

CONFLICT EARLY WARNING & RESPONSE MECHANISM (CEWARN)



OF THE IGAD REGION

REPORT OF THE PROCEEDINGS OF THE 9TH MEETING OF THE COMMITTEE OF PERMANENT SECRETARIES (CPS) OF CEWARN

**2 DECEMBER 2009
HARMONY HOTEL, ADDIS ABABA**

CEWARN, ADDIS ABABA, ETHIOPIA

DECEMBER 2009

1. INTRODUCTION

The meeting of the 9th Committee of Permanent Secretaries (CPS) was held on 2 December 2009 in Addis Ababa, Ethiopia. Its objective was to receive the report of the 7th Meeting of the Technical Committee on Early Warning and Response (TCEWR) and discuss future directions and operations of the CEWARN Mechanism.

1.1 OPENING STATEMENTS

Welcome Remarks by the Executive Secretary of IGAD, Eng. Maalim Mahboub

Eng. Mahboub expressed his gratitude to the Government of Ethiopia for hosting the meeting and noted that the gathering was an important one as it brings together permanent secretaries who are key operational decision-makers in their ministries that are able to provide guidance and support to the CEWARN Mechanism.

He reminded participants about the mandate of CEWARN which is collecting, analyzing and sharing conflict early warning information within Member States and other regional structures that are tasked with undertaking timely and effective conflict response measures. He noted that CEWARN has taken significant strides in establishing itself as an important conflict early warning and response mechanism in the IGAD sub-region and as one of the sub-regional building blocks for the African Union's Continental Early Warning System (CEWS). He added that CEWARN's development and progress needed to be continuous particularly in terms of expansion of its activities beyond cross-border pastoralist and related conflicts.

In this regard, he noted that the upcoming mid-term review of the Mechanism's Five Year Strategic Plan 2007-2011 is expected to provide insights and guidance on how to go about the expansion in the near future.

In conclusion, he underscored that conflict early warning would be incomplete unless it is matched with timely and effective early response measures. Accordingly, he said, as the Committee of Permanent Secretaries deliberate on the future of CEWARN, it is important to give due consideration to how CEWARN can improve its response activities and interventions to address pastoralist and related conflicts.

[See Annex II for full Statement]

Opening Statement by the Guest of Honour, H.E Amb. Fisseha Yimer, Chief Advisor of the Minister of Foreign Affairs of the Federal Democratic Republic of Ethiopia

Amb. Fisseha welcomed the delegates to Ethiopia and the 9th Meeting of the Committee of Permanent Secretaries (CPS). He stated that, the Government of the Federal Democratic Republic of Ethiopia notes with appreciation the progress CEWARN has made since its establishment in conducting conflict early warning and response activities on cross-border pastoralist and related

conflicts in the IGAD region. He further noted that, CEWARN's activities are critical for the IGAD sub-region that continues to grapple with multiple security and peace challenges including intra and inter-state conflicts, terrorism, piracy, the proliferation of illegal small arms and light weapons as well as the lesser known threat of cross-border pastoralist conflicts.

Furthermore, he said, Ethiopia recognises the extent CEWARN has been instrumental in terms of bringing together governmental and non-governmental stakeholders at the national and regional levels to consult and cooperate in seeking solutions to cross-border peace and security challenges.

He concluded by expressing his belief that the recommendations that emerge out of the deliberations of the meeting will provide guidance and actionable way forward to enable CEWARN fulfil its mandate more effectively. He concluded his statement by declaring the meeting officially open.

[See Annex III for full Opening Statement]

1.2 ELECTION OF THE BUREAU

As per the IGAD regulations of conducting meetings, Amb. Brook Debebe, Special Envoy to IGAD, Ministry of Foreign Affairs of Ethiopia was elected as Chairperson of the meeting and Ms. Jean Kimani from Kenya was elected as rapporteur.

1.3 ADOPTION OF THE AGENDA

The meeting adopted the meeting's draft agenda without any amendments.

[See Annex I for Agenda]

2. ADOPTION OF THE REPORT OF THE LAST 8TH CPS MEETING HELD IN NOVEMBER 2008 IN KAMPALA, UGANDA

Delegates adopted the report of the last 8th Committee of Permanent Secretaries (CPS) Meeting with amendments in names of Member State representatives elected to be chair and rapporteur of that meeting as well as correction to the name of the representative of Uganda.

3. UPDATE ON CEWARN'S ACTIVITIES FROM NOVEMBER 2008 – NOVEMBER 2009

The CEWARN Ag. Director, Mr. Raymond Kitevu presented a review of CEWARN's activities since the last Technical Committee of Early Warning and Response (TCEWR) and Committee of Permanent Secretaries (CPS) meetings held in November 2008 in Kampala, Uganda. He stated that CEWARN is in the process of implementing its Five Year Strategic Plan running from 2007 - 2011 and noted that significant progress has been made in achieving the six strategic focus areas, namely:

- a) Expansion of CEWARN's areas of reporting;
- b) Strengthening Member States Response efforts;
- c) Widening sources of information;
- d) Development and Implementation of a Public Relations and Communications Strategy;
- e) Improving the Institutional and functional capacity of CEWARN, and;
- f) Development and Implementation of a sustainable funding strategy.

He then proceeded to mention recent activities undertaken which included the opening up of new areas of reporting in Sudan; the national Consultative meeting to establish a CEWERU structure in Somalia; the launch and roll out of the CEWARN Rapid Response Fund (RRF) in four Member States (Djibouti, Ethiopia, Kenya and Uganda); the conduct of a Civil Society Organisations' mapping exercise as well as a Training of Trainers (TOT) on Conflict Prevention, Management and Resolution (CPMR) as some of the notable achievements of CEWARN in the reporting period.

Mr. Kitevu added further that, CEWARN is continuing to expand its donor base for both the operational and Rapid Response Fund budgetary needs and thus embracing more non-traditional donors. Member States have also kept their promise of a continual increase in contribution to CEWARN's activities as stipulated in the CEWARN Strategy Plan 2007-2011.

Discussions arising:

- o Amb. Rahamtalla Osman from Sudan commented on page three of the annual activity report stating that the Government of South Sudan (GoSS) is not officially recognised as 'semi-autonomous' as indicated in the report. Accordingly, it should be simply referred to as GoSS.

4. DYNAMICS AND OUTCOME OF PASTORALIST AND RELATED CONFLICTS

CEWARN presented a synopsis of the dynamics and outcome of pastoralist conflicts in the reporting period that covered the number of recorded violent incidents; loss of human lives and livestock for the periods covering Sept-Dec 2008, Jan-April 2009, May-August 2009 for the Karamoja, Somali and Dikhil Clusters.

The following are the highlights of the presentation:-

- a) Livelihood of pastoralists continues to solely depend on livestock. Cultural beliefs and traditional practices such as traditional forecasting of attacks; pre and post-raid blessings; initiation of youth also continued to aggravate violent conflict amongst pastoralist communities;
- b) Severe drought experienced in all three clusters Karamoja, Somali and Dikhil exacerbated competition over resources including pasture and water;
- c) Disruption of pastoral movements and migration patterns due to tensions, livestock diseases as well as disarmament exercises which included the banning of cross-border movement by pastoralists and their livestock have also aggravated conflict in the reporting;

- d) Other aggravating factors cited included climate change and resultant environmental challenges such as shortage of rains and resultant drought; breakage of traditional communal alliances; disputed borders as well as the impact of continued instability in Somalia;
- e) It was noted that for the first time a large number of rape cases were reported. From January – April 2009, there were 32 recorded rape cases while from September – December 2009, there were 12 reported cases of rape which were reported in Moroto District of Uganda.

Discussions arising:

- o The resettlement programme in Uganda should not be considered as a conflict aggravating factor as it is in fact aimed at improving the security situation for development to occur. It was noted, however, that there are challenges in implementation particularly in relation to disputes over settlement locations.
- o Although disarmament programmes generally are intended to improve security, unless well-coordinated, these programmes also render communities vulnerable to attacks by others.
- o The need for better coordination with organisations such as the International Conference on the Great Lakes Region (ICGLR) and Regional Centre on Small Arms (RECSA) on themes such as control of Small Arms and Light Weapons as well as regional harmonisation of disarmament was necessary.

5. BRIEF ON RESPONSE ACTIVITIES

CEWARN presented a brief on progress in relation to response initiatives. Some of the key activities and achievements in terms of coordinating and supporting Member State response initiatives included:

- a) cross-border initiatives such as peace meetings in the Karamoja Cluster for Ethiopia, Kenya and Sudan in July 2009 as well as for Ethiopia and Kenya in November 2009;
- b) Establishment of an ad-hoc technical committee for Somalia paving way for the establishment of a national CEWERU;
- c) Launch and roll-out of the Rapid Response Fund (RRF) in four Member States (Djibouti, Ethiopia, Kenya and Uganda) as well as support of urgent projects in Ethiopia and Uganda;
- d) Finalisation of study on Livestock Identification and Traceability Systems (LITS) aimed at tackling cattle rustling and which can be applied as a response strategy;
- e) Development of draft operational guidelines for cross-border response to be discussed finalized and adopted by CEWERUs.

Discussions arising:

- o It was noted that the Rapid Response Fund (RRF) roll-out program will be launched in The Sudan in 2010 once all the necessary requisites are in place including finalisation of contract with the new National Research Institute (NRI) and set up of local peace committees.

6. MID-TERM REVIEW OF CEWARN'S FIVE YEAR STRATEGY PLAN (2007-2011)

The Acting Director of CEWARN presented a brief on the status of the upcoming mid-term review of CEWARN's Five year Strategy Plan (2007-2011). The review is expected to assess CEWARN's progress in terms of achieving the Five Year Strategic Plan as well as guide the mechanism in terms of how it can strengthen and possibly widen its scope of activities including expanding in the near future to cover other types of peace and security concerns in the sub-region.

He informed delegates that a consultant has been selected and contracted to undertake this assignment through a competitive process. The consultant will be undertaking the assignment from December – April 2009. He added that, the methodology of the review includes the holding of various fora that will bring together CEWARN's key stakeholders to present their views.

7. OPENING UP OF THE SUDAN-SIDE OF THE KARAMOJA CLUSTER

The Country Coordinator of Sudan Dr. Mohamed Abdelghaffar presented the progress made in opening up of four new areas of reporting on the Sudan-side of the Karamoja Cluster.

He informed the meeting that there were several visits undertaken to the Sudan-side of the Karamoja cluster between the months of December 2008 and November 2009 which involved consultations with the national CEWERU. In this connection CEWARN selected the Centre for Peace and Development Studies in Juba University as its National Research Institute for Sudan. Furthermore, four areas of reporting namely: Naita, Narus, Ikotos and Lotukei were identified. CEWARN also established in 2009 a middle-CEWERU based in Juba that will serve as a link between the national CEWERU and the areas of reporting.

Terms of referenced that would guide the operations of the Sudan middle-CEWERU has been drafted. He added further that the newly recruited Field Monitors that are stationed at the areas of reporting as well as an Assistant Country Coordinator tasked with coordinating the Field Monitors and assist the country coordinator have been recruited and trained.

8. REVIEW AND ADOPTION OF THE PROCEEDINGS AND RECOMMENDATIONS OF THE 7TH MEETING OF THE TECHNICAL COMMITTEE ON EARLY WARNING AND RESPONSE (TCEWR)

The Chairman of the TCEWR Mr. Abdeta Dribssa, CEWERU Head of Ethiopia read out the report and recommendations of the TCEWR Meeting held from 30 November – 1 December 2009. The report and recommendations made at the TCEWR meeting held from 30 November – 1 December were adopted with some amendments that included:

- a) The inclusion of a recommendation stating that "CEWARN will work towards more effective coordination with other organisations such as International Conference of the Great Lakes Region (ICGLR) and Regional Centre on Small Arms (RECSA) in the pilot areas for harmonised disarmament programmes as well as the issue of control of the proliferation of illegal small arms and light weapons".

- b) Other recommendations included prioritizations of points included in the TCEWR recommendations (such as using terms like commends, stresses, calls for...) as well as standardization of Member State CEWERU activity reports so that they have uniformity and flow. In this regard CEWARN Unit was asked to develop a standard format that CEWERUs can apply when presenting their activity reports during TCEWR meetings.

[See Annex V for full report of the 7th TCEWR Meeting with the adopted recommendations as suggested above]

9. DATE AND VENUE OF THE NEXT CPS MEETING

A proposal by Kenya to host the next TCEWR and CPS Meetings in 2010 was unanimously accepted. It was also agreed that the dates of the meetings will be communicated in due course by the CEWARN Unit in consultation with the Kenyan CEWERU and Ministry of Foreign Affairs.

CLOSING SESSION

The Acting Director of CEWARN Mr. Raymond Kitevu thanked delegates for their availability and attendance and active participation in the meeting. He then invited the delegates of the CPS meeting to a reception that CEWARN was hosting later in the evening.

The Chairperson of the meeting, Amb. Brook Debebe also expressed his satisfaction with the meeting's proceedings and its outcome and wished delegates safe travel back to their countries.

END



**Agenda of 9th Meeting of the Committee of Permanent Secretaries of
CEWARN/IGAD
Addis Ababa, Ethiopia
2 December 2009**

Opening Statements:

- Welcoming Remarks

Eng. Mahboub M. Maalim, Executive Secretary, IGAD Secretariat.

- Opening Statement by the Guest of Honour

H.E, Amb. Fisseha Yimer, Chief Advisor to the Minister, Ministry of Foreign Affairs, the Federal Democratic Rep. of Ethiopia

Election of the Bureau:

Adoption of the Agenda and Program:

1. Adoption of Report of the 8th Meeting of the Committee of Permanent Secretaries of 27th November 2008, Kampala, Uganda
2. Update on activities implemented in November 2008-2009
3. Presentation on the dynamics and outcome of the Pastoral and related violent Conflicts in CEWARN's Areas of coverage.
4. Brief on Response Activities
5. Mid-term Review of the CEWARN Strategy (2007-2011)
6. Opening up of the Sudan-side of the Karamoja Cluster
7. Review and adoption of the report and recommendations of the Technical Committee on Early Warning and Response
8. AOB
9. Date and venue of the next CPS Meeting
10. Closing Statement by the Chairman of the Committee of Permanent Secretaries

STATEMENT BY ENG. MAHBOUB MAALIM, IGAD EXECUTIVE SECRETARY, AT THE 9TH MEETING OF THE COMMITTEE OF PERMANENT SECRETARIES (CPS) OF CEWARN

**2nd DECEMBER 2009
HARMONY HOTEL, ADDIS ABABA, ETHIOPIA**

**Your Excellency, the Guest of Honor and Minister of Foreign Affairs of Ethiopia
Chairman of the Committee of Permanent Secretaries of CEWARN,
Your Excellencies, the Permanent Secretaries,
The Acting Director of CEWARN, Mr. Raymond Kitevu,
CEWARU heads,
Esteemed Guests,
Distinguished Participants,**

Ladies and Gentlemen.

It is indeed my honor and pleasure to be with you here in Ethiopia for the 9th Meeting of the Committee of Permanent Secretaries (CPS) of the Conflict Early Warning and Response Mechanism (CEWARN). It is my belief that you will have a pleasant stay and fruitful deliberations in Addis Ababa and that your participation in this meeting will further strengthen the functioning of CEWARN as a conflict early warning and early response mechanism in our region.

Allow me in to express our thanks and gratitude to the Government and people of Ethiopia for hosting this meeting and the traditional Ethiopian hospitality that has been bestowed upon us.

As you are aware, CEWARN's mandate is to receive and share information concerning particularly violent conflicts, their outbreak and escalation in the IGAD region, analyzing the information and formulating feasible options for response. This mandate remains critical to the peace and security agenda of the IGAD Member States in our pursuit of a regional economic development strategy.

Your Excellencies,

As one of the coordinating structures of the protocol establishing CEWRN, we are gathered here to receive briefs and updates on the work of CEWARN since our last meeting in Kampala last November and more importantly, on the progress made by CEWARN in implementing its (2007-2011) strategy plan. We are now half way on the strategy period, hoping the ongoing mid-term review would outline ways for redirecting and efficiently implementing the strategy. In addition, I would also like to thank Member States for their continued support to the national and local structures of CEWARN and in implementing fully the Protocol since the establishment of the Mechanism in 2003.

I wish to state that at the IGAD Secretariat, we are satisfied by the good demonstration of goodwill on the part of Member States in establishing relevant structures under the CEWARN protocol for conflict early warning and response. We shall continue to work together to devise effective preventive responses to the numerous early warning information that requires addressing and resolving conflicts at the local, national and cross-border or regional levels of our region.

At the continental level, I am happy to learn that CEWARN has in the past year been engaged with other Regional Economic Communities (RECs) in working together with the AU in the establishment of the Continental Early Warning system. In this regard technical meetings have been held with the continental body and other RECs to enhance information sharing and capacity building as well as share experiences on early warning and response

Esteemed Ladies and Gentlemen,

While it is accepted that having an early warning mechanism is a useful tool in the peace and security framework, the effectiveness of the mechanism is hinged on the timely and effective response through policies and other intervening actions that contribute towards the de-escalation of violent conflicts in the areas of reporting covered by CEWARN. The framework for responding to conflicts is one such initiative that has been developed by the Mechanism for the IGAD countries and is now fully operationalised in the majority Member States, This initiative is clearly witnessed in that response initiatives being undertaken by CEWARN through the development of a Response Framework and the Rapid Response Fund amongst other will strengthen the ability to address and resolve conflicts at various levels.

Your Excellencies, Distinguished Participants

Being a pioneer in conflict early warning and response in Africa, CEWARN continues to receive a lot of recognition for sharing its experiences and lessons learnt in operationalising activities in conflict prevention. This therefore places CEWARN in a position where as an institution it needs to set the pace and agenda on issues of early warning and response at both the regional and international levels. In addition CEWARN must continue to be seized of the opportunity it has to continue reviewing and enhancing it's functional and institutional capacity so as to meet the demands and expectations of the IGAD Member States in terms of detecting and addressing conflicts in the region in a timely and appropriate basis.

Finally, I would like to underscore that CEWARN's mission is very clear: It was inspired by the need to establish an effective mechanism of consultations and cooperation in the peaceful settlement of disputes and the need to respond early to potential and actual violent conflicts in the IGAD region. The Secretariat will therefore remain committed to ensuring that CEWARN continues to move towards regional collective cooperation and action to enhance peace and security in the region, and contribute to the elimination of all forms of threats that continue to impact on the development and stability of our region.

In this regards, I therefore wish to urge you all to critically review, deliberate on, and endorse the recommendations of the Technical Committee on Early Warning and Response (TCEWR) that met earlier in the week in order to improve and strengthen the work of CEWARN in 2010 and beyond.

Ladies and Gentlemen,

Allow me to conclude by acknowledging the continued financial and technical support from our development partners, USAID, GTZ and InWEnt of Germany; and to express our thanks to the governments of Sweden, Denmark, Austria, the United Kingdom, Italy and many others who have expressed interest in supporting our activities and have began committing resources.

I once again welcome you all and wish you fruitful deliberation.

I thank you.

OPENING STATEMENT BY THE GUEST OF HONOUR, CHIEF ADVISOR TO THE MINISTER OF FOREIGN AFFAIRS OF THE FEDERAL DEMOCRATIC REPUBLIC OF ETHIOPIA H.E AMB. FISSEHA YIMER AT THE 9TH MEETING OF THE COMMITTEE OF PERMANENT SECRETARIES OF THE CONFLICT EARLY WARNING AND RESPONSE MECHANISM (CEWARN) OF THE INTERGOVERNMENTAL AUTHORITY ON DEVELOPMENT (IGAD)

2 DECEMBER 2009

HARMONEY HOTE, ADDIS ABABA, ETHIOPIA

**The Executive Secretary of IGAD, Eng. Mahboub Maalim,
Permanent Secretaries,
Heads of delegations,
Distinguished Guests,
Ladies and Gentlemen,**

On behalf of the government and the people of the Federal Democratic Republic of Ethiopia, and on my own behalf, I welcome you all to Ethiopia and the 9th Meeting of the Committee of Permanent Secretaries of the Conflict Early Warning and Response Mechanism (CEWARN) of IGAD. I also trust that you are already enjoying a comfortable stay in Addis Ababa.

This is an important gathering as brotherly nations come together to discuss issues of mutual interest particularly in relation to peace and security in our sub-region. Our sub-region continues to grapple with Peace and Security challenges ranging from intra and inter-state violent conflicts; terrorism; proliferation of illicit Small Arms and Light Weapons; piracy as well as the lesser known threat of armed violence and cattle rustling amongst the sub-regions pastoralist communities that cover 60 per cent of the sub-region's landmass.

Ethiopia recognizes the efforts of IGAD in terms of promoting regional integration and its efforts to build and maintain peace and stability in the sub-region. IGAD continues to play a central role in peace processes in Somalia and Sudan. Its counter-terrorism programme, ICPAT has also been instrumental in building the capacity of state structures and promoting cooperation across borders to stamp out terrorism and related vices. On the other hand, the Conflict Early Warning and Response Mechanism (CEWARN) has been working to mitigate cross-border pastoralist and related conflicts that affect the sub-region.

Ethiopia notes with appreciation - particularly- how far the CEWARN Mechanism has come since its establishment in 2003 in terms of documenting and creating awareness on the extent and impact of violent pastoralist and related conflicts in the Horn of Africa sub-region as well as establishing effective tools to track and monitor these types of conflicts. The Mechanism has also created various fora among governmental and non-governmental stakeholders in the sub-region for effective information sharing and collaboration amongst them. Accordingly, it has helped mitigate many cases of potentially violent conflicts.

Ethiopia also commends the significant strides the Mechanism is taking in terms of achieving its Five Year Strategy Plan covering the period between 2007 -2011. Ethiopia commends particularly the efforts of CEWARN to continually expand its areas of reporting from initially one pilot area (the Karamoja Cluster- covering the cross-border areas of Ethiopia, Kenya, Sudan and Uganda) to the Somali Cluster

(covering the cross border areas of Ethiopia and Kenya) as well as the Dikhil Cluster(covering the cross-border areas of Djibouti and Ethiopia).

Ethiopia also notes and commends CEWARN's efforts in terms of matching its early warning capacity with equally effective early response capacity that have clearly borne fruit. These include initiatives to facilitate communication and coordination amongst the national Conflict Early Warning and Response Units (CEWERUs) of Member State as well as coordination of donor funds to support local peace building initiatives.

Distinguished Ladies and Gentlemen,

Allow me to conclude by expressing my firm belief that the recommendations that will emerge out of the deliberations of the meeting will provide policy options and practical guidelines for CEWARN and concerned stakeholders to bring peace and stability in our sub-region and ultimately improve the lives of the people of our sub-region.

I wish you successful deliberations and declare the 9th Meeting of the Committee of Permanent Secretaries of CEWARN officially open.

I thank you.

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