

**REPORT OF THE PROCEEDINGS OF THE 11th MEETING
OF THE COMMITTEE OF IGAD PERMANENT
SECRETARIES (CPS)**

**4 SEPTEMBER 2012
MUNYONYO RESORT, KAMPALA, UGANDA**

Report of the proceedings of the 11th Meeting of the Committee of IGAD Permanent Secretaries

Dr Kimani, CEWARN Director, opened the meeting with a prayer and invited key speakers to the podium. Of note was the Guest of Honour, Her Excellency Janet Museveni, First Lady of the Republic of Uganda and Minister for Karamoja Affairs; Honourable Okello Oryem, Minister of State for Foreign Affairs of the Republic of Uganda; and His Excellency, Engineer Mahboub Maalim, Executive Secretary of the IGAD Secretariat. Their role was to make opening remarks, and officially open the 11th Committee of IGAD Permanent Secretaries meeting.

Further, the Director acknowledged the presence of other Ministers from the Republic of Uganda who were present at the meeting, namely: the Minister for Security, Hon. Muruli Mukasa; and the Minister of State for Relief and Disaster Preparedness, Hon. Musa Ecweru.

Remarks by His Excellency, Engineer Mahboub Maalim

Engineer Mahboub Maalim started off by acknowledging the Guest of Honour, Her Excellency Janet Museveni, Dignitaries and Heads of Delegations who attended the meeting. He thanked the Republic of Uganda for hosting the meeting, and for the leadership that they have contributed to peace and security in the region. Specific mention was made of their sacrifices in Somalia through their forces in AMISOM, as well as the role that Uganda continues to play in negotiations with the Democratic Republic of Congo.

Also, sympathetic sentiments were extended to the delegation from the Federal Democratic Republic of Ethiopia who attended the meeting in the midst of grieving the late Prime Minister, H.E. Meles Zenawi.

The Executive Secretary stated that “*CEWARN has a well thought through management system, where the Committee of Permanent Secretaries comprises of the top most civil servants in a ministry, whose accounting responsibilities have resulted in the mechanisms operation running in a fairly smooth manner*”. He also highlighted that the presence of Her Excellency Janet Museveni at this meeting, particularly with regards to the fact that she is mandated to provide leadership in Karamoja is encouraging, as it means that she will continue to champion the cause of the conflict early warning and response mechanism through her vested interest and experience.

Further, Eng. Mahboub Maalim spoke of deliberations that were made in the last Ordinary Council of Ministers Meeting on 11 July 2012, Addis Ababa, where IGAD Member States decided that each country should take a leading role in championing a priority agenda in the region. An agreement was reached that:

- The Republic of Djibouti would lead Maritime Security
- The Republic of Sudan- Trade Harmonisation
- The Federal Democratic Republic of Ethiopia-Infrastructure Development
- The Republic of Kenya-Drought Resilience and other disaster education

- The Republic of Uganda- Peace and Security

Thus Uganda's leading role in regional security concerns "*will be instrumental in CEWARNs endeavour to scale up operations, and in grounding the entire peace and security architecture*".

In reflecting over CEWARNs last decade, The Executive Secretary spoke of CEWARNs transition and how early warning and response was limited in the past to information collection, synthesis and dissemination based on pastoral conflict. At that time, Member States held the conviction that other information fell under classified national intelligence, and would compromise national security if accessed. However, in the last ten years, regional integration has had positive impacts and there is a greater understanding for the need of shared peace and security structures.

Further, he reflected on the technological advances, which have necessitated and enabled conflict early warning and response measures that are responsive to shifting conflict trends through the availability and accessibility of information in the region. Through CEWARN, and within the new 2012-2019 strategy, the Executive Secretary stated that regional peace and security would continue to thrive and expand to cross-cutting specialities through links to the Directorates of Agriculture/Livestock and Economic Co-operation within its Social Sector and Regional Trade amongst others.

He therefore urged the Member States to support CEWARNs growth as it scales up its operations through the new strategy, with the knowledge that it will contribute to strengthening the entire Peace and Security Architecture of IGAD.

Lastly, Engineer Mahboub Maalim introduced the Ambassadors to the CPS meeting, whose attendance and input will inevitably contribute and reinforce decision-making and policy organs in the region.

After the Engineer spoke, **Minister Okello Oryem** made some introductory remarks, and then proceeded to invite the First Lady Janet Museveni to make her speech. To this, he cited a simple but powerful proverb, which states, "*where there is a big drum, small ones cannot play*".

With these words, the Guest of Honour took the podium.

Opening Statement by H.E. Janet Museveni, First Lady and Minister for Karamoja Affairs

Her Excellency, Hon. Janet Museveni welcomed guests to Kampala on behalf of the Government and the peoples of Uganda.

She highlighted the importance of the CPS meeting believing that CEWARN is creating a much-needed platform where deliberations are made over conflict in the region. Further, she

encouraged CEWARN for continually working with communities who are often not consulted and whose voices are not adequately amplified.

Her Excellency stated that conflict early warning is essentially an alarm system that warns people about conflict as it brews. She affirmed that people in the region have had to live in insecure environments where they have psychologically grown to believe that there must be conflict amongst us. This has occurred over the generations, such that conflict has ultimately become an acceptable practice. Her Honourable Janet Museveni said that it is now time to unravel all the confusion and free people from ghost fears. She stated that governments are tasked with the responsibility of ensuring that there is security for their citizenry, and when these needs are not met, conflict rises. A challenge was posed to decision makers to stop being reactive and dealing with matters at surface level, but to actually start digging out root causes of conflict to avoid them becoming repetitive cycles. As such, strong systems need to be continually enforced to effectively address the root causes.

Her Excellency reiterated that funds and resources should be channelled towards socio-economic development projects such as food production and water irrigation in harsh environments. These initiatives will go a long way towards securing conditions of peace in communities as basic needs are met.

Further, she urged governments in the region to establish strong linkages and co-operate as neighbouring states to address cross-border issues in a prompt manner. She reiterated that Karamoja has taught her that all problems can be solved, and it is in the sharing of these experiences of problem-solving that conflict can be managed. Her Excellency stated that unity within the region as well as cultivating a strong sense of a common identity and destiny amongst Member States is imperative for the region to realise its dreams of peace and stability.

Conclusively, she encouraged CEWARN through its long experience to continue to bring socio-economic issues to the fore and to ensure that the high-level meetings result in significant contributions to the peace and security agenda in the region.

She wished the meeting successful deliberations and guaranteed the support and commitment of the Government of the Republic of Uganda.

With these words, the meeting was officially opened.

After this speech a **Photo Session with the Guest of Honour** took place.

Election of Bureau

As the Federal Democratic Republic of Ethiopia is IGADs current chair, Ambassador Fisseha Yimer was tasked with the role of facilitating the meeting. In introducing him, Dr Kimani made remarks about Ambassador Yimer's experience and long-standing diplomatic service in his country, the region and internationally.

On taking up his position, the Ambassador thanked the delegates for extending their heartfelt expressions to citizenry of Ethiopia who are grieving the passing on of the Prime Minister Meles Zenawi. Amongst other delegates representing the IGAD region at the funeral on the 2nd of September 2102 was the President of the Republic of Uganda, His Excellency Yoweri Museveni and the First Lady, Her Excellency Janet Museveni. Ambassador Yimer reflected on the speech that the President of Uganda made which he said was very moving and succinctly captured the vision that the late Prime Minister carried and lived to fulfil in the Federal Democratic Republic of Ethiopia.

There was consensus that the Secretary to the 11th CPS meeting would be the Permanent Secretary of the Republic of Kenya, where Kenya is the current Secretary in the Directorate.

Adoption of Agenda

The agenda was adopted accordingly. However, slight amendments were made to the Photo Session with the Guest of Honour, which was pushed earlier in the programme to allow Her Excellency the flexibility she would have needed to attend to another meeting.

Adoption of the Report of the 10th Meeting of the Committee of Permanent Secretaries held on the 27th May 2011 in Mombasa, Kenya

The Report of the 10th Meeting of the Committee of Permanent Secretaries held on the 27th May 2011 in Mombasa, Kenya was adopted without alterations.

Update on major activities implemented in May 2011-July 2012 and presenting the CEWARN 2012-2019 Strategy by Dr Martin Kimani, CEWARN Director

The CEWARN Director highlighted that his presentation will be a summation of what the mechanism has fulfilled in the last year, and what it intends to do moving forward, through the strategy. Further, he referred delegates to review a detailed report of CEWARNs activities from May 2011-July 2012 which was placed amongst the conference materials.

The Director stated that the 2007-2011 strategy mandated that CEWARN build effective institutions. As such, a lot of the mechanisms work in the last year was seen in CEWARN continuing to fulfil this mandate by dedicating time and resources to it. He gave examples of several CEWERU training sessions that took place in the past year; the strengthening of Local Peace and Sub-County committees; and placed emphasis on the establishment of the National CEWERU in the Republic of South Sudan.

Dr Kimani referred to two high-level seminars that CEWARN held in 2012. The first offered learnings about conflict as experienced in South Sudan. The key speaker was Dr Francis Deng who is the Special Advisor to the United Nations Secretary General on the prevention of genocide and mass atrocities. The second was with the National Security Council of the United States which was about emerging conflict trends across the globe. The CEWARN director highlighted that this seminar was thought provoking as it gave CEWARN an opportunity to “*look at how the world is looking, and to see where IGAD is in the bigger globe*”.

In speaking about the mechanism the Director reiterated that its strength lies in the way that it works through networks on the ground. He referred to the mechanism as a strong instrument which CEWARN relies on, but CEWARN has not fully utilised this instrument in the way that it can be used. The 2012-2019 strategy will be a framework with which this instrument will be experienced to a greater extent. Further, it will make CEWARN of greater service within the region and beyond.

He reiterated that the strategy was designed out of a process of listening to communities on the ground, through national consultations and a regional meeting. In all of this, an estimated number of 5,000 people made up the local forums consulted in diverse settings. As such, the strategy represents and answers to the ways in which local people in large parts of the region experience violent conflict, their priorities and experiences in settling it, and their hopes for their futures. The framework was crafted from this grounding in the peoples' views.

The strategy, Dr. Kimani said, *“is a validated document which carries the weight of its citizenry, has the buy in of its people and is accountable to the region”*.

Dr Kimani spoke of the strategy as a story that speaks to the direction that the mechanism wants to go. In this story are identified critical strengths that are needed for the framework to succeed. These critical imperatives include, amongst others, the ability to gather credible and sufficient data. Further, he stated that the strategy has been crafted in a way that will make CEWARN a learning mechanism and an adjusting instrument.

The CEWARN Director highlighted that one of the aims of the strategy is to ensure that the mechanism becomes financially resilient. In this regard, he encouraged the Member States to continue to “back-up” CEWARN, and in so doing, the mechanism will be enabled to do a quality job. He discussed the implementation roadmap as a guiding factor to what CEWARN must start, stay (continue) and stop doing.

Lastly, Dr Kimani concluded his presentation by urging all parties to continue to raise the standard; to do things differently; to expand and to deepen capabilities in such a way that CEWARN will be better enabled to serve decision makers in the region.

He thanked the Guest of Honour, Her Excellency Janet Museveni for challenging the meeting participants in her opening statements, and looked forward to some of the deliberations that would come out in the discussion.

Discussion/reflections from Delegates

Her Excellency, Janet Museveni expressed a desire to hear some of the experiences of other Member States on how they have tackled issues of conflict in their contexts so that the meeting could glean some lessons, and have something to comparatively refer to when they return home.

The Permanent Secretary representing the Republic of South Sudan gave some examples of conflict areas particularly in the western world (such as Harlem) which have quelled over the decades because of the socio-economic developments that took place, and changed the landscape as well as the circumstances of their citizenry for the better. He was positive that areas like Jonglei State in South Sudan would benefit from such development ventures and it would ultimately lessen the clashes experienced.

Further, the South Sudan Permanent Secretary said that conflicts needed to be differentiated. Politically motivated clashes tend to have a different root cause, nature and outcome, for example as compared to those of a socio-economic nature. As such, he requested that this be factored in when peace and security deliberations are made, particularly within the regional early warning and response mechanism.

The Executive Secretary of IGAD, Eng Mahboub Maalim offered an example to which he shared his experiences. He referred to the early 1990's when the region experienced severe drought and pastoral community patterns had to shift as a result of this. Pastoral clashes over resources amongst other factors became more prominent. A programme was put together which convened warring communities, mainly through the district committee structure that was operational in the Republic of Kenya at the time. Through these district committee structures, communities assembled and threshed out issues one district at a time, until it became a structure which was incorporated and used into the whole region. Now it has become institutionalised practice and is even included as an example of good practice in many curriculums. The idea of mainstreaming peace as well as working from the root cause has proven to be a successful practice.

Her Excellency, Janet Museveni, reflected on the experiences shared, and marvelled at how such sharing enables Member States to leave the meeting with rich learnings that will practically support their function. She asserted that experiential learning is given minimal time and attention in meetings, and yet it should be one of the most important activities in such assemblies. Her Honourable reiterated that meetings within the region should no longer be gatherings where delegates deliberate over 'pie in the sky' theories, but rather that the stories of real people should start coming out.

In order to substantiate her position, Her Excellency spoke about the Turkana area. She highlighted that it is a dry area and it remains a challenge for pastoralist lifestyles with its scarce pasture. She made comparisons with the desert-like environment in Israel whose terrain is harsher than that in most African countries. Whilst they have the same climatic challenges that are faced in Africa, they have been successful in changing their environment and addressing the water challenges in a way where their country is thriving. These strategies and success stories should be studied and adapted to our own areas. Meetings should therefore be gatherings through which these ideas are shared.

Member States gave the following contributions on the 2012-2019 strategy:

The Republic of Sudan

The delegation stated that the strategy as a document is comprehensive, but they asserted that the reality of this framework will be seen in the way that it is implemented. The Permanent Secretary therefore urged the mechanism to pay a lot of attention to the way this strategy would be put into practice in a way that it would have far reaching results. He also asserted that Member States all needed to show their commitment to this process as well as to avail resources for the realisation of the regions peace and security dreams. With those words, the Permanent Secretary guaranteed the full support of the Government of the Republic of Sudan towards endorsing and implementing the strategy.

The Republic of Somalia

The Somalian delegation shared some of the political milestones they have recently achieved and thanked IGAD for their unwavering support through their diplomatic corps and especially through their contribution to AMISOM as a means to secure conditions of peace in the country. It was highlighted that Somalia no longer uses the TFG in their title, due to the recent political occurrences which have resulted in a Parliament and a speaker of Parliament being elected, all ahead of the Presidential Election set for the 10th of September 2012. As such, the 2012-2019 strategy must be mindful of the fact that Somalia is no longer a transitioning government, but has structures in place. This contribution was noted, and amendments were be made to the strategy document accordingly.

The Somalian Permanent Secretary further commended the role that the mechanism and specifically the strategy places on a strong civil society presence in its function amongst other actors. They referred to their context and experience, where, even as the government was transitional, collaborative efforts with civil society (through CEWERUs) contributed to combating conflict issues especially among the border areas. With those words, Somalia commended the effort of CEWARN for the ensuing strategy that they asserted will assist in playing a key role in solving regional problems. They stated that they are in full support of the adoption of this strategy for the 2012-2019 period and will ensure that they play a role in its implementation.

The Republic of Kenya

The Republic of Kenya thanked and congratulated the mechanism for the 2012-2019 framework which it believes will be a strong instrument that will inform the regions peace and security decision making structures, especially as it has now widened its ambit to include other aspects over and above pastoralist conflicts. The Permanent Secretary affirmed that Kenya views the strategy in a positive light as it is a succinct and well thought through document. He commended CEWARN for being a mechanism that is a pioneer and takes the lead in regional conflict early warning and response. The Permanent Secretary also said that *“a new dawn is setting ... one that will usher in the peace and security that we deserve in the region”*.

Lastly, the Kenyan delegation expressed concerns over CEWARN-IGADs continued dependence on donor support. The Permanent Secretary stated that all Member States should

show their commitment through their resources, mainly financial contributions which should be included in their line budgets in order to have a fully fledged budget allocated to the peace and security concerns of the region.

The Federal Democratic Republic of Ethiopia

The Ethiopian delegation posed a question that sought clarity about CEWARNs 2012-2019 strategy in light of the fact that IGAD already has an adopted peace and security strategy. “*Are these strategies supposed to coexist and how do they influence each other*”?

The Executive Secretary of IGAD offered a response to this question. He demonstrated that IGAD has four pillars under the Peace and Security strategy. These are:

- Promoting diplomacy
- Looking at and addressing emerging conflict and security threats
- Capacity building
- Early Warning

He elaborated that the CEWARN strategy falls under the Early Warning pillar. The CEWARN strategy thus animates this pillar. He further noted that the CEWARN strategy was developed in such a way that it will not be in discord with the IGAD Peace and Security strategy, but is complementary to it by feeding into the greater peace and security strategy.

The Ethiopian delegation therefore expressed their approval of the 2012-2019 strategy. Ambassador Yimer however stressed that it is incumbent on senior representatives of the Member States to fully digest the strategy document. The more the document is read, he said, the more it will be owned and internalised, and ultimately committed to by Member States in a way that will allow for its meaningful implementation.

The Republic of Uganda

The Ugandan delegation offered congratulatory remarks to the mechanism for the 2012-2019 strategy. The Permanent Secretary stated that the adoption of the strategy is a simple process that Uganda endorsed fully, but that the biggest challenge will lie in its implementation. He referred the meeting to pages 24 and 25 of the 2012-2019 strategy document, under the section ‘Operational Imperatives’. To this, Uganda felt that something was missing from this section and an additional point about CEWARN “*having a co-ordination mechanism*” would strengthen the operational imperatives and provide a vehicle through which the strategy will be implemented.

The Permanent secretary applauded CEWARN for working with all its Member States and for involving them in the development of the strategy from its inception stages, right up to this point. He affirmed the commitment of the Republic of Uganda to CEWARN and its strategy.

The Republic of Djibouti

The Djibouti delegation stated that the strategy is a well-elaborated framework. The Permanent Secretary gave an undertaking that Djibouti fully supports this strategy and gave assurances that they will continue to play their part towards ensuring that the conflict early warning and response mechanism enjoys the commitment of Djibouti in all aspects. He asserted that Djibouti purports to continue to strengthen its National CEWERU structure, and that a Presidential decree was passed to buttress this undertaking. As such, the Somalia delegation anticipates that this will result in their enhanced capability to implement the 2012-2019 strategy.

The Permanent Secretary concluded with these remarks: *“the strategy will bring our region a step ahead and it deserves the support that we can give it”*.

The Republic of South Sudan

The Permanent Secretary reiterated his sentiments that the strategy is a good framework because of the fact that it remains cognisant of the socio-economic developmental needs that have to be addressed in the region. He therefore said that the mechanisms peace dividend projects through the Rapid Response Fund must continue to be prioritised as this is an important way of managing conflict amongst communities.

Further, he highlighted that peaceful diplomatic relations amongst Member States is an important ingredient for CEWARNs success.

The South Sudan delegation, highlighted that they are committed to being an integral part of the mechanism (mainly through the CEWERU), and are in full support of the 2012-2019 Strategy.

With all of the remarks and statements made, the Member States unanimously endorsed the CEWARN 2012-2019 strategy.

Review and adoption of the Report and Recommendations of the Technical Committee on Early Warning and Response (TCEWR Chairperson)

The Secretary of the 9th TCEW meeting held in Kampala, Uganda on the 2nd to the 3rd of September 2012 gave a review of the meeting proceedings and invited the CPS to make comments to the report and the recommendations that had come out of this meeting. These documents had been made available to everyone and were amongst the conference materials.

These are the amendments that were made to the report:

- Ambassador Yimer pointed out four typologies to the TCEW report, as identified on pages 1; 4; 5; and 12. They were noted and corrected.
- An amendment was made to the section entitled the ‘Election of the Bureau’ to include the Federal Democratic Republic of Ethiopia resuming the chair on day two of the meeting (3 September 2012).

- Lastly, the Republic of Somalia requested that an addition be incorporated under their country activity on page 8, to state that they had been successful in setting up their website in 2012. This addition was made to the report.

With regards to the TCEW recommendations to the CPS, an additional recommendation was added to the list at the CPS meeting. This addition was written as point number 8 and it reads: “CEWARN to put in place a co-ordination mechanism to ensure the effective implementation of the CEWARN Strategy 2012-2019”. Please refer to Annex 1 in the document, which lists out the full recommendations made and endorsed by the CPS meeting.

With these amendments made, the Report and the Recommendations of the Technical Committee on Early Warning were officially adopted.

Dates and venue of the next CPS Meeting

The offer to host the 2013 Committee of Permanent Secretaries Meeting came from the Republic of South Sudan, and was accepted by all Member States. It was stated that the dates and venue for this meeting are subject to further arrangements and will be announced at a later stage.

Any Other Business

An invitation was extended to delegates of the 11th Committee of Permanent Secretaries meeting to attend a cocktail reception on the evening of September 4th hosted by the Government of Uganda and CEWARN.

Closing Statements by the Chairman of the CPS

In closing, the Chairman made reference to the book by Michael Howard entitled “the Invention of Peace”. He concurred with the author of this book that the concept of peace is an invention, as peace itself is not the norm. According to Michael Howard, conflict is normative behaviour. As such, Ambassador Yimer urged the CPS through its meetings to continue to bear in mind the important role that it has to contain, manage and limit conflict in the sub-region. With that in mind, he remarked that CEWARNs objectives would continue to hold significance to the CPS.

The Chairman thanked all the delegates for their contributions to the meeting. He also extended gratitude to the CEWARN Mechanism under the Directorship of Dr Martin Kimani; the TCEW meeting for their deliberations and recommendations to the CPS; as well as the Republic of Uganda for hosting the meeting.

After that, Ambassador Yimer formally closed the meeting at 13:15hrs.

Annex 1

Recommendations Emerging from the 11th IGAD Committee of Permanent Secretaries Meeting in Munyonyo, Uganda on September 4, 2012:

1. The CEWARN Mechanism should be fully operationalized by Member States so as to ensure ownership and sustainability.
2. Adopt and Implement the CEWARN 2012-2019 Strategy.
3. CEWARN should develop and implement a human resources plan that enables the effective implementation of the 2012-2019 Strategy.
4. The CEWARN Mechanism should increase its support of peace dividend and resilience strengthening projects in arid and semi-arid cross-border areas.
5. Member states should align their financial commitment to the implementation of the CEWARN strategy at local, national and regional levels.
6. To promote regional integration and harmonize cooperation, CEWERUs should develop and implement common guidelines in line with the Protocol, and, with the coordination of the CEWARN Unit, should develop an actionable best practices manual.
7. Make extra efforts to strengthen the CEWARN Mechanism in the Republic of South Sudan, the Republic of Somalia, and the Republic of Sudan.
8. CEWARN to put in place a coordination mechanism to ensure the effective implementation of the CEWARN Strategy 2012-2019