

**INTERGOVERNMENTAL AUTHORITY
ON DEVELOPMENT
(IGAD)**



**AUTHORITE INTERGOUVERNEMENTALE
POUR LE DEVELOPMENT
(IGAD)**

**REPORT OF THE
INAUGURAL MEETING OF
THE COMMITTEE OF PERMANENT SECRETARIES
OF CEWARN**

ENTEBBE, KAMPALA, 6-7 JUNE, 2002

DISCUSSIONS ON THE FIRST DAY

The Meeting started at 9.00 AM in the Windsor Lake Victoria Hotel in Entebbe on the 6th June 2002.

1. **Opening statement by a Representative of Government of Uganda, Honorable Colonel Kahinda Otafiire, Minister of State for Foreign Affairs (Regional Cooperation)**

In his opening speech, the Minister welcomed the Committee of Permanent Secretaries of IGAD to Uganda. He noted the following:

- The endemic nature of pastoral conflicts in the IGAD sub-region and the negative impact of these conflicts on vulnerable communities in the region;
- He applauded CEWARN's focus on this type of conflicts, and emphasized that if successfully implemented, the CEWARN initiative will be beneficial for each member country and for the people of the region as a whole;
- That CEWARN is a new concept in the region, he expressed the hope that the experience of areas where Early Warning systems have been installed and worked will provide useful lessons to what IGAD is enhancing to adopt for the region;
- He appreciated the inclusion of the Karamoja cluster in CEWARN's initial target area of pastoral conflicts.
- Finally, he noted the great responsibility vested on the Permanent Secretaries Committee as one of the top policy organs of the CEWARN project. ***(Full statement is attached in the Annex II)***

2. **Statement by Dr. Attalla H. Bashir, Executive Secretary of IGAD**

Dr. Attalla expressed his gratitude for the inauguration of the Committee of Permanent Secretaries, which in essence marked the establishment of CEWARN. He noted that this comes at the end of a process that started two years ago. First with the conceptualization of an idea and now this has yielded itself into a practical project.

He underlined that although the concept of Early Warning and Early Response is new and it comes in the context of IGAD experience, ie, in dealing with long standing conflicts. It is this experience that has prompted IGAD to launch the CEWARN in order to prevent conflicts before they escalate.

Dr. Attalla also emphasized that CEWARN is about information sharing and hoped that member states would allow the free flow of information among the stakeholders. ***(Full statement is attached in Annex III).***

3. Statement by the Chairman of the Committee of Ambassadors

The Chairman, Ambassador Abdulwahab Elswawi, noted that the concept of CEWARN raised skepticism about its operationalization and viability when it was initially conceived. However, with time the skepticism has disappeared and CEWARN has been established. In addition, he noted that conflicts in the region continue to impact negatively, obstructing meaningful development and stability in the region. Therefore, it is important that the Permanent Secretary's Committee adopts and ensures that CEWARN is successfully operationalized.

He observed that pastoral conflicts have been responsible for many deaths and destructions of properties. This has resulted in large areas of the region becoming un-governable effectively.

Lastly, he emphasized that the end-result of the insecurity in the region was a vicious cycle of violence and CEWARN offers an opportunity for member countries to cooperate and collaborate in addressing the problem of insecurity. ***(Full statement is attached in Annex IV).***

4. Election of the Bureau and Adoption of the Agenda

Sudan was elected as the chair and Uganda as rapporteur in accordance with current IGAD practice of conducting meetings.

The meeting adopted the agenda.

(The agenda is attached in Annex I)

The list of those who attended the meeting is shown in **Annex VII**

5. Address by the Chair

The chair, Dr. Mutrif Saddig, thanked the meeting for electing him. He said that the meeting was important as it was the Inaugural Meeting for CEWARN. He thanked those who were involved in the concept development of this important milestone in conflict prevention in the region. By being inaugurated CEWARN was entering a new and important phase.

6. Statement by Mr. Daniel Yifru, Director of Political and Humanitarian Affairs in IGAD

The Director highlighted a number of pertinent issues in the establishment of the CEWARN project and summarized how the concept was developed and then translated into a practical and implementable project. He focused on four areas:

- I) Why CEWARN is important in IGAD?
- II) What CEWARN involves?
- III) How CEWARN was conceptualized and designed?
- IV) The necessary steps in the implementation of CEWARN.

He emphasized that CEWARN can only succeed if there is a firm commitment on the part of all stakeholders. He informed the meeting that, firstly the Government of Ethiopia has generously agreed to provide office space for the CEWARN project in Addis Ababa; secondly, that the Swiss Peace Foundation has been contracted by IGAD to train the national officials in information collection and the setting up of CEWERUs; thirdly, that member states are working towards the ratification of the CEWARN Protocol. He reported that Eritrea had already ratified the Protocol and further noted that as soon as four instruments of ratification are received the Protocol will enter into force.

(Full statement is attached in Annex V).

7. Presentations by the FEWER Consultants

The concept of Conflict Early Warning and Early Response Mechanism (CEWARN) was developed under a consultancy of the London based Foundation for Early Warning and Early Response (FEWER) experts.

In the meeting of Permanent Secretaries, the FEWER Team was invited to introduce the concept to the Committee Members and expand on areas that were crucial in the understanding of the concept. Each consultants presented details of the area they worked in throughout the development of the project as follows:

I Prof. Howard Adelman of York University, Canada

He expressed his gratitude for being invited to speak at the Inaugural Meeting of CEWARN. He likened CEWARN with the pioneer work in Forensic medicine where miniature clues eventually proved crucial to crime detection. He argued that CEWARN will need to be strengthened by institutions for it to succeed. He said that his commitment to CEWARN and work he has done for CEWARN stems from the work on Conflict Early Warning he did in Rwanda. He said in Rwanda there were indications that something was going to happen but there were no scenarios for what to do.

For CEWARN, there is need to create institutions for information analysis and action to preempt something happening. He also said also that the CEWARN needed for IGAD is specific to the Horn of Africa, a region which has a large number of conflicts and that Member States in the region have a reason to develop CEWARN. He said that commitment by all is needed for CEWARN to work.

II Mrs. Ciru Mwaura: the Coordinator of the FEWER Team

Ciru said that the concept of CEWARN is a bottom up approach. She said during the early stages of CEWARN, the ECOWAS Early Warning and Early Response System provided an inspiration to the development of CEWARN for IGAD. Extensive study was made of the ECOWAS System. However one distinction can be noted. The ECOWAS utilized the state coercive structures and that is why there were military intervention in Liberia and Sierra Leone. The IGAD model is not based on military intervention but based on confidence building approach and will start with pastoral conflicts with cross border effects. CEWARN's strength is, it will utilize the civil society and other non-coercive structure in support of its activities. This is why the whole concept benefits from the Wajir experience, which essentially means cooperation between the community and the state in handling the pastoral conflicts.

Ciru said the challenge in how to harmonize CEWARN and the existing structures to make it work.

III Dr. Susanne Schmeidl of the Swiss Peace Foundation

Susanne discussed about the information model. She said the pillar of Early Warning is open information available in the public domain sharing and utilization. She said information is power. She asked why should anyone know and have the information if they cannot act? According to her, early warning is

getting the information and sharing it. The aim of these should be to end the suffering of the people and save lives.

She drew distinction between intelligence information which is about an enemy and that information comes from the outside but CEWARN concern will be to look inside and ask ourselves what can we do which can assist state stability and other neighbors. She argued that early warning is creating confidence to prevent conflict in border areas.

IV Dr. Makumi Mwangiri

Dr. Mwangiri was the legal coordinator in developing CEWARN legal protocol. He said that the assumption is that Member States have made up their minds to have CEWARN. He argued that protocols even when ratified will need to be made to work and saw the Committee of Permanent Secretaries as the structure to do that.

Dr. Mwangiri said that creation of CEWARN remains the most important step as the roadmap to make CEWARN work. There was no specific model for CEWARN. Each country will decide, where to establish the Unit and what mechanism to make it work through.

He likened the Committee of Permanent Secretaries as the engine, which drives the machine. Dr. Mwangiri said the Committee of Permanent Secretaries will need to deal with setting up the CEWERUs within a given time frame.

He outlined some structural issues on how CEWARN will work:

- a) Without setting up of CEWERUs, CEWARN is redundant
- b) That it be understood that once one information is received, it should be analyzed. It is the Executive Secretary of IGAD who must act on it by tabling it to the Committee of Permanent Secretaries
- c) The Committee has develop the relationship guidelines on how information will be dealt with
- d) The committee needed to define its working relationship with CEWERU's.

8. CEWARN Plan of Action

A plan of action for CEWARN activities between now and December 2002 was presented to the Committee as follows:

<i>STEPS</i>	<i>ACTIVITY</i>	<i>PERIOD</i>
a	Ratification: Members to be encouraged to ratify	June - November

	the CEWARN Protocol	2002
b	<u>Establishment:</u> Renovation of the office, purchase and installation of equipment	June- July
c	<u>Training:</u> The CEWARN Team to go on training in Bern Switzerland	First week August
d	<u>Establishment of CEWERUs by Member States with the assistance of CEWARN</u> This to be done by Member States with the help of CEWARN	Aug-Dec
e	<u>Training of CEWERUs In data collection, monitor and analysis</u>	Aug-Dec
f	<u>Workshop on Cooperation with Regional Institutions, Civil Society etc</u>	Sept
g	<u>Field Trip to Pastoral conflicts Pilot scheme area</u>	Oct
h	<u>Establishment and first meeting of the Early Warning Technical Meeting</u>	Nov
i	<u>Coordination Meeting of the CEWERUs</u>	Dec
j	<u>Meeting of the Committee of Permanent Secretaries in Khartoum</u>	Dec

The Committee of Permanent Secretaries took note of the activities.

The first day ended at 5:30 P.M.

9. Comments by Member States

ETHIOPIA:

The Ethiopian head of delegation, Dr. Tekeda Alemu, said that the CEWARN process had started from a humble way due to the low level of confidence and trust in the region, given the volatile situation in the region. He said that for

CEWARN to have been launched is in itself a demonstration of Member States determination to make it work.

He expressed appreciation to the consultants for work well done. He said that CEWARN have been launched was in itself a confidence building measure. Ethiopia could live with the proposed plan of action. He informed the meeting that Ethiopia had begun the process of ratification and expected that it would be completed soon. He noted that the Committee of Permanent Secretaries had been given heavy responsibility and stated that Ethiopia was committed to the CEWARN process.

DJIBOUTI:

The Djibouti head of delegation, Ambassador Djibril Djama Elabe, expressed concern at the human catastrophe' resulting from conflicts in the region. He expressed satisfaction with the resolution of the border conflict between Ethiopia and Eritrea. He said that the Arta initiative was a peace process vested in Somali traditional mechanism. He said that the ratification of the CEWARN Protocol was going on well. He informed the meeting that Djibouti had established commissions to deal with nomadic and other problems and hoped that CEWARN would help to advance the work of those commissions.

KENYA:

The Kenya head of delegation, Ambassador Richard H.O. Okwaro, said that Kenya was committed to operationalization of the CEWARN project and would conform with the action plan. He however wished to know how CEWERU would be funded. Both USAID and GTZ said that donors would assist in the training of personnel involved in CEWERUs, provide some communication equipment to enable the CEWERU operate but it was emphasized that donors would not pay salaries and allowances for CEWERUs.

UGANDA:

The Uganda delegation said that the fact that the inaugural meeting of Permanent Secretaries was taking place was a clear indication that the region was committed to the CEWARN. He said that the CEWARN in this region if successful, would be a lesson to other regions. He stated that Uganda is committed and expressed his hope that Uganda might be the 2nd country to ratify the Protocol. He informed the meeting that the government was disarming

the population in the Karamojong cluster in Uganda. He said that if other states across the border can disarm their people, the problem might stand a chance to be successful.

ERITREA:

Eritrea expressed its full support and commitment. The delegation however observed that the Committee of Permanent Secretaries is too large.

SOMALIA:

The Somali delegation briefed the meeting of the current situation in Somalia and said Somali people are tired of war. However Somalis, like other states in the region, do have opposition. On peace in Somalia, the Ambassador Mohamed Ahmed Alim said the TNG had concluded peace agreements with various military factions.

SUDAN:

The Sudan delegation said that Sudan was giving high importance to CEWARN as a mechanism of peace and have started the process of ratification. He encouraged other Member States to do so. He further said that the establishment of CEWARN will supplement the efforts of neighboring countries in establishing order in the border areas.

DISCUSSIONS ON THE SECOND DAY

The meeting started its discussions at 9:00 A.M.

10. Terms of Reference and Rules of Procedures

The meeting discussed the draft Terms of Reference (TOR) for the Committee of Permanent Secretaries and proposed amendments.

(The amended and agreed TOR are attached in the Annex VI)

11. Establishment and Location of the CEWARN Project

The Chairman requested the Executive Secretary to brief the meeting on the issue of location of the CEWARN Unit. The Executive Secretary explained that after the CEWARN Protocol was signed in Khartoum in January 2002, Ethiopia on its own volition offered to host the unit in Addis Ababa. The Executive Secretary said that all projects in the IGAD are currently located in Nairobi. Except for the Drought Monitoring Centre (DMC), which was approved by the IGAD Summit in November 2000, all other projects, location was decided by the Secretariat in conjunction with donors who fund the projects. He said that Kenya currently hosts Regional Integrated Information System (RIIS), Sudan Peace Secretariat, Remote Sensing and the Drought Monitoring Centre.

After a brief discussion the Chair appreciated contributions on the matter and said that since there is not other country that has offered to host the Unit the Ethiopian offer should be accepted. He hoped that in future any other coming projects will be fairly distributed. The meeting unanimously accepted the Ethiopian offer by acclamation. The chairman thanked the members for a unanimous approval and emphasized that the CEWARN Unit will be based in Addis Ababa.

12. Establishment of CEWERUs

It was proposed that the focal points in CEWERUs be located to the convenience of Member States and with the support of IGAD partners.

13. Next CPS meeting

The representative of Sudan indicated his country's interest to host the next CPS meeting and the offer was unanimously accepted. It was further agreed that the meeting take place before the Summit so that the CPS recommendations be presented to the Council of Ministers for endorsement.

Annex I.

Agenda and Programme of Work

*06–07 June, 2002, Entebbe, Uganda
Windsor Lake Victoria Hotel*

WEDNESDAY, 5 JUNE 2002

ARRIVAL OF PARTICIPANTS

TUESDAY, 6 JUNE 2002

09:00 – 09:30

Opening session

Welcoming Statement by H.E. Col. Kahinda Otafiire
Minister of State for Foreign Affairs

Statement by H.E. Dr. Attalla H. Bashir,
IGAD Executive Secretary

Statement by the chairman of the Committee of
Ambassadors, Ambassador Abdulwahab ElSawi

Election of the Bureau and adoption of the Agenda

9:30 – 10:00

Introduction and status of CEWARN project
Mr. Daniel Yifru

10:00 – 10:30

Coffee break

10:30 – 12:30

Concept of CEWARN and CEWERUs

Prof. Howard Adelman, Dr. Makumi Magiru,
Mrs. Ciru Mwaura, Dr. Susanne Schmeidl

12:30 – 14:00

Lunch break

14:00 - 14:30

The new CEWARN team presents itself

14:30 – 15:30

Plan of action and Implementation of CEWARN

15:30 – 16:00

Coffee break

16:00 - 18:00

Discussion, Questions

19:00 – 21:00

Reception at the Botanical Beach Hotel

FRIDAY 7 JUNE, 2002

- 9:00
1. Formation of the Committee
Selection of Chairman etc.
 2. TOR for the Committee
 3. Status report of ratification in Member States
 4. Establishment of CEWARN Unit
- 10:30 – 11:00** ***Coffee break***
- 11:00
5. Establishment of CEWERU's
Need assessment
 6. Arrangements for future cooperation
 7. Next meeting: venue and date
- 13:00** ***End of Committee meeting***

Annex II.

**Opening statement by Representative of Government of Uganda, Honorable
Colonel Kahinda Otafiire,
Minister of State for Foreign Affairs**

Your Excellencies,

The Permanent Secretaries and Leaders of Delegations,

Your Excellency Dr. Attalla Hamad Bashir,

Distinguished guests,

Ladies and Gentlemen,

May I first of all take this opportunity on behalf of the People and Government of Uganda to welcome you to Uganda. Both Entebbe and Kampala offer beautiful places, which if you have time from your rigorous schedule could enjoy to see and sample. IGAD Secretariat did a good job by selecting Entebbe for this important meeting as it offers a serene atmosphere, conducive for reflecting and intensive discussion which, I believe, you will be engaged in the next one and half days devoted to this meeting.

Secondly, may I say how honored Uganda is to have the opportunity to host this inaugural Meeting of the Committee of Permanent Secretaries of the Conflict Early Warning and Response Mechanism (CEWARN). I note that the terms "Committee of Permanent Secretaries" is itself a generic term but as we know our countries have either Permanent Secretaries or equivalent rank and the term is not the same. The Committee is a top Policy Organ of the CEWARN Project. We therefore feel honored to have officials of your level and status in Uganda.

Thirdly, may I also say that CEWARN's initial target area of pastoral conflicts is an area of conflict that Uganda has had a long history of dealing with. As you know Uganda has its own pastoral communities like the Karamojongs who in similar ways have inherent pastoral conflicts as others elsewhere.

Besides the endemic pastoral conflicts, which these communities exhibit, they live in the border areas of Uganda, Sudan and Kenya.

Conflicts generated under these pastoral areas sometimes escalate to have cross border effects and the resultant border tensions that come with this problem.

Conflicts of any kind tend to affect negatively efforts, which are intended to benefit people. Pastoral life, by its very nature of being centered on livestock on which these communities depend for food and others necessities, makes these communities vulnerable to conflicts inherent in their way of life.

Consequently, development and provision for social services have lagged behind in these areas leading to accusation of marginalisation, neglect or discrimination. Not appreciating that insecurity brought about by pastoral conflicts complicates government efforts to provide essential services. That is why we applaud CEWARN's focus on this type of conflicts. If conflicts can successfully be prevented, we shall be converting large areas and population of this region from preoccupation with fighting to survive, to

engagement in more productive activities. This will be beneficial for each of our respective countries and for the people of the region as a whole.

Excellencies, Distinguished Delegates,

CEWARN is a relatively new concept in this region. We are aware that it has been successfully installed elsewhere. We hope that experience from areas where early warning systems have been installed and worked will provide useful lessons to what IGAD is endeavoring to adapt for this region.

As indicated in the Protocol, which we signed in Khartoum last January, the Permanent Secretaries Committee forms one of the top Policy Organs of the CEWARN Management. It is charged with the responsibility for facilitation of exchange of information, provide the link to the Council of Ministers and the Assembly, make recommendations on conflicts in the region and, advise on preventive actions.

This is indeed a great responsibility but I am confident that you are all committed to face the challenge and turn our conflict-ridden region to a region of peace and stability. The challenges are, no doubt enormous, and it can only be hoped that your wisdom, experience, position within the Government system and your own knowledge and dedication will make the difference for the successful outcome of the great task ahead of us.

I wish you a successful meeting and deliberation.

I thank you.

Annex III.

**STATEMENT BY DR. ATTALLA HAMAD BASHIR,
EXECUTIVE SECRETARY OF IGAD**

Honorable Minister,

Your Excellencies the Permanent Secretaries and Leaders of Delegation,

Distinguished Guests,

Ladies and Gentlemen,

May I say how happy I am today to witness this inaugural meeting of one of the Policy Organs of the Conflict Early Warning and Response Mechanism (CEWARN). Establishment of CEWARN will put IGAD region among very few areas in the continent to have such a state of the art project addressing one of the most destructive tendencies of human nature – “conflict”. To us in IGAD, seeing CEWARN finally take off is the culmination of two years of hard work.

The concept of Early Warning and Early Response is new. So far as we had to deal with long standing conflicts such as the ones in Somalia and Sudan. As you all know, our sub-regional Organization's role with respect to the peace processes in Sudan and Somalia, has received international in recognition and support.

IGAD will continue to fulfil a unique role in resolving on-going conflicts. With the launching of CEWARN today, our Organization is venturing into a new and so far untested ground of preventing conflicts before they escalate into a violent stage. I am fully confident that with your commitment and support we will achieve an IGAD region that is free of war and ready for development. This is our common vision.

In the development of CEWARN, initially we had to grapple with the problem of being able to clearly define what was meant with conflict early warning and early response. Later, we had to deal also with confusion over the extent of a regional organization's involvement in sensitive areas of States security.

Consequently, the project had to be scaled down and be restricted to pastoral conflicts with cross border effect. Other types of conflicts were left out for the time being. But we are satisfied to have reached where we are today.

This meeting is intended to introduce to you to the CEWARN concept and how it will work. You are also expected to discuss and agree upon the Terms of References and modalities on how the decision making process of CEWARN should look like.

We believe that since you are going to be the nucleus around which this project will work, it is important that you are fully inducted to the concept as well as its operations.

The project will be donor funded and assisted in the initial phase of its operation. Allow me at this point to express my sincerest thanks and appreciation to USAID and GTZ and in particular to Mr. Niels Von Keyserlingk from GTZ and Dr. Charles Ward from USAID who are here today and who have played a critical role in the development of CEWARN.

Excellencies, Distinguished Participants and Guests,

The benefits accruing from this project are enormous for the region. I want to appeal to you to commit yourself to the project. CEWARN Protocol stipulates that you will meet twice a year but I believe we will call upon you anytime for your wise advice and decision.

CEWARN is about information sharing on conflicts that may be about to happen in your respective countries which could also threaten other member state within the region. It could also be about a simmering pastoral conflict in a border between two or more Member States.

The success of the CEWARN Project lies in the freedom to allow information to come from your countries to IGAD Secretariat and vice versa for analysis and policy option on a what preventive action can be taken. This is where the ideals of regional cooperation come into play.

The speed by which decisions are made and consultations undertaken are important and can save lives and prevent escalation and accumulation of tensions in the region. This is our intended objective for espousing the concept of conflict early warning and early response.

May I wish you all the best in the two days of discussions, interactions and exchange views. We believe that the way ahead is one of good prospects for the IGAD region and CEWARN provides a means by which we can work together for a secure and stable region

I thank you.

Annex IV.

**STATEMENT BY THE CHAIRMAN OF THE COMMITTEE OF AMBASSADORS, H.E
Mr. ABDULWAHAB ELSAWI,**

Honorable Minister,

The IGAD Executive Secretary, Dr. Attalla Hamad Bashir,

Distinguished Fellow Colleagues,

Ladies and Gentlemen,

May I express my gratitude on my own behalf and on behalf of my Colleagues, Members of the IGAD Committee of Ambassadors, to the Executive Secretary of IGAD, for the invitation extended to us to participate at this inaugural Meeting of the CEWARN Mechanism for the IGAD region.

When the concept of Conflict Early Warning and Early Response Mechanism was first conceived, there was a lot of skepticism about its efficacy and viability in a region best known

for conflicts than cooperation. Overtime, however these doubts have evaporated. Being here today is a testimony that these handicaps which threatened CEWARN have been overcome.

It is therefore a challenge to us in this Committee of Permanent Secretaries, composed of Permanent Secretaries as the case of Kenya, Uganda and Sudan, Secretary General for Djibouti, Director General for Eritrea and the Vice Minister in the case of Ethiopia who are privileged to attend the first meeting of CEWARN to make it work. To be associated with this important regional structure is an expression of confidence on our abilities to make things happen and I will therefore throw the challenge to all of us myself included to live up to the expectations.

Conflicts in our region have had the most negative effects on our development. No meaningful development can occur where instability and insecurity persists. No investment can be attracted to an area where conflict exists and as we all are aware, our countries continue to depend on foreign investment for development due to the very low level of domestic capital accumulation.

Distinguished Participants,

Our job in the permanent secretaries committee is to study the data, analysis and policy options that will be presented to us, advise and recommend policies and action, which may bring peace and save lives.

Pastoral conflicts have been responsible for many deaths in the region, disruption to life and destruction of property. They have resulted in large areas of the region becoming non-governable effectively. Banditry and other criminal activities have flourished in such places. Small arms have been attracted to pastoral conflict areas, consequently changing the nature of conflict.

The end result is a vicious cycle of violence. CEWARN offers a chance for our countries to cooperate to address this endemic problem in the region. Exchange of information is at the heart of the whole process of CEWARN. Information will be collected synthesized and shared for the purpose of taking a pre-emptive action to prevent conflicts reaching a level where death and destruction to property occurs.

Cross boarder tensions arising from Pastoral conflicts tend to poison interstate relations as well. Although, these conflicts have been around for a long time, nonetheless they rapture interstate relations by the frequency of recurrence.

Our resolve and determination to cooperate in these areas, will be enhanced by the CEWARN Project, which will enable us share information and work together for the good of the whole region.

I thank you.

Annex V.

**STATEMENT BY MR DANIEL YIFRU,
DIRECTOR OF POLITICAL AND HUMANITARIAN AFFAIRS IN IGAD**

Honorable Minister,

Your Excellencies,

Distinguished Members of the Committee of Permanent Secretaries,

Your Excellency, the Executive Secretary of IGAD,

Distinguished Guests,

Ladies and Gentlemen,

I would like to associate myself with previous speakers to welcome you to CEWARN Permanent Secretaries Inaugural Meeting. My task in this part of the programme is to discuss

very briefly some pertinent issues of the Conflict Early Warning and Response Mechanism (CEWARN). I will, therefore, attempt to summarize how the concept was developed and explain the process we went through to get the idea translated into a practical and implementable project all the way to where we are to date. In doing so, I will focus on four areas and attempt to answer the following questions:

Why do we in IGAD need CEWARN?

What is CEWARN?

How was CEWARN conceptualised the way it is designed today?

What are the next steps in implementing CEWARN?

Why do we in IGAD need CEWARN?

I would first of all like to cite a few articles from the Agreement Establishing the IGAD as it illustrates both the legal basis and the rationale for creating the CEWARN Mechanism.

Article 6A **Principles**

- c) The peaceful settlement on inter-and intra-state conflicts through dialogue;
- d) Maintenance of regional peace, stability and security;

Article 7 **Aims and Objectives**

- g) Promote peace and stability in the sub-region and create mechanism within the sub-region for the prevention, management and resolution of inter and intra-state conflict through dialogue;

Article 18A **Conflict Resolution**

Member States shall act collectively to preserve peace, security and stability, which are essential prerequisites for economic development and social progress. Accordingly Member States shall:

- a) take effective collective measures to eliminate threats to regional co-operation peace and stability;
- b) establish an effective mechanism of consultation and cooperation for the pacific settlement of differences and disputes;
- c) Accept to deal with disputes between Member States within this sub-regional mechanism before they are referred to other regional or international organizations.

Sub-regional institutions like IGAD are crucial for the creation of the necessary regional development frameworks and strategies. As a matter of fact, joint development strategies of the IGAD member states are severely compromised by the persistence of conflict in the region.

Peace and sustainable development are very much related to each other. As long as conflicts recur, stability and sustainable development will remain elusive.

Just to mention some statistics to underline the disastrous impacts of conflicts in our region:

- It is estimated that there are over 5,000,000 small arms in the region
- The region has the highest percentage of population affected by conflicts in the world (equal to 189 Million people)
- The Horn has the highest number of refugees per capita in the world
- A cursory look at the political situation of the IGAD region indicates that conflicts rather than cooperation is the predominant feature that characterizes inter-state relations.

Taking into consideration these alarming political situation and its humanitarian consequences, the Member States decided, during the revitalization of IGAD in 1996, to have political and humanitarian affairs sector as one of the three priority areas of IGAD. This decision is based on the truism that achieving regional co-operation and economic integration would remain elusive unless sustainable peace and stability is achieved.

CEWARN is a first and crucial step in order to transform reactive peace making initiatives into an institutionalized process of advance planning and adequate preparations. The Khartoum Declaration of the 8th Summit of Heads of States and Government (23rd November 2000) endorsed the establishment of CEWARN and directed the Executive Secretary to prepare a draft protocol, which as your Excellencies are aware, was signed during the last Council of Ministers in January 2002.

CEWARN offers a unique opportunity to put IGAD's responsibility in conflict prevention, management and resolution, to a practical effect. CEWARN, once developed and put into practical use, it will help to prevent conflicts before they escalate into a violent and destructive stage.

What is CEWARN?

The CEWARN concept can be understood in the context of early warning and response and viewed as conflict prevention measure in a number of ways:

- systematic monitoring/analysis of a potentially volatile situations sheds important light on conflict dynamics that may assist in identifying appropriate preventive activities and gives time for planning and implementing responses;
- systematic monitoring/analysis of actual conflict situations will help identify windows of opportunity for peace-making and generate political will for action;
- systematic monitoring/analysis of post-conflict situations will enable an understanding of critical structural (e.g. poverty levels) and dynamic (e.g. arms flows) issues which need to be addressed for peace building and consolidation.

Early warning is therefore an integral part of the CEWARN project, which shall, when fully operational address both inter-state and intra-state conflicts.

CEWARN will be following a regionally based approach to both early warning and conflict management. The mechanism will provide a common information base and analysis to address crises. It will also provide a platform for collaborative management and peace building in the IGAD Region. It will enable local communities to play an important part in preventing violent conflicts. In addition, CEWARN will enable the IGAD Secretariat to pursue conflict prevention initiatives and to provide technical and financial support where necessary.

Information collected at a national level will be analyzed by conflict prevention, management and resolution experts who will develop possible conflict scenarios and present options for an appropriate response to Member States. Member states can then decide on appropriate responses.

At the IGAD Secretariat level, CEWARN unit will come under the Division of Political and Humanitarian Affairs. Specific functions of the CEWARN project will be:

- The collection of information from CEWERUs, civil society and research institutions (using specific indicators and standardized surveys, encouraging dialogue fora)
- The analysis and verification of information (interpretation of indicators, setting it into context; recognition of crisis development)
- The formulation of best/worst case scenarios and response options
- Communication of results to political decision makers and local authorities via the IGAD Secretariat

How was CEWARN conceptualised and where are we today?

The signing of the CEWARN protocol in January, 2002, at IGAD's Council of Ministers meeting in Khartoum brought a long consultation process to a successful end.

A lot of preparatory research was undertaken and five workshops organised since the first CEWARN concept was developed at the Start-up workshop in May, 2000, in Djibouti.

The German Government represented by the German Technical Co-operation (GTZ), the US Government represented by the United States Agency for International Development (USAID) agreed to be the main funders of this project and supported the cost of the workshops and national consultants.

During the workshops held in Kampala, Asmara and Addis Ababa, the following consensus was obtained regarding the areas of focus on CEWARN:

- Because of the complexity of CEWARN, it was agreed to focus on pastoral conflicts along the borders of five member states in the first phase of the CEWARN establishment. Initially there will be two entry points, the Karamajong Cluster (that involves Kenya, Uganda, Ethiopia and Sudan) and the Somali-Kenya-Ethiopia border area. The CEWARN structures for these entry points should be put in place as pilot schemes.
- CEWARN will use existing structures of the member states (e.g. drought early warning units existing in IGAD Member States) rather than setting up new structures. The mandate of drought early warning units for example can be extended in a way that unit of this structure can collect conflict related data.

An appropriate capacity building of such institutions will be done by the IGAD project to enable them pursue their extended mandate. Such existing structures in each Member State have to be strengthened particularly at the district and provincial levels.

- Civil society groups and NGOs especially those that are involved in conflict resolution or work in conflict areas, will full and actively be involved in CEWARN activities. We believe that full participation of the Civil Society in Conflict, Management and resolution will be the key element in the success of CEWARN.
- A national conflict early warning unit (CEWERU) of each Member State will be the coordinating institution at the Member States level for both the collection of information and to initiate response measures. It will be up to each member state to decide on the appropriate structures taking into consideration their own needs and those of CEWARN
- CEWARN can only succeed when there is a firm commitment, on the part of all concerned, to the cardinal principles of international law and universally upheld political values such as peaceful settlement of disputes, respect for territorial integrity and sovereignty of states, good governance, accountability, transparency, respect for fundamental human rights, freedom of the press, and other such democratic principles.
- The critical and essentially sensitive issues of information sharing and decision-making within the CEWARN framework are regulated in accordance with agreed guidelines. These guidelines appear as an annex to the protocol on CEWARN.

What are the next steps in implementing CEWARN?

IGAD Secretariat, GTZ, USAID and some members of the FEWER Consultancy team convened a consultative meeting in Addis immediately after the signing of the CEWARN. With the help of our partners we were able to secure the funding for the take off phase of CEWARN. The three posts for the CEWARN project staff were advertised within the region and a competitive selection took place to choose a CEWARN Project Coordinator, a Head of Section of Conflict Analysis and a Head of Section of Information. I am glad to report to you that we now have the staff recruited. They are here with us and they will introduce themselves at the appropriate time.

The Government of Ethiopia generously agreed to provide an office space in Addis Ababa where the CEWARN project will be based. We are expecting the project to be operational as of July 1st, 2002 so that the project staff can plan their activities in detail, get additional training and start cooperating with the CEWRUS in Member States and civil society.

The Swiss Peace Foundation, having a long and outstanding experience in conflict analysis, has been contracted by IGAD. Swiss Peace Foundation will train national coordination officials in information collection, help set up the CEWERUs and analyze - as an independent institution - the conflict information collected.

Member States are working towards a ratification of the CEWARN protocol. I am glad to report that Eritrea has already ratified the Protocol and I have also been informed that some Member

States have already started the process of ratification. As soon as we receive four instruments of ratification, the protocol will enter into force.

We intend to have an evaluation meeting a year after the pilot structures of CEWARN are put in place for the two entry points, (the Karamajong Cluster and the Somali-Kenya-Ethiopia border area). This meeting will be convened to evaluate whether or not we are going in the right direction.

I would like to conclude by saying that with a joint regional effort, we can make CEWARN a crucial tool to positively shape the future of our region.

I thank you.

Annex VI.

**ADOPTED TERMS OF REFERENCE AND RULES OF PROCEDURE GOVERNING
THE COMMITTEE OF PERMANENT SECRETARIES
FOR CEWARN**

ENTEBBE, 7 JUNE 2002

1. GENERAL

The Terms of reference (ToR) are intended to provide information on the composition, functions, and rules of procedure for conducting meetings of the Committee of Permanent Secretaries (CPS) of the Conflict Early Warning and Early Response Mechanism (CEWARN). CEWARN project will concentrate on conflicts with cross border implications. Initially CEWARN will focus on pastoral conflicts and those related conflicts as mentioned in Annex part II (1) of the CEWARN Protocol.

2. BASIS

The Terms of Reference have been derived from the CEWARN Legal Protocol article 9(2) and 10 and further harmonized with IGAD Charter 6(A) (b), (c) and (d). Chapter 7 (g) Chapter 9(c) Chapter 10 (h), (k) and Chapter 12(f) and the IGAD Rules of Procedure (RoP) of 1996.

3. COMPOSITION OF THE COMMITTEE OF PERMANENT SECRETARIES

The "Committee of Permanent Secretaries" is a generic term. This refers to those whose rank is equivalent to Permanent Secretaries of Ministries of Foreign Affairs and those of equivalent rank. The Executive Secretary, the Director of Political and Humanitarian Affairs and the Co-ordinator of CEWARN Unit are ex-officio members of the CPS.

Where the designated official is unable to attend a meeting of the Committee of the Permanent Secretaries a representative may be sent provided such a person is a senior official of the focal Ministry.

4. FUNCTIONS OF THE COMMITTEE OF PERMANENT SECRETARIES

The Committee of Permanent Secretaries is the highest organ of the CEWARN project entrusted with the mandate to set the guidelines for the functioning of the CEWARN and to advise the Council of Ministers on the course of action with respect to prevention and early response to conflicts. The CPS forms one of the two co-ordinating organs of the CEWARN Project. The committee will meet at least twice a year to consider and act upon the reports of the Technical Committee on Early Warning (TCEW).

The core functions of the Committee of Permanent Secretaries are the following:

- a) Exchange information on conflict and early warning;
- b) Be a link between the Assembly, the Council, the Committee of Ambassadors and the Secretariat;
- c) Harmonize co-ordination between CEWARN and CEWERUs;
- d) Report and make recommendations to the Council on the following areas:
 - i) Conflict in the IGAD region;
 - ii) Co-ordination between CEWARN and CEWERUs;
 - iii) Co-operation between governments and civil society in conflict early warning and conflict management;
 - iv) Recommendations for preventive action.
- e) Review periodically the functioning of CEWARN;
- f) Approve users of information suggested by the secretariat;
- g) Link and co-ordinate the policy, administrative and technical functions;
- h) Review the options, and make immediate recommendations to the Council;
- i) Receive information from the Executive Secretary;
- j) Decide what parts of this information or analysis should be made available in the public domain.

RULES OF PROCEDURE GOVERNING MEETINGS OF CPS

PURPOSE

Rule 1

The rules of procedure shall apply to any meeting of the CPS and has been done to ensure general conformity with the rules of procedure governing all meetings of IGAD.

REPORTING SYSTEM

Rule 2

The Chairman of the CPS shall report biannually directly to the Council of Ministers. However, should the need arise, he may submit special reports to the Chairman of the Council of Ministers.

MEETING OF THE CPS

Rule 3

All meetings of the CPS will be held at the CEWARN Headquarters. However, at the discretion of the Executive Secretary, CPS may hold their meetings in other venues. In case where a member state offers to host meetings of CPS, it will bear the extra cost involved in convening the meeting outside the CEWARN Headquarters.

SESSIONS/DATES OF COMMITTEE MEETINGS

Rule 4

- a. The CPS shall convene two ordinary meetings per year. The date, the venue of the meetings, and the agenda shall be communicated to the Member States in advance.

- b. Extraordinary meetings of the CPS may be convened at such times as may be deemed necessary and upon a written request by a Member State. The request shall be communicated to the Member States by the Secretariat four weeks in advance and the meeting will take place if supported by at least three Member States.
- c. The CPS shall convene its meetings both in close and open sessions.
- d. The Secretariat shall notify the Member States of the dates and venue of the meetings at least two weeks before the meeting.

LEGAL QUORUM

Rule 5

For the purpose of these rules four Member States shall constitute a legal quorum for all meetings of CPS.

OBSERVERS

Rule 6

- a. The Secretariat can invite observers such as the IGAD Partner Countries, NGO's, eminent persons, and academics to any meeting of the CPS.
- b. Such observers may, upon invitation by the Chairman of the CPS, and if there is no objection from the members present, participate without the right to vote in the proceedings of any meeting.

AGENDA

Rule 7

- 1. The Secretariat shall prepare the provisional agenda of the meetings.
 - a. The provisional agenda shall include matters stipulated in Article 10(1) of the Protocol establishing CEWARN ; items the inclusion of which have been decided at a previous meeting; items proposed by the Executive Secretary and any items proposed by any Member State before the agenda is circulated.
 - b. The provisional agenda, together with supporting documents, for each ordinary meeting shall be distributed by the Secretariat to the Member States at least four weeks before the opening of the meeting.
 - c. The meeting when adopting the agenda may add, delete, defer or amend items. Only items which are considered by the meeting to be urgent and important may be added to the agenda.

- d. The Secretariat shall report to the meeting on the administration and financial implications of all substantive agenda items submitted to the meeting, before they are considered by it. No such item may be considered unless such a report has been submitted.
2. The provisional agenda for an extraordinary meeting shall consist only of those items proposed for consideration in the request for the holding of the extraordinary meeting. It shall be distributed to the Member States at the same time as the invitation to the extraordinary meeting.

REPRESENTATION AND CREDENTIALS

Rule 8

- a. Each Member State participating in the meeting shall be represented by a delegation consisting of a head of delegation and such other accredited representatives.
- b. An alternative representative or an adviser may act as a representative upon designation by the head of delegation. Such designation must be notified to the Chairman in advance in order for the representative to be allowed to address the meeting on behalf of his delegation. Only the head of delegation and the designated alternative shall be allowed to address the meeting or participate in discussions.

Election of the Bureau

Rule 9

- a. The Chairman of the CPS shall be from the country who is chairman of IGAD;
- b. At the commencement of the first session of each CPS meeting, a Rapporteur shall be elected from among the Member States present at the meeting. They shall serve as the Bureau for the meeting;
- c. During the period of service, the Chairman will be a referral and focal point and the Secretariat may refer to the Chairman on issues that require decisions in the intervening period.

Secretariat

RULE 10

The Secretariat shall, in accordance with these rules:

- a. Arrange for interpretation at the meeting
- b. Receive, reproduce, Publish and distribute;
- c. Make arrangements upon request for keeping of sound recordings of the meeting;

- d. Arrange for the custody and preservation of the documents of the meeting;
- e. Generally perform all other work that the meeting may require;

CONDUCT OF BUSINESS

Rule 11

- a. Sessions of the CPS meeting shall be closed, unless the meeting decides otherwise. For the purpose of these rules "closed" means without the general public, and media.
- b. No one may speak at a session of the meeting without the permission of the Chairman. The Chairman shall call upon the speakers in the order in which they indicate their desire to speak. The Chairman may call a speaker to order if his remarks are not relevant to the subject under discussion.
- c. During debate, a delegate may call for a point of order to which the Chairman shall react immediately. The delegate who calls for a point of order may not, in the statement, deal with the substance of the issue under discussion.
- d. When an issue has been adequately debated, a delegate may call for the closure of the discussions. The motion shall be considered approved if it is supported by a simple majority. When debate of this issue is exhausted for lack of speakers, the Chairman shall summarize and declare the discussions closed.

DECISION MAKING

RULE 12

- a. CPS shall reach decisions on the basis of consensus.
- b. In cases where there is no consensus, decisions of the CPS on all matters of substance shall be taken by a two-thirds majority vote of the Member States present and voting.
- c. Decisions of a meeting on matters of procedure shall be taken by a simple majority vote of the Members present and voting.
- d. Each Member State shall have one vote.
- e. For the purpose of this rule Member States present and abstaining from voting shall not be considered to have voted.

LANGUAGES

Rule 13

- a. The official languages used at meetings of CPS are English and French.

- b. A statement made in an official language of the meeting shall be interpreted in the other official language.
- c. A representative who provides for interpretation into the official languages may speak in a language other than the official language of the meeting.
- d. Official documents of the meeting shall be drawn up in one of the two languages and translated into the other language.

AD HOC MEETINGS

RULE 14

- a. An ad-hoc meetings may be recommended by the Secretariat or by a Member State, in order to deal with matters which, because of their specialized nature, or for other reasons, cannot be adequately discussed during the regular sessions of the meetings of the CPS.
- b. The terms of reference of these ad hoc meetings and the issues to be discussed shall be determined by the CPS.
- c. Each ad hoc meeting shall elect its own officers unless otherwise decided by the CPS.

AMENDMENTS TO RULES OF PROCEDURE.

RULE 15

These rules of procedure may be amended by consensus at a regular session of the Committee of Permanent Secretaries. In case consensus cannot be achieved then Rule 12(b) of these rules of procedure shall apply.

Annex VII.

**LIST OF PARTICIPANTS FOR THE 1ST COMMITTEE OF PERMANENT SECRETARIES OF
CEWARN, JUNE 6 – 7, 2002, ENTEBBE, UGANDA**

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