



Security Council

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Letter dated 22 December 2023 from the Chair of the Security Council Committee pursuant to resolution [2713 \(2023\)](#) concerning Al-Shabaab addressed to the President of the Security Council

I have the honour to transmit herewith the report of the Security Council Committee pursuant to resolution [2713 \(2023\)](#) concerning Al-Shabaab, containing an account of the Committee's activities from 1 January to 31 December 2023. The report, which was approved by the Committee, is being submitted in accordance with the note by the President of the Security Council of 29 March 1995 ([S/1995/234](#)).

I should be grateful if the present letter and the report were brought to the attention of the members of the Security Council and issued as a document of the Council.

(Signed) Mitsuko **Shino**
Chair

Security Council Committee pursuant to resolution [2713 \(2023\)](#)
concerning Al-Shabaab



Report of the Security Council Committee pursuant to resolution [2713 \(2023\)](#) concerning Al-Shabaab

I. Introduction

1. The present report of the Security Council Committee pursuant to resolution [2713 \(2023\)](#) concerning Al-Shabaab covers the period from 1 January to 31 December 2023.
2. The Bureau of the Committee consisted of Kimihiro Ishikane (1 January to 14 December) and Mitsuko Shino (15 to 31 December) (Japan) as Chair and a representative of Gabon as Vice-Chair.

II. Background

3. By its resolution [733 \(1992\)](#), the Security Council imposed a general and complete arms embargo on Somalia and, by its resolution [751 \(1992\)](#), established a committee to oversee the implementation of the embargo. Subsequently, in its resolutions [1356 \(2001\)](#), [1425 \(2002\)](#), [1744 \(2007\)](#), [1772 \(2007\)](#), [1846 \(2008\)](#), [1851 \(2008\)](#), [1916 \(2010\)](#), [2060 \(2012\)](#), [2093 \(2013\)](#), [2111 \(2013\)](#), [2142 \(2014\)](#), [2182 \(2014\)](#), [2244 \(2015\)](#), [2317 \(2016\)](#), [2385 \(2017\)](#), [2444 \(2018\)](#), [2498 \(2019\)](#), [2551 \(2020\)](#), [2607 \(2021\)](#) and [2662 \(2022\)](#), the Council introduced exemptions to and further defined the scope of the arms embargo, including by partially lifting the arms embargo for the development of the security forces of the Federal Government of Somalia in 2013. By its resolution [2713 \(2023\)](#), the Council imposed a general and complete arms embargo on Al-Shabaab in Somalia, with exceptions and exemptions in place for other actors operating in the country. The exemptions consist of procedures for the delivery of specific items to Somalia, by means of notification to or subject to a no-objection process in the Committee. Such procedures do not apply to the Federal Government of Somalia, the Somali National Army, the National Intelligence and Security Agency, the Somali Police Force and the Somali Custodial Corps, all of which are excluded from the scope of the arms embargo. By its resolution [2714 \(2023\)](#), the Council lifted the arms embargo established in resolution [733 \(1992\)](#) as amended.
4. By its resolution [1844 \(2008\)](#), the Council imposed targeted measures (a travel ban, an assets freeze and a targeted arms embargo) on individuals and entities designated by the Committee. In the same resolution, the Council also introduced certain exemptions to those measures, including a humanitarian exemption to the assets freeze, which was superseded and replaced by the cross-cutting humanitarian exemption in resolution [2664 \(2022\)](#), as clarified by the Council in its resolution [2713 \(2023\)](#).
5. In its resolution [2036 \(2012\)](#), the Security Council imposed a ban on the export of charcoal from Somalia and its direct or indirect import from Somalia, whether or not the charcoal originated in Somalia. In its resolution [2662 \(2022\)](#) the Council provided for a one-off, complete disposal of existing charcoal stockpiles in Somalia, based on a proposal to be submitted by Somali government authorities for consideration by the Committee, and in its resolution [2696 \(2023\)](#) the Council authorized the Federal Government of Somalia to implement its proposal.
6. In its resolution [2182 \(2014\)](#), the Security Council authorized, for a period of 12 months, Member States acting nationally or through voluntary multinational naval partnerships, such as “combined maritime forces”, to interdict charcoal and arms being transported in violation of the sanctions measures in Somali territorial waters and on the high seas off the coast of Somalia, extending to and including the Arabian Sea and the Persian Gulf. The Council renewed the authorization for the maritime

interdiction of arms and Somali charcoal in its resolutions [2244 \(2015\)](#), [2317 \(2016\)](#), [2385 \(2017\)](#), [2444 \(2018\)](#), [2498 \(2019\)](#), [2551 \(2020\)](#), [2607 \(2021\)](#), [2661 \(2022\)](#), [2662 \(2022\)](#), [2711 \(2023\)](#) and [2713 \(2023\)](#), most recently until 15 December 2024. In its resolution [2607 \(2021\)](#), the Council also expanded the authorization to include the maritime interdiction of specific components for improvised explosive devices.

7. Previously, in its resolution [2498 \(2019\)](#), the Security Council had imposed a ban on components for improvised explosive devices and, in its resolution [2551 \(2020\)](#), added to the list of components. In its resolution [2713 \(2023\)](#), the Council further added to and adjusted the list.

8. The mandate of the Panel of Experts, which assists the Committee in its work, was established by the Security Council in its resolution [2444 \(2018\)](#). The mandate was further elaborated, most recently, in resolution [2713 \(2023\)](#). In the same resolution, the Council also changed the Panel's name to "Panel of Experts pursuant to resolution [2713 \(2023\)](#)".

9. Further background information on the Al-Shabaab sanctions regime can be found in the previous annual reports of the Committee. In its resolution [2713 \(2023\)](#), the Security Council changed the name of the Committee to "Security Council Committee pursuant to resolution [2713 \(2023\)](#) concerning Al-Shabaab".

III. Summary of the activities of the Committee

10. The Committee met four times in informal consultations, on 17 February, 2 June and 28 and 29 September, in addition to conducting its work through written procedures.

11. During the informal consultations held on 17 February, the Chair introduced to the Committee the newly appointed members of the Panel of Experts and the Coordinator of the Panel outlined the Panel's areas of focus for the renewed mandate under resolution [2662 \(2022\)](#).

12. During the informal consultations held on 2 June, the Committee received a briefing from the Coordinator of the Panel of Experts concerning the Panel's comprehensive midterm update to the Committee, submitted in accordance with paragraph 47 (c) of resolution [2662 \(2022\)](#), and discussed the recommendations contained therein.

13. During the informal consultations held on 28 September, the Committee heard a briefing by the Deputy Director of the Operations and Advocacy Division of the Office for the Coordination of Humanitarian Affairs on the delivery of humanitarian assistance to Somalia, pursuant to paragraph 47 (d) of Security Council resolution [2662 \(2022\)](#), following the submission of the related report ([S/2023/720](#)). The Office, on behalf of the Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator, also briefed the Committee pursuant to paragraph 5 of resolution [2664 \(2022\)](#). The Committee also heard briefings by the Head of the Global Maritime Crime Programme of the United Nations Office on Drugs and Crime (UNODC) and the UNODC Representative in New York on UNODC efforts in support of the implementation of resolution [2662 \(2022\)](#), including in the areas of maritime illicit trade and trafficking and countering the financing of terrorism.

14. During the informal consultations held on 29 September, the Committee received a briefing from the Panel of Experts on its final report ([S/2023/724](#)), submitted in accordance with paragraph 47 (c) (iii) of resolution [2662 \(2022\)](#), and discussed the recommendations contained therein.

15. Following the informal consultations held on 17 February, 2 June and 28 and 29 September, and in accordance with paragraph 104 of the annex to the note by the President of the Security Council (S/2017/507), the Committee issued press releases containing summaries of the meetings (SC/15218, SC/15326, SC/15440 and SC/15441).

16. The Chair reported to the Security Council on the work of the Committee, pursuant to paragraph 11 (g) of resolution 1844 (2008), on 27 February (see S/PV.9271), 15 June (see S/PV.9349) and 17 October (see S/PV.9441).

17. On 18 May, the Committee updated its Implementation Assistance Notice No. 1, which contains recommendations on procedures and notification requirements related to the inspection of vessels suspected of carrying charcoal from Somalia and/or the seizure of charcoal suspected to originate in Somalia by Member States pursuant to resolutions 2036 (2012), 2060 (2012), 2111 (2013), 2182 (2014) and 2662 (2022). The Notice is available on the Committee's website.

18. On 26 May, the Committee updated its Implementation Assistance Notice No. 2, which contains a summary of notification requirements and the no-objection process related to the partial lifting of the arms embargo in relation to Somalia. The Notice is available on the Committee's website.

19. The Committee sent 39 communications to 18 Member States and other stakeholders with reference to the implementation of the sanctions measures. On 10 February and 15 September, the Committee issued notes verbales to all Member States in follow-up to recommendations contained in the 2022 final report (S/2022/754) and the 2023 midterm update of the Panel of Experts.

IV. Exemptions

20. Exemptions to the arms embargo and related requirements are contained in paragraphs 35 to 41 of resolution 2713 (2023).

21. Exemptions to the asset freeze are contained in paragraph 4 of resolution 1844 (2008).

22. Exemptions to the travel ban are contained in paragraph 2 of resolution 1844 (2008).

23. A provision for notifying the Committee of the sale, supply or transfer after the fact of items referred to in part I of annex C to resolution 2713 (2023), relating to components of improvised explosive devices, is contained in paragraph 19 of the same resolution.

24. Prior to the adoption of resolution 2713 (2023), the Committee received two notifications pursuant to paragraph 14 of resolution 2662 (2022), on which no negative decision was taken by the Committee. The Committee also received 20 notifications, for information, pursuant to paragraph 15 of resolution 2662 (2022) and 13 notifications pursuant to paragraph 18 of the same resolution. Furthermore, the Committee received one notification pursuant to paragraph 38 of resolution 2662 (2022).

V. Sanctions list

25. The criteria for the designation of individuals and entities as subject to the travel ban, assets freeze and targeted arms embargo for the sanctions regime are set out in paragraph 8 of resolution 1844 (2008), paragraph 1 of resolution 2002 (2011), paragraph 23 of resolution 2036 (2012), paragraphs 1 to 3 of resolution 2060 (2012),

paragraph 43 of resolution [2093 \(2013\)](#), paragraph 50 of resolution [2444 \(2018\)](#) and paragraph 26 of resolution [2662 \(2022\)](#). The procedures for requesting listing and delisting are described in the Committee's guidelines for the conduct of its work.

26. On 30 May, the Committee approved the addition of one individual to its sanctions list of individuals and entities subject to the measures imposed by the Security Council in its resolution [1844 \(2008\)](#). As at the end of the reporting period, there were 20 individuals and one entity on the sanctions list of the Committee.

VI. Panel of Experts pursuant to resolution [2713 \(2023\)](#)

27. On 17 August, the Secretary-General appointed a sixth individual to the Panel of Experts, with expertise in humanitarian affairs (see [S/2023/613](#)).

28. On 5 May, in accordance with paragraph 47 (c) of resolution [2662 \(2022\)](#), the Panel of Experts submitted its comprehensive midterm update to the Committee. On 25 August, in accordance with the same paragraph, the Panel provided its final report to the Committee, which was transmitted to the Security Council on 29 September and issued as a document of the Council ([S/2023/724](#)). In accordance with its mandate, the Panel also provided four thematic reports to the Committee.

29. Following the adoption by the Security Council of resolution [2713 \(2023\)](#), the Secretary-General is expected to appoint six individuals, with expertise in armed groups, armed groups/regional matters, arms, finance, humanitarian affairs and maritime/natural resources, to serve on the Panel of Experts. The mandate of the Panel expires on 15 January 2025.

30. The Panel of Experts, which is based in Kenya, conducted visits to Bahrain, Djibouti, Ethiopia, France, Germany, Kenya, Qatar, Somalia, South Africa, Spain, Switzerland, Türkiye, the United Arab Emirates, the United Kingdom of Great Britain and Northern Ireland and the United States of America. In Somalia, the Panel undertook visits to Mogadishu, Boosaaso, Garoowe, Hargeysa and Kismaayo.

31. In pursuance of its mandate, the Panel of Experts, through the Secretariat, sent 86 letters to 35 Member States, the Security Council, the Committee and international and national entities.

VII. Secretariat administrative and substantive support

32. The Security Council Affairs Division provided substantive and procedural support to the Chair and the members of the Committee. Advisory support was also provided to Member States to promote understanding of the sanctions regime and facilitate the implementation of the sanctions measures. Induction briefings were also provided to incoming members of the Council to familiarize them with the specific issues relevant to the sanctions regime. To complement those briefings, from 1 to 3 December, the Secretariat conducted the third training session on the design, implementation, monitoring, evaluation, adjustment and redesign of sanctions for incoming members of the Council.

33. To support the Committee in its recruitment of well-qualified experts to serve on sanctions monitoring groups, teams and panels, the Division has begun to brief regional groups and held public outreach events on 21 June and 26 October to attract a more geographically diverse applicant pool. On 13 December, a note verbale was sent to all Member States to request the nomination of qualified candidates for the pool of experts. In addition, a note verbale was sent to all Member States on 11 October, notifying them of upcoming vacancies on the Panel and providing

information on recruitment timelines, areas of expertise and pertinent requirements. On 10 October, vacancy announcements were also made available online at the United Nations career portal (<https://careers.un.org>).

34. The Division continued to provide support to the Panel of Experts, assisting in the preparation of the Panel's final report, submitted to the Committee in August, and its midterm update, submitted to the Committee in May. The Secretariat facilitated travel by Panel members to deliver their mandate, which included meetings with Member States and other stakeholders. The Secretariat organized an inter-panel workshop from 5 to 7 December, which was focused on providing additional tools to enhance expert investigations and reporting and to foster inter-panel cooperation.

35. The Secretariat continued to update and maintain the United Nations Security Council Consolidated List and the committee-specific sanctions lists in the six official languages and the three technical formats. Furthermore, the Secretariat implemented improvements concerning the effective utilization of and access to the lists, as well as further developing, in all official languages, the data model approved in 2011 by the Committee pursuant to resolutions [1267 \(1999\)](#), [1989 \(2011\)](#) and [2253 \(2015\)](#) concerning ISIL/Da'esh, Al-Qaida and associated individuals, groups, undertakings and entities, as requested by the Council in paragraph 54 of its resolution [2368 \(2017\)](#).

36. On 15 September, pursuant to paragraph 47 (b) of resolution [2662 \(2022\)](#), the Secretary-General submitted his update report on progress against the benchmarks articulated in his letter of 15 September 2022 to guide the Council in its review of the arms embargo measures ([S/2023/676](#)).
