



# **A PARTNERSHIP FOR PEACE:**

IGAD'S REGIONAL  
INITIATIVES FROM  
2018-2023







**A**  
**PARTNERSHIP**  
**FOR PEACE:**  
IGAD'S REGIONAL INITIATIVES  
FROM 2018-2023

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# TABLE OF CONTENTS



**1**

Message from the IGAD  
Executive Secretary

**2**

Message From the  
Director of Peace  
and security Division

**3**

Introduction:  
Partnership for Peace

**4**

**Section One**

Objective 1: Enhance the IGAD Conflict Early  
Warning and Response Mechanism (CEWARN)

Beyond the  
Crossroads

The Power  
to Respond



**5**

### Section Two

Objective 2: Predict, prevent, and address transnational security threats

Insecurity  
Beyond Borders

Webs, trails and  
messaging

**6**

### Section Three

Objective 3: Preventive diplomacy, mediation and civilian peacebuilding

Roster of mediators  
to the Rescue

Peace by dialogue  
and mediation

Keeping the peace in  
South Sudan, judicial  
reforms

Supporting Political  
Talks in Sudan

**7**

### Section Four

Objective 4: Delivering Peace and Stability by strengthening internal operational capabilities





# MESSAGE FROM THE IGAD EXECUTIVE SECRETARY

H.E. WORKNEH GEBEYEHU (PhD)

*Commemorating Five Years of the  
EU-IGAD Partnership in Promoting Peace  
and Stability in the Horn of Africa Region.*





## **Dear Colleagues, Partners and Friends,**

It is with great pride and a sense of accomplishment that we commemorate a significant milestone in our collective journey towards fostering peace, stability, and development in the Horn of Africa region. This occasion is the celebration of five years of the EU-IGAD partnership under the IGAD Promoting Peace and Stability in the Horn of Africa Region (IPPSHAR) programme.

As we reflect upon the progress made and the challenges overcome, we are reminded of the immense value that cooperation, determination, and a shared vision hold in shaping and re-shaping the destiny of our region.

The Horn of Africa, though endowed with extraordinary potential, has long been grappling with the burden of poverty, conflict, and vulnerability. Some of the nations of our region, such as Ethiopia, Somalia, South Sudan, and Sudan, have too often found themselves entangled in the web of instability, hampering growth and development as well as hindering the prosperity and well-being of our citizens. Factors ranging from demographic pressures to environmental hardships, particularly the extreme weather patterns that have contributed to cyclical drought and flooding, have also contributed to the complex tapestry of challenges that demand our attention and collective action.

The IPPSHAR programme emerged as a beacon of hope amidst these challenges, guided by a resolute commitment to address the root causes of conflict and instability. By aligning our efforts with the last 2 iterations of the IGAD Peace and Security Strategy 2016-2020 and 2021-2025, we have taken meaningful strides towards bolstering sustainable peace, security, and stimulating economic integration within our region.

This programme has been a testament to the power of regional leadership, as IGAD and the governments of our member states have stood united in their pursuit of a better future for our people.



The core tenets of the IPPSHAR programme have been rooted in the belief that lasting peace is not a distant dream but a tangible reality that can be achieved through enhanced capacity-building, effective systems, and strategic partnerships.

Our approach, grounded in the principle of utilising existing mechanisms more efficiently, has yielded significant progress. Early warning and early response systems have been fortified, consequently enabling governments to take prompt actions that prevent or mitigate conflicts.

As a result of this programme, national governments have also deepened their understanding of security issues, empowering them to address transnational threats with greater efficacy. Moreover, the cultivation of expertise in conflict resolution and mediation has paved the way for more skilful negotiations and durable agreements.

In commemorating the achievements of the IPPSHAR programme, it is paramount that we express our deepest gratitude to our partners. The European Union's unwavering support through the EU Emergency Trust Fund has been instrumental in driving our collective efforts forward.

We also extend our heartfelt appreciation to the Austrian Development Agency (ADA), the government of Sweden, and the Government of the Netherlands for their co-financing contributions, which have fortified the foundation of our success.

This collaboration, marked by multilateral cooperation and international solidarity, serves as a shining example of what can be achieved when nations come together to address common challenges. The IPPSHAR programme has not only uplifted the Horn of Africa region but has also illuminated the path forward for similar initiatives across the African continent.

*Commemorating Five Years  
of the EU-IGAD Partnership in  
Promoting Peace and Stability  
in the Horn of Africa Region.*

It is a testament to the fact that progress knows no boundaries and that the bonds of friendship and cooperation can transcend boundaries that seem distant and overcome obstacles that may seem insurmountable.

As we celebrate these five years of achievement, let us not lose sight of the work that lies ahead. The challenges in peace and stability we face as a region, even right now, may be formidable but the spirit of determination that has guided the IPPSHAR programme thus far remains unshaken.

Let us draw inspiration from the progress we have achieved and channel our energies into realising an even more peaceful and stable Horn of Africa region; one that stands as a testament to the potential that can be unlocked through unity and collaboration.

In conclusion, I wish to extend my heartfelt appreciation to all those who have contributed to the success of the IPPSHAR programme. Your dedication, perseverance, and unwavering belief in the vision of a better future have been the driving force behind our accomplishments. Let us continue this journey together, fortified by the knowledge that our efforts are not in vain and that a brighter tomorrow awaits us all.


Thank You.



# MESSAGE FROM THE DIRECTOR OF PEACE AND SECURITY DIVISION

HON. SIRAJ FEGESSA

*Commemorating Five Years of the  
EU-IGAD Partnership in Promoting Peace  
and Stability in the Horn of Africa Region.*



The IGAD region enjoys huge prosperity prospects with an overall high economic growth track record and significant infrastructural development investments. It is also a region with rich natural resources and a youthful population with untapped potential.

At the same time, the region faces a broad range of human security challenges including recurrent internal crises and armed conflicts. Although there are peace agreements that have been implemented in the region, countries handling complex transitions face challenges of realising these political transitions sustainably.

Given its geostrategic location and proximity to a major global trade route, peace and security in the region have far reaching implications that require continued cooperation and coordination between regional, continental and international stakeholders.

IGAD as a regional organisation leads a broad range of programme interventions covering conflict early warning; preventive diplomacy and mediation and tackling transnational security threats including countering violent extremism as well as the promotion of good governance; democracy; human rights; and rule of law. Gender has also been treated as a main cross-cutting issue.

The IGAD Peace and Security Sector Strategy of 2021-2025 was designed to deepen interventions along all these priority areas while supporting ongoing peace processes. The strategy also entails the promotion of a common regional position on the Red Sea and the Gulf States.

A five-year partnership agreement signed with the European Union in 2018 put in place a robust financing framework between IGAD and the European Union through the IGAD Programme on Peace and Stability of the Horn of Africa Region (IPPSHAR).




Through IPPSHAR, the European Union and partners - the Netherlands, the Austrian Development Agency and the Government of Sweden - have made financial contribution towards achieving sustainable peace, security and stability in the IGAD region around four specific objectives aligned to the previous strategy of 2016-2020, and the on-going one covering the IGAD Peace and Security Strategy (2021-2025).

The four objectives are:

1. Enhancing the IGAD Conflict Early Warning and Response Mechanism (CEWARN) systems, so that there is an improvement in the quantity and quality of the information collected, in data analysis and quick early response action;
2. Enabling IGAD and national governments of the region to predict, prevent, and counter transnational security threats;
3. Enhancing the capacity of IGAD and national governments of the region for preventive diplomacy, mediation and peace-building; as well as
4. Enhancing the operational effectiveness of IGAD's Peace and Security Division.

As this partnership framework draws to a close, we recognise so much has been achieved with the strong political and institutional ownership and support by the Member States. I am confident they will continue to





*Commemorating Five Years  
of the EU-IGAD Partnership in  
Promoting Peace and Stability  
in the Horn of Africa Region.*

extend their strong support to IGAD's Peace and Security instruments as premier platforms for collaboration in promoting regional peace and security.

IGAD is also grateful for the EU's generous support and this booklet attempts to document a reflection on some of these programme interventions highlighting successes, challenges and lessons. Insights gained from these reflections will inform IGAD's subsequent interventions.

I wish you an enjoyable read.

Thank you.

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# INTRODUCTION

## **PARTNERSHIP FOR PEACE**

# **A PARTNERSHIP FOR PEACE:**

## **IGAD and the European Union**

General Overview



**T**he partnership agreement between the Intergovernmental Authority on Development (IGAD) and partners composed of the Netherlands, Sweden, the EU and the Austrian Development Agency (ADA), to support the IGAD Peace and Security Division, resulted in the formation of the partnership framework, IGAD Promoting Peace and Stability in the Horn of Africa Region (IPPSHAR).

The partnership, which is part of an African-wide support to address the root causes of instabilities across the continent, follows a series of previous, similar, partnership arrangements between IGAD and the EU on peace and stability, and a number of other issues of common interest. This particular IPPSHAR fund aimed to support four specific objectives of IGAD's Peace and Security Division (explained below). In this vein, the partnership has seen a number of specialised units within IGAD work with the IPPSHAR mechanism to deliver on the objectives. These units are: the Conflict Early Warning and Response Mechanism (CEWARN); the Mediation Support Unit (MSU); IGAD Centre of Excellence for Preventing and

Countering Violent Extremism (ICEPCVE); and the IGAD Security Sector Programme (ISSP).

The collection of stories and essays presented here throw light on how this particular partnership agreement has delivered on the objectives in securing IGAD's goals to guarantee stability and curtail transnational security challenges in the region. These stories are by no means exhaustive. The mandate and actions of IGAD, within and beyond the IPPSHAR framework, are widespread and cannot be conclusively captured in this collection. Rather, these stories bring to the fore details of how the IPPSHAR partnership framework has enabled and advanced the mandate of IGAD's Peace and Security Division since 2018. As documents setting up the framework state, the agreement does not create new entities. Rather, it bolsters the efforts of existing units.

As the stories collected here show, in the few years it has been in operation, IPPSHAR has lent considerable energy to meet the objectives of IGAD.

The background to the creation of the mecha-



nism is the persistent transnational security challenges that face the Horn of Africa. Though these challenges exist in other parts of the continent, the texture they take on here are peculiar to the unique character of the region. The Horn of Africa, which straddles the easternmost part of the African continent, is a region where cultural, historical and geographical links of the people run deep. The eight countries that make up the IGAD region, Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan and Uganda, share more than just borders. A common colonial history divided close-knit communities across national borders. From a cultural point of view, it is an enchanting cultural heritage running nearly unbroken across the eight countries. The contiguities are pleasing to the eye. The vast geographical expanse provides shared resources of lakes, rivers and pasturage that are the basis of the transhumance that gives character to the region.

Unfortunately, the shared experiences of the postcolonial period exploited the same irredentist connections as conduits for conflict and instability passed on from country to country. Starting in the early 1970s, and triggered by severe drought and food crises among other factors, armed conflicts had by the 1980s, spread across all the countries that make up the Horn of Africa and beyond. It was in this period that discussions began among concerned parties on how best the countries could cooperate to meet

these challenges. However well-resourced, the cross-border nature of the crisis, given the description of cultural and geographical proximity, meant that no one country could meet the challenges head-on by itself.

The discussions led to the birth of IGAD, first as IGADD (Intergovernmental Authority on Drought and Desertification) in 1986, which was relaunched in 1995 as IGAD (Intergovernmental Authority on Development). At the time, the climate and environment crisis and the spread of small arms across the borders were foremost in the minds of the founders of IGAD. But as the IGAD definition of Emerging, Evolving and Existing Transnational Security Threats (EEE-TSTs) goes, changes in global security have meant that newer challenges always arise.

Today the challenges range from climate crisis; terrorism; violent extremism; organised crime; cross-border and maritime insecurity; Small Arms and Light Weapons (SALWs) proliferation; election disputes; chemical, biological, radiological and nuclear (CBRN) threats; dumping of nuclear and other toxic wastes; money laundering; drugs and human trafficking and smuggling of migrants; to cybercrime.

IGAD, as a Regional Economic Community (REC), is part of a bigger, continent-wide framework of the African Union, whose RECs encourage Afri-

PEACE, PROSPERITY AND REGIONAL INTEGRATION



**PILLARS OF IGAD 2021-2025 CORPORATE STRATEGY**

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A resilient, peaceful, prosperous and integrated region where citizens enjoy high quality of life.



**OVERALL GOAL**



Transformation towards sustainable development, resilience and stability in the IGAD Region



**AGRICULTURE DEVELOPMENT, NATURAL RESOURCES MANAGEMENT, AND ENVIRONMENT PROTECTION, CLIMATE VARIABILITY/CHANGE**



**REGIONAL ECONOMIC COOPERATION & INTEGRATION**



**SOCIAL DEVELOPMENT**



**PEACE & SECURITY**

**PILLARS AND STRATEGIC DEVELOPMENT OBJECTIVES**

can countries to work in close partnership. For its part, IGAD seeks to position itself as the collaborative platform in the Horn of Africa, and to find common measures to tackle common challenges. The overall goal of IGAD is to achieve economic development and uplift the standards of living in the region. However, as long as insecurity persists, this goal cannot be achieved. Already, there is a paradox.

The economic development of the IGAD region is not in doubt. Over the past decade, the region has been registering high economic growth, averaging 5%. At the same time, a combination of insecurity, youth unemployment set against a high demographic imbalance of a highly youthful population (70%), severe environmental and climate crisis coupled with health challenges, places serious stress on the growth. High levels of poverty, income inequality, as well as proximity to endemically unstable neighbours, has led to youth radicalisation. This brings in its wake migration and human trafficking. Gaps within systems – the *raison d'être* of this mechanism – has created room for transnational crimes, cyber-crimes, conduits of money laundering and drug smuggling, and made the coastal regions prone to maritime crime.

Lack of economic opportunities for young people has created room for negative ideologies, which promote violence. To this end therefore, the partnership between IGAD and the EU bases itself on a theory of change with an ambitious goal of tackling insecurity, first as an end in itself, but with the eye set on furthering economic and human development, which would hopefully break the vicious cycle of underdevelopment. This theory, as set out in the framework document creating IPPSHAR, posits that regional peace and stability can be achieved, “by strengthening and enhancing the capacity of existing systems, and institutions, and using them more effectively”.

To achieve this, IGAD systems needed strengthening. And to this end, financial support from the European Union Trust Fund (EUTF), the Netherlands, ADA and the government of Sweden, totalling 28,392 million EUR was made available. Of this, 25,248 million (88.93%) came from the EUTF; EUR 1 million co-financing from the ADA (3.52%); EUR 1 million co-financing from the government of Sweden (3.52%); and EUR 1,144 co-financing from the Netherlands (4.03%). Implementation started on 24 March 2018 and is slated to end on 30 September 2023. The implementation has covered the seven member states of IGAD in the

Horn of Africa: Djibouti, Ethiopia, Kenya, Somalia, South Sudan, Sudan and Uganda. This is a partnership that goes beyond funding, and sees a closer working relationship between the EU and IGAD. In this arrangement, the EU partners delegated ADA to send a team to implement the programme jointly with the Peace and Security Division of IGAD. As per the framework, the EU partners manage the process indirectly through ADA. In this arrangement, ADA works with IGAD at the operational level. This entails monitoring “the day-to-day implementation of the activities, production of outputs, collection of data on indicators, monitoring progress on achievement of results and budget expenditure”, according to the framework document.

The partnership sees the EU delegation present at the highest level – at the Steering Committee – which has oversight roles on the programme as on other programmes supported by the EUTF. The mechanism supports the regional strategy created by IGAD in 2016. The adaptation of this strategy saw IGAD widen its scope of operation throughout the region. The first IGAD Regional Corporate Strategy, which covered the period 2016-2020, created five strategic pillars. These were: Agriculture, Livestock and Blue Economy, Regional Economic Cooperation and Integration, Social Development and Peace and Security. It was in the implementation of the strategy that the partnership agreement with the EU was created in 2018, and led to the birth of IPPSHAR, to support one of the strategic pillars, that of Peace and Stability. At the expiry of the first strategy, a second one covering the period 2021-2025 was adopted. It largely kept the pillars of the previous strategy, albeit with updated implementation mechanisms. IPPSHAR’s support carried through to the new strategy.

The Peace and Security Division pillar operated via its own set of objectives. As stated already, in order to achieve its objectives, it was necessary to work with the specialised units best placed to deliver them (CEWARN, MSU, ICEPCVE and ISSP). As mooted in the theory of change, the framework document setting up IPPSHAR states that the “underlying assumption of the action is that peace, security and economic development in the IGAD region are profoundly interlinked and by supporting peace and security, the action is expected to contribute to economic integration and development.”

By this theory, the overall objective of the action “is to contribute to achieving sustainable peace,



security and stability for the attainment of economic integration and development of the IGAD region. This implies looking at peace and security from a human security perspective, recognising the nexus between security and development.”

The efforts to realise the objectives of the Peace and Security Division are highlighted by the stories collected in this publication. These stories are based on interviews with IGAD men and women at the forefront of the crises. There are also essays that try to connect the dots at the more abstract level of conceptualisation, systems and ideas. These stories and essays serve the purpose of showing faces, bringing forth the voices of the crucial actors without whom the ideas discussed here might otherwise remain abstract. It is not an exaggeration to say that the support from IPPSHAR has enabled IGAD to achieve a lot within a short time. Nevertheless, there remain challenges. There were assumptions made which implementation disproved. Shifting realities on the ground overtook some of the targets.

Limitations of resources mean that much more work remains to be done. But the achievements are tangible and extensive. They range from enabling the expansion of CEWARN’s remarkable capabilities in data gathering and analysis, sending MSU mediators into the heart of conflicts, enabling the ISSP to equip personnel in the member states with the tools to deal with transnational security threats, to taking ICEPCVE into towns and villages where IGAD’s personnel are working with local communities to defuse the negative ideologies of extremism. As the stories gathered here illustrate, the partnership support created the broad tapestry of mutually developed and IGAD-led adaptation of international laws, good practices and protocols on maritime security, the justice and judicial sector, extradition laws and laws governing money laundering and cyber-crimes, as well as enabling greater execution of

preventive diplomacy and conflict mediation efforts. The details of some of these efforts are set out in the collection. Some of the news from the region continues to be unflattering, and not without good reason. But while that may be so, the majority of what has been achieved in the conflicts prevented and defused is by far the greater events in terms of numbers and geographical coverage. Unfortunately, the paradox of news is that prevented conflicts do not attract news headlines for precisely the reason that the conflicts were prevented. These stories look at the work done in de-escalation and conflict prevention.

Take the case of Somalia. From the outside, the presence of Al Shabaab in the country, along with the piracy crisis that threatened global shipping, are discouraging. But piracy dropped out of the headlines for precisely the reason that some of the mechanisms outlined in this collection succeeded. Continuing acts of terror mean that there is more work to be done. But over the past few years IGAD has worked hard with regional and international partners to strengthen the central government in Somalia. The existence of a functioning central government today is a major victory for the region.

The MSU has worked very hard in the past and continues to do so to ensure that the various clans in the country reach negotiated settlements to disputes. In the same way, IGAD supported Member States and called on the support of international partners (such as this mechanism) in pulling the country back from the brink in the recent past after delayed elections. As a result Somalia witnessed a peaceful transfer of power in 2022. Today, hundreds, maybe thousands, of dedicated community members are working hard to counter the negative ideologies of violent extremism through messages of positive outlook and peace.





PEACE, PROSPERITY AND REGIONAL INTEGRATION

**ACTION STRUCTURE** | The action has one overall objective and four (4) specific objectives

**OVERALL OBJECTIVE** | The overall objective of the action is to contribute to achieving sustainable peace, security and stability for the attainment of economic integration and development of the IGAD region.

**IGAD**  
PROMOTING  
PEACE & STABILITY  
IN THE HORN OF  
AFRICA REGION  
**IPPSHAR**

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## OVERVIEW OF OBJECTIVES

*The realisation of the goals of the Peace and Security Division derives from a pursuit of its objectives.*

**Objective 1:** To enhance the IGAD Conflict Early Warning and Response Mechanism (CEWARN) systems, so that there is an improvement in the quantity and quality of the information collected, in data analysis, and early response action.

The implementation of the objectives begins with the premise that information and data are key bases from which to start. To this end, the enhancement of the CEWARN systems sets the basis for action further down the field. In and of itself, the availability of reliable data has proven effective in conflict prevention. The IPPSHAR framework helped improve the quantity and quality of the information collected, data analysis, and early response action.

The CEWARN mechanism, like other programmes and specialised units of IGAD, was not created by the partnership, but has been in existence since 2002. A novel idea then, CEWARN works via a network of field monitors deployed across the region that are responsible for data collection and working through the national units of (Conflict Early Warning and Response Units) CEWERUs. The field monitors file regular data onto the CEWARN Reporter, a digital software with

two subsidiaries, the Incident Report (InceRep) and the Situation Report (SitRep). *The Reporter* generates data, which analysts use to predict potential conflicts. CEWARN originally worked along the shared borders but the success it registered and the trust it built encouraged member states to expand its scope to tackle much broader human security challenges. It has since moved beyond its original area of operation and worked successfully with national units.

The Rapid Response Fund (RRF), created under CEWARN, has been put to use in a number of areas, enabling member states to act in time to forestall potential conflict flashpoints. As will be seen in the stories, support through the IPPSHAR framework has enabled CEWARN to achieve faster and better data gathering, analysis, anticipation and dissemination, and to empower the crucial component of GIS, which makes hotspots mappable for pin-point accuracy of response.



**Objective 2:** To enable IGAD and national governments in the region to predict, prevent, and address transnational security threats.

**A**s mentioned earlier in this note, transnational security threats are a dynamic and serious challenge to stability in the region. The second objective of the Peace and Security Division aims to counter transnational threats by leveraging the advantages of collective efforts of the Member States. The objective seeks to achieve this through regional cooperation and coordination, strengthening of institutional and human capacity of the member state governments, and urging the regional governments to adopt and adapt international normative practices, laws and protocols in such areas as judiciary, security, maritime, extradition, cybercrimes and other areas in which gaps and loopholes have been exploited by elements threatening stability.

In meeting this objective, two specialised units have been supported by the IPPSHAR framework – the IGAD-SSP and ICEPCVE. In direct response to persistent insecurity linked to transnational threats, the ISSP was given the direct responsibility of tackling a raft of concerns related to the legal and operational capacity of the region's security structures. Working on three broad, strategic objectives, it aimed to: strengthen cross-border law enforcement and criminal justice cooperation and coordination to address transnational threats; strengthen the member states' and IGAD institutional and human capacity to resist EEE-TSTS; and to promote the adoption of regional legal instruments to address EEE-TSTS in a comprehensive manner.

The IPPSHAR mechanism enabled ISSP to rapidly to undertake a number of responses in the eight countries. This was done in the area of cross-border cooperation and coordination, and enabled member states to better manage maritime and cross-border transitional security risks. ISSP was able to carry out training on countering terrorism and reforms in the justice and security sectors. It worked with Member States to develop legislation that enables extradition of suspects, adaptation of laws targeting money laundering, maritime security, among others. ISSP held workshops on identifying priority needs and developing good practices in counter terrorism. These

seminars covered subjects such as training on the Rabat Good Practices (turning intelligence into evidence, protection of victims, advanced techniques for interrogation, investigation and prosecution, electronic surveillance); providing the judicial and law enforcement sectors with capacity in legal matters related to counter-terrorism; and enhanced sensitisation programmes. Some 3000 personnel across the IGAD region were beneficiaries of the training held in this period.

The strategy is still ongoing. Much will probably remain to be seen at the end of the 2021-2025 Regional Strategy period. But preliminary evaluations are encouraging. The report, IGAD SSP Assessment Report on Previous Interventions in all Member States including Inventories of Rendered Capacity Development Tasks and Achievements, which was published in 2022, showed that the results of the intervention have been well-received. It noted that "respondents observed that countering terrorism cooperatively among the Member States has been one of the more successful development and working areas of interventions." The report further records that "Some of the respondents state that this application of international standard makes sharing experiences with their counterparts in other Member States much easier". The study showed high levels of satisfaction with the work done by then. The survey saw high approval ratings for the mechanism. In Djibouti, 60%, Kenya and Sudan 70% each, and in Uganda 85% of respondents thought that ISSP intervention had greatly enhanced the human capacity to tackle transnational threats.

A taskforce set up by IGAD in 2012 came up with practical recommendations for strengthening legal cooperation against terrorism and countering violent extremism through dialogue, engagement, and reconciliation as parallel approaches to legal prosecution. It was out of this that the ICEPCVE, which emerged from high level meetings between ISSP, Member States, regional and international partners, was born in 2016. ICEPCVE is a comprehensive, ambitious effort to tackle insecurity at its roots. The distinction between the act of terrorism and the ideology and social-

isation that enables it is important to make. Violent extremism is defined here as the process of indoctrination; of radicalisation. It is not to be confused with the act of terrorism, which is an action rather than the process of indoctrination. To this end, ICEPCVE's work is to enable communities to build a counter-narrative that elevates peaceful means of resolving conflict, contrary to the messages of hate and violence.

The public awareness campaigns against violent extremism, radicalisation and organised crimes show some achievements. As the report notes in the areas surveyed, the number of youth joining criminal groups, undergoing radicalisation and joining Al-Shabaab has reduced. In a more pointed move, the interventions gave potential recruits the avenue to join legal security in-

stitutions. Community members have become vigilant in the fight against radicalisation. At the regional level, the intervention improved cooperation between Ethiopia, Kenya and Somalia to combat terrorism and violent extremist threats. In this, it helped to improve border security and management models, joint operations, resource, information and intelligence sharing. The effectiveness of the intervention can also be seen in the request by rehabilitated and reintegrated elements for the support to be extended. In addition, the intervention included improvements in human rights as a prerequisite in creating trust in systems, the absence of which is exploited by extremist groups. As such, judicial and security reforms went hand in hand with the messaging. Humane treatment of detainees needed not only to be legal but also to be seen as such.

**Objective 3:** To enhance the capacity of IGAD and national governments of the region on preventive diplomacy, mediation and civilian peace building.

**T**he third objective aims to better equip IGAD and the government institutions of the IGAD region with mediation capacities, and to create a regional centre of excellence on preventive diplomacy. The results are to be seen through a number of activities including coordinating government institutions in the IGAD region to develop mediation strategies and protocols, facilitation of appropriate financing mediums for mediation, development of a mediator's roster, drawing of lessons learned from the Somalia and South Sudan peace processes and promotion of women's role in them.

The MSU, as a specialised unit, has played a key role in the realisation of this objective. As will be seen in some of the stories collected here, the mechanism works deep in society systems as well, and has been highly adaptive. One such example of adapting to the local processes is the case of Galkayo in Somalia where territorial disputes between the Hawiye and Darood clans were settled through Xeer, the local Somali mechanism that brought clan heads together. The conflict in South Sudan was de-escalated through years of difficult talks and lessons learnt. The

Revitalized Agreement on the Resolution of the Conflict in South Sudan (R-ARCSS) is an example where the MSU played a complementary role in providing platforms for stakeholders to engage. MSU organised numerous training workshops to build mediation and preventive diplomacy capabilities of local officials, community members and community-based organisations. A flexible funding mechanism meant that efforts could be made quickly to address conflicts.

The appointment of a Special Envoy to South Sudan (Ambassador Dr. Ismail Wais) and the work of the MSU, underlined the seriousness with which IGAD viewed the conflict in the country. Key to mediation is the equally fascinating concept of preventive diplomacy that entailed convening of various training workshops, which the IPPSHAR mechanism enabled. MSU worked with the technical committee of the Commission for Truth, Reconciliation and Healing (TC-CTRH) of the Republic of South Sudan to share experiences and hold public consultations. MSU developed a regional protocol on preventive diplomacy and mediation, reviewing and refining its roster of mediators and technical experts, with due emphasis on the promotion of women's participation in peace processes.



**Objective 4:** To enhance the implementation effectiveness of IGAD's Peace and Security Division and units

**U**nder this objective, the aim is to see IGAD adequately staffed in order to have an effective operational and management structure in place. The aim is to see IGAD's position strengthened with the requisite human resources to enable it to have the capacity to oversee and coordinate peace and security interventions and programmes in the region. This objective also lays particular emphasis on gender mainstreaming, by encouraging the participation of women in peace and security.

Running side by side with the above aim was the strengthening of the following areas: strengthening internal coordination and synergies; creating more active Monitoring and Evaluation systems; establishing and expanding partnerships with international, regional, national and local organisations; strengthening the relationship between IGAD Peace and Security Division and other units, and governmental and non-governmental institutions in the IGAD region and beyond; supporting the implementation of the United Nations Security Council Resolution 1325; and strengthening IGAD's communications and visibility.

## In Conclusion

The amount of work done in support of the PSD objectives is profound. This has seen interventions in continuous efforts in numerous, complex ways. Among the interventions were support in judicial reforms, ratification of international treaties and conventions and supporting legislation, community efforts in countering violent rhetoric, building capacities in law enforcement, fostering regional collaboration and information sharing.

IGAD's presence, which also involves working at the highest level through the Heads of State Summit, brings leverage to engage with political leaders, apply pressure for honouring of election deadlines, mobilise international action, work with the Africa Union and the United Nations with speed, which, for instance, in the case of the December 2013 flare-up in Juba brought warring parties to the table. ♦





# SECTION

# 1

## OBJECTIVE 1

The stories in this section illustrate the realisation of objective 1 of the Peace and Security Strategy of IGAD as supported by IPPSHAR. This objective aims **is to enhance the IGAD Conflict Early Warning and Response Mechanism (CEWARN) systems, so that there is an improvement in the quantity and quality of the information collected, in data analysis, and early response action.** The stories here show how the support to IGAD from IPPSHAR has built the efforts of CEWARN in collecting, analysing and disseminating early warning information. Of particular note, the support enabled CEWARN to add to its arsenal the Geographic Information System (GIS), which makes it easier to pinpoint areas of potential conflict. The enhancement of the Rapid Response Fund, as the stories indicate, has been pivotal to conflict prevention.

# **BEYOND THE CROSSROADS:**

## **Improving Early Warning Data Gathering and Analysis in the Horn**

ANTHONY LANGAT





**I**n the early days of February 2022, the Ngok and Twic tribes in South Sudan engaged in a vicious fight that lasted for two days. The two groups were clashing over the Aneet Market, a disputed area between Twic County in Warrap State and Abyei Administrative Area. By the time the guns went silent, 33 people had been killed, dozens were wounded and many had fled to safety.

The two communities were fighting over control of Aneet Market following a demarcation plan by the Abyei Administrative Area (AAA). The fighting saw part of the market torched by arsonists leading to loss of property, further aggravating poverty in the region.

IGAD's Conflict Early Warning and Response Mechanism (CEWARN) stated in its monthly update in February 2022 that 3,411 people had been displaced and another 20,000 people had been affected by the conflict in the county. Besides the Ngok-Twic conflict, there were attacks in Rumbek and Tonj counties in the same month. There was a clash between the Ruweng and the Jikany in Ru-

weng County. Young men from Pariang County of Ruweng Administrative Area had attacked Jikany clan members in Longlei village. The fighting led to 23 deaths and dozens more wounded. Meanwhile, in Kenya there were increased incidents of cattle rustling among the Pokot, Turkana, and the Tugen, while Somalia reported terror activities. Sudan was experiencing deadly anti-coup protests. In Ethiopia, intercommunal violence flared when Murle gunmen from South Sudan attacked Dimma refugee camp in the Gambella Region.

The conflicts in the region increased the expectations placed on CEWARN to provide early warning and response analyses for prevention of conflict, and initiation of peace and stability in the region. In order to deliver on this, CEWARN needed to collect quality information for analysis, which would guarantee effective early response action.

The 2018 partnership framework between IGAD and the European Union, IGAD Promoting Peace and Stability in the Horn of Africa Region (IPPSHAR), came at the right time.



# CEWARN

CEWARN - IGAD's Conflict Early Warning and Response Mechanism - was established in 2002 on the basis of a protocol signed by IGAD Member States. CEWARN is part of the African Peace and Security Architecture, through its working legal linkage with the African Union's continental early warning system. The principles of vertical coordination, subsidiary and coherence among others enshrined in the continental architecture inform the relationship between CEWARN and its regional and continental counterparts

One of its objectives was to support CEWARN in improving the quantity and quality of information it collected, its analysis, and the early response action. For Camlus Omogo, CEWARN's Director, the signing of the agreement between IGAD and the European Union was most timely. Established in the year 2002 following the signing of a protocol by IGAD member states, CEWARN sought to prevent violent conflict by using early warning and early response mechanisms. At its foundation CEWARN limited itself to cross-border pastoral conflicts. It would later expand its areas of focus to cover governance, security, economy, social and environmental factors affecting human security in the region. CEWARN has significantly helped to reduce conflicts along the Kenya-Uganda as well as Ethiopia-Kenya-Somalia borders. It is also credited with supporting local institutions in expanding their capabilities for conflict prevention, building a precious body of data and knowledge on violent conflicts along IGAD member states

borders and initiating response projects that entrench peace. The IPPSHAR programme enabled the CEWARN Mechanism to produce quality and quantity information in line with its mandate. It also supported activities such as training of field monitors, acquisition of Geographical Information System, undertaking conflict analysis and producing timely analyses.

The CEWARN Reporter is a web-based tool that enables CEWARN to track, categorise and analyse large volumes of conflict early warning data from IGAD's seven member states. According to Mr. Camlus Omogo, when IGAD increased its thematic focus by incorporating issues under governance, economy, social, environmental and security, the organisation had to expand the CEWARN Reporter to collect corresponding data. This was made possible under the IPPSHAR support framework.



PEACE, PROSPERITY AND REGIONAL INTEGRATION

## AREAS OF REPORTING FROM 2002-2012

Operations covered three cross-border areas referred to as clusters.



### DIKHIL CLUSTER

Cross border areas of **DJIBOUTI** and **ETHIOPIA**

### SOMALI CLUSTER

Cross-border areas of **ETHIOPIA, KENYA** and **SOMALIA**

### KARAMOJA CLUSTER

Cross-border areas of **ETHIOPIA, KENYA, SOUTH SUDAN** and **UGANDA**

“We updated the incident report module and the situation report module,” said Omogo. By expanding these modules on the CEWARN Reporter, field monitors are able to look at all the five sectors above, and the system can give a risk score of incidents based on what has been gathered by the field monitors.

In addition to the incident and the situation report modules, CEWARN also updated the integrated analytical module, which analyses information from incident and situation report modules, and provides a summary. The CEWARN Media Scanner is another tool that filters reports of conflict or peace initiatives every month based on news reports. Omogo said that the tool screens out any bias and helps the unit pick hard facts like what incident happened, where and who was the perpetrator. “It gives us the opportunity to make sense of the data as it is,” said Omogo.

Andrew Malinga, the Geographic Information System (GIS) Analyst at CEWARN noted that through support from the IPPSHAR framework, CEWARN was able to acquire the relevant hardware in order for them to get GIS systems. “Through IPPSHAR we were able to get a very convenient platform which uses one hardware, a Windows server and a software which allows users to access it through their allocated accounts,” Malinga said. He added that CEWARN also trained eight field monitors in each of the seven member states on the use of the GIS platform.

## CEWARN RECEIVES AND SHARES INFORMATION CONCERNING

1. Potentially violent conflicts as well as their outbreak and escalation in the IGAD region;
2. Undertake and share analyses of that information;
3. Develop case scenarios and formulate options for response; and
4. Share and communicate information analyses and response options.

Today CEWARN has the ability to geolocate conflicts. Each analysis product from the unit can be furnished with a map that pinpoints the exact location of a conflict.

“With geolocation of conflicts, we are able to do an analysis of conflict in relation to the physical geographic features within the proximity of the



PEACE, PROSPERITY AND REGIONAL INTEGRATION

## CONFLICT TYPOLOGIES COVERED BY CEWARN

Early Warning & Response Work Organized Under FIVE SECTORS

These typologies were synthesized from 60 Priority Conflict Themes identified in national consultations held across the Seven IGAD Member States in 2012.

WWW.IGAD.INT





geolocated conflicts. This is particularly relevant for natural resource-based conflicts which are common in the region,” said Malinga.

Malinga’s unit develops an annual Conflict Atlas that contains a series of maps that geolocate conflict incidents recorded within a span of a year. The most recent one is the 2022 Atlas.

In addition, using field data stored in the CEWARN Reporter and GIS tools, CEWARN produces analytical products. These include weekly and monthly updates, monthly statistical reports, and quarterly national analytic reports produced by the National Research Institutes in the Member States.

In order to provide more strategic foresight around human security trends in the region, CEWARN also regularly engages in national and regional conflict profiling and scenario building exercises. The insights gained from these exercises form the basis of engagement and CEWARN’s response advocacy with high-level decision makers.

Additionally, the unit has also undertaken an audience survey to determine how analytic products should be packaged in a way that suits a broad spectrum of audiences and decision-makers.

Prior to IPPSHAR, these products were unavailable, which made it difficult for CEWARN to deliver on its mandate. Omogo said that 2018 was

a period of transition from the old data collection architecture to a new one. While the old one focused on cross-border conflicts, particularly the pastoral-related ones, the new architecture brought in other conflict types within the newly identified five sectors. However, funding had been the main problem hindering effective implementation of CEWARN’s mandate.

“We were at a point of starting to test the system and operationalise but there was no funding,” said Omogo. There was no GIS platform and the unit had a temporary arrangement on subscription basis, which was dependent on project funding. This means that it would be interrupted, especially if the project was in phases and the budgetary allocation had stopped, according to Malinga.” CEWARN was at a crossroads,” said Omogo. The signing of the agreement with the EU, according to Omogo, unlocked this stalemate.

With IPPSHAR in place, all these initiatives were streamlined. Today the mechanism produces quality information on conflicts in the region.

“Quality is an ongoing conversation and with every step we make, we try to sharpen the quality of our analytical reports. We believe that with the support we have received, we have been able to move from one point to the next,” said Omogo. ♦



# **THE POWER TO RESPOND:**

**How the Rapid Respond  
Fund Helps Communities  
Prevent Conflict**

ANTHONY LANGAT



**T**he two and a half-hour drive to Murang'a Town is scenic. On exiting the Nairobi-Nyeri Highway, the road meanders around lush green hills nourished by the short rains falling in the area. November is a wet month in Central Kenya.

It was the first time that Tibebu Kifle, a Response and Grants Officer at IGAD's Conflict Early Warning and Response Mechanism (CEWARN), had visited the area. He was struck by the beauty. It was hard for him to reconcile the area's beauty and his mission in the area. Yet, under the lull of the sleepy town lay the menace of gang activity. He was in Murang'a to monitor progress on a CEWARN-funded response to the gang's activity.

Formed in the 1980s, the Mungiki sect grew from Central Kenya and spread to Nairobi and other towns across the country. The sect's activities were visible in the 2002 elections. However, it was in the 2007 elections, when Kenya experienced the biggest eruption of violence around elections in its history that the significance of the group's activities came to the limelight. During the 2007 post-election violence an estimated 1,200 people were killed and thousands displaced. Mungiki was considered in-

strumental in the violence in Nairobi and several parts of the Rift Valley.

Consequently, Mungiki and other militias were banned. Still, fear that the group might resurface in subsequent election cycles lingered. The general elections of 2022 were no different. As the elections approached, media reports, including those by the *Africa Report*, *The Washington Post* and others, suggested that Mungiki could have been regrouping. If that were the case, the situation needed to be addressed early or it would pose a threat to peaceful conduct of the elections.

### **“Mungiki had to be stopped”**

When CEWARN called for funding proposals under its Rapid Response Fund (RRF), one of the proposals that were received was aimed at addressing the Mungiki menace at its source: Murang'a County, Kenya. Of the 67 proposals received from across the region, the proposal on Mungiki and 28 others from the IGAD region were successful and many of them have since completed their work, courtesy of the IGAD Promotion of Peace and Stability in the Horn of Africa Region (IPPSHAR) programme that was launched in 2018. IPPSHAR is a collaboration



between IGAD and the European Union to support IGAD’s peace and stability interventions. The European Union is currently the principal donor of the Rapid Response Fund through IPPSHAR.

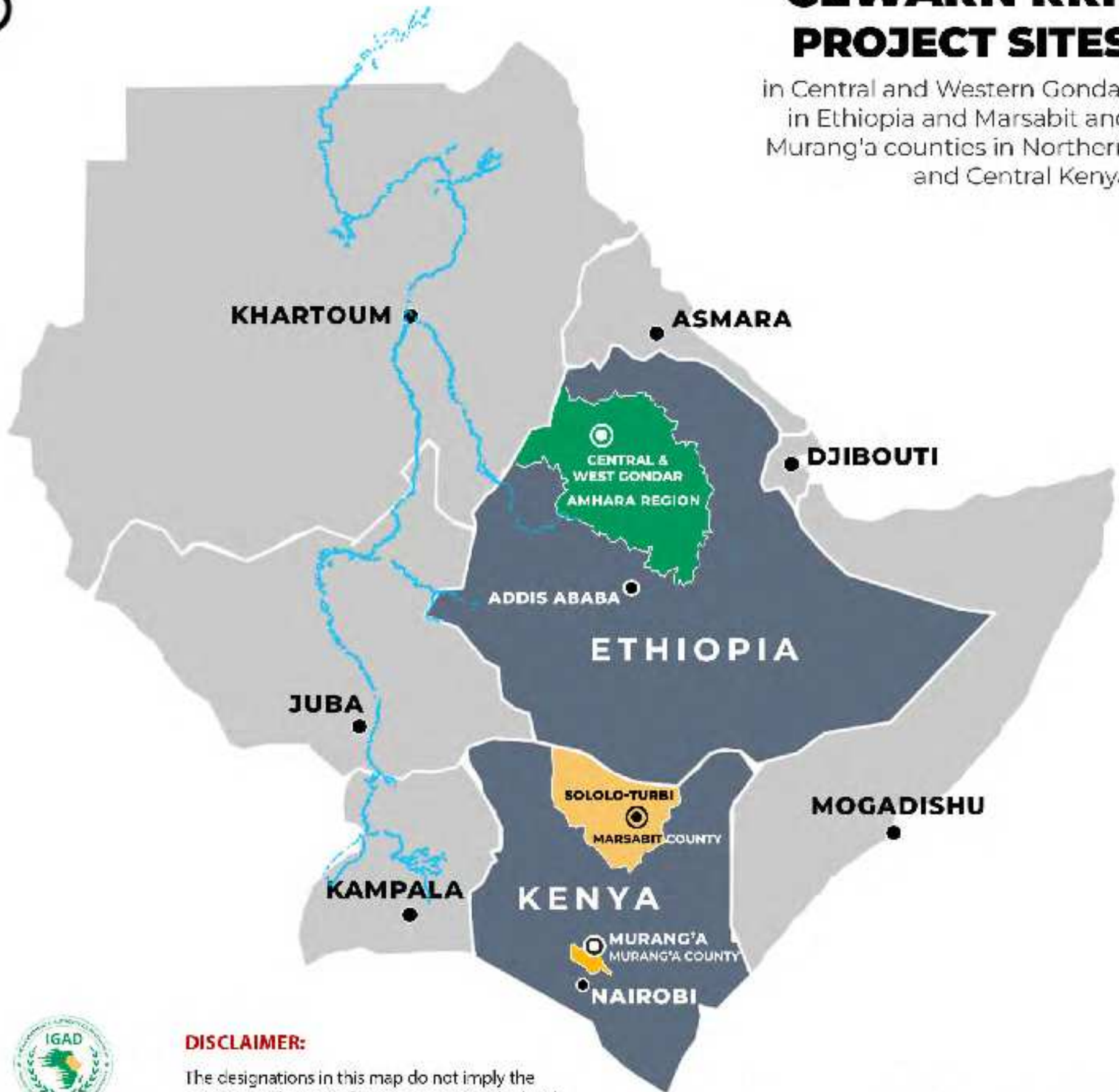
Established in 2009, the RRF is a multi-donor basket fund that enables the CEWARN mechanism to have the financial capacity to mitigate violent conflicts in the IGAD region. The mechanism sought to provide regular, modest, support for community-led peace initiatives.

In Murang’a, the County Peace Committee implemented an RRF-funded project, which involved convening peace and security dialogues that brought together various stakeholders and groups including security agencies, peace actors, operators of public service vehicles and motorbike taxis, persons with disabilities, religious leaders, women and youth. Additionally, their activities included seeking commitment and support from political leaders, sensitising the youth against illegal groups and gangs like Mungiki and promoting a peaceful general election.



## CEWARN RRF PROJECT SITES

in Central and Western Gondar in Ethiopia and Marsabit and Murang'a counties in Northern and Central Kenya



**DISCLAIMER:**

The designations in this map do not imply the opinion on the part of IGAD concerning the legal status of any country, or the delineation of its frontiers or boundaries.





Officials of the County Peace Committee, which carried out the project, received CEWARN's monitoring and evaluation team in Murang'a and showcased the project. Mungiki's activities, as Kifle noted, included levying illegal taxes on traders, controlling public transportation including buses and motorbikes, while allegedly receiving protection from the police.

Kifle said that when he heard of what the gang was capable of, he was full of praise for the project undertaken by the Murang'a NGO and what it had done to avert disaster during the elections.

"Mungiki had to be stopped," says Kifle. "When I saw the project proposal and what they have done, I was really impressed. In fact, I asked the group to apply for another grant because one intervention would not solve such a problem. It would be difficult to have a lasting impact with only one intervention."

## Northern Ethiopia

Yacob Chaka, a Response Coordinator at CEWARN, tells of the Amhara-Qemant conflict in Northern Ethiopia. As of February 2019, reports indicated that close to 56,000 people had been displaced following a spike in the conflict across the Central and West Gondar zones of the Amhara region.

"They were not seeing eye-to-eye," says Chaka. "But after our intervention, we had training for community members including youth, elders and women, which helped them with conflict resolution skills and to cultivate peaceful coexistence. They are now talking to each other and those that had left the area are coming back."

An RRF-funded project implemented by the Eparchy of Bahir Dar Dessie Catholic Secretariat (EBDCS) in the Central and West Gondar zones sought to build peace and prevent further conflicts. The project was implemented between August and December 2022. Its main activities included the creation of awareness on the importance of peace and the significance of traditional conflict resolution mechanism. The project also trained religious leaders, government officers, women and youth representatives on early detection and resolution of conflicts.

In January 2023, it was reported that thanks to the project, 450 illegal armed groups were in the process of rejoining the community. This was preceded by reconciliation efforts and discussions involving government bodies. The project worked on conflict prevention through peace dialogue, trauma healing, prevention of revenge prevention and all peace promoting mechanisms in the affected areas, which we have done by these in two sites.

## Borana-Gabra Conflict

In Marsabit County of Kenya, a conflict between the Borana and the Gabra simmered around the same time. PACIDA (Pastoralist Community Initiative and Development Assistance), a local NGO based in Marsabit, proposed to address the runaway security problem in the area. Adano Salesa, a project officer for PACIDA painted a grim picture of the situation that informed their application for funding.

He spoke of deaths due to attacks and counter-attacks between the Borana and the Gabra with people fleeing from their settlements in the Turbi area. While the two communities used to share grazing fields and watering points for their livestock, the conflict disrupted their coexistence. To address the situation, PACIDA set up security committees in Marsabit, which brought together representatives of the two communities, government officials and development partners.

Numerous peace meetings were held in Turbi, Sololo and other parts of the county. By the time the project came to an end, the communities were resettling into their homes and sharing resources again.

"From what we are hearing from the local peace committees and the beneficiaries of the project, they are telling us that their people have already started going back to their homes," said a PACIDA official.



## Rapid Response Fund

The RRF aims to provide the mechanism with the flexibility to support communal peace initiatives in order to forestall and mitigate conflicts in the member states. Its projects range from support to Conflict Prevention, Management and Resolution (CPMR) projects initiated at the local level to building institutional capacity of national and provincial peace structures in member states. A majority of the projects supported through the RRF involve dialogue and reconciliation efforts.

“The RRF’s design also allows flexibility to speedily appraise emergency grant proposals and dispense funds to cater [for] crises that require prompt response,” said Chaka.

By the end of 2022, IPPSHAR had enabled the RRF to support 29 regular projects and 17 emergency projects in the IGAD region.

“These projects have diffused numerous conflicts by bringing communities in conflict together to discuss and solve their issues,” Chaka says. He adds that the RRF has also supported a number of projects that strengthen the capacity of peace structures to effectively address conflicts in member states.

Chaka said that the IPPSHAR programme was timely, given the levels of donor fatigue and Covid 19 pandemic which stifled funding for projects like the RRF.

“It came at an important time and helped us to proactively respond to conflict situations in the member states,” he said. ♦



### PREVENTION

De-escalate or resolve violent conflicts. Its scope covers three main types of intervention



**Support to Conflict Prevention Management and Resolution (CPMR) Projects Initiated at the Local Level**



**Capacity Building to peace Structures: At local, sub-national and national levels.**



**Technical Studies and Applied Research**



### ALLOCATION OF FUNDS

Allocation of funds is strictly project-based and only non-commercial organizations (**Government, NGOs, CSOs**) are eligible for funding

#### URGENT PROJECTS

Must obtain approval for funding by **CEWARN Director**



#### REGULAR PROJECTS



Must obtain approval for funding by the **RRF Steering Committee** after considering the analysis & recommendation of the respective **CEWERU**



Must obtain approval for funding on the basis of an **EXTERNAL** Technical evaluation





# SECTION

# 2

## OBJECTIVE 2

The second objective, to enable IGAD and national governments in the region to predict, prevent, and address transnational security threats. The following stories show the ways in which support from IPPSHAR has bolstered efforts to confront Existing, Evolving and Emerging Transnational Security Threats (EEE-TSTs). These stories follow the work done under the IGAD-SSP and ICEPCVE, and provide in-depth analysis of what is, by its nature, a complex challenge and response. Support from IPPSHAR enabled the meeting of this objective through collaborations, legislation, and training of security personnel.

# **INSECURITY BEYOND BORDERS:**

**IGAD Security Sector Programme Equips  
Member States with Tools to Tackle  
Transnational Security Threats**

ELIUD KIBII AND DAVID KAIZA



**A**t midday local time in Nairobi, on 21st of September 2013, rapid gunfire and hand grenade explosions shattered the peaceful Saturday air of Westlands and set off waves of violence that still sweep through East Africa.

Local and international media turned attention to this prosperous neighborhood of Nairobi. For the four days that the Westgate Mall was under siege, 71 people were killed – 62 of them civilians, 5 Kenyan soldiers and the 4 attackers.

The attack was neither the first nor the last time attacks planned in one country were carried out in another. Less than a year later, on June 15, 16 and 17 2014, an attack on Mpeketoni in northeastern Kenya left about 60 people dead; the Garissa University attack of April 2, 2015 claimed 148 lives; in Somalia, the frequency of attacks increased; the occurrence of piracy on international shipping vessels in the Gulf of Aden and off the Coast of Somalia had magnified the unflattering image of instability in the region.



## IGAD Security Sector Programme's Contribution

What the media did not focus on, was that the solution to the crises facing the Horn of Africa had been created already, three decades before. The creation of the Intergovernmental Authority on Development (IGAD) had, among others, been informed by the fact that transnational security threats could not be tackled by one country alone.

Among the many programmes of IGAD was the IGAD- Security Sector Program (IGAD-SSP). The Director of IGAD-SSP, Commander Abebe Muluneh, says the programme has supported, for instance, the National Criminal Information Systems of Member States to strengthen criminal information exchange among them in dealing with the transnational security challenges.

"We have done a comprehensive assessment of transnational security threats as well as national assessment of resources and assets to be used at regional level to counter threats," Commander Muluneh says. "We have also commissioned a needs assessment on criminal justice capacity, which has since been concluded and validated by the IGAD Member States." Besides, the office assessed the trends and dynamics of International Terrorist Networks, such as Da'esh in the IGAD region, which was subsequently validated by IGAD Member States.

IGAD-SSP was given the responsibility of tackling a raft of concerns about how the region's security apparatus was conceived, consolidated and executed. It set to work on three broad and complementary strategic objectives to address the Emerging, Evolving, and Existing Transnational Security Threats (EEE-TSTs):

1. Enhance regional cooperation and coordination;
2. Strengthen the Member States' and IGAD institutional and human capacity; and

## IGAD SSP

IGAD Security Sector Program (IGAD SSP) was established in 2011 as a specialised programme to realise the peace and security strategy of the IGAD region, by addressing Transnational Security Threats (TSTs). Hence, its overall objective is to promote and strengthen regional and national capacities to better predict, prevent and counter TSTs, and so doing, help in the realisation of regional peace and stability in the IGAD region. As such, its effort is to assist IGAD Member States to fight Existing, Evolving, and Emerging TSTs (EEE-TSTs).

In this role, IGAD SSP has worked with Member States to: Implement regional and international legal instruments through the promotion of the various respective frameworks within the context of the IGAD region; facilitate the drafting and adoption of various regional and international frameworks that help in mitigating security threats at the regional level and within Member States. Among these instruments, key efforts in the drafting and signing of the IGAD Conventions on Mutual Legal Assistance (MLA) and Extradition, which aim to provide a regional legal instrument for the Member States for proper coordination and cooperation.

3. Promote the ratification and accession of regional and international legal instruments.

The 2018 partnership framework between IGAD and the European Union - that gave birth to IGAD Promoting Peace and Stability in the Horn of Africa Region (IPPSHAR) mechanism- provided substantive support to ISSP's initiatives in fulfillment of these objectives.

A mid-term review, published in a study titled IGAD-SSP Impact Assessment Report on: Previous Interventions in all Member States including Inventories of Rendered Capacity Development



Tasks and Achievements in 2022 (<https://www.igadssp.org/index.php/documentation/7-final-impact-assessment-of-issp-interventions-web>), showed that the efforts of IGAD under IPPSHAR support had made considerable achievements. Interviews conducted with IGAD Member State officials revealed high levels of satisfaction with the intervention. It found that IGAD-SSP had succeeded in getting Member States to fix legal and institutional gaps and thereby mitigate transnational security threats.

The four components in which these successes have been registered are: tackling Transnational Organised Crime; Maritime Security; Counter-terrorism; and Security Institutions Capacity Building. What the threats and crises revealed was the importance of joint, regional focus on cross-border and maritime security; legal instruments; close coordination of the security infrastructure; the importance of community programmes; and the urgent need to address climate and environmental crises, which underlay the disaffection

## Existing, Emerging and Evolving Transnational Threats

With its roots going back to 1986, IGAD had been formed in another era, to focus on such localised crises as drought and desertification and pastoralist conflicts among others. While these remain important concerns, the dynamic nature of global and regional crises created new layers of threats. As the examples given here show, the attacks on Westgate and Mpeketoni, as well as the emergent pirate attacks on the high seas, had not been the case at the time IGAD was created. Thus, IGAD, like many other international bodies, had to retool its capacity to respond.

### IGAD SSP Broad strategic objectives:

1. Strengthen cross-border law enforcement and criminal justice cooperation and coordination to address transnational threats;
2. Strengthen the member states' and IGAD institutional and human capacity to resist EEE-TSTS; and
3. Promote the adoption of regional legal instruments to address EEE-TSTS in a very comprehensive manner.

driving insecurity. In response to the gaps the attacks exposed, IGAD, through regional and national engagements, addressed the shortcomings by supporting the efforts of Member States through capacity building, developing strategies, policies and response mechanisms that have helped the region to tackle transnational security threats in a proactive fashion, which has contributed to shift the narrative on regional security.

Starting its work in 2018, the IPPSHAR mechanism enabled IGAD-SSP to implement a number of responses in the seven Member States. It looked at cross-border systems, infrastructures for cooperation and coordination; regional cooperation and coordination for countering transnational security threats; and the development of capacity of relevant institutions that tackle existing, evolving and emerging transnational threats. IGAD-SSP was able to carry out training on countering terrorism and violent extremism reforms in the justice and security sectors.



## Supporting Cross-border Law Enforcement

*Strengthen cross-border law enforcement and criminal justice cooperation and coordination to address transnational security threats*

Under this objective, the IGAD-SSP intervention forged collaboration between different agencies across borders in tackling transnational threats. IGAD-SSP scrutinised weaknesses in legal frameworks and operational challenges of cross-border frameworks.

Working with Member States, it is currently at the final stages of creating a regional cooperation and coordination mechanism to address serious transnational security threats including cross-border organised crime.

ISSP's efforts so far included encouraging Member States to adopt and ratify international conventions on border security. Amongst these were: the ratification of the Anti-Money Laundering and Countering the Financing of Terrorism (AML/CFT); treaties for the Suppression of Financing of Terrorists; and the UN Global Counter-Terrorism Strategy. It also promoted the ratification and implementation of the IGAD Mutual Legal Assistance and Extraditions Conventions. The IGAD-SSP intervention also enabled states to establish initiatives like the implementation of the Djibouti Code of Conduct, a regional counter piracy instrument, and a regional Maritime Security Strategy.

As the report notes, "IGAD-SSP supported the establishment of National Criminal Information and Intelligence Systems (CIS), which was undertaken to identify strengths, opportunities, gaps and limitations in order to establish a regional harmonised CIS."

A draft final statute was drawn up for the establishment of a regional cooperation and coordi-

### IGAD SSP'S Contribution to Creating Normative Frameworks, Laws and Platforms

1. The creation of the The IGAD Centre of Excellence for Preventing and Countering Violent Extremism (ICEPCVE)
2. The IGAD Convention on Extradition and Mutual Legal Assistance
3. Worked with Member States in creating a regional platform to improve collaborative efforts for prevention of crimes
4. IGAD-SSP urged member states to improve border security, ratify the Anti-Money Laundering/Extradition treaties, UNTOC, IGAD MLA and Extraditions and Convention for the Suppression of Financing Terror
5. Facilitated exchange information among security organs
6. Carried out capacity building trainings in the justice and judiciary sectors
7. IGAD-SSP intervention enabled states to implement the Djibouti Code of Conduct, a regional counter piracy instrument, and a regional Maritime Security Strategy
8. A draft final statute was drawn up for the establishment of a regional cooperation and coordination mechanism that facilitates the sharing of Criminal Information and intelligence System (CIS) as well as a Centre for Co-operation and Coordination on Existing, Evolving and Emerging Transnational Security Threats

nation mechanism that facilitates the sharing of Criminal Information and intelligence System (CIS) as well as a Centre for Cooperation and Coordination on Existing, Evolving and Emerging Transnational Security Threats.

Frameworks created under this objective, particularly the IGAD Convention on Extradition and Mutual Legal Assistance, have been well-received and seen as effective in countering transnational threats in the IGAD region.

## Institutional Capacity Building for Member States

*Strengthening the Member States and IGAD institutional and human capacity to resist EEE-TSTS*

Under this objective, the IGAD-SSP intervention was seen as having increased the capacity of Member States to counter transnational threats, especially in regards to rule of law and human rights in dealing with organised crime and terrorism.

According to the impact assessment report, IGAD-SSP realised that tackling the transnational security threats required training to improve the capacity of national institutions. In addition, while addressing the Emerging, Evolving, and Existing Transnational Security Threats (EEE-TSTs) such as terrorism, violent extremism and other forms of serious transnational organised crimes, it also became imperative that security personnel be trained on human rights. This went hand-in-hand with facilitation of community involvement in tackling these threats.

IGAD-SSP carried out national and regional assessments to “guide and ensure appropriate interventions”. Among these were: capacity assessment among security institutions, regional assessment and mapping of radicalisation and violent extremism; mapping and analysing cross-border security threats and criminal networks; and regional comprehensive transnational security threats and vulnerability assessments. These identified major organised criminal activities across the region:

These are numerous and range from human trafficking and smuggling, drug trafficking, money laundering, cybercrime, corruption, proliferation of weapons of mass destruction, to crimes related to counterfeiting and intellectual property rights, to name some of them.

Not all Member States face the same challenges, or not to the same degree. For example, studies showed that for South Sudan, security and access to justice were a priority, where what is described as the ‘capacity challenge’ of law enforcement led to the proliferation of armed community defense

groups. As such, supporting judicial reforms in the young nation was a priority for the programme. In another example, the nature of threats on the ground in Somalia showed the need for a differentiated response. Training was held on human rights and counterterrorism; on the Rabat good practices in Counter Terrorism, Integrated Border Management (IBM); maritime domain awareness and intelligence; criminal intelligence analysis; concepts and investigation techniques of cyber-crime; and detecting, investigating and prosecuting money laundering, financing of terrorism and asset recovery.

Another example of national variation is Sudan. The report notes that the country, now faced with an armed conflict, is bordered by countries that are either caught up in internal conflicts or dealing with threats from established criminal networks. Hence, cross-border threats are a risk to the country. It notes that in the country, “border communities are vulnerable and marginalised and domains where security threats often emerge, there is a real lack of education, lack of clinics and rural hospitals, inability to cultivate their lands due to poverty, absence of help from the authorities and low income levels.” Such a situation favours recruitment into crime and terrorist groups. As such, IGAD-SSP encouraged legislative changes in Sudan, including the amendment of the law of Anti-Money Laundering and Anti-Terrorism Financing and the law of combating Illegal Immigration.

“Other security institution Acts (the Police, Security and Sudan Armed Forces) are amended according to the African Union Security Sector Reform framework. During IGAD SSP interventions, many joint activities were conducted with participation from civil society,” the report notes. It further states that a good sign of the IGAD-SSP intervention has been receptivity from encouragement by the country’s authorities to establish the Sudan National Commission for Counter-Terrorism (SNCCT) that comprises all the relative stakeholders. Accordingly, 75% of respondents surveyed believed that there was acceptable coordination between the stakeholders, although cooperation was still needed.

As a result of training human capacity, more than 3000 personnel across the region have been trained by IGAD-SSP.



## Support in Adoption of Regional and International Legal Frameworks

IGAD Member States have signed numerous international conventions relating to countering terrorism, transnational organised crime and other forms of transnational security threats. As mentioned above, IGAD-SSP sensitised Member States on legal frameworks available regionally and internationally. IGAD-SSP carried out an identification of the status of ratification and domestication of international treaties addressing transnational threats.

According to the report, “there was general consensus that IGAD-SSP contributed to building human capacity and countering serious transnational organised crimes, terrorism and violent extremism. Governments have attained the necessary capacity to counter terrorism and have enacted progressive laws, which have resulted in better multi-stakeholder cooperation and successful prosecution of terrorism and other transnational organised crime cases”.

However, the report found a patchwork of progress, with some Member States ratifying some conventions and others not. Justice sector reforms are seen as pivotal in the fight against transnational security threats. In the assessment, improvements in justice and judiciary and law enforcement across all the Member States were also attributed to the intervention by IGAD-SSP. This is a very important point to consider. According to the report, reforms in the justice framework, by which proper procedures are applied, cuts off the oxygen of radicalisation by establishing state actors as just and fair when they apply proper arrest procedures and treatment of detainees.

*Promote the Adoption of Regional and International Legal Instruments to Address EEE-TSTS in a Very Comprehensive Manner*

As already illustrated above, variations in national systems and needs mean that IGAD-SSP interventions also vary from country to country. Some Member States have ratified some conventions while others are in the process of doing so. The challenges of South Sudan, as a new state, means its needs are greater. The degree of security challenges in Somalia means that the respondents viewed changes brought by IGAD-SSP as insufficient, although the human capacity building efforts were either the same, or greater, than in the other Member States.

As laid out in the report, a significant percentage of respondents were highly satisfied with the interventions of IGAD-SSP. High levels of satisfaction with the work of the unit were registered in such areas as national and regional cooperation, exchange of information, and ratification of the Anti-Money Laundering/Extradition convention. In the case of Djibouti, respondents pointed out the intervention of IGAD-SSP as the driver of the country's ratification of the convention.

The work of IGAD-SSP has percolated below the level of the Member States and institutions, and settled on the ground, where it has worked with local communities in communication, mobilisation, community policing, and working with Imams, to offer messages that counter radicalisation.

As the report says, “... radicalisation is one of the major processes of enrolling young people into terrorism and violent extremism. As such, through various activities in the country, IGAD-SSP interventions have enabled communities

to prevent such occurrences to avoid cases of violent extremism. In the same stride, some of the respondents argued that enhancing human capacity allows individuals not to be involved (sic) in activities that may jeopardise a peaceful situation for temporary and illusionary goals”.

The report points out the benefits of the collaborative approach: “Sharing best practices with security counterparts and partners with more experience with, and advancing technologies on specific threats helps improve security especially cross-border threats, and radicalisation and terrorism.”

## Skilling

The training offered by IGAD-SSP has been instrumental in equipping communities, security personnel, youth, leaders and other partners on a range of issues. These include the use of social media, youth empowerment, border security, the role of media, terrorism law and practice. Others are the promotion of international instruments, formulating justice and security sector reforms, Border Security and Traveler Identification System on the Aviation Domain, investigating and prosecuting cybercrime, women’s rights, counter radicalisation, disengagement and reintegration (in Somalia).

The purpose of the training has been to, among others, enhance the capacities of government officials; promote legal instruments and uphold rule of law in fighting terrorism; strengthen capabilities, skills and knowledge of institutions; highlight the role of women in countering violence; and assess gaps in security capabilities.

Member States have been urged to adopt what are called Standard Operating Procedures (SOPs) in professionalising the justice and criminal sectors.

For instance, IGAD-SSP has trained personnel on Arrest Procedures and Treatment of Detainees, where the law requires arrest warrants, demands that a person should not be detained beyond 48 hours without an examining magistrate’s formal charge. While this may not always be the case, as in remote areas, equipping security personnel with such knowledge is important in winning legitimacy for states in the eyes of communities.

## Kenyan and Ethiopian Examples

In Kenya, for example, the intervention by IGAD-SSP, led to the creation of a Coast Guard. Says the report, “IGAD-SSP’s interventions to develop and synchronise policy on mutual defense and security cooperation at sea facilitated the building of Kenya’s maritime security infrastructure such as joint maritime security committees and the establishment of Kenya Coast Guard Service (KCGS) to enforce the laws against transnational organised crimes in the country’s territorial waters.”

This was crucial in the reduction of criminal activities on the seas. Maritime security is of great concern internationally as the waters off the coast of East Africa are pivotal in global shipment of goods. The reduction of piracy in the Gulf of Aden and on the Somali coast is worthy of note as a result of IGAD-SSP work. But the matter is much deeper.

Gaps within maritime security had enabled the smuggling of small arms into the region given the proximity to volatility and conflict epicenter in the Middle East. It had also left the waters open for illegal fishing, which threatens fisheries resources, and contributes to human smuggling and dumping of toxic waste. Besides security, competition for scarce fisheries resources was thought by experts to be one of the key grievances that drove poverty, an underlying factor in radicalisation.



In Ethiopia, according to the report, transnational organised crimes affecting Ethiopia include drug trafficking, trafficking in persons, trafficking in small arms and light weapons, money laundering, contraband trade, commercial cattle rustling, and cybercrimes. It is pointed out that because it has the largest airline network in Africa, Bole International Airport in Addis Ababa is a major conduit of illicit drug trafficking (heroin, cocaine, and cannabis). It is also reported that “there is a challenge in the enforcement of trafficking in persons and smuggling of migrants as Ethiopia is considered a source, transit, and to a lesser extent destination country of irregular migration and human trafficking.”

Other reported challenges are increased risks of illicit financial flows (money laundering and terrorist financing), tax evasion, and international bribery. The high import tariffs the country imposes is also pointed out as encouraging customs fraud and trade-based money laundering, while a significant informal, cash-based economy, and transfer services like hawala, adds to the risk.

In a direct response, the IGAD-SSP carried out a number of training workshops on including an Advanced Training on Investigating and Prosecuting Money Laundering; Financing of Terrorism and Asset Recovery; and Regional Training on Criminal Intelligence Analysis. It also carried out training on how to disrupt the financing of criminal networks responsible for human smuggling and trafficking. The topics covered in the training ranged from financial crimes; financial intelligence production; asset tracing; data analysis; how to prevent, detect, identify and investigate; prosecution, conviction and confiscation to regulatory standards.

This was a fairly robust and country-specific response. The result was positive for Ethiopia. The country was declared fully compliant with the Financial Action Task Force (FATF). It was accepted by the Eastern and Southern Africa Anti-Money Laundering Group (ESAMLG) as a member. The

Anti-Money Laundering/Countering the Financing of Terrorism (AML/CFT) removed it from its monitoring status. In 2019, it joined the Egmont Group of FIUs and was removed from FATF’s compliance process.

Says the report, “Member States have signed a number of international conventions relating to countering terrorism, transnational organised crime and those that apply to maritime security and have domesticated the same. They are also sensitised on the available legal frameworks at the national, regional and international levels.”

However, respondents to the survey highlighted some persistent challenges. Often, security personnel who had undergone training were transferred or promoted, leaving a vacuum. Lack of adequate resources meant that training sessions could be short. Changing dynamics in crime means that training will have to keep changing to keep ahead of criminals and their networks. However, the survey saw high approval ratings for the mechanism. In Djibouti 60%, Uganda 85%, Kenya and Sudan each, 70% of respondents thought that IGAD-SSP intervention had greatly enhanced the human capacity to tackle transnational threats.

The interventions of IGAD-SSP have seen important changes in how the security apparatus of Member States’ operate, the status of their legal instruments, adoption of international best-practices and ratification of conventions. These have contributed to better responses to transnational security threats through promotion of legal frameworks, enhancing the capacity of security and judicial institutions, and enhancing the regional cooperation and coordination in addressing gaps in responses to these threats.

Overall, support through the IPPSHAR framework has made significant contributions to IGAD SSP’s work with Member States in addressing the Emerging, Evolving, and Existing Transnational Security Threats (EEE-TSTs). ♦



# **WEBS, TRAILS AND MESSAGING**

**IGAD Counters Violent Extremism  
in the Horn of Africa Region**

ELIUD KIBII





**I**nvestigations into the 19 January 2019 attack on the Dusit D2 hotel in Nairobi illustrated the complex ways in which what is known as radicalisation of young minds works. The investigations found that it took a web spanning Kenya, Somalia and Uganda to carry out the single attack.

The attack on the hotel led to the death of 21 civilians. A year later, a 22nd victim died of injuries sustained during the attack. All five terrorists involved in the attack were killed. As the investigations into the Dusit D2 attack unfolded, the number of places from which the attackers were radicalised expanded, including, among others, Isiolo, in northern Kenya, Mombasa, Lamu, Kwale, and Kampala, in Uganda. Soon

enough, if not predictably, the trail of the attackers and planners led to Somalia, from where the Al Shabaab group claimed responsibility for the attack.

The involvement of many cities underscored the relevance of the strategy adopted by the IGAD Centre of Excellence for Preventing and Countering Violent Extremism (ICEPCVE), of engaging communities in countering the ideology of violent extremism. Support from IPPSHAR has enabled the drive to counter violent extremism reach a wider catchment area. As such, the Centre continues to develop and strengthen civil society networks in preventing and countering violent extremism in Djibouti, Ethiopia, Kenya, South Sudan, Sudan, Somalia and Uganda.



## Mapping Networks of Countering Violent Extremism in the Horn of Africa

The ICEPCVE Director Dr. Simon Nyambura says the Centre has built a good network of youth and civil society groups including women, media practitioners, religious leaders and researchers over the years. It has been closely collaborating with these stakeholders on leveraging strategic communications and alternative messaging to prevent and counter violent extremism. The objectives of the community outreach programmes that ICEPCVE manages are to mobilise regional Civil Society Organization (CSO) networks; promote existing networks within and beyond the IGAD member states; promote education on the nature and risks of violent extremism; partner with governments in addressing the drivers of violent extremism; and support the development of alternative channels for non-violent conflict resolution.

### Defining the Problem

In its Regional Strategy for Preventing and Countering Violent Extremism, ICEPCVE draws a distinction between terrorism and violent extremism, terms that are often conflated:

“Violent extremism defies a single definition. [The] strategy, while defining violent extremism as a phenomenon that refers to the beliefs and actions of people who support or use violence to achieve ideological, religious or political goals, also underscores that the new focus on violent extremism is primarily a strategy that involves a set of policies and actions designed to neutralise the efforts by extremists to radicalise and recruit followers to violence.”

As such, the strategy notes that while counter-terrorism prioritises a ‘hard’ approach, counter-violent extremism relies on a ‘soft’ power approach. Since its inception in 2016, the Centre has remained committed to enhancing soft power capabilities of state and non-state actors by advocating non-coercive actions and programmes, which address the underlying causes of radicalisation into violent extremism.

## ICEPCVE

The IGAD Centre of Excellence for Preventing and Countering Violent Extremism (ICEPCVE), was established in 2016 to promote, by sharing, good practices and lessons learnt from initiatives to prevent and counter violent extremism in the IGAD region, and to bring together state and non-state actors involved in P/CVE work to ensure an inclusive and holistic approach.

1. IGAD is the first Regional Economic Community (REC) in Africa to develop and validate a P/CVE strategy;
2. ICEPCVE has built a vibrant regional network of civil society organisations, youth, women, researchers, teachers, religious leaders and media practitioners across the IGAD region; and
3. The only P/CVE Centre on the African continent dedicated to the development and dissemination of alternative and counter narratives.

### Changing Young Minds

Ali Salim Gichunge, 24, was the son of a Kenya Defence Forces sergeant from Isiolo County, Kenya. He is believed to have been radicalised between 2015 and 2016 after completing his secondary education. During that period, Isiolo was in the limelight over increased radicalisation and recruitment of youth into extremist groups. The county was listed as one of Al-Shabaab’s recruiting grounds in Kenya.

In 2016 alone, authorities confirmed that more than 20 youth from Isiolo had joined Al-Shabaab. Investigations showed Gichunge left Isiolo for Mombasa in 2016 later went to Lamu in 2017. In 2016, Ali Salim Gichunge had lived in Kampala, where he was further radicalised. He also lived in Kiambu and Nyeri counties in Kenya. It is suspected that he crossed from Lamu into Somalia. He would, however, during the period, fall in love with Violet Kemunto, a graduate in Journalism and Public Relations from Masinde

Muliro University of Science and Technology. Kemunto had converted to Islam, been radicalised and would refer to herself as “Äl Shabaab Bride” on her WhatsApp profile.

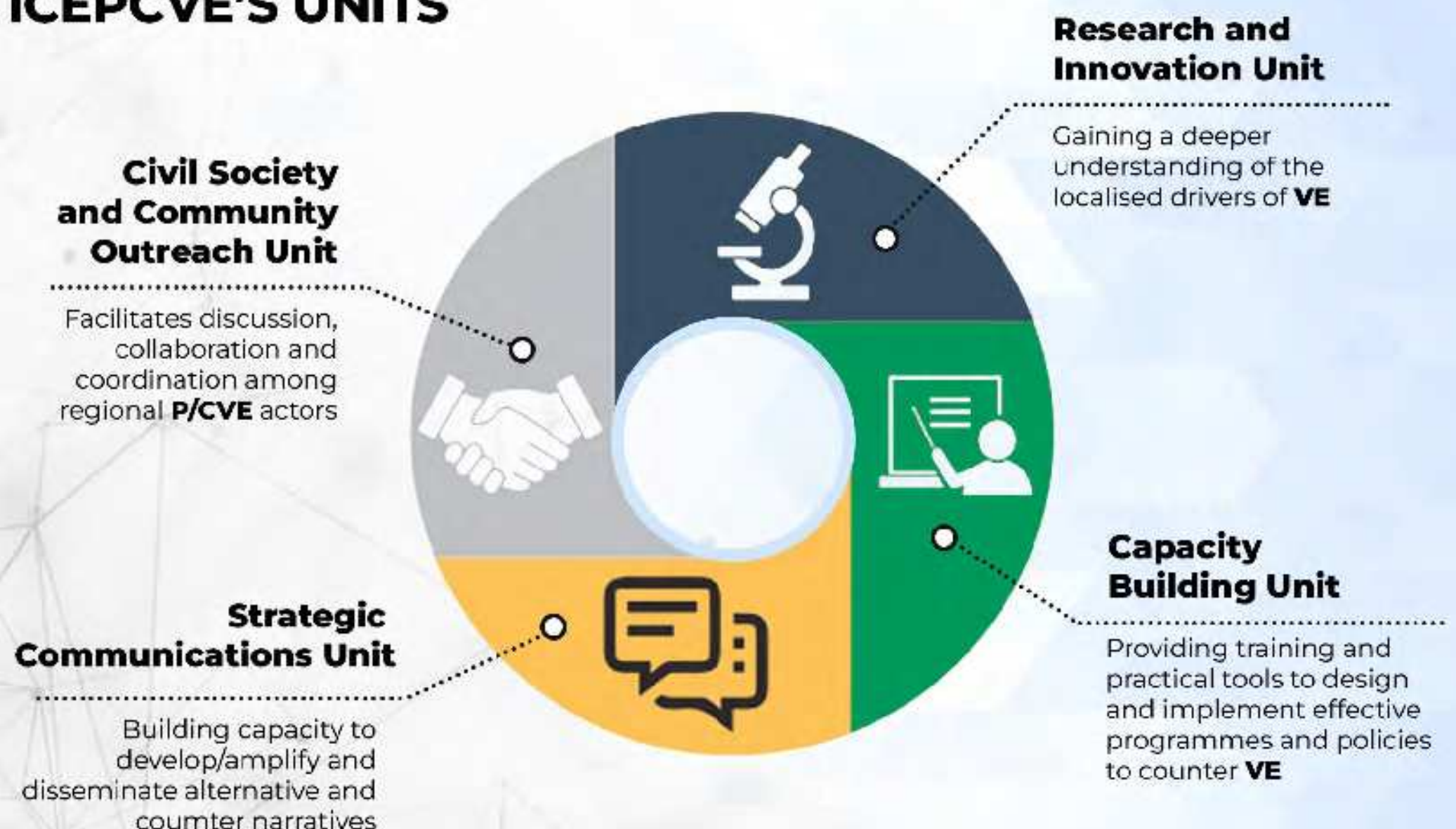
Three or nine months before the attack on Dusit D2 – accounts differ – Gichunge and Kemunto moved to Guango Estate in Ruaka, Kiambu County, Kenya. It is during this period that authorities believe the attack on Dusit D2 was planned.

In its strategy, ICEPCVE affirms the paths taken by youth like Gichunge, who come from what is described as ‘at-risk’ communities. It identifies three categories of state vulnerability. Somalia is considered ‘the epicenter’; ,Djibouti, Ethiopia, Kenya and Uganda are categorised as ‘spillover states,’ while Tanzania, South Sudan and Sudan are ‘at-risk states.’ However, the analysis notes that this classification is unstable, with the continuation of civil wars in the region likely to produce new epicenters. The ICEPCVE strategy uses research and analysis to deepen its understanding of the

causes of extremism, sites of radicalisation and recruitment. Among the sites of recruitment are refugee camps, remand facilities, social media, religious and educational institutions. The Research Unit of ICEPCVE focuses on catalysing more research to gain a deeper understanding of the localised drivers of violent extremism, and developing new ways to effectively counter it. It aims to support evidence-based policy and action on preventing and countering violent extremism (P/CVE).

Like all IGAD programmes in general, the unit does this by building and strengthening local, national and regional capacities to generate and share research, knowledge, information and analysis, in this case, on P/CVE. The research helps in building knowledge of the local contexts of radicalisation, the enabling factors, identifying who the targets of radicalisation are (often vulnerable youth), what groups are most likely to be targeted, and the reasons why they are prone to recruitment by extremists. According to ICEPCVE, the objectives

## ICEPCVE'S UNITS





of the Research Unit are: Research and sharing knowledge and information on P/CVE in the region; mapping out current research being undertaken in the region; conducting research gaps and analysis and commissioning further research based on identified gaps; identifying new areas requiring greater research to gain deeper understanding of the localised drivers of violent extremism; developing new ways to effectively counter it; and guiding and shaping regional and national P/CVE policy based on knowledge and analysis. This is an ambitious undertaking and IGAD is the first Regional Economic Community in Africa to develop such a strategy.

## **Amplifying Credible Voices to Fight Violent Extremism**

The ICEPCVE has conducted numerous seminars and training of civil society and government officials. Among the beneficiaries of the capacity building initiatives is Rev. Peter Gai Lual Marrow, the Moderator of the Presbyterian Church of South Sudan and Sudan. Rev. Gai, is also a member of the South Sudan Committee for National Healing, Peace and Reconciliation. The UNDP's report, *Journey to Extremism in Africa: Pathways to Recruitment and Disengagement*, which was released in February 2023 noted that religion is a powerful touchstone for mobilising context based grievances and identity in radicalisation. The report cited the hope of employment as the primary driver of recruitment, reflecting generalised grievances of socioeconomic injustice and marginalization.

The study revealed that as many as 64% of voluntary recruits acknowledged heavily relying on others to interpret religious texts for them, or that they had limited or no actual understanding of religious texts. "The facilitators made us understand why religion is a source of extremism,"

said Rev. Gai. "Some of these elements are when people feel marginalised and when people are unemployed and this makes them a soft target for radicalisation by Al-Shabaab. So, when we understand this, we are able to intercept any attempts early enough."

The cleric noted that although South Sudan has not been affected by conventional terror attacks, the problem cannot be ruled out. He noted that violent extremism 'is almost entirely absent' in South Sudan. However, other forms of insecurity such as cattle rustling, intercommunal conflicts and border disputes are quite common.

"Cattle rustling is common in our country and it is a form of terrorism. Terrorism against certain communities. So, we are now able to talk to people with the knowledge gained," said Rev. Gai. He further explained that as the war against extremism is a continuous process, such workshops by ICEPCVE should continue, and cover emerging social and security challenges.

## Youth Against Violent Extremism

Logman Osman Ahmed, a Sudanese youth working in the fields of conflict, peace and security, mediation and building post-conflict societies, is a beneficiary of ICEPCVE's capacity building training programmes. Osman said the training sessions by ICEPCVE gave him an opportunity to learn and share experiences about countering violent extremism. In the course of the training, participants were given assignments to reflect on relevant real-life scenarios and tasked to develop practical solutions, to develop counter violent extremism messaging and review counter violence strategies. Osman says it was also an opportunity to network with government officials, who otherwise would have been difficult to reach out to.

## Media in Countering Violent Extremism

Another beneficiary of ICEPCVE training is a journalist from Somalia [whose identity we will protect for their safety]. The journalist attended a training in Djibouti and termed it "very good," as it helped them gain "a lot of experience".

"We are now able to better report on Somalia, especially when covering Al-Shabaab terror attacks," the journalist said, noting that in their reporting, they are now better equipped at sieving out Al-Shabaab propaganda. "We can now ignore Al Shabaab propaganda because if we report it as it is, then we will be amplifying their narrative. We have also shared the lessons learnt with other women so that they can understand extremism."

The journalist said that the training equipped them with a strategic tool to counter extremism. Through their media house, the editor said, they were mobilising more people to join the anti-terrorism movement, and suggested that IGAD should continue with the training programmes, especially by targeting journalists in Somalia so that they are better equipped to challenge and

"The training has helped me understand how to develop alternative narratives, do better follow ups at the community level in order to develop counter violent strategy," Osman said. The training has helped him work in northern Darfur where he has shared his experiences with women and youth during workshops. "I have been able to share how we can work with the state in countering extremism. This is not just a military or government job but a whole-society approach," says Osman. "The state must engage local communities, youth and local leaders. When the leaders say stop this, they will stop because they understand and know them." Osman observed that more of such programmes are needed for CSOs, youth, inter-religious and inter-generational dialogues.

counter Al Shabaab narratives and be credible voices against violent extremism. ICEPCVE is now producing a quarterly newsletter, Ukweli Cable, through which it communicates its activities in countering violent extremism.

ICEPCVE has the distinction of being the only such outfit in Africa dedicated to the development and dissemination of alternative and counter narratives to undermine the violent extremists' ideologies. It oversees implementation of training programmes in communication against violent extremism messaging. It also works to enhance the capacity of state and non-state actors fighting against the ideology of violent extremism in developing and sending out messages that counter the narrative of extremists. In addition the Unit maintains a data bank of violent extremists' narratives in the IGAD region for training and aid in developing alternative narratives. Its strategic objective is to have key stakeholders implementing P/CVE initiatives that integrate strategic communications in their efforts to counter violent extremists ideologies.

## Teachers Against Violent Extremism

The Centre has received feedback that the training they have had has had positive effect. Some teachers, for instance, said that after the training, they were able to identify behavioural changes in students early enough, which they would not have been able to do before. This is important because available research has shown the relevance of education, and that access to information is a huge influencing factor in young people joining or not joining a terror group.

## Women Combating Violent Extremism

Dr. Nyambura observed that involvement of women, and their enhanced capacity and resilience in combating violent extremism was an important approach for the Centre. ICEPCVE placed particular focus on women because of the need to narrow gender gaps and amplify their voices and their contribution to prevent and combat violent extremism. Because they are key players in the communities and with their understanding of family and society relationships, which are critical determinants in the process of radicalisation, women play a critical role in the dynamic process.

Dr Nyambura further said that ICEPCVE had done a gender analysis and contributed to the development of national action plans for Djibouti, Kenya, Somalia, and Uganda. In Kenya's case, the plan has been devolved down to the counties as County Action Plan. The Council of Women Clergy (COW) Executive Director, Rev. Jane Jilani, from Kenya, participated in training sessions on enhancing women's capacity in strategic communication and on enhancing the capacity of religious leaders, youth and influencers. Rev. Jilani says the training helped her to understand extremism and how it has affected the region, and made her appreciate the role women have in preventing and countering the vice. "Women are huge con-

*Journey to Extremism in Africa* notes that levels of education (both religious and secular/public) and access to quality education were significantly lower among voluntary recruits, while more years of exposure to secular (public) education was significantly related to lower likelihood of voluntary recruitment, further buttressing the importance of training of educators.

tributors in the sector," she said. On her return, Rev. Jilani says she was involved in a Mombasa County Engagement Forum, which had monthly face-to-face review meetings bringing together, among others, national and county governments and CSOs. COW is engaged in five of the six pillars of the county forums, which are: ideology, education, gender, economy and law enforcement. The Mombasa County Action Plan has led to bench-marking visits from Isiolo, Marsabit, Garissa and Narok counties.

The Centre, however, faces some challenges in the course of its work, including lack of resources to further engage with the beneficiaries of capacity building initiatives particularly after trainings at the national level. In addition, the civil society space is not similar in different Member States. Consequently, the Centre cannot have a coherent engagement with CSOs across the region.

Since 2018, ICEPCVE has laid a foundation in preventing violent extremism, and with the achievements so far, its work in future will be a key factor in the war against violent extremism, not only in the region but in Africa and the world. ♦







# SECTION

# 3

## OBJECTIVE 3

Under this objective, IPPSHAR empowered IGAD units to **enhance the capacity of IGAD and national governments of the region on preventive diplomacy, mediation and civilian peace building**. The following stories capture the ways in which IPPSAHR has aided other efforts of IGAD in response to regional conflicts by carrying out training in peace mediation and preventive diplomacy efforts, and equipping local players with capacity to convene meetings and carry out dialogue among warring parties. Support to South Sudan to carry out judicial reforms as a key instrument in lessening tensions by creating an environment of law and order show the ongoing efforts of IGAD, along with international partners, in bringing to the negotiating table warring parties to find peaceful solutions to the conflict.

# **ROSTER OF MEDIATORS TO THE RESCUE**

**MSU Breaks Deadlocked  
Community Conflict**

ANTHONY LANGAT



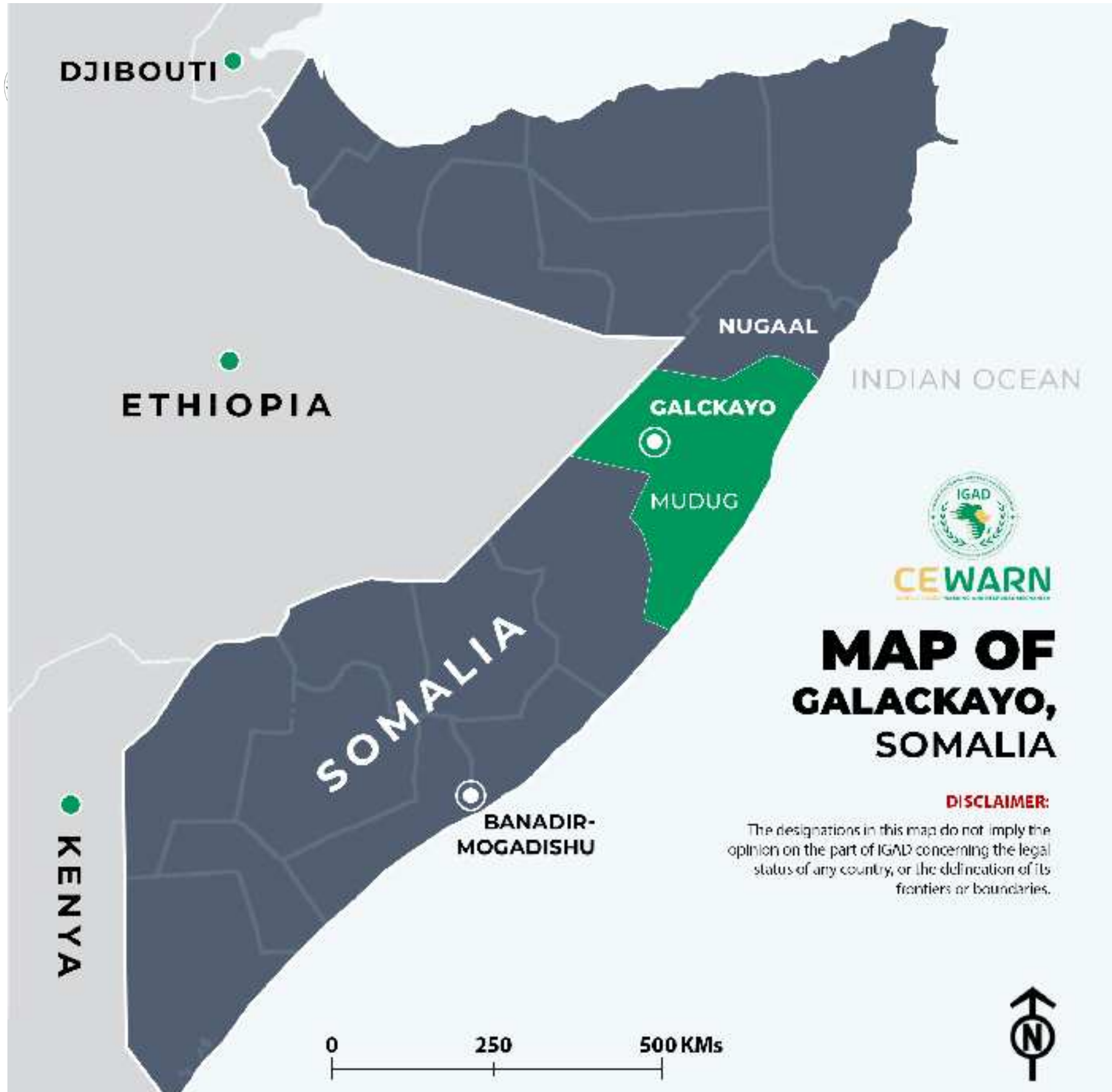
**L**ocated between the northeast of Mogadishu and southwest of Bosaso, the city of Galkayo sits at the midpoint of about seven hundred kilometers from each of the two coastal cities. While it is one of the most developed cities in the region, it is a divided metropolis. Its northern part is under Puntland State while its southern section is governed by the Galmudug Administration.

This division is deep-rooted and multi-layered, stemming from clashes over land and resources. The split in Galkayo was further exacerbated by the establishment of the federal system and formation of Galmudug, which brought together Galgaduud and half of the Muduug region. The tension in Galkayo is long-standing, and in addition to the fight over land and other resources, it pitched the Hawiye and the Darood clans in a vicious struggle.

IGAD's Mediation Support Unit, supports IGAD member states on conflict prevention, mediation, and peacebuilding. According to MSU Director, Dr. Aleu Garang, some of the more notable activities of the Unit were undertaken in South Sudan and Somalia. Roble Dahir was a Reconciliation Coordinator at the Ministry of Interior in Somalia in 2017 when he was assigned to mediate the conflict in Galkayo region. Dahir refers to the conflict as one of the "most prolonged and protracted in Somalia, dating back over forty years."

With his background of working in local organisations in mediation processes, he was up to the task. Dahir's deployment happened just a few months into the renewed fighting, which led to the killing of 22 people, with many others wounded and thousands fleeing the town. As Dahir checked into Galkayo, he took with him a wealth of knowledge in Somali traditional conflict resolution. The Somali community's conflict resolution mechanism often involves clan elders from the conflicting clans assembling to discuss the issues at hand. This is based on a renowned Somali customary conflict resolution method called Xeer. The elders play the role of judges under Xeer, a tradition passed down orally from one generation to the next. Halfway through the process, Dahir benefited from a training organised by MSU on mediation.

The training sought to introduce mediators to important factors in mediation such as gender dimensions of mediation processes. This was done as part of MSU's work in providing capacity building for member states' national institutions. MSU's work benefitted from support through IGAD's Promoting Peace and Stability in the Horn of Africa (IPPSHAR) which is a partnership framework between IGAD and the European Union. Through this support, MSU established guidelines for a roster of available technical experts on mediation from the IGAD region. The MSU subsequently selected technical experts and trained



them. The MSU has also taken members of the roster of technical experts through a refresher course as well as gender sensitive training in mediation on several occasions. Since then, the MSU has engaged the technical experts on a routine basis whenever they are needed, whether to facilitate dialogue sessions or just to bring them together to share experience or to tap into the knowledge in the region and develop knowledge products on preventive diplomacy. The mediation at Galkayo, which Dahir was integral to, ran from 2017 to 2020 when agreements between the various parties were signed. While the signing of the agreements was a crowning moment, Dahir says that it was not final.

“We didn’t finish the process but we are at a good stage where the elders agreed on a ceasefire, to live in peace and for the political stakeholders from the states to work together,” he said. Dahir would go on to mediate numerous other conflicts in Somalia, both at the local and national level. He specifically recalls the mediation he was involved in to unlock the election impasse when

the then President of Somalia, Mohamad Abdullahi Farmaajo, called for a two-year postponement of the national elections. “After a long journey of political talks, we successfully implemented facilitation to the national political stakeholders to come together and dialogue, discuss and arrive at an agreement,” said Dahir. “Not to have the Somalia elections postponed again and not to disappoint the Somali people and the partners contributing finance, troops and other technical support. After one year and two months, we succeeded in having Somalia hold elections in which a new government was formed.”

According to Dr. Garang, the MSU needed to have the structures, strategic guidelines, mediation protocols and other frameworks within the scope of mediation and preventive diplomacy in order to identify competent mediators and put in place a roster of technical experts in the region. The pool of experts is now in place and once or twice the mediation unit and IGAD has deployed from this pool. ♦



# **PEACE BY DIALOGUE AND MEDIATION**

**Reconciling Conflicting Communities**

ANTHONY LANGAT



**R**eports of sporadic, interethnic, violence targeting civilians surfaced between February and May 2021 in and around Source Yubu in Tambura County, Western Equatoria State, South Sudan. The situation further worsened when full-blown interethnic fighting between June and September 2021 led to the killing of hundreds of people.

During this period, the UN Mission in the Republic of South Sudan (UNMISS), IGAD and other international organisations were working towards restoring peace in the area. IGAD, through the Mediation Support Unit (MSU), sought to bring leaders of the warring sides to the table for dialogue.

Established in 2012, MSU supports IGAD Member States on conflict prevention, mediation, and peacebuilding. It works to build the capacity of Member States' national institutions. Since 2018 when IGAD entered a collaborative agreement with the European Union, which formed the IGAD Promotion of Peace and Security in the Horn of Africa programme (IPPSHAR), MSU's work was identified as one of the areas to benefit from this support.

The MSU had been playing a supportive role in the implementation of the Revitalised Agreement

on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS). According to the MSU Director, Dr. Aleu Garang, the MSU, through the IPPSHAR programme has conducted several workshops to this end, as part of its mandate.

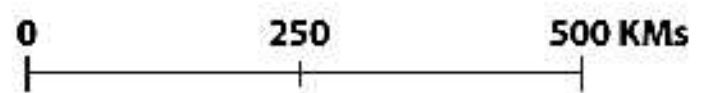
An example is a workshop that was held for members of the Technical Committee of the Commission for Truth, Reconciliation and Healing (TC-CTRH) of the Republic of South Sudan. MSU sought to engage with members of the Technical Committee for them to share experiences and design tools for public consultations. Partners, including faith-based organisations and civil society, have been trained and engaged in peacebuilding through their participation in dialogue and mediation.

Additionally, Dr. Garang said that enhancing the role of women in preventive diplomacy is one of the Unit's priority areas of engagement. The Unit provides training for women in three tiers, which is in line with the United Nations Security Council Resolution 1325 that addresses issues of impact of war on women and girls and their crucial role in conflict prevention and peacebuilding. The first tier training targets women in the preventive diplomacy mediation field by introducing them to the concept of mediation and alternative conflict resolution mechanisms. The second tier of training is aimed at experienced trainers who work in

# SOURCE YUBU IN TAMBURA COUNTY, WESTERN EQUATORIA SOUTH SUDAN



**DISCLAIMER:**  
The designations in this map do not imply the opinion on the part of IGAD concerning the legal status of any country, or the delineation of its frontiers or boundaries.



academia and civil society. The third tier involves strategic workshops where the MSU convenes women in high-level positions, including ministerial levels, and others in policy and decision-making positions. According to Dr. Garang, the engagements usually use training formats but also include dialogue and brain-storming, which provide women with space to dialogue on representation, participation, and inclusion in peace processes.

The training by the Unit also included youth seminars, which sought to equip the youth with skills on mediation and deepen their knowledge on conflict resolution tools. Training was conducted for youth groups from all member states, with a specific focus on youth in rebel-controlled areas such as the Nuba Mountains. The Youth Seminar

was a high-level workshop engaging ministries to establish normative frameworks on inclusion of youth in peace and security in a bid to influence policies on meaningful participation.

The youth were particularly involved in the Tambura situation. The Community Organization for Progress and Democracy (COPAD), a South Sudanese NGO, was instrumental in the dialogue that led to the silencing of guns in Western Equatoria. COPAD engages in peacebuilding activities in South Sudan, specifically in Western Equatoria. Sylvester Ruati, COPAD's Executive Director, acknowledges the volatile state of his country but also notes that the situation in Western Equatoria, specifically in Tambura State, worsened in June of 2021.



of relative peace. Amnesty International reported hundreds dead and thousands displaced by December 2021. By the time Amnesty International made its report, Ruati and his team were accompanying UNMISS to Tambura and speaking to victims of violence and the community at large to figure out its root cause. Ruati said that they hoped that their engagements with the community would help them chart a way towards cessation of hostilities and the beginning of dialogue.

“From our conversations with the community, we found out that the conflict was born of incitement by politicians over power sharing between the two major tribes, the Azande and the Balanda,” said Ruati. Through the support of MSU under the IPPSHAR Programme, politicians, including parliamentarians, commissioners, the paramount chief and the governor, were brought to the dialogue table in Terekeka. Ruati said that it was important to take the leaders away from Western Equatoria for the dialogue sessions. Following the series of dialogues, the politicians would later sit down and engage with one another. Peace was slowly realised in Tambura. However, Ruati said that what exists now is peace without cohesion.

“I can’t yet term it as a success because there is tension and something needs to be done because the tension is a warning that anything can

happen at any time,” he said. He added that the two communities do not interact, trade with each other or freely access each other’s territories. Following the conclusion of the IPPSHAR-supported dialogue sessions, COPAD felt that further engagements with the community were needed to achieve more tangible peace dividends. This, Ruati said, would help them reach more youth, who he said, were not difficult to access and would listen to them.

“Dialogue and reconciliation efforts at the state and national level can’t address the conflict at the state because those being used as fighters are the ones that need to be engaged in this dialogue,” said Ruati.

“We need to educate the security organs about their mandate in protection of civilians in conflict situations. We need to engage the people at the grassroots, the ones being encouraged to carry arms since they aren’t engaged in dialogues. There isn’t any sensitisation for them in conflict management for peaceful coexistence. We lack funding. Our appeal is for funding to enable us to carry out these activities at the grassroots more sustainably.” ♦

# **KEEPING THE PEACE**

## **IGAD Supports Judicial Reforms in South Sudan**

ANTHONY LANGAT



**I**n 2013, a power struggle in the top echelons of Sudan People's Liberation Movement (SPLM) simmered for months. The squabbling reached a boiling point on 15th December 2013 when gunfire erupted in Juba, pitting forces loyal to President Salva Kiir Mayardit against those of Dr. Riek Machar Teny, which resulted in a split in the SPLM army. President Kiir would later announce that Machar had planned to overthrow his government. Subsequently, the fighting spread to many parts of the country.

IGAD had to act fast. On 27th December 2013, the 23rd Extra-Ordinary Summit of IGAD Heads of State and Government convened in Nairobi, Kenya. The Summit appointed two Special Envoys, Ambassador Seyoum Mesfin of Ethiopia and General Lazaro Sumbeiywo of Kenya, to lead a mediation process between President Kiir and Machar. Subsequently, General Mohammed Ahmed Moustafa El Dabi of Sudan was appointed as the third mediator.

The Special Envoys' mediation efforts successfully led to the 2015 Peace Agreement. However, the peace agreement collapsed in less than a year. Immediately after a new initiative to revitalise the agreement was formed. It was called the High-Level Revitalization Forum (HLRF), which brought

together the signatories of the 2015 Peace Agreement as well as other political actors in South Sudan. The initiative was spearheaded by IGAD with the support of the Joint monitoring and Evaluation Commission (RJMEC), one of the IGAD institutions monitoring the peace agreement in South Sudan. In June 2017, Ambassador Ismail Wais of Djibouti was appointed as the IGAD Special Envoy for South Sudan to lead the IGAD mediation efforts through the HLRF. This process took months and culminated in the 2018 agreement called the Revitalised Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS).

In a bid to avoid the collapse of the 2018 Agreement, IGAD continued its support to the implementation process through the Office of the Special Envoy for South Sudan. According to Samuel Tilahun, a Senior Legal Advisor at the Office of the Special Envoy for South Sudan (OSESS), one lesson that IGAD learnt from the collapse of the 2015 Agreement was that peace agreements do not end with the signing. "It is a continuous process. Mediators do have a role in the implementation as well," he said.

In this regard, therefore, the mandate of the Special Envoy to South Sudan includes provision of political and technical support in the



implementation of the 2018 peace agreement. As South Sudan implements the R-ARCSS together with the support of various partners led by IGAD, it is not lost on all concerned parties that major institutional challenges remain in the constitutional and legal order which need to be addressed for South Sudan to comply with international human rights standards on the administration of justice.

An ad hoc Judicial Review Committee (JRC) was formed in July 2022 as provided for in Chapter One of the R-ARCSS to study and make recommendations to the R-TGoNU on judiciary reforms to be undertaken in South Sudan. The UN Mission in South Sudan hailed the inauguration of the ad hoc JRC as 'a historic move' and a 'milestone' under the R-ARCSS with the "potential to usher in an independent Judiciary and post-conflict justice transformation to advance a strong rule of law and accelerate progress on the Revised National Development Strategy."

The judicial reform process in South Sudan is significant and relevant for the consolidation of peace and as a foundation for democracy and rule of law. So far, the JRC has adopted its rules of procedure, established five sub-committees, and brought in technical experts seconded by the Ministry of Justice. The JRC has also held consultations with relevant stakeholders, including the Chief Justice and provided regular reports to the main monitoring organ, the RJMEC.

Tilahun stated that the OSESS provides political and technical support as well as resource mobilisation for the implementation process. In this regard, OSESS is in charge of mobilising and channeling financial and technical support to the JRC. Currently, such support is made possible through the IGAD Promotion of Peace and Stability in the Horn of Africa (IPPSHAR) framework. IPPSHAR is a collaborative arrangement between IGAD and the European Union that was launched in 2018 to support IGAD's peace and stability interventions. In the past year, the programme

has contributed to the achievement of significant progress in supporting judicial reforms in South Sudan. IPPSHAR started supporting the JRC from its inauguration.

“The support of IPPSHAR in the establishment of the JRC was critical as judicial reform is one of the critical tasks in the agreement,” said Tilahun. He added that the JRC has been working since July 2022 with IPPSHAR support that ensures its smooth running including administrative costs of the Chair and the Deputy Chair as well as facilitation of meeting logistics.

“The support is channeled through our office which is directly responsible for supporting the JRC’s work,” he said.

In December 2022, the JRC’s six-month term was coming to an end, yet it had not finalised its work. Its recommendations to the R-TGoNU on holistic judicial reforms that needed to be implemented were yet to be initiated. According to Tilahun, logistical and administrative challenges had contributed to this hitch. For instance, the JRC did

not have a secretariat until December 2022 when it got one through the support of the UNDP.

“The fundamental work is done and all they need to do is get technical support because they need to travel all around South Sudan to consult with the wider public. For that, you need a well functioning secretariat,” he said.

Additionally, the R-TGoNU had not been able to pay the national members of the JRC, which slowed its progress. For this situation to be salvaged and for the JRC to successfully deliver on its mandate, it needed a term extension and support for it to travel around the country. Its national members expected to be paid. In the end, the JRC’s term was extended and facilitation for the team provided.

“On the issue of public consultations by JRC, an agreement has been reached with UNMISS and UNDP to provide the necessary logistical support for members of the JRC to travel around the country to undertake public consultations,” said Tilahun. ♦

# **SUPPORTING POLITICAL TALKS IN SUDAN**

ANTHONY LANGAT



**P**resident Omar al-Bashir of Sudan was overthrown in April 2019 by the military following months of nationwide protests. The Transitional Military Council took over and later transferred executive power to a mixed civilian-military Sovereignty Council headed by a civilian prime minister, Abdalla Hamdok. The interim government was overthrown in the military coup of 25th October 2021.

Five months later, IGAD, the African Union and the United Nations, discussed the need to work together to facilitate all-inclusive intra-Sudanese talks through a Trilateral Mechanism bringing together the three organisations. The Trilateral Mechanism that coordinates the efforts of the three organisations was launched in March 2022. IGAD's Special Envoy for South Sudan, Ambassador Ismail Wais, was designated to lead IGAD's participation in the Trilateral Mechanism in Sudan.

However, according to Samuel Tilahun, a Senior Legal Advisor in the Office of the Special Envoy for South Sudan (OSESS), OSESS did not have adequate funds to support IGAD's facilitative role in the Sudan talks. The IGAD Promotion of Peace

and Security in the Horn of Africa (IPPSHAR), a collaborative arrangement that was launched in 2018 between IGAD and the European Union to support IGAD's peace and security interventions, provided the necessary financial support for IGAD's engagement from June 2022.

With the logistics and costs taken care of, IGAD could meaningfully contribute to the Trilateral Mechanism in finding a lasting solution for the Sudan crisis. The situation in Sudan following the October 2021 military coup was dire, with international humanitarian and development support suspended as well as deteriorating security and economic situations in the country. The aim of the Trilateral Mechanism, Tilahun said, was to restore a civilian-led transition.

From the outset, for the talks to begin, civilian revolutionary forces demanded the release of political prisoners, lifting of the state of emergency, and cessation of violence against civilians. Therefore, the focus of the Trilateral Mechanism, among others, in the early stages of the talks was for the military to meet these demands in order to create a conducive environment for inclusive intra-Sudanese talks.



“After so many months of engagement with international help, what the Trilateral Mechanism achieved was a consensus that the major stakeholders would be willing to sit down and engage on the issues that would enable them to create a transitional government,” said Tilahun.

The second phase of the talks led to the signing of the Political Framework Agreement on 5th December 2022, which was the culmination of months of engagements including civilian representatives, the military and other parties. The agreement was intended to lead to a two-year civilian-led transition followed by elections, as a way to end the stand-off from the October 2021 coup. The PFA set the requisite political framework to discuss critical issues, including: transitional justice; security sector reform; the Juba Peace Agreement; and dismantling of ‘the June 1989 regime’ as well as political, security and development related issues in East Sudan.

IGAD was optimistic about the political talks in the Trilateral Mechanism and looked forward to a final agreement. “A final agreement that will lead to the establishment of a transitional government will be realized hopefully in the second quarter of 2023,” said Tilahun.

Therefore, when fighting broke out in mid-April of 2023 between the Rapid Support Forces (RSF) and the Sudan Armed Forces (SAF) in Khartoum, IGAD was extremely alarmed. In a statement, the IGAD Executive Secretary, Dr. Workneh Gebeyehu, said that the Sudanese parties and stakeholders, including SAF and RSF, had made “commendable progress in the past few months towards signing a final political agreement and formation of a civilian-led transitional government, and these reports of fighting will not only cause a setback but will also cause serious insecurity and instability to Sudan and the region at large.”

## Postscript

A few months into putting this report together, hostilities broke out in Sudan, on 15th April 2023 between the SAF and RSF. They have since continued unabated. The two groups, led by General Fattah al-Burhan and General Mohamed Hamdan “Hemedti” Dagalo, respectively, continued fighting over control of the state.

IGAD acted immediately to seek solutions to the crisis. On 16th April 2023, IGAD Heads of State



and government held their 40th Extraordinary Summit on the crisis. The meeting was hosted by the IGAD Executive Secretary. In attendance were H.E. Ismail Omar Guelleh, President of the Republic of Djibouti; H.E. Dr. William Ruto, President of the Republic of Kenya; H.E. Salva Kiir Mayardit, President of the Republic of South Sudan; H.E. Dr. Hassan Sheikh Mohamud, President of the Federal Republic of Somalia; and H.E. Yoweri Kaguta Museveni, President of the Republic of Uganda.

The Assembly issued a communique expressing alarm at the deteriorating security situation in the country, particularly in Khartoum and Meroe, which has since spread to other parts of the country such as Darfur. It also expressed deep concern over civilian casualties and extensive destruction of property as a result of the fighting. It called on the two parties to immediately and unconditionally cease hostilities, de-escalate tensions, and allow unfettered humanitarian access. In addition, the Assembly recalled the commendable progress in the previous months made by both the civilian and military signatories of the Political Framework Agreement of 5th December 2022, including SAF and RSF, towards a signing of a final political agreement that would pave a way for the formation of a transitional government. It called for the revival of that process by including other key non-signatory forces to resolve outstanding sticky issues and set a new date for the signing of a final agreement.

Most importantly, the Assembly constituted a high-level delegation led by the President of the Republic of South Sudan H.E. Salva Kiir Mayardit and composed of the President of the Republic of Kenya H.E. Dr. William Ruto; and President of the Republic of Djibouti H.E. Ismail Omar Guelleh, to travel to Khartoum and engage the two leaders to resume negotiations on all outstanding issues including security and military reform. The high level delegation was also mandated to report back to the Assembly. In the interim the Assembly encouraged IGAD leaders to use their good offices to directly engage with the leadership of SAF and RSF.

IGAD worked with other international partners, the African Union, and the United Nations as a member of the Trilateral Mechanism, as well as members of the Quad, composed of the Kingdom of Saudi Arabia, the United Arab Emirates, the United Kingdom and the United States on Sudan, to craft the ceasefire on 27th April 2023.

Subsequently, the IGAD Assembly of Heads of State held its 14th Ordinary Summit Session on 12th June 2023, in Djibouti. The well-attended Summit expressed alarm at the continued fighting and the deteriorating security and humanitarian situation in Sudan. The Assembly adopted a Roadmap for the Resolution of the Conflict in the Republic of Sudan, which provided for inclusion of Ethiopia as the fourth member of the IGAD High-Level Delegation for the Peace Process in the Republic of Sudan; and for H.E. William Ruto, President of the Republic of Kenya, to Chair the Quartet Countries of Djibouti, Ethiopia, Kenya and South Sudan, and for the Quartet to work in close coordination with the African Union Commission.

In addition, the Summit mandated the Quartet to arrange face-to-face meetings between H.E. Lt. Gen. Abdel Fattah Al-Burhan, the Chairperson of the Transitional Sovereignty Council of the Republic of Sudan and Gen. Muhammad Hamdan Dagalo in one of the regional capitals within 10 days. The Assembly further mandated the Quartet to secure a committee from the leadership of SAF and RSF to establish a humanitarian corridor within two weeks. Furthermore, the Quartet was mandated to initiate an inclusive political process towards a political settlement of the conflict in the Republic of Sudan within two weeks. The Assembly also underlined the importance of consultation and coordination with the Government of the Sudan regarding all-inclusive efforts aiming at solving the ongoing conflict.

In accordance with the decisions of the 14th Ordinary Summit, on 19th June 2023 the Committee of Ministers of the IGAD Quartet group of countries convened and deliberated on the current situation and developments in the Republic of the Sudan since the 14th IGAD Ordinary Assembly.

The ministerial committee welcomed the Jeddah process and the recent 72-hour ceasefire Agreement facilitated by the Kingdom of Saudi Arabia and United States of America, and the opportunity created to allow humanitarian access for the delivery of aid to affected civilian populations. The ministerial committee also made a decision to launch an all-inclusive political process aimed at achieving sustainable peace and peaceful transition to democracy and civilian rule to be hosted by the Republic of Kenya in mid-July or the first week of August 2023. ♦



# SECTION

# 4

## OBJECTIVE 4

The fourth objective, whose aim is to **enhance the implementation effectiveness of IGAD's Peace and Security Division and units**, seeks to improve the organisational effectiveness of IGAD's Peace & Security Division in line with the responsibilities entrusted to it for effective execution of the consecutive peace and security sector strategies, This is to be achieved through strengthening: Coordination, Monitoring and Evaluation; Communications and Visibility; Gender Mainstreaming; Digitalisation; and collaboration with funding partners among others.

# **LOOKING INWARDS:**

**Staffing, Gender Equality  
and Digitisation for Peace**



**A**mong the objectives that the partnership between IGAD and the European Union was slated to deliver, was one that entailed enhancing the internal capacity of the IGAD Peace and Security Division and how it coordinated with the various relevant bodies within IGAD.

The first, second and third objectives of the IPPSHAR (IGAD Promoting Peace and Stability in the Horn of Africa Region) aimed to: (1) enhance conflict early warning and response data gathering and dissemination; (2), enable IGAD and national governments predict, prevent, and address transnational security threats; and (3) enhance the capacity of IGAD and national governments of the region on preventive diplomacy, mediation and civilian peacebuilding.

The above three objectives concerned actions looking at what the IPPSHAR mechanism enabled IGAD as a whole to do in the region. The task to achieve these objectives fell on the Peace and Security Division of IGAD. It was hence logical

that a fourth and equally robust objective turn to enhancing the capacity of the responsible Division, to enable it meet the goals and visions set out in the IPPSHAR agreement.

Therefore, the mechanism worked with the Division to carry out a broad range of actions that included coordination, monitoring and evaluation, communications and visibility, gender mainstreaming, digitisation, and collaboration with funding partners and other IGAD specialised units as well as IGAD Member States.

It is important to stress that the activities carried out to meet the objectives related only to the processes, methodologies and systems within the Peace and Security Division and units. As with the broader spirit of the IPPSHAR partnership agreement, it did not duplicate other organisational effectiveness efforts and were carried out in close coordination with the already existing organisational mechanisms. These actions are discussed below.



## **Support Women in Peace initiatives such as implementation of UNSC Resolutions 1325 and 1820, the IGAD Women's Forum and policy level dialogue**

Mainstreaming of gender by enhancing women's participation in peace initiatives was envisioned as a cross-cutting theme of all IGAD Peace and Security Division interventions. According to Ms. Helen Hailu, the Gender Programme Officer at the IGAD Peace and Security Division, meeting this goal involved ensuring that all of the programme interventions across the IGAD Peace and Security division contain a gender component.

In this regard, one of the fundamental ways the resources obtained through the IPPSHAR mechanism were used to enhance women's participation was through support to IGAD Member States in development of national action plans aligned to the United Nations Security Council resolutions 1325 and 1820.

The assistance through IPPSHAR was used to strengthen already existing gender policies within IGAD. As an example, IGAD already had a platform, the IGAD Women's Peace and Security Forum (IWPSF), designed to lead regional policy dialogue and advocacy for enhancing women's role in peace processes. The IPPSHAR support made it possible to operationalise the platform.

The operationalisation process ensured that all thematic programme offices were guided to include women in all specific initiatives with major focus on capacity building activities. A major achievement under this support is that in all the training activities, reports confirmed that women participation stood at 25-30%. This is crucial for IGAD. Not only do women make up half of the region's population, but women also bear a greater burden as victims of violence during conflicts. It is important that they take part in the peace processes.

## **Digitisation**

The IPPSHAR mechanism supported the digitisation of the division as a measure "to streamline processes, increase the effectiveness, efficiency and productivity of the PSD as well as achieve actual cost reductions," as the IPPSHAR project document states. The digitised environment of the PSD and related offices enabled the division to enhance its accountability mechanisms, and to deliver the peace and security project more efficiently. New digital tools were adopted. The increased use of online forms, electronic payments and workflows helped reduce the volume of manual processes. The ramping up of virtual tools to enhance activities appeared at a propitious moment as it found the Division well-equipped to navigate the Covid-19 lockdown period.

The package delivering enhanced digital tools included:

1. Assessment of the situation of ICT connectivity and "general digitalisation needs";
2. Acquisition of hardware and software needed for the PSD office;
3. Improving Internet connectivity, capacity and reliability in the PSD and related offices;
4. Equipping and ensuring interlinkages of the program offices to deliver peace and security outcomes effectively;
5. Ensuring the IT security of the Division;
6. Enhancing the digital skills of PSD employees;
7. Digitalisation of events such as partially moving to online trainings and seminars (resulting in cost-saving); and
8. Introduction of new working methods such as the electronic payment methods already mentioned.

## **Operational and Staffing Support**

As the IPPSHAR project document states, the fulfillment of the fourth partnership objective would ensure that “IGAD [was] adequately staffed with an effective operational and management structure in place to implement its Peace and Security Strategy of 2016-2020 and the subsequent strategy for 2021-2015.

Although there has not been a significant expansion of human resources in the Peace and Security Division, the multi-year financing arrangement IPPSHAR brought has helped bring sustainability to staff retention and programme implementation.

In previous years, due to insufficient financing available for operational costs, the Peace and Security Division had been relying on staff supported by various ad hoc arrangements by different development partners, to carry out its tasks. This had resulted in staffing instability that affected the delivery of the division’s many goals. Since then, the division notes, a measure of sustainability has been attained.

## **Expanding Partnerships**

In similar vein, and given that the effective delivery of the objectives rested upon coordinated working arrangement with various partners, it was important to establish as well as expand networks and partnerships with international, regional, national and local organisations and research institutions engaged in early warning and early response, mediation and/or in addressing transnational security threats. Hence, the collaboration had to be with a wide range of actors working on similar peace and security issues in the region as well as on the continent and globally. The action began with conducting an assessment and review of the status of existing partnerships and exploration of potential partnerships with various institutions with a view to ensuring consistency and coordination between IGAD programmes. The next step involved the establishing and strengthening of strategic partnerships with international, regional, national and local organizations and research institutions.

## **Communications**

Communicating goals, achievements and policies within and without was important for helping partners keep pace with the process, but also help with the general buy-in for the organisation’s vision. In this regard, a robust communication strategy had to be built. The partnership helped the division design a comprehensive communication strategy for peace and security. The aim was to properly publicise peace and security interventions in the region in line with IGAD communication strategy. The implementation and creation of visibility was carried out in line with EU guidelines.

## **Close Collaboration Between IGAD PSD and Member States**

Given that the objectives were carried about by the IGAD peace and security division and its constituent specialized units, it was imperative to build strong synergies amongst them. Hence, this action focused on creating operational modalities between the division and those units that ensure robust synergy.

In addition, given the fact that IGAD carries out its activities by strengthening the capacity of the Member States, it was also logical that the working relationships be strengthened with the organization’s Member States. This was done through continuous interaction and collaboration with Member State institutions relevant to each of the thematic areas from high level decision makers to technical levels. Through these engagements, IGAD PSD and Member States have been able to regularly:

1. to discuss the implementation of the IGAD Peace and Security Strategy and identify further needs and response activities for its implementation;
2. to encourage regional leadership in facilitating the lifting of potential bottlenecks impeding the implementation of the IGAD Peace and Security Strategy; and
3. to periodically support the process of development of regional Peace and Security Strategy. ♦





