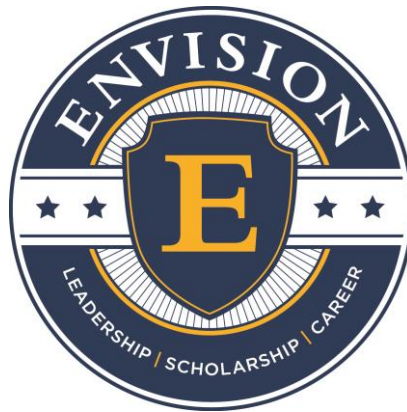


# IF I WERE PRESIDENT



SIMULATION  
STUDENT MATERIAL

## INTRODUCTION

*The executive power shall be vested in a President of the United States of America. He shall hold his office during the term of four years ....*

*Before he enter on the execution of his office, he shall take the following oath or affirmation:-- "I do solemnly swear (or affirm) that I will faithfully execute the office of President of the United States, and will to the best of my ability, preserve, protect and defend the Constitution of the United States."*

- United States Constitution, Article II, Section 1

This simulation is an exercise of the executive branch's decision-making process that focuses on the role of the president and his or her advisors in a foreign policy development. The simulation centers on a mounting crisis in and off the coast of Somalia set in the summer of 2019. You and your group will role-play the president and members of the president's executive staff. The scenario of the crisis situation and pertinent background information are provided in the following pages. After reading the scenario and the background information, you will need to come up with two or three policy options that you think will best address the heated situation between the United States of America and the Republic of Somalia.

*"A president's hardest task is not to do what is right but to know what is right."*

- Lyndon Baines Johnson

36th President of the United States of America

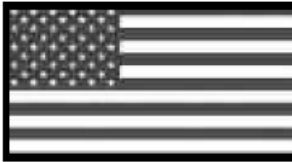
## IF I WERE PRESIDENT TIMELINE

1) The first part of the simulation will occur prior to the actual execution of the simulation. Each scholar will receive a specific role. You will then read and analyze the scenario and background information. As you read, be thinking about the role information provided on your role card. How would someone in your position react to this situation? What kind of options would be most (or least) supported by a person in your role? You should begin brainstorming the best possible resolution to the crisis, as well as how to convince your colleagues that this is the most appropriate decision.

2) On the day of the simulation, you will meet with a small group of fellow advisors to discuss the crisis, assess policy options and decide on possible courses of action. You should be prepared to propose these options to the president, both informally during these Policy Group Meetings and more formally during the Executive Meeting. The president will be looking to you to provide him or her with the benefits and consequences of each option as it relates to your particular expertise.

3) In the Executive Meeting, the president will call the entire executive team together, listen to their various policy options and facilitate a discussion on which course of action the United States should pursue. You should be prepared to discuss your group's proposals, as well as to identify any potential strengths and/or weaknesses in the other options under consideration.

4) After hearing the various recommendations, the president, along with his or her press secretary and three or four advisors, will take some time to decide the appropriate course of action. The remaining advisors will change roles and become members of the White House Press Corps. The president will announce his or her proposed course of action to the group during a press conference. As a reporter, you will have the opportunity to ask probing questions to the president about his or her decision.



## **If I Were President: Pirates Off the Coast of Somalia**



### **SOMALI PIRATES HIJACK AND HOLD HOSTAGE U.S. CARGO SHIP AND CREW IN SOMALI PORT**

AN AMERICAN CARGO SHIP CARRYING U.S. MILITARY SUPPLIES AND FOOD AID FOR AFRICA IS HIJACKED BY SOMALI PIRATES AND THE SHIP AND CREW ARE BEING HELD HOSTAGE IN A PORT NORTH OF MOGADISHU, SOMALIA

By Brad Baker in Cairo, Egypt, and Heather Belen in Nairobi, Kenya, and Philip Nelson in Washington, D.C.  
Published: 20:36 UTC/GMT +2 hours on 22 June 2019

The U.S.-flagged cargo ship *Shackleton's Courage* was hijacked at approximately 09:15 UTC/GMT +3 hours this morning on 22 June 2019. The ship was under naval escort by the U.S.S. Forrest Sherman, a U.S. Navy Arleigh Burke class destroyer based from Norfolk, through the night on its course to Mombasa, Kenya, until the Sherman departed to respond to a nearby distress call from another cargo ship in the Indian Ocean. The pirates approached in small vessels, firing rocket-propelled grenades, assault rifles and machine guns at the ship until it stopped its engines, at which point the pirates boarded the *Courage* and took the ship and crew hostage. After hijacking the ship, the pirates forced the ship into the pirate port city of Eyl, located north of the Somali capital, Mogadishu. The ship's communication systems had been disabled by the pirates. The *Courage* was carrying a small amount of U.S. military supplies bound for the Joint U.S./U.K. Naval Air Facility at Diego Garcia. However, the primary cargo on board the *Courage* was food aid en route to Kenya from the United States. The pirates are holding the ship and 30 crewmembers ransom for \$7.5 million.

In a press briefing at the White House this evening, the White House Press Secretary reported that the president was monitoring the situation closely and deciding, along with advisors from various departments and agencies, on a proper course of action. The press secretary stated that the president recognizes that swift and immediate action needs to be taken to recover the ship and crew, but that steps toward bringing a real solution of peace need to be taken in regards to the recent conflict in Somalia. The press secretary also addressed the concerns as to why the ship was carrying both military supplies and food aid, stating, "The dual mission of the ship was chosen to reduce fuel and general costs of multiple trans-Atlantic shipments. No ammunition or weaponry was to be shipped, as it is normally shipped on military vessels or aircraft. Only communications equipment, maintenance supplies and equipment were in transit in the *Shackleton's Courage* cargo hold."

This is certainly not the first instance where a ship has been hijacked, held hostage and/or held for ransom. Since the beginning of the Somali Civil War in the early 1990's, piracy has been a constant threat off the coast of Somalia. Acts of piracy around the Horn of Africa proved to be costly for the United States and other nations in regards to the cost of security (both government and private), ransom payments and the increased cost of shipping due to the ever-present possibility of hijacks and attacks. However, piracy has been in sharp decline in recent years since Somalia reached a degree of stability under the administration of President Sheikh Sharif Sheikh Ahmed. Ahmed's government was highly committed to enforcing security both within Somalia and in its surrounding territorial waters. The Somali Navy worked closely with a N.A.T.O.-led joint naval force to escort cargo vessels and combat piracy. These escorts were in the national interest of the United States and other countries and cooperated with the Somali Navy to bring an environment of security to the Horn of Africa. Ahmed's government also worked to address concerns and grievances in the Puntland region, in which Eyl is located, as well as the rest of Somalia. The increased focus on the needs of the people of Somalia as well as the increased naval security contributed greatly to the decline in pirate attacks and hijacks.

Ahmed's commitment to reform and rebuilding his nation was called aggressive by some in the international community and some of his efforts were seen as controversial. However, the progress seen in Somalia has been unparalleled since years before the coup d'état that displaced President Barre and started the Somali Civil War in 1991. In particular, Ahmed's decision to end food aid shipments to Somalia in January of 2018 was a decision met with sharp criticism, despite his good intentions. Ahmed's intention was to empower Somalia to take responsibility for its own people and affairs, in particular in the area of food production and supplies. Experts argue that this decision may have been what led to the coup d'état by Islamist insurgents and clan leaders on 4 April 2019 that displaced President Ahmed's government and forced Ahmed to flee for his life to Kenya. The lack of central authority (in particular, President Ahmad's firm stance against piracy) and rising civil unrest in Somalia has led to an increase in acts of piracy off the coast of Somalia.

The White House indicated that the president is working towards negotiating the release of the hostages while simultaneously laying groundwork for a plan for peace and a cease fire in Somalia. Leaders in Congress are wary of becoming involved in the Somali conflict, due to our current peacekeeping efforts in the Taiwan Strait and the Spratly Islands in the South China Sea to continue to ease tensions between China and Taiwan.

## SITUATION AND BACKGROUND

1960-2009



### Independence from Italy and the United Kingdom

Somalia first emerged as an Arab settlement in the 10th century. Throughout Somalia's history, Arab tribes and the Egyptians had strong hands in the governing of the area. A rise in the expansion of Islam throughout North Africa and the Middle East further contributed to the establishment of Islam and Arab culture in present-day Somalia.<sup>1</sup> Beginning in the 1860s, the colonial powers of Europe began to establish a presence in the region, with France settling in what would become modern-day Djibouti.<sup>2</sup> In 1887, the United Kingdom established parts of Somalia as a protectorate of the British Empire.<sup>3</sup> Two years later in 1889, Italy established a protectorate in central Somalia.

Until Somalia gained its independence in 1960, Italy and the United Kingdom continued to maintain a strong presence in their respective territories in Somalia. During World War II, territory was occupied, gained and lost by both sides throughout the struggle between the Axis and Allied Powers.<sup>4</sup> In 1950, Italian Somaliland became a trust territory through the United Nations and was placed under Italian control once again. In 1960, the Italian and British parts of Somalia gained complete independence and merged to form the United Republic of Somalia. Aden Abdullah Osman Daar became the first democratically elected president of a united Somalia.<sup>5</sup>

While Somali independence was celebrated, there were inherent problems that arose in the absence of colonial authorities. Throughout the colonial years of Somalia, politics were guided by loyalty to an individual's kinsmen and clan, with the colonial powers having the final decision in most matters. The sudden union of Somalia created an entirely new political and social class structure.<sup>6</sup> There were not political parties to represent the interest of the individual clans, but rather personal loyalties and devotion to an individual's clan and kinsmen pervaded the Somali political system.<sup>7</sup> The complexity of these allegiances created a culture for disagreement and the potential for political strife and conflict.

Along with internal political strife, border disputes with Kenya and Ethiopia were a constant issue. And while Somalia was able to draft and pass a national constitution, the inter-clan rivalries persisted.<sup>8</sup> In 1969, a coup d'état placed the military in charge of the Somali government under General Muhammed Siad Barre.<sup>9</sup> Under Barre's government, public works projects were started, national (especially rural) literacy rates increased from 5% to nearly 60% and the economy exhibited strong signs of growth and progress.<sup>10</sup> In 1970, Barre declared Somalia to be a socialist state and worked to nationalize most of the Somali economy.<sup>11</sup> In 1974, Somalia joined the Arab League through direct efforts by President Barre.<sup>12</sup> Despite the positive signs of growth and progress in Somalia, conflict between the rival clans continued and struggles within the government occurred. Severe drought led to widespread starvation, and border disputes and armed conflicts with Ethiopia (as well as with the U.S.S.R. which supported Communist Ethiopia) continued as opposition to Barre's regime continued to emerge from various clans within the Somali government. Widespread accusations of a total collapse of moral authority in the government emerged and the military government became increasingly totalitarian in nature throughout the 1970s and 80s. The Somali government reached a peace accord with Ethiopia in 1988, but the atmosphere in Somalia was becoming increasingly volatile.<sup>14</sup>

During President Barre's administration, Somalia received subsidies and aid from various countries, including Denmark, Iraq, Japan, Sweden, the United Kingdom, the U.S.S.R. and West Germany, to help develop the fishing industry. Due to a low demand for seafood in Somalia, most of the fish and seafood was exported. Despite this, mounting tensions in Somalia led to countries reducing or halting their financial support as well as a decrease in coast guard protections of Somalia waters by international fishermen.<sup>15</sup> These factors led to a decline in profits and forced the Somali fishermen to band together in this time of economic crisis. As the government continued to crumble in Somali, the fishermen began to realize that they could utilize alternative methods to make money, and one such method was through acts of piracy in the Gulf of Aden and around the Horn of Africa.<sup>16</sup>

### **The Somali Civil War and the Rise of Piracy**

In 1991, the tide of political and civil unrest finally turned and President Barre was ousted from the presidency in a power struggle between rival clans. While the clans had combined forces for the coup d'état, with aid and support from Ethiopia, thousands of civilians were wounded in the power struggle between rival clan warlords vying for the reins of power of the Somali government.<sup>17</sup> Efforts were made among the various clans to establish a replacement government, but a consensus could not be reached. The country of Somalia plunged into civil war, lawlessness and chaos. With food supplies already in jeopardy due to the drought of previous years, war and the inter-clan rivalries further interrupted the recovering agriculture and food distribution infrastructures.<sup>18</sup> Ambassador James Bishop, the last U.S. ambassador to Somalia, said there is a "... competition for water, pasturage, and cattle. It is a competition that used to be fought out with arrows and sabers. Now it is fought out with AK-47s."<sup>19</sup> Following the collapse of the Barre regime and the outbreak of civil war, the United States withdrew its diplomatic representation in Somalia and closed its embassy, as did numerous other nations.

The mounting death toll from the famine and increasing violence in the civil war prompted the international community, specifically the United Nations, to issue a call to action. The U.N. Security Council authorized UNOSOM I (United Nations Operations in Somalia) in 1992 to "... provide protection and security for U.N. personnel, equipment and supplies at the seaports and airports in Mogadishu and to escort deliveries of humanitarian supplies to distribution centers in and around the capital."<sup>20</sup> Furthermore, the U.N. international peacekeeping presence, also called UNITAF (Unified Task Force), in Somalia was intended to enforce the ceasefire in Mogadishu that was reached in July of 1992. Some of the first troops to arrive in Somalia, ahead of the U.N. peacekeeping force, were U.S. Marines, authorized by President George H.W. Bush.<sup>21</sup>

The operations in Mogadishu and surrounding areas were turbulent and often resulted in shoot-outs between U.N. peacekeepers and Somali militia members. The conflict in Somalia was strong enough that U.N. Secretary General Boutros Boutros-Ghali recommended a shift in the mission focus to the U.N. Security Council that would help to establish more security in Somalia. The sentiment among the members of the Security Council resulted in the establishment of UNOSOM II.<sup>22</sup>

One event in particular reflected the cause of that sentiment: the Battle of Mogadishu that occurred on the days of October 3-4, 1993. Other popularized names for the event include the Day of the Rangers or Black Hawk Down. In the course of a mission to apprehend the foreign minister and the top political advisor to the president of Somalia, a U.S. Army MH-60 Black Hawk helicopter was shot down by a rocket-propelled grenade. There was a significantly high level of angry sentiment on behalf of most Somalis towards the U.N. peacekeeping presence in Somalia. Throughout the course of the initial recovery operation, a second Black Hawk helicopter was shot down. At the conclusion of a successful recovery mission of all American personnel with the assistance of Pakistani and Malaysian U.N. forces, the toll stood for the United States at 18 dead and 83 wounded and for Somalia in the range of 315 – 2,000 people dead.<sup>23</sup> By March 1994, all U.S. personnel were withdrawn from Somalia. By the end of 1994,

all U.N. peacekeeping forces had withdrawn from Somalia.<sup>24</sup> What was intended to be a peacekeeping mission to provide relief to the starving people of Somalia ended due to the hostilities between the Somali people and the U.N. peacekeeping forces.

Over the next ten years, Somalia existed in a constant state of conflict, fighting and war. Furthermore, Somalia existed without a central and stable federal government. The rivalry between the clans and their warlords in Somalia continued on a fiercely intense scale.<sup>25</sup> As the civil war continued to rage, acts of piracy were continually on the rise off the coast of Somalia. Starvation continued on an epic scale as larger numbers of people became dependent on international food aid that often was not effectively distributed due to the warlords and violence. While piracy originally began among the unemployed fishermen of Somalia, the profitability was soon recognized by clan warlords, who sought to cooperate with the pirates and thus share the profits.<sup>26</sup>

In 2001, warlords met and elected a president and a transitional government for Somalia, the first since the outbreak of the civil war and ousting of the Barre regime. Abdiqasim Salad Hassan was elected president of Somalia and was given a hero's welcome when he arrived in Mogadishu. Almost immediately upon his arrival, warlords, supported by Ethiopia, announced their plan to form a national government within six months, this being in direct opposition to the new transitional government of Hassan.<sup>27</sup> The situation continued to escalate in violence until Hassan was forced to flee the country and govern Somalia from the neighboring country of Djibouti. Concurrently, the drought and famine crisis in Somalia led to refugees fleeing Somalia and the U.N. asking for food aid for millions of people.<sup>28</sup>

In 2004, the fourteenth attempt to elect a central federal government in Somalia led to the election of President Abdullahi Yusef. In December of 2004, tsunami waves from the Indian Ocean killed hundreds and displaced thousands in Somalia.<sup>29</sup> As crisis enveloped the people of Somalia, the transitional government under President Yusef was able to return to Somalia.<sup>30</sup> There was some progress made in Somalia, but the progress was unstable and fragile. The transitional parliament was finally allowed to meet in Baidou, Somalia, in 2006,

but fighting between rival clans and militias in Mogadishu led to many deaths and injuries.<sup>31</sup> Shortly after this period of violence, militias loyal to the Union of Islamic Courts overtook Mogadishu and other parts of Somalia. The Union of Islamic Courts are Islamist militias in Somalia that spawned from the judicial system and promote Islamic law over clan allegiance. At the same time, most of the courts are allied with one clan in particular, but attest to only trying members of their own clans in order to avoid clan bias.<sup>32</sup> Punishments under this system of justice include amputation of limbs for thievery and execution for murders.<sup>33</sup>

With violence on the rise and the problems of drought, famine and refugees still mounting, the transitional government and the Union of Islamic Courts gathered in Khartoum, Sudan, for peace talks.<sup>34</sup> An envoy from the European Union, Louis Michel, was quoted as saying, "This mission can be considered a full success.... There was broad agreement to de-escalate and refrain from hostile acts. There are still issues that will have to be resolved, but I'm convinced of the sincerity of both parties to go forward. I'm in favor of the optimism of the will, and not the pessimism of reality."<sup>35</sup> The two parties were able to negotiate some terms, but a date for the resumption of the talks was not set as fighting broke out between the two sides. A major demand was that troops from Ethiopia, who fought alongside transitional government forces and which Islamists believed was a U.S.-backed force, withdraw from Somalia.<sup>36</sup>

The violence in Somalia continued as the United Nations authorized a six-month African Union-led peacekeeping force in Somalia in 2006. The fighting in the Somali capital of Mogadishu was some of the worst fighting in years at the time of the peacekeepers' arrival.<sup>37</sup> With famine continuing due to the fighting throughout Somalia, the World Food Programme and other international aid organizations looked to step up their relief efforts, given the presence of international peacekeeping forces. However, the World Food Programme expressed reluctance due to a resurgence of piracy off the coast of Somalia at a higher scale than in years previous.<sup>38</sup>

The continuing lack of a central federal government allowed for piracy to flourish in northern, coastal Somalia and for a culture to form around the pirates. Piracy became viewed as a lucrative, but dangerous career. Most pirates in Somalia drive nice cars, live in large houses and have new guns. To many young men in Somalia, piracy was viewed as a path to escape from poverty and warfare.<sup>39</sup> Increasingly, the pirate targets were no longer just ships carrying food. To the pirates, as well as their financiers and clan elders, larger ships carrying non-food supplies could bring forth a heavier and more valuable ransom payment.<sup>40</sup>

In November of 2007, the number of refugees who escaped from Somalia hit one million people.<sup>41</sup> The “jihadists” of the Union of Islamic Courts vow not to stop fighting until all foreign troops are gone and Ethiopian troops promise to defeat the jihadists.<sup>42</sup> In April of 2008, the European Union called for the nations of the world to work together to address the problem of piracy off the coast of Somalia following a series of hijackings and attacks against ships and vessels. In May, the United Nations Security Council voted unanimously to allow warships into the territorial waters of Somalia to combat the pirates.<sup>43</sup> One instance that led to this change in policy was the hijacking of a Ukrainian ship that was carrying 33 military tanks. Following the decision of the U.N. Security Council, N.A.T.O. dispatched an international naval force to the waters off Somalia to patrol and combat piracy. Somali pirates, in November of 2008, hijacked a Saudi Arabian oil supertanker and demanded a ransom of \$25 million for the return of the oil-laden ship.<sup>44</sup>

Earlier, in July of 2008, the warring factions had agreed to and signed a cease fire, but Osman Ali Ahmed, head of the U.N. Development Programme

in Somalia, was shot and killed by gunmen in Mogadishu.<sup>45</sup>

During the final days of 2008, Ethiopia withdrew the last of its troops in Somalia. At the start of the new year, the Somali Parliament, still meeting in Djibouti, swore in new members and elected Sheikh Sharif Sheikh Ahmed, a moderate Islamist, as the new president of Somalia. Ahmed chose Omar Abdirashid Ali Sharmarke, a former diplomat who often worked with Islamists and the international community, as prime minister of the Somali Parliament.<sup>46</sup> Despite the atmosphere of progress in the Somali government, acts of piracy continued to increase and Islamist insurgents launched an attack on Mogadishu. In April of 2009, Somali pirates hijacked the U.S.-operated container ship Maersk Alabama, after also seizing a British ship and Taiwanese ship. The situation was escalated as several members of the ship’s crew were American citizens. While the international naval task forces had stepped up their patrols, the pirates were still slipping through the cracks.<sup>47</sup> The crew and ship were released, but the pirates fled in a life boat, holding Captain Richard Phillips of the Alabama hostage in hopes of still receiving a ransom. Acting on orders from President Barack Obama, a U.S. Navy SEAL sniper team finally killed the pirates from the fantail of a destroyer, the U.S.S. Bainbridge.<sup>48</sup>

In Mogadishu, intensifying violence led to President Ahmed calling a state of emergency. A call for military and troop aid from neighboring countries was sent out as Islamist insurgents continued their fight. With piracy on the rise, one third of the population completely dependent on food aid and Islamist insurgents continuing to fight government forces, the conflict in Somalia seemed to be nowhere near a peaceful solution and smooth transition to democracy.<sup>49</sup>



## THE CURRENT SCENARIO

2010-2019

### Moving Forward and Efforts at Reform

In response to President Ahmed's call for aid, the African Union, in cooperation with the United Nations, mustered several neighboring countries, including Ethiopia, Burundi, Kenya, South Africa and Morocco, to come to Somalia's aid in the summer months of 2013. Additionally, the United Kingdom, the United States, France, Germany, Norway, Italy and Spain all sent resources and support to aid the peacekeeping effort in Somalia led by the African Union. After some tense fighting in Mogadishu, the Islamist insurgents were forced out of the capital city within six months and left to flee into the countryside. The African Union peacekeeping forces aided the transitional government forces in securing Mogadishu and allowing President Ahmed and his government to solidify their position by the end of 2013. For the first time since the ousting of President Barre's regime in 1991, an elected government was established in Mogadishu and began to work towards healing the Republic of Somalia and putting the country on a course of change and progress.

With his government's position secured, President Ahmed (pictured above, right) moved quickly to respond to three crisis situations: piracy off the coast of Somalia, famine and extreme poverty among the Somali people, and the ever-present threat of Islamist insurgents. He worked to cooperate with N.A.T.O. and African Union forces to increase patrols and come down hard on piracy. For the first time in years, military forces entered the northern Puntland region of Somalia, which has historically been a haven for pirates and piracy. Progress was slow, but the presence of military patrols led to a decrease in overall acts of piracy in the Gulf of Aden and along the Horn of Africa by the end of 2015. With an increase in naval patrols and a decrease in pirate attacks, ships carrying food aid were able to make safe passage to the port at Mombasa, Kenya, and relief began to slowly arrive in Kenya. President Ahmed worked with local warlords and leaders in the Puntland to hear the grievances of the people and the

pirates. The increased attention and promise of economic incentives by the government was persuasive to many and acts of piracy continued to decrease throughout 2016.

As Ahmed and his government worked to combat piracy off the coast of Somalia, they were simultaneously working closely with members of the international community to improve the economy of Somalia and state of affairs for the Somali people. While some countries were nervous about establishing close ties with Somalia, others were hopeful about the future for Somalia. The government worked with companies to establish jobs in Somalia, both manufacturing and service related. Somalia was by no means growing in leaps and bounds, but progress was being made, progress that had not been seen in Somalia since the start of the Somali Civil War over 20 years ago. The United States and other countries reestablished their embassies in Somalia. Another positive sign was Somali refugees seen at the borders returning to Somalia. President Ahmed announced in a press conference to Somali people everywhere, *"My brothers and sisters, now is the time to build our nation. Somalia is coming to a state of stability that we have not seen since the civil war began. I call upon all Somalis, near and far, to work together to bring us to a state of change, progress and prosperity. Now. Now is the time to build our nation. Let us begin it now."*

While violence was still occurring between Islamist militias and the combined transitional government and African Union forces, the outlook for Somalia was increasingly positive. With the failure of the Union of Islamic Courts in late 2006, early 2007, Islamist insurgents were the next area of focus. While most Somali people are Islamic by religion and once fully supported the Islamist insurgency, many people in the population desired to see change and peace come to Somalia. The people of Somalia wanted progress to occur in the economy, leading to

a level of prosperity. President Ahmed reached out to the Islamist insurgents and invited them to peace negotiations that would be hosted in Kenya. Hosted by the secretary-general of the African Union, the peace talks were successful and resulted in a series of steps that would be taken on both sides towards the de-escalation of hostilities throughout Somalia. A major point for the Islamist insurgents was the departure of peacekeeping forces from Somalia and more Islamists to be a part of the Somali national parliament. Because of his efforts at reform and dedication to collaboration among the various parties and factions in Somalia, Ahmed continued to be elected as president of Somalia. The biggest challenge for Somalia was providing food for its people, since one-sixth of the population was still dependent on food aid.

By the end of 2017, most of the African Union peacekeeping forces had departed Somalia and pirate attacks were down by 75% from 2013. With a positive outlook, President Ahmed turned towards governing his country. Believing that dependence on international food aid would reduce the potential progress that Somalia could make, Ahmed announced in mid-2018 that aid shipments into Somalia would be drastically reduced. This decision was met with sharp criticism by people throughout Somalia. Ahmed also announced that harsh punishments under the Islamic court system would end and that the Somali court system would undergo a series of evaluations and reforms. This also was a decision met with harsh criticism, mostly by the Islamist insurgents who favored the position and rule of Islam

within the Somali government. The insurgents protested the decision, but when President Ahmed remained firm on his decision, acts of violence began to ensue and acts of piracy were once again on the rise.

Many of the Somali people, who for years had been dependent on food aid, were struggling to produce food to feed themselves after the years of violence and civil war. As people began to go hungry again, unrest began to rise. President Ahmed spoke firmly about his recent decisions: “The people of Somalia must move forward as the people of Somalia. Certainly there will be times that will be hard and there will be times that we will suffer, but that is something that we are accustomed to. We must have faith and we must push forward. When we can be self-sufficient, Somalia will prosper and grow. We must stand together.”

As unrest continued to spread, violence continued to escalate. Fearing a repeat of the years of the civil war, people began to flee Somalia. On 4 April 2019, a group of Islamist insurgents and militias swept into the capital city of Mogadishu and staged a coup d’état against President Ahmed and forced him and members of his government to flee the country. As central authority collapsed, rival warlords and militias once again began vying for power over Somalia. Fears of civil war resurfacing began to emerge and violence increased throughout Somalia. With no authority or firm stance against them, the pirates began to reemerge in the Gulf of Aden and around the Horn of Africa. Once again, Somalia plunged into chaos.

## THE *SHACKLETON'S COURAGE*

At approximately 09:15 UTC/GMT +3 hours on 22 June 2019, the U.S. flagged cargo ship *Shackleton's Courage* (pictured above) was hijacked by Somali pirates in the Gulf of Aden near the Horn of Africa. The *Courage*, part of Maersk Line's fleet, was carrying 15,000 metric tons of food aid bound for the port at Mombasa, Kenya. The *Courage* was also carrying U.S. military communications and maintenance equipment and supplies, under a contract with the U.S. Department of Defense, bound for the U.K./U.S. Joint Naval-Air Facility on the island of Diego Garcia in the Indian Ocean. The *Courage* was under naval escort by the destroyer U.S.S. Forrest Sherman through the Suez Canal Zone and throughout the night. Due to an increase in pirate activity in the Gulf of Aden and around the Horn of Africa, most cargo ships have been under naval escort in recent weeks. The Forrest Sherman departed from the *Courage* to respond to a distress call from a nearby cargo ship. During the absence of the destroyer, the *Courage* was attacked by Somali pirates. The pirates approached in six small vessels, firing rocket-propelled grenades, AK-47s and other assault rifles and machine guns at the ship. The *Courage*, caught off guard, slowed her engines to a stop. The pirates boarded the ship, disabled the communications systems and hijacked the ship. The *Courage* was taken to the port city of Eyl in the Puntland region of Somalia, where the ship and 30 crewmembers are being held hostage for \$7.5 million.

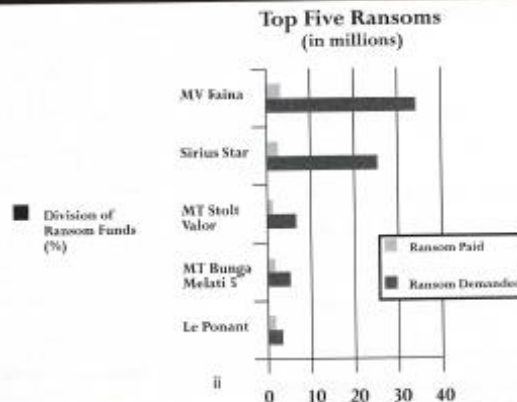
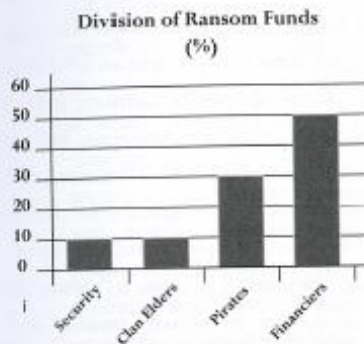
The president and National Security Council have dispatched a joint task force made up of two U.S. Navy destroyers, a U.S. Navy SEAL team, a U.S. Army Ranger team and an F.B.I. hostage negotiation team. The *Courage* is being heavily guarded in the port city of Eyl and U.S. personnel are cautious about approaching for fear of escalating the situation into a larger conflict. The *Courage's* captain, Captain Jeff Runyan, is a former U.S. Marine and was able to

dispatch a distress call prior to the ship being hijacked and the communications systems being disabled.

The president is prepared to do what is necessary to retrieve the ship and her crew, but also wants to approach the situation in a manner that lays groundwork for peace in Somalia; however, Cabinet members and congressional leaders are hesitant to become involved. Although the Wars in Iraq and Afghanistan have been over since 2012, the United States is currently serving in a multi-nation peacekeeping force in the Taiwan Strait and the Spratly Islands as hostilities between mainland China and Taiwan have been intense in recent months. While it could be argued that the peacekeeping effort in the South China Sea is predominately air and naval focused, the military expenditures are still substantial. With the American economy back on a track of growth and progress and the federal budget deficit declining, leaders in the American government have expressed apprehension at spreading our resources and personnel, particularly military and financially, in places and conflicts where the United States may not need to be involved.

The U.S. President has been in close contact with Somali President Ahmed since Ahmed's exile and wishes to see Somalia return to a track of change and progress. While the United States has recalled its diplomatic mission to Somalia, the president has still monitored the situation in Somalia closely. The reforms that President Ahmed and his government instituted were profound in reflection of the last twenty years of Somali history. The United States values freedom, democracy and economic prosperity among its national interests. Many in the country may express a strong desire to safely retrieve the ship and crew and not seek to intervene in Somali affairs, but the president feels differently. The question that remains is how to approach the situation to achieve both goals. **You decide.**

## A Closer Look at Ransoms in the World of Somali Piracy



Le Ponant –  
Demanded – 3 million  
Paid – 2.2 million

MT Bunga Melati 5 –  
Demanded – 5.5 million  
Paid – 2 million

MT Stolt Valor –  
Demanded – 6 million  
Paid – 1.1 million

Sirius Star –  
Demanded – 25 million  
Paid – 3 million

MV Faina –  
Demanded – 35 million  
Paid – 3.2 million

### A Closer Look: Comparing the Republic of Somalia and the United States of America<sup>iii</sup>

Statistic	Somalia	United States
Population	9,832,017 people	307,212,123 people
Median Age	17.5 years	36.7 years
Population Growth Rate	2.815%	0.975%
Birth Rate	43.7 births per 1,000 population	13.82 births per 1,000 population
Infant Mortality Rate	109.19 deaths per 1,000 live births	6.26 deaths per 1,000 live births
Life Expectancy Rate at Birth	49.63 years average	78.11 years average
HIV/AIDS Rate	0.5% of the total population	0.6% of the total population
Education Expenditures	No national record	5.3% of the GDP
School Expectancy	Not applicable	16 years
Gross Domestic Product (GDP)	\$2.6 billion	14.26 trillion
GDP Per Capita	\$600 per person annually	\$49,900 per person annually
Exports Value Per Year	\$300 million annually	\$1.291 trillion annually
Imports Value Per Year	\$798 million annually	\$2.112 trillion annually
National Debt	\$3 billion	\$13.64 trillion annually
Population Below Poverty Line	73% of the total population	12% of the total population
Wired Telephones in Use	100,000	150,000,000
Cellular Telephones in Use	627,00	270,000,000
Television Broadcast Stations	4	2,218
Radio Broadcast Stations	12	13,769
Internet Users	98,000	223,000,000
Internet Hosts	1	316
Total Land Area	637,657 square km	9,826,675 square km
Arable Land	1.64% of total land area	18.01% of total land area
Irrigated Land	2,000 square km	223,850 square km
Total Coastline	3,025 km	19,924 km
Manpower Fit for Military Service	2,652,675 people	119,202,340 people
Military Expenditures	0.9% of GDP	4.06% of GDP
Airports in the Country	59	15,095
Unemployment Rate	No national record	7.2%
Literacy Rate	37.8% total, 49.7% (M), 25.8% (F)	99% total, 99% (M), 99% (F)
Suffrage Age	18 universal	18 universal
Form of Government	No permanent national government	Constitution-based federal republic
Major Religions	Sunni Muslim	Protestant, Catholic, Mormon, Jewish, Muslim, Buddhist and others or unspecified
Major Languages	Somali, Arabic, Italian, English	English, Spanish, other Indo-European, Asian and Pacific Islander and others

## A CLOSER LOOK: THE UNITED STATES OF AMERICA

### Geography and People

The United States of America is a federal constitution- based republic located on the continent of North America. It has a total land area of 6,106,013 square miles and is the fourth largest country in the world after the Russia Federation, Canada and the People's Republic of China. The United States has a total coastline of 12,380 miles.<sup>53</sup>

In addition to the 48 contiguous states and Alaska and Hawaii, the United States contains a number of outlying territories including the Commonwealth of Puerto Rico and the U.S. Virgin Islands, both in the Caribbean Sea, and Guam and American Samoa, both in the Pacific Ocean. The national capital, Washington, D.C. is located between the State of Maryland and the Commonwealth of Virginia along the banks of the Potomac River.<sup>54</sup>

The 2007 U.S. Census Bureau estimate of the population of the United States of America was approximately 301,621,157 people, placing the United States third in the world following the People's Republic of China and the Republic of India. The states and territories of the United States vary in size and population. The state of Alaska has the largest land area with 587,878 square miles, followed by Texas and California. Rhode Island is the smallest state with an area of only 1,213 square miles. The state of California has the largest population of any state with an estimated 36,553,215 inhabitants, with Texas and New York following closely in numbers. The state of Wyoming is the least populous state with only 522,830 inhabitants.<sup>55</sup>

Despite an increasing population due to large numbers of immigrants coming from around the world, the United States retains a fairly low population density, averaging 85.4 people per square mile.<sup>56</sup> For example, India has a population density of approximately 890 people per square mile and China has 360 people per square mile. Through immigration, the United

States has developed an incredibly diverse population. Waves of English, German, Italian, Mexican, Chinese, Japanese, Lebanese, Armenian, Indian, Filipino, Vietnamese, Irani, Pakistani, Ghanaian and Nigerian immigrants as well as immigrants from nearly every other country in the world have entered the United States of America over the years. The desire to pursue the "American dream" is a hope to achieve equality and prosperity regardless of nationality or background. American politics continue to search for the best route to achieving equality for citizens of all backgrounds.<sup>57</sup>

### Economy

The United States of America possesses the world's largest gross domestic product (GDP), that is, the total value of goods and services produced within the United States in one year is higher than that of any other nation. The total GDP of the United States is approximately \$14.26 trillion.<sup>58</sup> Of the 154.3 million people in the U.S. labor force, approximately 79.6% work in the services industry (provision of services rather than goods), 19.2% work in the industrial sector and 1.2% works in the agricultural sector. Economic activities that make up the services industry include finance, insurance, real estate, trade, restaurants, hotels, government services, transportation, personal services and communication.<sup>59</sup>

The American economic system is primarily a free enterprise system, meaning individuals and companies make most economic decisions for themselves. The federal government has placed regulations on economic practices over the years and passed regulations that protect workers and consumers, prevent monopolies and reduce pollution.<sup>60</sup>

## Government and Politics

The United States has a democratic form of government, specifically a representative democracy in which the people of the nation delegate their power to rule to elected officials. In the United States, citizens elect officials at national, state and local levels. Representatives must find a balance between acting according to the known desire of people they represent and making decisions based upon their personal judgment.<sup>61</sup> The United States Constitution creates the structure for the American democracy and establishes the separation of powers into three branches.

The legislative branch consists of the Senate and House of Representatives, which together form the United States Congress. Congress has the power to collect taxes, provide for the common defense, regulate commerce, raise armies and declare war, among other things.<sup>62</sup> Article I, Section 8 of the U.S. Constitution also states that Congress has the ability to “make all laws which shall be necessary and proper” for carrying out its duties, a clause that allows Congress to react to situations today that did not exist when the Founding Fathers wrote the Constitution.<sup>63</sup>

A president and vice president lead the executive branch along with a Cabinet of appointed and Senate-confirmed officials. While the president, considered a civilian, has control over the nation’s military as commander-in-chief, only Congress may declare war. Thus, military power is divided between the two branches of government. The president is charged with enforcing the laws created by the Congress. The president also has the power to make treaties with foreign governments and nominate justices to sit on the Supreme Court of the United States, both with Senate approval.<sup>64</sup>

The Constitution establishes the Supreme Court as the highest judicial authority for the nation and allows Congress to establish any and all inferior courts. The Supreme Court has the original jurisdiction in controversies involving the United States as a nation and disputes between two or more states, among other cases. Petitioners may

appeal a lower court decision, such as that of a state supreme court, to the Court on the basis of the interpretation of federal or constitutional law.<sup>65</sup>

The U.S. Constitution established the United States as a federal system, whereby the state and local governments have control over responsibilities that the national government does not. State governments supervise the construction of roads, monitor public safety and corrections and have some power over the regulation of agriculture, education, public health and welfare. The Constitution forbids state governments from entering into treaties, taxing imports and exports and coining money. The powers of local governments are determined by the state in which they are located and may include local services and law enforcement.<sup>66</sup>

## Foreign Policy

The foreign policy of the United States has evolved from three philosophies shaped by three presidents throughout our national history. The Monroe Doctrine, established by President James Monroe, stated that the American continent would no longer be a place for European colonization.<sup>67</sup> President Theodore Roosevelt expanded that doctrine to establish a broader jurisdiction in the American region, particularly countries in Latin America.<sup>68</sup> President Ronald Reagan changed the broader foreign policy philosophy of America after the end of the Cold War to pledge support to our allies of democracy and freedom.<sup>69</sup> The events of the 20th Century, in particular the decades following the end of World War II, have greatly shaped and influenced the foreign policy of the United States of America.

After World War II ended in 1945, the United States focused its foreign policy on containing the spread of communism, a political ideology that directed the governments of the Union of Soviet Socialist Republics and the People’s Republic of China. Throughout the 20th Century, the United States focused on combating communism. This is a primary factor for the engagement of the armed

forces of the United States in the Korean War and the Vietnam War.<sup>70</sup>

Following the withdrawal of U.S. forces from Vietnam and the slow decline of the Soviet Union, the focus moved towards preserving and protecting human rights and shifted towards new regions of the world. The rise of Israel and shifts in the governments of many countries in the Middle East, the departure of colonial powers from Africa and Asia in a post-World War II world, and the rise of regime changes and the drug wars in Latin and South America all brought focus changes and shifts in policy to these various regions. Besides a focus on the preservation of human rights, the United States continued its focus on the promotion of democracy and freedom on an international scale. The fall of the Soviet Union left the United States as the main superpower in the world.<sup>71</sup> And to the minds of many in the world, great power comes with great responsibility.

The United States' involvement in the conflict in Somalia caused the country to become more cautious about its involvement in crises in the developing world. The United States was heavily

criticized for not intervening in the Rwandan genocide and for not doing more in the conflicts in Bosnia and Kosovo. However, the attacks of September 11, 2001, once again shifted the policy of the United States to protecting American citizens and fighting terrorism at home and abroad.<sup>72</sup>

Moving into the 21st Century, a strong desire among Americans to responsibly end the wars in Iraq and Afghanistan is strongly prevalent. A stronger emphasis on talking and diplomacy when adversaries are involved instead of using force has risen to the surface in the Obama administration. The same emphasis on dismantling and defeating al-Qaeda and other Islamic extremists groups bent on the destruction of the United States still exists as well as the prevention of nuclear weapons coming into the terrorist arsenal, but the Obama administration is also seeking to rejuvenate America's alliances and continue the promotion of American values and ideals, in particular those of democracy, freedom, human rights, ensuring energy security and fighting climate change.<sup>73</sup>

## A CLOSER LOOK: THE REPUBLIC OF SOMALIA

### Geography and People

While Somalia has no current, permanent government, it is a parliamentary federal government in transition. Somalia is located at the Horn of Africa, where the Gulf of Aden converges with the Indian Ocean. It has a total land area of 396,222 square miles and is the 50th largest country in the world, slightly smaller than the State of Texas. The Republic of Somalia has a total coastline of 1,880 miles.<sup>74</sup>

Somalia consists of 18 administrative divisions (regions similar in nature to states). Somalia consistently experiences disputes with Kenya and Ethiopia over its borders. The capital city of Mogadishu is located in southern Somalia along the Indian Ocean. The regions of “Puntland” and “Somaliland” have long pushed for autonomy and most of the administrative divisions are organized predominately according to clans.<sup>75</sup>

An estimate of the Somali government places the population of Somalia at approximately 9,832,017 people, placing Somalia as the 84th most populous country in the world. The estimate, however, is based off the official census of Somalia, which was last taken in 1975. Moderate portions of the population of Somalia are also nomads. Somalia is also estimated to have 1.1 million citizens who are currently refugees and internally displaced persons living in neighboring countries due to the ongoing civil war and violence.<sup>76</sup>

The only nationally recognized religion in Somalia is Sunni Muslim. 85% of the Somali people are ethnically Somali and the remaining 15% are Bantu and from other non-Somali ethnic groups, including approximately 30,000 Arabs.<sup>77</sup>

### Economy

Somalia is one of the poorest countries in the world. Somalis have the fifth lowest per capita GDP in the world, with the average person living

on \$600 per year, which equates to less than \$2 per day. While Somalia has no current employment statistics, it is estimated that of their 3.447 million people labor force, approximately

71% work in agriculture and 29% work in industry and services. It is estimated that 71% of the population of Somalia live below the poverty line.<sup>78</sup>

Somalia imports almost all of its oil and natural gas. Their exports include livestock, bananas, animal hides, fish, charcoal and scrap metal. Their export partners are only regional and the export total for Somalia averages about \$300 million per year. The black market exchange rate, as of February 2007, of the Somali shilling to the U.S. dollar was about 23,000 shillings to the dollar.<sup>79</sup>

### Government and Politics

The Republic of Somalia has a parliamentary federal government that was established in 2004, but still exists in a transitional state and has mostly operated in exile. The transitional government is the first government to be established since the start of the Somali Civil War.<sup>80</sup> The constitution of Somalia was established and approved in 1979. However, due to the civil war, the establishment of stable central authority and supporting governing institutions has been difficult.<sup>81</sup>

Somalia is headed by a president who acts as the chief of state and a prime minister who acts as the head of the government. The cabinet of ministers is appointed by the prime minister and approved by the unicameral (one house) National Assembly. The majority of the seats in the Assembly are appointed according to a formula based on the clans and the remainder is reserved for civil and business society. Due to a lack of central authority, most regions in Somalia operate under various forms of judicial and conflict resolution,



whether secular, traditional Somali law or Islamic law.<sup>82</sup>

### **Foreign Policy**

The foreign policy of the Republic of Somalia is hardly evolved or established due to the ongoing civil war and ever-present clan rivalry. Most of the focus for Somalia concerns the border disputes with Ethiopia and Kenya and establishing a stable government in Mogadishu. Until Somalia reaches

a state of stability and peace, the nation will have difficulty in establishing a real foreign policy.<sup>83</sup>

Somalia is a member of the African Union, participates in other international organizations, and maintains its representation through its Permanent Mission to the United Nations. Few countries maintain diplomatic representation within the borders of the Republic of Somalia.<sup>84</sup>

# Timeline of United States & Somali Relations<sup>85</sup>

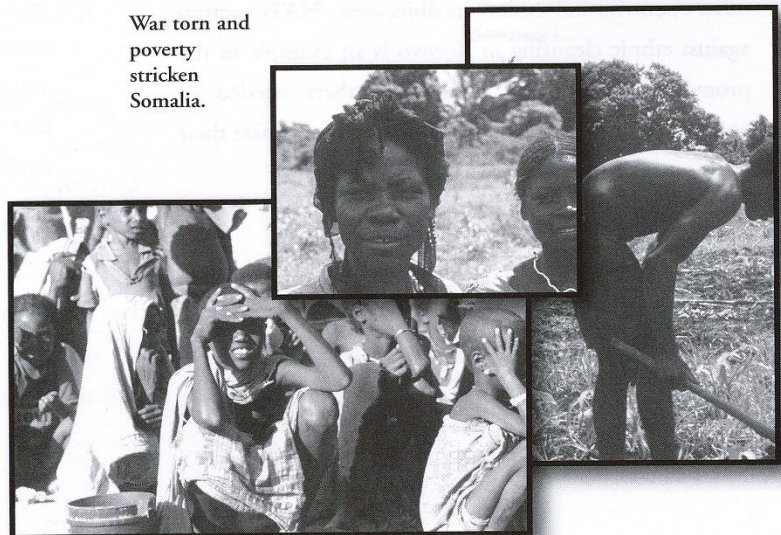
- 1960 - The Republic of Somalia is officially established after gaining independence from the United Kingdom and Italy.
- 1963 - The Republic of Somalia severs diplomatic relations with the United Kingdom of Great Britain and Northern Ireland.
- 1969 - General Muhammed Siad Barre leads a coup d'état and establishes an authoritarian socialist regime with himself as president.
- 1970 - Somalia initiates a course of non-alignment, patterned after the People's Republic of China and the Union of Soviet Socialist Republics, under President Barre.
- 1980's - Somalia seeks to align with Western nations after the Union of Soviet Socialist Republics supports Ethiopia in a regional conflict and dispute between Ethiopia and Somalia.
- 1991 - President Barre's regime collapses and civil war begins in Somalia as rival clans struggle for power. The United States of America recalls its diplomatic representation in Somalia and closes its embassy.
- 1992 - UNOSOM I authorized by the U.N. Security Council.
- 1993 - UNOSOM II initiated by the U.N. Security Council. "Black Hawk Down" incident occurs during the Battle of Mogadishu.
- 1994 - All U.S. and U.N. peacekeeping forces are withdrawn from Somalia.
- 2006 - U.S. bombs targets in Southern Somalia believed to be al-Qaeda related.  
  
*U.S.S. Cape Saint George and U.S.S. Gonzalez attacked by Somali pirates.*
- 2009 - *MV Maersk Alabama* hijacked by Somali pirates.  
  
*MV Liberty Sun* attacked by Somali pirates.
- 2011 - *SV Quest* hijacked and four passengers killed by Somali pirates



Somali pirates from the hijacking of the *MV Faina* in 2008.



War torn and poverty stricken Somalia.





## NATIONAL INTEREST<sup>86</sup>

### **Definition<sup>87</sup>**

The national interest of a country is the set of objectives that seek to improve the well-being of the nation. These interests will be categorized into promotion of values, favorable world order, economic prosperity and stability for the purpose of this scenario.

When the national interests of two or more countries clash, conflict between those nations may occur, depending on how one country prioritizes its interests compared to those of another nation. Understanding the unique interests of each nation helps decision-makers understand the source of conflict and determine possible courses of action.

### **Promotion of Values<sup>88</sup>**

A nation wants to ensure the legitimacy or expansion of its fundamental values. These ideals might include free trade, human rights and democracy. The expansion of its beliefs or, at the very least, the acceptance of its values abroad makes it easier for a nation to cooperate with other countries and achieve its objectives. NATO action against ethnic cleansing in Kosovo is an example of the promotion of values. NATO members needed to oppose ethnic cleansing there in order to legitimize their position against ethnic cleansing anywhere.

### **Favorable World Order<sup>89</sup>**

A favorable world order allows a nation to benefit from the actions of others. Political stability, increased democratization and open markets tend to work in the favor of democracies. For example, the United States supports the status quo between the People's Republic of China (China) and the Republic of China (Taiwan), rather than only supporting the position of the democratic Taiwan,

because it is in the United States' interest to trade with both nations.

### **Economic Prosperity<sup>90</sup>**

A nation must also look out for the economic well-being of its citizens. Leaders attempt to improve their country's wealth by promoting trade and investment while protecting the nation's businesses, both domestically and internationally. Economic prosperity can improve the standard of living in a country and keep citizens out of poverty. High employment rates and wage levels often lead to greater stability in the government and higher levels of satisfaction among the general population. For example, the low level of international investment in trade with and in the industries of Somalia result in a low economic prosperity that is reflected in the extreme poverty and record low levels of personal GDP among the citizens of Somalia.

### **Stability<sup>91</sup>**

In close connection with economic prosperity, stability is a necessary ingredient for all other pieces of the puzzle to work together. If a country exists in a state of instability, then it is unable to promote its values, seek a favorable world order and create economic prosperity. In particular, in Somalia's case, the lack of stability has a direct correlation to the ongoing civil war, the poverty of its citizens, refugees fleeing Somalia and piracy off the coast of Somalia.

## **Prioritizing National Interests** <sup>92</sup>

It is important to not only define but to determine the level of intensity of the national interests. A nation might consider some its interests worth going to war over, while others are not as vital to protect.

- **Survival Interests:** The very existence of the nation is threatened. Example: Nazi Germany's invasion of Poland in 1939.
- **Vital Interests:** Serious harm to the well-being of a nation will result if no action is taken. Example: the Soviet Union places missiles in Cuban during the Cuban Missile Crisis.
- **Major Interests:** The issue is important but not crucial to the security of the nation. Example: President Clinton's decision regarding whether or not to send troops into Rwanda in 1994.
- **Peripheral Interests:** The country sees no serious effects on its well-being, even though there may be dangers for its citizens abroad. Example: the United States' perspective regarding limited violence in Northern Ireland.

# POLICY OPTIONS FOR THE PRESIDENT OF THE UNITED STATES OF AMERICA

The United States is the preeminent power in the world. The nations of any given region look to the United States for leadership during serious international crises. However, the role of the United States and the power it can exercise is limited by the policies and interests of other nations. The first priority for the United States is the safe recovery of the *Shackleton's Courage* and her crew. The question that remains for the United States to answer is whether or not that recovery operation is the limit of its intended action in Somalia.

## **Exercise Diplomatic Power**

### **Negotiate With the Pirates**

The safe recovery of the crewmembers is a top priority for the United States. The pirates are holding the ship and crew ransom for \$7.5 million. Along with combined U.S. Navy SEAL and U.S. Army Ranger personnel who are standing by in the area, an F.B.I. hostage negotiation team was dispatched to communicate and negotiate with the pirates. At the end of the day, the pirates are still holding the lives of the crewmembers (all of whom are American citizens) in their hands. A wrong step on the part of the United States could result in the loss of life or injury for members of the crew of the *Courage*, as well as the loss of life or injury of U.S. military and federal personnel, the Somali pirates or any innocent bystanders.

The pirates might be willing to accept other incentives besides a monetary ransom payment, ranging from food aid or a forum for addressing their grievances. The reality of the lives of American citizens hanging in the balance forces the hand of diplomacy and a willingness to negotiate in this situation.

### **Work With the United Nations and African Union**

The United States has expressed a commitment to working with the nations of Africa to better establish peace, security, prosperity and stability. Establishing a foundation for stability in Somalia

is in the best interest of the United States and the whole of the international community, particularly any nations who send ships around the Horn of Africa and through the Suez Canal. However, the United States should not be the only participant in bringing stability to Somalia.

The United States can seek to work with international organizations (such as the United Nations and the African Union) to establish goals and an action plan for addressing the ongoing conflict in Somalia. This can include multilateral peace talks in Ethiopia or Kenya in addition to numerous other potential options of diplomatic power. A main priority for Somalia should include a cease fire agreement and allowing the government to establish itself in Mogadishu, free from concern of another coup d'état, in order to fully embrace the task of governing Somalia. The closer Somalia can come to authority and the rule of law, the closer Somalia will come to resolving its other issues. In supporting President Ahmed and his government, a firm stance against violence and piracy will return to Somalia.

### **Do Nothing**

The United States can also take the approach that the action on the part of the pirates is an international crime and is not reflective of the whole of Somalia, but rather the criminal action of a select few. The United States can enter the situation only to recover the crew and the *Courage* and let that be the only action it commits to.

However, this course of action still leaves Somalia without central authority and does not allow the elected and recognized government of Somalia to do its job and enforce the rule of law. It establishes no foundation for lasting peace and stability in the Republic of Somalia and only further prolongs the violence.

### **Exercise Informational Power**

#### **Educate and Work with Allies and Other Nations**

The United States can work with allies and other nations in the international community to garner support for intervention in the Republic of Somalia. The Bahamas, Belgium, the People's Republic of China, Denmark, Egypt, France, Germany, Greece, India, Israel, Italy, Japan, Kenya, Liberia, Malaysia, the Netherlands, Norway, Panama, the Republic of China (Taiwan), Russia, Saudi Arabia, Singapore, Turkey, the United Arab Emirates, the United Kingdom, Vietnam and Yemen, among others, have all been subject to pirate attacks and hijacks around the Horn of Africa. Cargo ships, cruise ships, fishing vessels and personal ships alike have all been attacked and/or hijacked by Somali pirates.

The allies of the United States as well as many other nations all have a vested interest in seeing stability come to Somalia. Many of these countries could be willing to work with the United States if they are provided with further information regarding the situation in Somalia. The restoration of President Ahmed and his government would be in the best interest of most of the international community and would allow the Gulf of Aden and the Horn of Africa to become an increasingly safe place for the passage of ships.

### **Exercise Military Power**

#### **Utilize the Joint Special Forces Strike Team**

Standing by aboard the U.S.S. Winston Churchill and the U.S.S. Sampson, along with the F.B.I. hostage negotiation team, is a joint Special Forces strike team, made up of U.S. Navy SEALs and U.S. Army Rangers. The strike team is able to wait until nightfall and execute a mission directive of safely recovering the crew members with minimum collateral damage and loss of life or injury. However, this action only recovers the crew of the *Shackleton's Courage* and does not ensure the recovery of the *Courage* and its cargo.

The mission will most likely incur the loss of life on the part of the pirates and will potentially incur the loss of life or injury on the part of U.S. military personnel. While dangerous, it will achieve a primary and main objective, which is the safe recovery of the crew of the *Courage*.

#### **Execute Recovery Mission and Express a Commitment to Peacekeeping**

As an extension of working with international organizations such as the United Nations and African Union, and with allies and other nations, the United States could lead a peacekeeping force authorized by the United Nations Security Council after the safe recovery of the crew and the *Shackleton's Courage*.

A peacekeeping mission in Somalia would be a sizeable investment of time, resources, people and money. Members of the United States government and citizens of the United States may be hesitant to return to Somalia, especially after the ineffective peacekeeping mission of 1992 - 1994. However, in this situation, would the future benefits of a stable Somalia outweigh the current costs of a peacekeeping mission?

Additionally, the people of the United States may be hesitant to become involved in Somalia when the armed forces are engaged in peacekeeping in the Taiwan Strait and the Spratly Islands in the South China Sea. Peacekeeping is a sizeable

expenditure for the country providing it and peacekeeping in Somalia would be no exception.

### **Exercise Economic Power**

#### **Impose Economic Sanctions on Somalia**

While sanctions are certainly an option that is often utilized, who exactly would be sanctioned? The people of Somalia? The pirates? The Islamist insurgents? The exiled government of Somalia? Sanctions are an option that can be employed, but many in the international community may criticize such a decision. And for economic sanctions to be effective, international support must be garnered. Would many countries be willing to support sanctions against a country where 73% of the population lives below the poverty line?

#### **Offer Economic Incentives**

On the opposite side of sanctions, the United States can offer economic incentives to Somalia. Possible incentives can include commitment to trade, reduction of import and export tariffs, food aid, etc. Instead of threatening to take things away from Somalia, would offering to provide things to Somalia be more productive? Exercising economic power in this situation is highly dependent on what level of support and commitment the United States can garner from international organizations, allies and other nations. The United States currently does not have major economic ties to Somalia beyond the costs of securing the waters around the Horn of Africa.

### **Do Nothing**

Doing nothing economically in this situation is an option that is also viable. The United States does not trade with Somalia and, beyond U.S. ships passing near its coast, it does not maintain much of a relationship with Somalia. The United States does not stand to gain much economically in this situation, other than the safe passage of its ships as well as the ships of its allies. The United States can ensure the recovery of the crew and the *Courage* and let Somalia worry about its own affairs.

In the use of any form of national power, doing nothing does not address the increased danger for ships and costs of shipping through the Gulf of Aden and around the Horn of Africa while pirate attacks continue to happen. The cost is incurred by both the shipping companies and the nations who pay for their naval vessels and personnel to operate in the area to protect ships that are passing from the Suez Canal to the Indian Ocean. While the United States may be hesitant to send peacekeeping troops to Somalia, in a way it already has with its cooperation in the joint N.A.T.O. naval force around the Horn of Africa. The problem of Somalia for the international community is not just their internal instability but also the threat the pirates pose to international shipping, and the two issues are closely interwoven. The question the United States must ask is how best to promote its values and maintain a favorable world order in this situation.

# ROLE GROUPINGS

## **The President of the United States of America**

### **White House Group**

- Vice President of the United States
- National Security Advisor
- White House Chief of Staff
- White House Press Secretary
- Assistant to the President for Domestic Policy
- Assistant to the President for Economic Policy

### **Diplomacy Group**

- Secretary of State
- U.S. Ambassador to the U.N.
- U.S. Counselor for Somali Affairs
- Asst. Secretary for the Bureau of Near-Eastern Affairs
- Chair of the Board of the U.S. Institute of Peace

### **Intelligence and Security Group**

- Chair of the Joint Chiefs of Staff
- Secretary of Defense
- Director of the Federal Bureau of Investigation
- Director of National Intelligence
- Commander of the U.S. Africa Command  
(AFRICOM)

### **Trade and Humanitarian Group**

- Administrator of the U.S. Agency for International Development
- Secretary of the Treasury
- U.S. Trade Representative
- Under Secretary for Democracy and Global Affairs
- Liaison of the Secretary-General of the International Maritime Organization

### **Legislative Group**

- Chair of the House Committee of Foreign Affairs
- Chair of the Senate Armed Services Committee
- Speaker of the House of Representatives
- Senate Majority Leader



## FUNCTIONS OF THE OFFICES

The **President** acts as chief of the executive branch of the government, commander-in-chief of the armed forces, the nation's chief law enforcement officer and chief diplomat, as well as the leader of his or her political party. The president also serves as the head of state and head of the government.<sup>93</sup>

The **Vice President** acts as an intimate advisor to the president on most matters facing the administration and is a statutory member of the National Security Council. The vice president is also first in the order of presidential succession and serves as the President of the United States Senate to cast a tie-breaking vote when necessary.<sup>94</sup>

The **National Security Advisor** serves the president as one of the chief members of and liaison to the National Security Council. The National Security Advisor assists and advises the president on matters of national security and foreign policy. The Council also serves to coordinate the president's policy decisions among various applicable government agencies.<sup>95</sup>

The **White House Chief of Staff** supervises the functions and operations of the White House staff and acts as a gatekeeper to the office of the president, funneling many demands to the staff of the White House.<sup>96</sup>

The **White House Press Secretary** serves as the president's daily representative to the White House Press Corps and has the task of communicating the president's point of view, policies and decisions to the press as effectively as possible.<sup>97</sup>

The **Assistant to the President for Domestic Policy** advises and assists in the formation,

evaluation and coordination of long-range domestic policy.<sup>98</sup>

The **Assistant to the President for Economic Policy** advises and assists in the formation, evaluation and coordination of long-range economic policy, ensuring that the president's policy decisions, national and international, are in line with the president's economic policy.<sup>99</sup>

The **Secretary of State** heads the Department of State, which represents the United States abroad, provides assistance to foreign countries, oversees foreign military training programs, counters international crime and serves U.S. citizens abroad and foreign nationals coming to the U.S. The secretary is the president's top foreign policy advisor and advises in the formulation and execution of foreign policy.<sup>100</sup>

The **U.S. Ambassador to the U.N.** is appointed by the president, represents the United States at the United Nations and considers U.S. foreign policy in global terms.<sup>101</sup>

The **U.S. Counselor for Somali Affairs** is the top advisor in the Department of State on Somalia. There is no current ambassador to Somalia, as long as political instability and violence pervade Somali affairs. The counselor is a supporter of the fragile transitional government of Somalia and seeks to advocate about Somalia to the U.S. government.<sup>102</sup>

The **Assistant Secretary for the Bureau of Near-Eastern Affairs** is top advisor to the Secretary of State and the president on countries and affairs occurring in the Middle East and most countries in

Northern Africa. The assistant secretary works with their bureau to aid the Secretary of State in setting strategy and policy for the respective region.<sup>103</sup>

**The Chair of the Board of the U.S. Institute of Peace (USIP)** leads the USIP, which is an independent, non- partisan, national institution that was established and continues to be funded by Congress. The USIP works with the international community by playing an active part in preventing, managing and resolving threats to international peace.<sup>104</sup>

**The Chair of the Joint Chiefs of Staff** is the primary and highest-ranking military advisor to the president, the National Security Council and the Secretary of Defense. The chair aids in providing strategic direction, joint forces coordination and planning for the use of the United States armed forces.<sup>105</sup>

**The Secretary of Defense** heads the largest cabinet agency, the Department of Defense (in terms of human resources and funding), and serves as an advisor on matters involving the military and national defense.<sup>106</sup>

**The Director of the Federal Bureau of Investigation (FBI)** heads the FBI, which falls under the jurisdiction of the Department of Justice, and reports to the Director of National Intelligence, who reports to the president. The FBI serves to investigate crimes, gather intelligence and prevent terrorism, and aid with leadership and services to federal, state, municipal and international agencies. The FBI is highly involved in negotiations for the release of hostages.<sup>107</sup>

**The Director of National Intelligence** oversees and directs the implementation of the National Intelligence Program and acts as the principal advisor to the President, the National Security

Council, and the Homeland Security Council for intelligence matters related to national security. The goal of the director of national intelligence is to effectively integrate foreign, military and domestic intelligence in defense of the homeland and of United States interests abroad.<sup>108</sup>

**The Commander of the U.S. Africa Command (AFRICOM)** is the highest ranking military official who oversees joint U.S. military operations on the African continent. AFRICOM seeks to conduct sustained security engagement through programs, activities, trainings and operations to promote a stable and secure environment in Africa.<sup>109</sup>

**The Administrator of the U.S. Agency for International Development (USAID)** oversees USAID to bring assistance from the United States to expand democracy and free markets while seeking to improve the lives of people in the developing world. USAID works to prevent conflict, encourage global health and promote democracy, agricultural and economic growth and human rights.<sup>110</sup>

**The Secretary of the Treasury** heads the Department of the Treasury and is responsible for promoting economic prosperity and providing for the security of U.S. and international financial systems. The secretary and the department work with foreign governments to encourage economic growth and raise standards of living.<sup>111</sup>

**The U.S. Trade Representative** is responsible for developing and coordinating U.S. international trade and leading or directing negotiations with other countries on such matters.<sup>112</sup>

**The Under Secretary for Democracy and Global Affairs** works to coordinate U.S. foreign relations on numerous issues of a global nature. In

particular, some issues include democracy, human rights, health, refugees, population and trafficking in persons.<sup>113</sup>

The **Liaison of the Secretary-General of the International Maritime Organization** works with the Secretary-General of the IMO and the U.N. to bring the regulation of the safety of shipping into an international framework. While working to ensure safe navigation and decreases in pollution, the International Maritime Organization works diligently to increase international maritime security and safety.<sup>114</sup>

The **Chair of the House Committee of Foreign Affairs** heads the U.S. House of Representatives committee that has oversight on and prepares legislation concerning matters of foreign affairs. Some areas of focus for the committee include strategic planning, war powers, deployment and use of American armed forces, peacekeeping, promotion of democracy and international law enforcement issues.<sup>115</sup>

The **Chair of the Senate Armed Services Committee** heads the U.S. Senate committee that has oversight on aeronautical and space activities associated with military operations and the common defense.<sup>116</sup>

The **Speaker of the House of Representatives** is the presiding officer of the U.S. House of Representatives, responsible largely for setting the legislative agenda in that body. The speaker almost always is a member of the majority party and often plays a partisan role in the political process. The speaker is the second in the line of presidential succession and is the third-ranking member of the federal government, behind the president and vice president.<sup>117</sup>

The **Senate Majority Leader** is the leader of the majority party in the U.S. Senate and is elected at the beginning of each Congress by their party conference. The leader works with committee chairs and ranking members, schedules business on the floor of the Senate such as votes and keeps his/her party informed. The leader has come to be a spokesperson for the U.S. Senate as an institution and often works closely with the speaker of the House of Representatives on legislative agendas.<sup>118</sup>

## GLOSSARY

The **African Union** is an international agency made up of African nations that was established in 1999 for the purpose of “achieving greater unity and solidarity between the African countries and the peoples of Africa.” In essence like a United Nations for Africa, the African Union works to advance the socio-economic causes of the member states, promote peace and security, protect human rights and work with international partners to eradicate diseases, promote economic growth, promote sustainability and promote democracy and good governance.<sup>119</sup>

**Coup d'état** is a quick and sudden change or action in politics, usually resulting in the overthrow or change of a government illegally and often by force.<sup>120</sup>

**Gross Domestic Product (GDP)** of a country is the total market value of the goods and services produced within that nation.<sup>121</sup> For the purposes of this simulation, all GDP figures are expressed in U.S. dollars (\$).

The **Horn of Africa** is a geographical region in Eastern Africa that includes the coastal nations of Djibouti, Eritrea, Ethiopia, Kenya, Somalia and Tanzania. It is the region that lines the coasts of the Gulf of Aden and the Indian Ocean and is often called the Horn of Africa because in appearance it seems to protrude from the African continent like a horn.<sup>122</sup>

**Islamists** are Muslims who believe that Islam is not just a religion but also a political system and that modern Muslims should unite politically under their roots of religion. Examples include the revolution in Iran that led to the exile of the Shah of Iran and the establishment of the Islamic republic under Ayatollah Ruhollah Khomeini and the Islamist courts established in Somalia. In Somalia, the Islamists also maintain militias.<sup>123</sup>

A **transitional government** is a government that has been elected by the members of a country, usually a country in conflict or war, but the government may or may not have fully taken its position in the administrative capital or be exercising its duties and responsibilities due to the conflict or war. The government is also intended to be the government until stability is reached and democratic elections can install a new government.

The **United Nations (U.N.)**, formed in 1945, was established to maintain peace and to provide a venue for nations to cooperate in solving international issues, such as economic, social and cultural conflicts. Currently there are 192 member nations of the United Nations.<sup>124</sup>

**UTC/GMT** is the standard universal measurement of time based in International Atomic Time and from the Royal Observatory in Greenwich, England, of the United Kingdom. UTC stands for Coordinated Universal Time and GMT stands for Greenwich Mean Time. Time is always expressed as plus or minus the respective number of hours in your reflective time zone from the Prime Meridian, otherwise known as the Greenwich Meridian. For example, UTC/GMT +2 hours means that the time is two hours ahead of Greenwich Mean Time (if it is 12:00 PM for GMT, it would be 2:00 PM in that region). For example, UTC/GMT -5 hours means that the time is five hours behind Greenwich Mean Time (if it is 12:00 PM for GMT, it would be 7:00 AM in that region).<sup>125</sup>

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