

CONFLICT EARLY WARNING & RESPONSE MECHANISM (CEWARN)



OF THE IGAD REGION

REPORT OF THE PROCEEDINGS OF THE 8TH MEETING OF THE TECHNICAL COMMITTEE ON EARLY WARNING AND RESPONSE (TCEWR) OF CEWARN

**25 – 26 MAY 2011
SAROVA WHITESANDS RESORT, MOMBASSA**

CEWARN, ADDIS ABABA, ETHIOPIA

MAY 2011

Introduction

The meeting of the 8th Technical Committee on Early Warning (TCEW) was convened on 25th- 26th May 2011 in Mombasa, Kenya. Its objective was to review the activities of the CEWARN Mechanism since the last meeting held on 30th November -1st December 2009 in Addis Ababa, Ethiopia, to deliberate on country updates and response mechanisms, hold discussions on a presentation by the Midterm Review consultant and consider the way forward after the end of the current CEWARN strategy in December 2011. The meeting's recommendations would be presented for endorsement by the Committee of Permanent Secretaries (CPS) on 27th May 2011.

Opening Statements

Welcome address by Director CEWARN, Dr. Martin Kimani Mbugua

Dr. Martin Kimani Mbugua, Director CEWARN, began his welcoming remarks by inviting participants to the 8th meeting of the Technical Committee on Early Warning (TCEW) of CEWARN. He expressed his gratitude to the government of Kenya for hosting the meeting. Dr. Kimani commented that CEWARN is a strong institution with a bold mandate, practical programs and a reach that flows from the higher levels of regional policy making to the village "and among the people who own it and need it." This strength of the Mechanism and its achievements in the last five years have generated expectations for CEWARN to deliver even more than it presently does. Dr. Kimani reflected on his main mission during this period to guide the CEWARN Mechanism through an effective transition.

As CEWARN is coming to the end of the 2007-2011 strategy, Dr. Kimani suggested that the next practical step is to seek broad direction from stakeholders and to identify the terms of reference for a comprehensive scoping effort that will consult extensively on the specifics of the strategy. This will be followed by the presentation of the draft strategy and implementation plan to a technical committee from the Member States to debate, amend and approve. A formal strategy and implementation plan will then be submitted for review and endorsement at the next TCEW and CPS meetings.

Dr. Kimani set forth the meeting agenda and invited IGAD's Director of Peace and Security, former Member of Parliament and Minister of State for Information in the Federal Democratic Republic of Ethiopia, Honourable Netsanet Asfaw, to the podium.

Opening statement by Director of Peace and Security Division, IGAD Secretariat, Honourable Netsanet Asfaw

Honourable Netsanet Asfaw spoke on behalf of the IGAD Secretariat and the Executive Secretary Eng. Mahboub Maalim. She expressed her gratitude to the participants for attending the meeting and to the government of Kenya for hosting it. She recalled that CEWARN's TCEW has been convening on a yearly basis since inception to review the Mechanism's activities, provide technical guidance on enhanced effectiveness and serve as a consultation forum for addressing CEWARN's role in advancing regional peace and security.

Noting that previous technical committees advised CEWARN to focus on pastoral and related conflicts, enabling CEWARN to win the confidence of stakeholders, she

remarked that it was now poised to build on this strength. CEWARN's stakeholders now sought support for different conflicts and areas of reporting as prioritized by the different Member States. Coming to the end of the 2007-2011 strategy period, the 8th TCEW meeting requires participants' input on the new strategy to be developed by CEWARN. Honourable Netsanet warmly received Dr. Kimani into the IGAD family and assured him of the support of the Secretariat. She called for candid and strategic deliberations and concluded by commending the good work done by the CEWARN Mechanism, which she enumerated to include:

- The establishment of local, national and regional peace structures
- The development of the most advanced data based early warning system in Africa
- Development of rigorous measures that have bridged the gap between early warning and response
- Contributing to the building trust and goodwill between state and non-state actors as well as among Member States, resulting in collaboration on peace and security issues

Opening statement by Ambassador Ali Abbas, representing Ambassador Patrick Wamoto, the Ag. Permanent Secretary, Ministry of Foreign Affairs, Republic of Kenya

Ambassador Abbas recalled that this meeting builds on the 7th TCEW Meeting of CEWARN held in Addis Ababa in 2009 and was expected to evaluate the progress of activities up for consideration by the CPS. He recognized that IGAD has been effective in promoting integration and peace and security in the region. CEWARN has equally played its role in achieving peace and has been instrumental in creating greater collaboration between NGOs and governments in mitigating conflicts.

Ambassador Abbas underscored the funding challenges faced by IGAD and CEWARN and asked IGAD to mitigate this by seeking collaboration with other Regional Economic Communities (RECs) and early warning mechanisms. He also asked CEWARN to incorporate technology (including that used in livestock tracking) into its work and, in order to overcome secrecy, asked Member states to enhance collaboration irrespective of their specific or broad interests. He extended his gratitude to CEWARN's partners DFID, UNDP, GIZ and USAID.

He concluded his remarks by hoping that the meeting will enhance the potential of CEWARN as one of the most effective building blocks of the African Union (AU). He desired that the meeting result in practical recommendations for the committee of permanent secretaries.

Election of the Bureau

The CEWERU head of Ethiopia, Mr. Abdeta Dribssa, was elected chair of the meeting and the CEWERU head of Kenya, Mr. Samuel K. Maina, was elected secretary.

Adoption of the Agenda

The meeting's Agenda was adopted without amendments.

Summary of CEWARN Activity Report, December 2009 to April 2011

Dr. Martin Kimani Mbugua, Director CEWARN, presented CEWARN's activity report for the period December 2009 to April 2011. The activities were based on CEWARN's mission and vision and the implementation of the six main focus areas identified in the 2007-2011 five year strategic plan. In making the presentation, Dr. Kimani remarked on the inevitability of gathering information on other conflicts while reporting on pastoral conflict, the unique feature of the CEWARN response Mechanism and the ever present case for strengthening early response, and thus the need to strengthen the Rapid Respond Fund (RRF).

In regard to Pillar One of the strategy, *expanding the monitoring and reporting of pastoral and related conflicts in all IGAD Member countries*, CEWARN opened two areas of reporting: Beru and Surma Woredas on the Ethiopian side of the Karamoja cluster. On the Kenyan side of the Karamoja cluster, a change in administrative boundaries has meant an increase in areas of reporting to now include Samburu central, Samburu North, Turkana Central, Turkana North and Turkana North-East districts.

In order to *strengthen the early response side of the Mechanism by fully operationalizing CEWERUs in all IGAD Member States* under Pillar Two of the strategy, CEWARN strengthened CEWERUs, operationalized the RRF, initiated and supported cross border peace initiatives and operationalized the ICT 4 Peace project.

CEWARN held national stakeholder sensitization meetings in Djibouti, Ethiopia, Kenya and Uganda in the reporting period. It provided support to establish a national CEWERU structure in Somalia and carried out an assessment mission in South Sudan. During the same time CEWARN held regular and extra-ordinary meetings of the RRF steering committee to fully operationalize the twenty RRF projects, costing over \$765,000, that were approved out of the thirty three submitted.

CEWARN's cross border initiatives included the Ethio-Kenya youth sports tournament from 8th-11th April 2010 in Moyale, Kenya; the Karamoja Women for Peace Building Networking Meeting attended by over 60 women from Ethiopia, Kenya, Sudan and Uganda from 25th-26th June 2010 in Eldoret, Kenya; and the three-day community peace gathering held from 15th-17th September 2010 in Yabello Town, Ethiopia for communities from Somali cluster in Ethiopia and Kenya.

The ICT 4 Peace project, which provided HF radios to field monitors and Local Peace Committees (LPCs) in remote areas, has been operationalized and successful on the Ethiopian, Kenyan and Uganda side of the Karamoja cluster. More than just a communication tool, the ICT 4 Peace project is evidence of governments' confidence in the relevance of CEWARN.

Pillar Three of the strategy requires CEWARN to *widen sources of information, enhance the information collection system and strengthen the data analysis capacity of CEWARN*. CEWARN improved its analytical tool, the CEWARN Reporter, to include features that allow for the production of maps and graphs during the reporting period. CEWARN continued to publish and disseminate its monthly E-bulletin to inform its stakeholders, partners and stakeholders. It held press conferences and conducted numerous public outreach events. CEWARN further developed and launched a new user friendly, visually appealing website. These activities were in implementation of

developing public relations and communication strategy and promoting awareness on CEWARN's work, Pillar Four of the strategy.

The CEWARN strategy's last two Pillars relate to *strengthening the institutional and functional capacity of the CEWARN Mechanism through research and training, and implementing a sustainable long term funding strategy including operationalization of the Rapid Response Fund.* In relation to the above, CEWARN conducted seven trainings and hosted three interns during the period.

Further, in addition to already established institutional linkages with many national, regional and international organizations, CEWARN signed two cooperation agreements with the United Nations University for Peace (UPeace) and InWENT; providing for collaboration in areas of training, research and internship.

In the reporting period, CEWARN saw the increase in Member State contributions to 25%, widened its partner base and received close to USD 500,000 million for the RRF.

Reports by Member States on Activities of the CEWERUs

Djibouti

The CEWERU head of Djibouti Mr. Moussa Mohamed Omar presented a report of key activities and achievements of the Djibouti CEWERU during the period January to December 2010. He acknowledged the work of the outgoing CEWERU head, Abdi Hussein, who is now the Minister for Culture and Communication and government spokesman. The CEWERU activities focused on conflict management and meetings with field monitors and included:

- Three field visits to Dikhil, including Goobaad, which resulted in reports on peace and inter-communal conflicts in the sector
- Three field visits to meet field monitors between January and September 2010
- Incident and monthly reports on the situation of peace and security from field monitors to the CEWERU
- Meeting of the technical committee on 2nd May 2010 to discuss the Steering Committee meeting of the CEWARN RRF held in Addis Ababa from 13th-14th May 2010 (at which Djibouti CEWERU had been represented) and the training of Djibouti CEWERU field monitors in October
- Participation in the Midterm Review of CEWARN at Addis Ababa in August 2010 and representation at the IGAD regional peace and security meeting held in Nairobi

Ethiopia

The Ethiopian CEWERU, Ato Abdeta Dribssa delivered a report on its activities for the period January 2010 to April 2011. The report covered issues of capacity building, development and implementation of RRF projects, expansion of areas of reporting and achievements. Some of the key activities by the Ethiopian CEWERU were as follows:

- The commissioning of a consultative process that resulted in agreements to set up a CEWERU secretariat at the Ministry of Federal Affairs, institute a framework for immediate information sharing among responsible Federal and Regional institutions, and revise the operational guidelines to reflect the restructuring. These are to be implemented within two months.
- New LPCs formed from Woreda up to Kebele in Dollo Ado (Somali cluster) and Beru (Karamoja cluster) Woredas. The Dassenech Woreda Peace Committee was also reconstituted.
- Five High Frequency Radios received from CEWARN /USAID were successfully deployed and became fully operational in September 2010 on the Ethiopian sides of the Karamoja cluster.
- The Ethiopian CEWERU provided a two-day training on project design, management and implementation to its local stakeholders in October 2010. The CEWERU further conducted two rounds of trainings for members of the LPCs on Conflict Prevention, Management and Resolution (CPMR) skills based on training modules developed by CEWARN and translated into Amharic.
- It actively participated and benefited from a three-day dialogue workshop on best practices in local response strategies organized by CEWARN in collaboration with GIZ-Germany held in Hawassa Town, Ethiopia
- The Ethiopian CEWERU developed four RRF projects which were approved by the RRF Steering Committee in May 2010.
- It expanded its CEWARN areas of reporting on the Ethiopian side of the Karamoja cluster. It has added two additional Woredas, Surma and Beru, that border the Sudan side of the Karamoja cluster.
- It made a field mission to the Ethiopian side of the Dikhil cluster to assess conflict dynamics in order to determine whether the area warrants monitoring through the CEWARN Mechanism. This was not found to be necessary.

The Ethiopian CEWERU notes the following as achievements during the period in question:

- Significant reduction in the number of violent incidents on the Ethiopian side of the Somali cluster
- Establishing and strengthening LPCs at Woreda/district and Kebele level
- Developing a proposal for securing funds from the RRF, designing and implementing these projects
- Developing Operational Guidelines to define roles and responsibilities and guide the activities of the CEWERU, the National Steering Committee and the LPCs
- Organizing a number of community led across border and in-country peace meetings to address the issues of conflict and peace building in the Somali and Karamoja clusters

Kenya

The Kenyan CEWERU, Mr. Samuel K. Maina, made a presentation of key activities conducted by the Kenyan CEWERU since November 2009. These included the following activities:

- Ethio-Kenya consultations on implementing cross border livelihood projects in the Somali cluster in Moyale

- The conduct of peace building and conflict management consultation meetings with LPCs and local administrators from Isiolo, Marsabit Central, Marsabit South, Loyangalani, Chalbi/North Horr, Sololo and Moyale
- The sensitization of CEWARN field monitors, four officers from the CEWERU Secretariat, CEWARN country coordinator, two assistant country coordinators and District Peace Committee members from the Somali and Karamoja clusters on project cycle and grant management, proposal writing, and monitoring and evaluation
- Provision of tool kits (computers, printers) and office furniture for peace committees
- Implementation of the Armed Violence Reduction Project
- Implementation of the Uwiano Platform for Peace
- Installation and launch of the National Early Warning and Early Response System (NCEWERS) at the NSC Secretariat
- Operationalization of the National Peace Award Scheme to recognize efforts of peace actors
- The development of the NSC website and Database for Peace Committees, CSO/peace organizations and Trainers

The Kenyan CEWERU noted that the activities have resulted in positive outcomes which include:

- Strengthened capacity for early response to conflicts in the region
- Enhanced understanding of the use of community social agreements (Maikona) to address conflicts in the region
- Enhanced peace levels and information sharing on best practices for peace and security issues
- Targeted approaches to conflict prevention
- Enhanced conflict sensitive approaches to conflict response
- Strengthened capacity of peace structures in CPMR

Sudan

The representative of the Sudan CEWERU, Dr. Bakheit Yagoub gave an overview of the state of CEWERUs in the Sudan. His remarks included the following:

- Sudan CEWERU has since its establishment been involved in early warning and response activities particularly in the Karamoja triangle. The CEWERU is located within the ministry of humanitarian affairs and has stakeholders from the Ministries of Foreign Affairs, Interior and Intelligence as well as from trade unions, pastoralists, farmers, Members of Parliament and CSOs.

- CEWERU meetings have not been regular due to changes resulting from elections where some Members of Parliament lost their seats but field monitors continued to report.
- The government system created by the CPA in 2005 had communication problems. However, there was collaboration, especially in humanitarian affairs. Indeed the federal Ministry of Humanitarian Affairs, where CEWERU is located, conducted a training programme in early warning for the staff of the new Humanitarian Ministry in Juba and offered financial and technical support.
- A South Sudan team was trained on early warning in Khartoum. The three weeks training covered aspects of early warning like population movements, drought, famine, remote sensing, and resource management indicators.
- In anticipation of a new state in South Sudan, it is recommended that CEWARN starts planning for the establishment of a new South Sudan CEWERU and the restructuring of the Sudan CEWERU. New reporting areas and additional trainings may be required.
- Sudan further recommends that CEWERUS be treated as national projects, supported by CEWARN and the Member States. Work at CEWERUs needs to be treated as full time work, especially in light of envisaged expansions.

Somalia

The CEWERU head of Somalia Mr. Osman Moalim made a detailed presentation on the status of the Somali CEWERU. He began by noting the recent developments in Somalia including the extension of the mandate of Parliament by two years and the Presidency by one year (by Parliament), the recent military gains by TFG in territory, and the gradual establishment of government institutions of the central and local government, most notably the establishment of the Benadir Administration in Mogadishu.

Osman Moalim highlighted the following achievements of the Somali CEWERU since 2009:

- The organization of three-day workshop for members of the ad-hoc committee in Nairobi, Kenya from the 10th to 12th June 2010 with the support of the Somalia Ministry of Foreign Affairs, Somalia Embassy in Kenya
- The formalization of the Somalia CEWERU
- The establishment of links between administration and cross border communities and peace structures
- The establishment of a management committee for rapid response
- The identification of SOYDEN as the National Research Institute (NRI) for Somalia
- The establishment of the National Steering Committee consisting of 15 members

- The development of the work plan for the Somali CEWERU for the period June 2010 to June 2011.
- Presentation by the Somalia CEWERU of its progress at the CEWARN Midterm Review in August 2010
- The appointment of country coordinator and deputy country coordinators
- The disbursement of USD 30,000 in Rapid Response Funds for Gedo and Lower Juba
- The conduct of capacity assessment for the cross border Peace Committee
- The identification of six field monitors
- The adoption of the Kenya Modogashe declaration for cross border collaboration

The CEWERU identifies conflict drivers like land disputes, power struggles, competition for resources, unemployment and absence of effective state and governance structures in parts of the country. However, the Somali CEWERU also sees conflict mitigating factors such as a common language and culture, presence of active CSOs on the ground and of local institutions, religious leaders and traditional elders for CPMR and the growing legitimacy of the government.

The Somali CEWERU noted among its achievements during the reporting period the finalization of the Somali CEWERU structure, the return of hijacked Kenyan vehicles, the release of abducted Kenyans and the promotion and enhancement of Kenyan/Somalia cross border communal relations through dialogue.

It strongly recommended the operationalization of the CEWARN Mechanism on the Somalia side of Somali cluster.

Uganda

The government of Uganda established the CEWERU in 2003 and is currently monitoring pastoral and related conflicts in the six districts of Bukwo, Kaabong, Kapchorwa, Kotido, Moroto and Nakapitipit in the Karamoja cluster where DPCs have been established.

Since November 2009 a number of activities have been implemented. Notable among these are:

- Developed CEWERU operational guidelines which have received Ministerial approval and will soon be launched for dissemination
- Exchange visit to Kenya CEWERU in October 2010 which resulted in joint work plan for which funding is now sought
- Conducted a study tour of the Karamoja communities to expose participants to modern methods of animal husbandry
- Conducted CPMR trainings in the six DPCs

- Conducted assessment exercise of the conflicts between Bagisju and Sabinu communities in Bunambutye
- Participated in the development of the National Peace Policy
- Participated in the re-launch of the joint simultaneous disarmament between Kenya and Uganda at Nasal, Pokot, Kenya in August 2010
- Developed CEWERU strategic plan which is due for presentation to stakeholders
- Procured and distributed mobile phones to the districts of the Karamoja cluster under the ICT 4 peace project

Discussions

In the discussions that followed, the following issues arose:

- A delegate required to know the percentage of RRF funds allotted to CSOs (as a percentage of the total allotment) but was informed that CSOs were members of the CEWERUs and the allotment was based on projects from CEWERUs and were not sector based.
- It was reported that some areas/activities from Sudan were not reflected in the CEWARN report. Further, the meeting was informed that in South Sudan, the relevant Ministry for conflict management and resolution was the new Ministry for Peace and CPA Implementation which has the mandate to coordinate peace building activities. Previously, this mandate lay with the Ministry of Humanitarian Affairs but the relevant capacity has been developed within the Ministry for Peace.
- It was further recommended that IGAD-CEWARN should strongly focus on South Sudan where the potential for conflict, including pastoral related conflict, is quite high and requires deliberate intervention.
- A delegate recommended that the CEWARN report should have included a fair overview of the current situation, where we are coming from and where we are going to. This would address the issue of the impact of CEWARN Mechanism activities.
- Another delegate lamented the failure of the CEWARN report to capture updates on cross border activities including the outcome and recommendations of the 5th May 2011 cross border meeting between Kenya and Ethiopia.
- Concerns were raised over the large areas of coverage for field monitors and the attendant difficulties in coverage.
- In moving forward, it was recommended that every CEWERU borrow from the Kenyan CEWERU and have a strategic plan backed by a schedule of activities.
- The meeting was informed that CEWARN had done a CSO mapping exercise and this could guide how CEWARN partners with CSOs in implementation of the

early warning and response mandate. This followed a suggestion that CEWARN offer capacity building to CSOs.

- The issue of staff retention at CEWARN and CEWERUs was discussed and a recommendation made to increase staff remuneration.

Country Updates

Djibouti

The Djibouti CEWERU head Mr. Moussa Mohamed Omar made a presentation of the Djibouti country update for the period December 2009 to April 2011 and noted that the reporting covered the Dikhil's cluster sectors of As-Eyla south west, As-Eyla south east and Dikhil town.

It was noted that during the period of reporting, there were two reported deaths, 385 stolen livestock and 17 other violent incidences emanating from pastoralist conflict incidents. The overall trend is that the conflict incidents are decreasing but conflict is still driven by such factors as cattle rustling, revenge, territorial disputes and drought. There were recorded successes, including the recovery of camels from the Issa community and continuing effectiveness of the LPCs.

The general situation is that if the current drought persists, conflicts will occur and it may be necessary to put in place humanitarian and security measures.

Ethiopia

Ethiopia gave an update from the Karamoja and Somali clusters for the period January 2010 to April 2011.

In the Karamoja cluster, the Ethiopia CEWERU has six areas of reporting; two in Dassenech, two in Nyangatom, one in Surma and one in Beru. During the period, 70 incidents were reported which resulted in 69 human deaths and 4689 livestock loss, with 40% of the incidents being cross border. The cross border incidents involved the Turkana, Dassenech, Nyangatom, Topossa-Surma and Gabra. Internal conflicts involved conflict between the Hamer-Dassenech, Nyangatom-Dassenech, Surma-Dezi and Nyangatom-Surma. The incidents were reported from grazing areas and watering points (along the common border like Kibsih, Nyangatom Todenyang-Nebremus, Nerema), fishing grounds (confluence between Omo River and Lake Turkana), traditional gold mining sites and farm lands (Omo River bank).

The report identified conflict aggravators as drought, flooding, commercialization of cattle rustling, contested boundaries linked to resources such as grazing and fishing grounds and harmful traditional practices. Peace initiatives need follow up and should be inclusive and community owned. The ICT 4 Peace project is useful for timely transformation of info, enhanced coordination of response, improved delivery of social service and governance.

For the Karamoja cluster, the following recommendations were made by the Ethiopia CEWERU:

- Kick start a peace process that is inclusive, community driven and backed by stakeholders for its sustainability
- Encourage resource sharing arrangements
- Strengthen cross border collaboration through the implementation of the CEWARN modalities of cross border collaboration
- Make efforts to reduce the culture of impunity

In the Somali cluster, the report of the period January 2010 to April 2011 covers six areas of reporting in six Woredas. During the reporting period, eight incidents were recorded which resulted in six deaths and no loss of livestock. 12.5% of the incidents were cross border. Most of the activities were linked to the activities of the OLF. The communities involved, including outside the area of reporting, included the Adjuran, Sakuye, Gabra, Borena and Degodia. The aggravating factors mentioned in the report were drought, resource linked boundary disputes and conflict insensitive development interventions.

The recommendations made for the Somali cluster include by Ethiopia CEWERU were:

- Expand the peace process to other areas and communities
- Increased/regular joint military interventions to curb the disruptive effect of OLF
- Inculcate the concept of DO NO HARM in peace and development work
- Combine development interventions to address the underlying issues such as diversifying livelihood options through more peace dividend work
- Implement the CEWARN modalities of cross border collaboration to enhance cross border cooperation

Kenya

The Kenya CEWERU update covered the period January 2010 to April 2011. In the Karamoja cluster, the areas of reporting include Turkana North West, Turkana North East (Kibish), Turkana Central (Loima), Turkana South, West Pokot, Trans Nzoia and Lokichogio. In the reporting period, there were 258 incidents resulting in 170 fatalities, 18,634 livestock lost and of the incidents, 104 (40%) were cross border. In this cluster, there were 54 alerts, 33 (61%) of which were successful.

The Karamoja cluster continues to experience a high rate of incidents due to failure of social contracts, absence of shared development vision in the communities involved, deteriorating relationship between elders and the youth, failed interventions by CSOs, limited government presence in some areas and a disjointed disarmament program. In the Somali cluster, the areas of reporting include Moyale, Marsabit North, Marsabit Central, Isiolo, Wajir, Garissa, Mandera and Tana River. In the reporting period, there were 86 incidents which resulted in 35 deaths and 2653 livestock lost. Nine of the incidents were cross border.

The Somali cluster has experienced a downward trend in the number of incidents for various reasons including the dominance of one religion and culture thus making it easy to mobilize for peace; the continuous review of existing social contracts including the Garissa/Modogashe Declaration and Maikona Dukana Declarations, an emerging

concrete development agenda for the cluster, and continuous investment in peace by CSOs.

In the both the Karamoja and Somali clusters, there are issues of emerging concern. These include:

- Low level of recovery of animals which points a finger at a possible conspiracy by those involved in the recovery
- The high level of banditry attacks, an indication of pastoralists seeking alternative livelihoods due to increased poverty
- Increased cases of attacks on agricultural communities

The Kenyan CEWERU faces many challenges, among them the vast areas of coverage, the limited number of field monitors, the challenges in implementation of the RRF, inadequate training of the field monitors, disjointed disarmament processes, lack of a continuous engagement with cross border peace committees and the unreliability of the CEWARN reporter.

The Kenya CEWERU made the following recommendations:

- Need to kick start a peace process in the Karamoja cluster
- Increase the number of field monitors
- Review RRF implementation
- Start a capacity building program for the field monitors, especially on report writing
- Strengthen cross border peace committees
- Ensure that the CEWARN Reporter is backed up so as to sustain its running

Sudan

The Sudan reported for the period June 2010 to December 2010 and for the period January 2011 to April 2011. It covers four areas of reporting: Budi County, Kapoeta East County-Naita, Kapoeta East County-Narus and Kwoto County.

In the reporting period, there were 91 incidents, resulting in 139 deaths and 5733 livestock lost. Most of the incidents involved cross border raids from the Turkana in Kenya. The conflict has been catalyzed by illegal possession of small arms, weak rule of law institutions, large numbers of returnees in Budi County and Kapoeta East County, communications and transport challenges impeding rapid response, alcohol abuse and climate and environmental changes including drought. Conflict appeared to be inhibited by the preparations for the South Sudan referendum and the increase in cross border trade opportunities with Kenya and Uganda. Other inhibitors have been the repair and maintenance of the roads between Juba and Torit, between Juba and Nimule and between Torit and Narus as well as the deployment of police along the Torit and Kapoeta roads.

Uganda

The Uganda country update covered the period January to December 2010 and January to April 2011. It used data from seven areas of reporting which indicate that there were 431 incidents resulting in 357 fatalities and 23,253 livestock lost. The conflict is affected by alliance formation (between pastoralist groups), poor social services, inadequate security, commercialization, lack of respect for social contracts, peace spoilers, environmental factors and the issue of treating peace building through emergency response.

The conflict in the Karamoja cluster in Uganda has been positively influenced by peace initiatives undertaken, the establishment of the Ministry in charge of Karamoja, resumption of WFP and exchange visits. The Uganda CEWERU made various recommendations. The recommendations for CEWERUs include the need to improve recovery of raided livestock, to provide effective security, to support peace committees, to operationalize CEWERU Guidelines, to carry out “mental disarmament,” to support activities for the protection of the environment and to carry out regional disarmament. The recommendations for local communities and civil societies include mobilizing communities for development, supporting education for boys and girls, promoting accountability, supporting environmental protection and the isolation of peace spoilers. In relation to international NGOs, the recommendations include the need to support peace dividend projects, cross border meetings, police and the judiciary, vocational education and encourage labor based activities and food for work.

Discussions

The discussions that followed the country updates indicated the following issues:

- Acknowledging the success of the CEWARN Mechanism as seen through the increasing percentage of alerts.
- The Karamoja cluster is the most volatile and the common denominator appears to be the role of the traditional leaders who bless the raids. There have been efforts to address this in Ethiopia and these could be borrowed and applied in other Member States with necessary modifications.
- A psychological approach, or “mental disarmament,” to conflict resolution is missing. This calls for a psychological support project based on research. Work done by USAID in Somalia in this field could help develop such projects, especially for the Karamoja cluster. Psycho-socio support is equally required for Al-Shabaab defectors in Somalia.
- Concerns on how peace building initiatives coordinate with key government priorities as visible in the contradiction between security and peace building issues. The question arose as to whether these contradictions are present in the IGAD region and how the issues of peace building, dialogue, security and impunity are addressed.
- Challenges of communication and transport are clear from the South Sudan presentation. It is necessary that IGAD should collaborate on infrastructure issues. Further, viable strategies for dealing with environmental issues are necessary to mitigate effects and lessen conflicts. It is necessary to empower

capacity building mechanisms at local level and to allow for home grown ownership of the peace making process.

Response Activities

Mr. Abdirashid Warsame, CEWARN Response Coordinator made a presentation on CEWARN's response activities and initiatives since December 2009. He noted the achievements as follows:

- Plan of action for the implementation of the Response Framework developed and adopted
- CDRF/capacity building programme developed and adopted for CEWARN stakeholders with World Bank Institute. RRF roll-out programme completed
- The Operational Guidelines for cross border response adopted by CEWERUs and stakeholders
- First phase of the ICT 4 Peace launched on 14th January 2010 and piloted in Karamoja cluster in Kenya, Uganda and Ethiopia (CEWARN/IGAD, USAID/EA). Second phase in the pipeline
- CEWERU consultations conducted for Djibouti, Ethiopia, Kenya, Uganda and Somalia
- Community based cross border peace initiatives and peace building/reconciliation activities supported or undertaken
- Capacity building programme activities for CEWERUs, LPCs, and relevant stakeholders conducted and included the promotion of peer-to-peer learning through exchange visits and search for best practices, provision of equipment, training and the devolution of LPCs to sub-district/Woreda levels (Ethiopia and Uganda)
- Support given to 20 CPMR and capacity building projects (ongoing and implemented) through the CEWARN RRF: eight each for Ethiopia and Kenya, three for Uganda and one for Djibouti

Mr. Warsame identified some of the major constraints, including the absence of cross border CEWERUs/Sub-regional Peace Councils, the unequal capacities among stakeholders, the absence of (effective) peace/response structures below district/Woreda levels, lack of communal peace agreement in Karamoja cluster, challenge of ensuring timely disbursements for urgent projects, lack of monitoring and evaluation systems and limited response resources. Emanating from the major constraints, several recommendations were made including encouraging and supporting the following:

- Regional/cluster-based CEWERU and LPC meetings through the operationalization and acceleration of the RRF
- Devolution and capacity strengthening of peace building structures and solutions at community levels

- Efforts directed at nurturing communal peace agreements in Karamoja cluster
- Youth programmes in both clusters
- USAID/EA supported Peace-dividend projects in Somali cluster, especially by making them labor-intensive
- Development of M&E and impact assessment systems as well as an effective fund-raising strategy
- Policy forums for pastoralist MPs and other relevant stakeholders in the individual Member States and region-wide to discuss and advocate for structural and policy responses
- The ability to facilitate rapid actions to de-escalate conflict through a certain amount of urgent RRF monies pre-deposited in CEWERU Financial Administration Unit accounts through an imprest agreement between CEWARN and CEWERUs

Discussions

The discussions that followed concentrated on a clear expression of specific support to the South Sudan response mechanism and concerns of pastoralists. These concerns were:

- The existence of a prototype model for settling the pastoralist as the only true solution to the pastoral conflicts. A recommendation was made for the use of mass media to introduce the pastoralists to modern methods of animal husbandry
- The unique issues of pastoralist women should be addressed separately from other pastoral issues
- Djibouti requested that all future documents be translated to French.
- The need to support alternative livelihoods for pastoralist. Al-Shabaab militias are currently engaged in banditry activities and it is necessary to provide alternative livelihood support for this group. The current situation in Somalia involving the defeat of Al-Shabaab and an increase in Al-Shabaab defectors also calls for psycho-social support. Other organizations have been involved in trauma healing and CEWARN should learn and borrow from what has already been done
- IGAD Peace and Security Division should give an overview at the beginning of every CEWARN meeting of all activities undertaken by IGAD
- CEWARN should take a lead in harmonizing country reports.

Presentation of the Midterm Report by the Consultant

A presentation of the CEWARN Midterm Report (MTR) was done to elaborate on the major achievements and challenges of CEWARN, identify lessons and suggest the way forward.

The MTR identified as major achievements the fact that CEWARN was operating a “cutting edge” early warning system for data collection, monitoring, analysis and reporting, that CEWARN’s model had been adopted by the AU and other RECs, the Response Framework and RRF, and the developments of the RRF Manual and CPMR

Training Manual. These had led to donor confidence, increasing recognition of CEWARN's professionalism and the increase in IGAD Member States' contribution to CEWARN's kitty.

Among the challenges identified are the failure to fully operationalize CEWERU structures, the weak or ad-hoc cross border and horizontal linkages, the over-dependence on individuals rather than on institutional structures, the insufficient functioning of monitoring and evaluation, activities, and the absence of a management function for CEWERUs.

The report validated the importance of working regionally and across borders in conflict resolution and peace building, highlighted the CEWARN initiative as a multi-stakeholder collaborative process based on shared vision and common interest, increased recognition of collaboration between customary institutions and formal structures and commended CEWARN for attainment of objectives independent of other factors, including the political environment

The consultant recommended a two pillar approach for the new strategy: the consolidation of the achievements under the current strategy and the gradual engagement into monitoring and reporting on other conflicts. In consolidating achievements, he recommended that CEWARN:

- Strengthen the early warning side by widening the source of information, deepening the analysis, building scenarios and repackaging the products
- Strengthen the response side (building capacity, linkages with livelihoods, NRM, livestock trade, policy processes)
- Build the capacity of the CEWERUs and deepen functional networking at national and regional levels
- Establish sub-regional framework on peace building and conflict resolution as provided in the protocol

He proposed that CEWARN then undertake a Scoping Study to assess the possible direction CEWARN could expand to after 2011, starting with consultations at national and regional levels to build consensus on monitoring and reporting on emerging and other security threats. He counseled that the IGAD Secretariat and senior policy organs should provide leadership, political support and guidance for moving CEWARN to the next stage and that donors be kept in the loop.

The consultant suggested undertaking the following activities, and others, as a way forward. He suggested that CEWARN should:

- Integrate early warning information from AU, FAO, FEWSNET and ICPAC to enrich analysis, reporting and build scenarios
- Build the national early warning and reporting capacities of the Member States
- Play a catalytic role in the identification, design and implementation of more regular RRF projects (livelihoods, food security, climate change, NRM, cross border trade etc) by linking with existing initiative and institutions

- Organize meetings on policy processes to make a strong case for pastoral development and peace building
- Strengthen and operationalize the CEWERU structures and LPCs (Member States where CEWERUs are operating)
- Strengthen cross border linkages and build synergies between the CEWERUs
- Implement specific training to enhance analytical skills of Early Warning and Early Response information (CEWARN)
- Document “Evidence of Change” and “Success Stories” and produce a CEWARN Compendium at the end of the strategy period
- Establish a Monitoring, Evaluation and Learning Unit
- Recruit and employ more staff, notably a Resource Mobilization Officer/M&E, Conflict Analyst(s) and Assistant Accountant
- Review and implement better remuneration scale for CEWARN staff

Discussions

The discussions that followed revolved around the unique issues concerning pastoral women and CEWARN’s commitment to both South Sudan and Somalia. It was emphasized that pastoral women had unique issues ranging from abduction and harmful practices, to exposure to violence and needed to be addressed separately from other pastoral issues. The Kenyan government was commended for including the constitution support mechanisms for pastoralist communities. It was further recommended that a media and communication strategy be developed and implemented towards pastoralists to highlight their issues.

Both Somalia and South Sudan received unequivocal statements of commitment and support from CEWARN and it was recognized that there are positive developments in Somalia.

A delegate questioned the lack of concern over youth and the absence of programs targeting the youth. It was however noted that many cross border cultural and other initiatives address the youth.

CEWARN’s Director Recommendations for Post-2011Phase and Development of a Strategy.

Dr. Kimani’s presentation was driven by CEWARN approaching the end of its 2007-2011 Strategy which focused on the prevention of pastoral and related conflicts in three clusters. He recalled the six focus areas of the 2007-2011 Strategy and noted that they were adopted as practical entry points towards the eventual realization of the Mechanism’s broad mandate to “receive and share information concerning potentially violent conflicts as well as their outbreak and escalation in the IGAD region”. He noted that the strategy stipulated that “at the end of the five-year period IGAD Member States will decide on the direction and extent the future expansion of CEWARN will take”.

CEWARN, using an independent contractor, has completed a review of the progress in the implementation of its 2007-2011 Strategy Plan. Completed in August 2010, the MRT has become a handy assessment of most of the strategy period and some of the recommendations were compelling for Dr. Kimani. His presentation thus marked out opportunities and approaches on how to further develop CEWARN so that it is more effective in preventing conflict.

Dr. Kimani noted that the case for change is self-evident in the MTR which shows that the IGAD sub-region faces innumerable threats and recalls that CEWARN is called upon to at least offer more conflict prevention assistance in some conflict and geographic areas since it has gained the confidence of Member States and has developed into an experienced and capable organization. Building on the established strengths of CEWARN broadly enumerated in the MTR and the IGAD Peace and Security's focus on linkage and synergy, Dr. Kimani argued that CEWARN is in a strong position to add value to IGAD's next phase of peace and security initiatives by broadening and deepening its coordination with the relevant institutions within IGAD and in the Member States. He enumerated some ideas, listed below, on potentially productive synergies that grow organically from the present work of CEWARN. In many instances, they are already part of the data set collected by CEWARN and in all instances they dovetail powerfully with a more effective approach to preventing and mitigating violent conflict. They are that CEWARN should:

- Use the AU Continental Early Warning System (CEWS) databases and related sources of conflict early warning to develop specific briefing, scenario building, situational assessment and response options for the IGAD Executive Secretary, the Peace and Security Director and other appropriate officers within IGAD and in the Member States at their request
- Collaborate with ICPAC to ascertain the conflict implications of specific climate scenarios, including, but not limited to, those brought on by climate change, drought and flooding
- Explore with ICPAC how to jointly exploit each organization's data sets
- Incorporate leading food security and famine early warning systems into its conflict early warning and response data and information dissemination
- Give early warning and response to violent conflicts that threaten the viability and success of the livestock sector to IGAD's livestock initiatives and the appropriate national authorities
- Incorporate data on migration into its early warning and response models
- Explore how to facilitate trade through trade-related conflict early warning data collection, analysis and response support
- Seek to actively cooperate with IGAD programs focusing on refugees, returnees and IDPs in a way that adds value to the prevention and mitigation of violent conflict
- At the request of the South Sudan Government, develop a specific South Sudan implementation plan for the establishment and support of a fully-fledged CEWERU
- Embrace a continuous risk assessment and contingency planning approach that is strongly linked to identifying gaps in response capability and filling them
- Use an IGAD inter-departmental, multi-stakeholder conflict assessment framework to reach a shared understanding of a conflict's dynamics and how CEWARN can operate as part of a broader group of actors seeking to prevent or mitigate violence. This should be used to develop the implementation plan for the 2012-2017 Strategy

- Incorporate after action reviews of prominent response actions into its standard operating procedures as a basis of consequently strengthening local and national capabilities to successfully prevent conflict
- Systematically collect narratives and data on “Evidence of Change” and “Success Stories” and publish them in a timely fashion on the CEWARN website and in reports to stakeholders
- Establish short-term fellowships (at the Addis office and remotely) for leading authorities on modelling to work on specific projects that directly benefit CEWARN’s information collection, analysis and dissemination. These will include, but not be limited to statisticians, quantitative analysts and political scientists.
- Undertake to increase its data visualization expertise among staff through training courses and recruiting for this specific skill-set
- Address through its 2012-2017 Strategy the human resource requirements for its implementation
- Take immediate measures to strengthen staff retention
- Ensure that it has the means and intention to be able to successfully compete for appropriate skills by providing competitive remuneration and human resources development
- Undertake to continuously update its technological tools so that reporting and information dissemination is cheaper, faster and more accurate

Adoption of the TCEW Recommendations to the Committee of Permanent Secretaries

The TCEW discussed the recommendations of Dr. Kimani, the plenary, the country updates and MTR and agreed on a set of recommendations (annexed to this report) as the 8th TCEW recommendations to the 10th Committee of Permanent Secretaries to be held on 27th May 2010, in Mombasa, Kenya.

Closing Session

The meeting was closed at 6.20pm by the chairman of the meeting after expressing his thanks to the host government and the organisers of the meeting.