the international community to prevent violent extremism. Delegates should use this source as a foundation for their research, as it outlines the UN's current priorities in countering violent extremism.

United Nations, Security Council, 4688th Meeting. (2003). *High-level meeting of the Security Council: combating terrorism (S/RES/1456(2003))*. Retrieved 20 July 2017 from: [https://undocs.org/S/RES/1456\(2003\)](https://undocs.org/S/RES/1456(2003))

Resolution 1456 of the UN Security Council aims to suppress any organizations, individuals, and/or Member States that support terrorist organizations financially and/or with other resources. It further calls upon the Counter-Terrorism Committee to intensify its efforts in combatting terrorism and to receive reports from Member States pertaining to terrorist activities in their territories. This document sets into motion a very important precedent: urging collaboration

between Member States and the UN to curb terrorist financing. This collaboration entails information-sharing, tracking of financial transfers, and financial support.

United Nations, Security Council, 6959th Meeting. (2013). *Somalia (S/RES/2102 (2013))*. Retrieved 19 July 2017 from: [http://undocs.org/S/RES/2102\(2013\)](http://undocs.org/S/RES/2102(2013))

Security Council resolution 2102 established the UN Assistance Mission in Somalia (UNSOM). This resolution serves as the foundational document for the mission, whose mandate includes: the ensuring of security sector reform, the disengagement and disarmament of combatants, and coordinating international donor support. Evaluating UNSOM's achievements in light of the mandate outlined by this resolution will enable delegates to determine shortcomings, assess loopholes, and identify other factors that hinder the implementation and effectiveness of the mission.

United Nations, Security Council, 7272nd Meeting. (2014). *Threats to international peace and security caused by terrorist acts (S/RES/2178 (2014))*. Retrieved 20 July 2017 from: [https://undocs.org/S/RES/2178\(2014\)](https://undocs.org/S/RES/2178(2014))

Resolution 2178 outlines concerns about the proliferation of global terrorist networks, the radicalization of young people, continual recruitment efforts, and financial support for terrorist activities. It calls for Member States to increase cooperation efforts to end the flow of foreign fighters to terrorist organizations. It echoes resolution 1373, emphasizing that Member States must bring suspected terrorists to justice. The resolution also requires Member States to implement specific measures to better address terrorism across borders, such as having access to passenger information for local airlines, and collaborating with INTERPOL to intensify efforts to identify and apprehend transnational terrorists. Delegates should be familiar with this resolution, as it draws attention to the connection between terrorism and extremism, and mentions specific action items, like closer security cooperation and information-sharing among Member States, that can be used to depress the efforts of international terrorist organizations.

United Nations, Security Council, 7968th Meeting. (2017). *The Situation in Somalia (S/RES/2358 (2017)) [Resolution]*. Retrieved 19 July 2017 from: [http://undocs.org/S/RES/2358\(2017\)](http://undocs.org/S/RES/2358(2017))

This is the most recent resolution of the UN Security Council extending the Mandate of UNSOM. The worsening of the political and security crisis in Somalia, along with the breakdown of the electoral process in the country, prompted the UN Security Council to extend the mandate of the mission. This resolution serves to reaffirm UNSOM's continual importance and highlights the progress and shortcomings of the mission thus far. Some of the successes of the mission include helping to determine the possibility of a famine early and supporting reconciliation between communities and former extremists. Delegates will benefit from a mission overview and the plans to move forward, amid a continual rise of terrorism and violent extremism in Somalia.

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