

CEWARN STRATEGY

2007 – 2011

**CEWARN UNIT
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I. FOREWORD

The UN Secretary General, Kofi Annan, in the ‘Report on Peace and Security in Africa’ *“The causes of conflict and the promotion of Durable Peace and Sustainable Development in Africa”* (1998), states that “broader international efforts can only succeed if there is genuine cooperation and support of such measures by the sub region”. By so doing, he was reinforcing the position of his predecessor, former UN Secretary General Boutros Boutros Ghali’s *“Agenda for Peace”* where he noted that “regional arrangements or agencies in most cases possess a potential that should be utilized in serving functions of preventive diplomacy, peace keeping, peace making and post conflict peace building” (1992).

The decision in 2000 by IGAD to establish the Conflict Early Warning and Response Mechanism (CEWARN) under its Division of Peace and Security was part of a broader peace and development mandate adopted by IGAD. The decision reflected IGAD’s realization that timely intervention to prevent the escalation or to mitigate the worst effects of violent conflict was much cheaper in terms of human and material costs than waiting for conflicts – and at worst wars – to erupt. It was also to augment the role that Regional Economic Communities (REC’s) in Africa had undertaken to incorporate Early Warning as part of their peace and security strategies, convinced that there could be no development without peace.

In 2002, the African Union Member States signed a Protocol establishing its Peace and Security Council, providing for the establishment of a Continental Early Warning System (CEWS) in order to facilitate the anticipation and prevention of conflicts in Africa. The AU Commission is currently engaged in a process to set up the CEWS and the IGAD Secretariat, through the CEWARN Unit is participating in this process. We anticipate that the culmination of this exercise will define clearly the modalities of collaboration and linkages between CEWARN and the Continental Early Warning System.

‘Since its establishment, and its focus on cross-border pastoral conflicts, CEWARN has succeeded in bringing to light the hitherto unmonitored heavy loss of human lives and loss of livestock taking place’

While it is a fact that the Horn of Africa is plagued by a plethora of conflicts ranging from intra-state tensions, inter-state conflicts to cross-border community conflicts and trade in illegal arms, IGAD Member States decided to adopt an incremental approach in the operationalization of an early warning and response mechanism, focusing initially on pastoral conflicts with the possibility to expand into other types of conflicts in due course.

Since its establishment, and its focus on cross-border pastoral conflicts, CEWARN has succeeded in bringing to light the hitherto unmonitored heavy loss of human lives and loss of livestock taking place in the IGAD region. The plight of pastoral communities has now become a major policy issue in the Member States. Besides that, IGAD

continues its peace and security work and has been, and continues to be, a key player in the Sudan and Somali peace processes.

Tasking CEWARN to undertake the monitoring and reporting on pastoral and related conflicts was the first step to developing a comprehensive early warning and response system to cover all types of conflicts in the region. By adopting this five-year strategy, IGAD intends to steer CEWARN towards wider cooperation and sharing of information in the area of early warning and response with other RECs. Ultimately, the Continental Early Warning System of the African Union will provide the requisite forum for a wider utilization of the products generated by CEWARN.

This CEWARN Strategy 2007-2011 aims at overcoming the challenges identified in the initial stages of implementation of the CEWARN Mechanism which include, but are not limited to: expanding monitoring areas in all Member States, strengthening the response side of the mechanism through effective information and communication, keeping stakeholders at all levels informed of the work of CEWARN; building the institutional and functional capacity of the actors in the mechanism; and having a sustainable long-term funding strategy. All of these are achievable aims.

The major challenge facing IGAD and all other African RECS remains the question of sustainability and ownership of these core programs, which are crucial to the peace, security and development of our continent. Heavy reliance on donor support presents problems of sustainability and ownership which must be overcome consciously.

The Member States of IGAD remain committed to strengthening the CEWARN Mechanism. The IGAD Secretariat will mobilize the necessary human and financial resources, utilize the goodwill of Member States and the support of the donor community to ensure that CEWARN achieves its strategic objectives. Strong, focused and well equipped institutions at the regional, national and community levels under the mechanism are important if CEWARN is to undertake its designated functions of providing timely information on potential conflicts and threats to IGAD Member States.

On behalf of the IGAD Secretariat and the CEWARN Unit and all of its stakeholders, I wish to thank Member States for their continuous support to CEWARN. I also wish to thank the United States Agency for International Development (USAID) and Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) for their financial contributions and technical advice that have made this effort possible.

Dr. Attalla H. Bashir
Executive Secretary of IGAD

November 2006

II. PREFACE

This document offers a strategic framework to guide and inform the operations of the Conflict Early Warning and Response Mechanism (CEWARN) of the Intergovernmental Authority on Development (IGAD) over the five-year period 2007-2011. The strategy builds on the knowledge acquired and experience gained by CEWARN over the past four years (2003-2006) in its monitoring of pastoral conflicts in the Horn of Africa region. The document relates the rationale, achievements and profile of CEWARN and its primary programmatic focus: the collection of data and analysis of pastoral conflicts and the linkage of these assessments to timely response actions.

The CEWARN strategy also discusses the progress to date in establishing national Conflict Early Warning and Early Response Units (CEWERUs) and their activities, as well as the plans to strengthen and formalize their operations and to institutionalize their response initiatives in conjunction with their respective local networks. The goal of activating the response mechanism at all levels is highlighted throughout, as is the need for promoting networking and collaboration among CEWERUs. This document also discusses the operations of the National Research Institutes (NRIs) and other civil society stakeholders operating in conjunction with their respective national CEWERUs. The NRIs are primarily responsible for the collection and analysis of the field data. They also work closely with their respective CEWERUs to validate and interpret the data and to help formulate response options.

‘The goal of activating the response mechanism at all levels is highlighted, as is the need for promoting networking and collaboration...’

The primary challenge for CEWARN and its stakeholders over the next five years is to build upon its solid success in field monitoring and baseline analysis by strengthening the institutional and analytical capacity of the Mechanism and empowering it to prevent violent conflict and seek peaceful resolutions to pastoral conflicts in the IGAD region. Once the goal of peaceful resolution is achieved with respect to pastoral conflicts, the CEWARN approach may be expanded to include other types of conflicts, building upon the lessons learned and the strengthened capacities of the CEWARN Mechanism.

Amb. Abdelrahim Ahmad Khalil
Director of the CEWARN Unit

November 2006

III. LIST OF ACRONYMS

AOR	Area of Reporting
AU	African Union
CEWARN	Conflict Early Warning and Response Mechanism
CEWERU	Conflict Early Warning and Early Response Unit
CBO	Community Based Organization
CC	Country Coordinator
CEWS	Continental Early Warning System
CPMR	Conflict Prevention, Management and Resolution
CPS	Committee of Permanent Secretaries
CSO	Civil Society Organization
ECOWAS	Economic Community of West African States
ER	Early Response
EW	Early Warning
FM	Field Monitor
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
ICT	Information and Communication Technology
IDP	Internally Displaced Person
IGAD	Intergovernmental Authority on Development
MDG	Millennium Development Goals
MS	Member States
NGO	Non-Governmental Organization
NRI	National Research Institute
OAU	Organization of African Unity
PIVA	Partner Institutional Viability Assessment
REC	Regional Economic Community
SADC	Southern African Development Community
TCEW	Technical Committee on Early Warning (of CEWARN)
UN	United Nations
USAID	United States Agency for International Development

IV. EXECUTIVE SUMMARY

CEWARN is the Conflict Early Warning and Response Mechanism of the seven Member States (Djibouti, Eritrea, Ethiopia, Kenya, Somalia, Sudan and Uganda) of the Intergovernmental Authority on Development (IGAD) in the Horn of Africa sub-region. CEWARN was established by a Protocol signed by Member States during the 9th summit meeting held in Khartoum, Sudan, in 2002. The Mechanism has been operational in three Member States (Ethiopia, Kenya and Uganda) with a focus on cross-border pastoral and related conflicts.

The 2007-2011 Strategy aims to articulate how CEWARN intends to play its role to ensure it provides an effective, sustainable sub-regional mechanism to inform conflict Early Warning (EW) and Early Response (ER) to facilitate the peaceful settlement of disputes and respond to actual violent conflicts in the region.

The development of the strategic framework has been an inclusive and highly consultative process, starting with the hiring of a team of consultants who analyzed the operations of the Mechanism and made proposals for more effective engagement. Thereafter, various meetings were held involving all the stakeholders of the Mechanism at the national and regional level. At a meeting of the CEWARN policy organ in May 2006, the Committee of Permanent Secretaries (CPS), a programmatic focus for CEWARN, was agreed upon and the challenges to be addressed in the coming five years spelt out.

This strategy document outlines the programmatic focus of CEWARN, experiences and lessons learnt in establishing the Mechanism, the challenges and the strategic priorities for the next five years.

Over the next five years, CEWARN will

“...focus on the monitoring of pastoral and pastoral related conflicts. It will expand its operations to cover all Member States. In the course of the five-year period, CEWARN will focus on overcoming the identified challenges and an evaluation [= mid-term review] shall be undertaken to determine whether the Mechanism will expand its operations to cover other types of conflicts outlined in the Protocol.”

Decision adopted by the 5th CPS Meeting, May 2006, Nairobi/Kenya

The main achievements of CEWARN since it began its EW and ER work are:

- CEWARN has a unique database providing timely, constant and accurate information on cross-border pastoralist conflicts.
- The CEWARN approach tries to cope with the dynamism of conflicts and combines quantitative with qualitative analysis of field data.
- CEWARN reports provide a good basis for developing intervention options and mechanisms for response.
- CEWARN has conducted capacity building for conflict prevention, management and response (CPMR) in the region through skill training of CEWERUs, National Research Institutes, Field Monitors and local committee members in IGAD Member States.
- CEWARN has increased awareness among governments, civil society actors and other stakeholders regarding the nature, intensity and magnitude of cross-border pastoralist conflicts.
- CEWARN has managed to bring together state and non-state actors to collaborate and adopt strategies toward addressing violent cross-border pastoral conflicts.

In order to promote the effective functioning of EW and ER and contribute to the enhancement of regional peace and security over the next five years, 2007-2011, CEWARN will seek to achieve the following six strategic objectives:

- (1) To expand the monitoring and reporting of pastoral and related conflicts in all IGAD Member States.
- (2) To strengthen the early response side of the mechanism by fully operationalizing CEWERUs in all IGAD Member States.
- (3) To widen sources of information, enhance the information collection system, and strengthen the data analysis capacity of CEWARN.
- (4) To develop a public relations and communication strategy and promote awareness on CEWARN's work.
- (5) To strengthen the institutional and functional capacity of the CEWARN Mechanism using all enabling means, including research and training as well as administrative and financial support.
- (6) To implement a sustainable long-term funding strategy that will ensure CEWARN's access to adequate resources to fulfill its mandate.

By the end of the five years, CEWARN aims to have achieved the following goals:

- Significant reduction in the magnitude and intensity of pastoral and related violent conflicts in IGAD Member States.
- CEWARN established as the leading early warning and response mechanism to address pastoral and related conflicts in the region.
- CEWARN stakeholders (local communities, local administration, government bodies, civil society, research and academic) equipped with sufficient CPMR skills and resources to address conflicts.
- Closer cooperation between civil society and governments within IGAD on issues of peace, security and development.
- Consolidated institutional linkages to the AU and other RECs as well as other early warning systems and initiatives.
- CEWARN as a recognized centre of excellence for operating an early warning and response mechanism on a regional and international level.
- Consolidation of funding and sustainability of the Mechanism.

By adopting a strategic focus for CEWARN, IGAD seeks to consolidate its efforts in the promotion of peace and security in the Horn of Africa. Although REC's main focus is on economic development, it has been acknowledged by all states on the continent that the pursuit of regional socio-economic strategies is intrinsically linked to the peace and security agenda. It is futile to design poverty reduction and economic growth programs without addressing the immediate challenges of ending ongoing conflicts, preventing new ones and securing sustainable peace. As the only operative EW and ER mechanism in the Horn of Africa, CEWARN will harness the collaborative and cooperative efforts at international, regional, sub-regional and national levels to achieve its mandate.

V. THE CEWARN STRATEGY 2007-2011

1. Strategic Context

Violent conflicts in the Horn of Africa have caused, and continue to cause, untold suffering and extensive damage to life and property. Violent conflicts have had an adverse impact on the overall economic development and security in the region. Moreover, the region has been closely associated with recurrent cycles of drought, famine and food insecurity and large-scale population displacement, grinding poverty, political instability and even state collapse in the case of Somalia. There have been three types of violent conflict that have plagued the Horn. The first are inter-state conflicts. Second are conflicts between the state and part of the society governed by the state (intra-state conflicts). Third are society versus society conflicts – that is, ethnic, pastoralist and pastoralist versus agriculturalist conflicts.

External factors have played a role in the evolution of both internal and inter-state conflicts in the IGAD region. This is because the Horn of Africa is strategically located at the crossroads of different continents, cultures and influences. The Horn of Africa region is also exposed to the hazards of peripheral areas which act as breeding grounds for trans-boundary threats including smuggling, lawlessness, militias, and, increasingly, international terrorism. Each IGAD Member State is vulnerable to spillover effects of violent conflict in other states of the region. Such effects include illegal cross-border movements and large-scale cross-border crime. The situation is further complicated by the prevalence of illicit small arms and light weapons. Other direct consequences of violent conflict are large numbers of refugees, as well as internally displaced persons (IDPs).

Over the past decade, the scope and intensity of pastoralist conflicts in the Horn of Africa have expanded and cross-border conflicts among pastoralist groups along the international borderlands are now a common occurrence. In recent years the vicious circle of pastoralist conflicts that are manifested in livestock raids and counter-raids, battles between local communities over resources, and armed clashes between government and communities has spiralled into more violence. Today, violence has reached unprecedented proportions - thus changing in nature, scale, and dimension due to a number of factors, including the proliferation of automatic weapons and easy access to small arms, the commercialization of raiding, high youth unemployment, population growth, increased demand for arable land, resource degradation, extended patterns of drought, political instigation, and reduced respect for traditional rules governing cattle raiding and warfare.

‘Over the past decade, the scope and intensity of pastoralist conflicts in the Horn of Africa have expanded’

Traditionally and in past times, pastoralist communities raided each other and sedentary communities for livestock with the aim of replenishing reduced herds depleted by epidemics, drought and other natural disasters. Raids were also conducted to expand

grazing fields, increase bride prices, and demonstrate heroism and manhood among the newly initiated youth. Elders and influential traditional leaders or seers sanctioned warfare and raids, blessing the warriors before they set off. However, pastoralist conflicts today are characterized by the militarized preparedness of armed youth equipped with modern sophisticated weaponry. This has also affected and reconfigured the role of pastoralist women who are forced to bear the burden of providing security, with arms, for the children and cattle left behind when the men leave for raids. Violence has led to the rise of assaults, banditry and stock theft as retaliation, which prompts more revenge attacks including abductions, rape and burning of pasture food stores or human settlements.

Given their dispersed character and remoteness, these types of conflict are technically the most difficult to monitor and manage. The majority of pastoral areas in the Horn region are characterized by unpredictable weather conditions leading to prolonged periods of hunger, drought, floods, and disease epidemics, thus necessitating communities to migrate in search of water, food, and pasture. This results in increased competition over decreasing land, water, and pasture in the areas that they are forced to migrate to. Furthermore, in most pastoralist areas governments have not yet been able to provide or allocate essential basic human security needs including food, health, employment or education. Doubts are being raised whether the marginalized pastoral zones of the Horn region will be able to be involved and realize the United Nations' Millenium Development Goals (MDGs) that seek to reduce extreme poverty, hunger, and ensure environmental sustainability that will usher in development.

As CEWARN's field reporting and data analysis have revealed, the resultant violence and the death rate of conflicts in the pastoral zones is far higher than anyone had expected. Over the three-year period 2003-2006, CEWARN has been collecting information and monitoring cross-border pastoral conflicts in two pilot areas (see map in chapter 2.1.) and has recorded over almost 2,200 conflict-related deaths in the region, of which at least 150 were women and children. Over the same period, around 138,000 livestock were lost in more than 1,500 violent incidents. In the July 2005 massacre in Turbi (Marsabit District of Kenya) an estimated 70 people including 25 school children were killed in a violent attack that was carried out by armed parties from both Ethiopia and Kenya. The Turbi massacre demonstrated how the conduct of warfare has changed and that modern raids are no longer part of traditional cultural practices. Moreover, incidents like Turbi highlight the potential regional implications of pastoralist conflicts. In this connection, conflicts in the pastoralist zones must be considered as a serious source of internal insecurity and regional instability.

It is against this background that IGAD has been active in the field of peace and security since its revitalization in 1996. It continuously supports initiatives on conflict prevention, management and resolution (CPMR). As a regional body and political forum in the Horn of Africa, IGAD has facilitated the peace processes in Somalia and Sudan. It has been mandated by the African Union to coordinate the establishment of the Eastern African Standby Brigade (EASBRIG) to be an integral part of peacekeeping missions of the African Standby Force (ASF), which is now being developed under the AU. As one of

the regional building blocks in establishing the African security architecture, IGAD is also a partner in the establishment of the Continental Early Warning System (CEWS) of the AU.

Besides those activities intended to address the issues of small arms and landmines, the IGAD Division of Peace and Security has a regional program on combating terrorism to harmonize legislative provisions. It is also imperative to note that most IGAD Member States are involved in various regional and international peace and security initiatives including the United Nations (UN) “Plan of Action to Combat and Eradicate the Illicit Small Arms and Light Weapons in All its Aspects” developed in 2001, and the “AU Protocol and Plan of Action to Prevent and Combat Terrorism”. In order to strengthen IGAD and provide it with the institutional capacity to deal with CPMR issues, the seven member states mandated the IGAD Secretariat to develop a joint “Peace and Security Strategy” as a common framework within the overall security architecture of the African continent.

2. CEWARN and the Prevention of Conflict in the Horn of Africa

2.1. Background

Early warning and response systems were first developed in Africa in the 1970s to deal with drought and to ensure food supplies to avoid humanitarian disasters. In the 1990s, accelerated by the Rwandan genocide, early warning efforts expanded beyond natural disasters to include food security and refugees. More recently, early warning efforts have been used to address the prevention, management and resolution of violent conflicts.

Various African regional and sub-regional organizations began to prioritize these CPMR issues in the early 1990's. The Organization of African Unity (OAU) established the Central Mechanism for Conflict Prevention, Management and Resolution charged with the anticipation and prevention of situations of armed conflict as well as with undertaking peacemaking and peace-building efforts. The establishment of a Continental Early Warning System (CEWS), however, accelerated after the transformation of the OAU to the African Union (AU) in 2002. The CEWS is intended to be one of the key pillars of the Peace and Security Council in addition to the Panel of the Wise, the African Standby Force and a Special Fund. The Roadmap for the Operationalization of the CEWS which was developed in 2005 to describe the practical steps necessary for its implementation was adopted by the Peace and Security Council in June 2006.

The models of early warning systems developed in the various African regions are based on different premises. The Economic Community of West African States (ECOWAS), in cooperation with its implementing partner, West Africa Network for Peace-building (WANEP), operates through a network of civil society organizations in partnership with governments. The Southern African Development Community (SADC) has developed an Organ for Politics, Defense and Security in developing a collective security or defense

system. IGAD's CEWARN Mechanism is primarily based on governments, but also operates in partnership with civil society organizations.

With its revitalization in 1996, IGAD began (in addition to its broader development mandate) to focus on issues of CPMR. Thus the establishment of a conflict early warning and response system was identified as a key area within IGAD's peace and security agenda. In a meeting of the Council of Ministers held in Khartoum in 2000 a decision was taken to establish CEWARN for the IGAD region. After focused research, consultations and assessments in all IGAD Member States, the Council of Ministers of IGAD endorsed the Protocol Agreement in 2002, providing CEWARN with a legal entity and operational framework. The Protocol entered into force in July 2003 having received the necessary instruments of ratification from the State of Eritrea, the Republic of Kenya, the Federal Democratic of Ethiopia and the Republic of the Sudan. The Republic of Djibouti ratified the Protocol in April 2005.

The CEWARN Protocol lays down a wide range of areas on which CEWARN can collect information. The mandate of CEWARN is to receive and share information concerning potentially violent conflicts as well as their outbreak and escalation in the IGAD region. These include livestock rustling, conflicts over grazing and water points, nomadic movements, smuggling and illegal trade, refugees, landmines and banditry. However, CEWARN was mandated by the member states to commence with the monitoring of cross-border pastoral conflicts. The focus on cross-border pastoral conflicts was chosen as an entry point for CEWARN because such a pilot project was of mutual interest to all IGAD Member States which held common interests in addressing the problem and as a means of gaining and to encourage cooperation among countries in the Horn. Arid and semi-arid cross-border areas with a livelihood system of pastoralists and agro-pastoralists run along all the borders of IGAD, with similar ethnic groups along the boundaries.



In 2003 the initial pilot area was identified as the *Karamoja Cluster* – which is the cross-border areas of Ethiopia, Kenya, Uganda and Sudan – followed by the *Somali Cluster* two years later, including the cross-border areas of Kenya, Ethiopia and Somalia.

In operationalizing its early warning and response mechanism, IGAD adopted a ‘bottom up’ and process-oriented approach that builds upon existing efforts, mechanisms and skills within the sub-region. To lay the foundation for data collection and analysis eight workshops with different IGAD Member States’ stakeholders were realized over a period of 18 months. In November 2002 the indicators to frame the collection of dynamic behavioral (events) data on pastoral conflicts were developed by local and regional experts and practitioners who had an intimate knowledge of pastoral conflicts. In June 2003 the CEWARN Unit was established in Addis Ababa. Field data collection in the Karamoja Cluster began in July 2003.

2.2. CEWARN’s Mission and Vision

CEWARN’s Mission is to establish and operate an effective, sustainable sub-regional mechanism that will undertake conflict EW and ER consultations and foster cooperation among relevant stakeholders to inform and enhance the peaceful settlement of disputes and respond to potential or actual violent conflicts in the IGAD region.

CEWARN’s Vision is embodied in the tagline, *Stakeholders Empowered to Prevent Violent Conflict*. This vision will be realized in peaceful, sustainable resolutions to pastoral conflict in the IGAD region where:

- *Stakeholders* – IGAD and its Member States, local communities, civil society, non-governmental organizations (NGOs), academic and research institutions, Regional Economic Communities (RECs), the AU and other international organizations and community based organizations and citizens, especially the vulnerable and those at risk of violence, are
- *Empowered* – by a shared interest and sustained effort in transparent collaboration, cooperation and participation at all levels from local to international,
- *To Prevent Violent Conflict* – through the use of timely, systematic tracking of social, economic, political and environmental activities and events, assessing their trends prior to escalations of violence, and formulating response options that seek peaceful, sustainable resolutions to pastoral conflicts.

Through its collaborative, transparent and proactive nature, this vision builds a foundation for peaceful resolution of conflicts beyond just those affecting the pastoral areas. In sum, it promises a strengthened capacity to maintain peaceful relations within and across IGAD Member States.

2.3. Structure and Function of CEWARN

CEWARN has established a system of local information collection networks to collect and document relevant information and data on cross-border and related pastoral conflicts. At national level, each network is composed of several Field Monitors (FMs), trained in collecting information, categorizing and placing that information into

prescribed reporting formats. For the time being, fourteen FMs have been deployed in the Areas of Reportings of the Karamoja Cluster since mid-2003 and eight FMs in the Somali Cluster since June 2005.

In each of the IGAD Member States, CEWARN has identified National Research Institutes (NRIs) and contracted them as partner organisations for the Mechanism. Each NRI has a CEWARN Country Coordinator (CC), supported by an assistant, who is responsible a) to organize and supervise the required field monitoring, b) to coordinate information and data collection, and c) to analyze the data and submit EW reports.

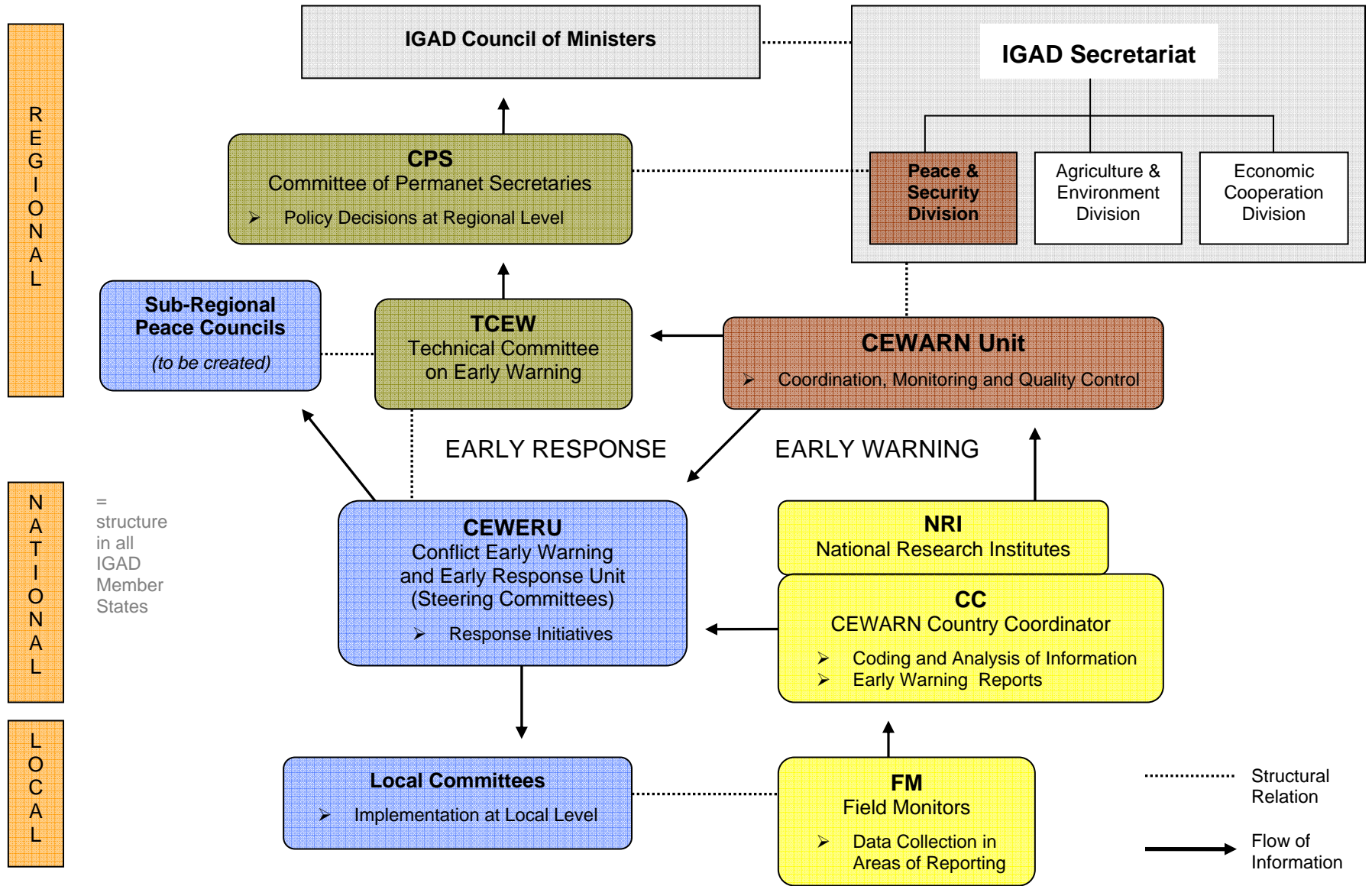
The CEWARN Unit in Addis Ababa is the regional hub for data collection, conflict analyses, information sharing, and communication of response options. It acts as a clearing house and is responsible for quality control. It supports CEWARN stakeholders in capacity-building (including training), coordinates the different CEWARN organs, assists in developing regional cooperation structures and is the driving force for the political process behind the Mechanism.

At the national level, the CEWARN Mechanism builds upon Conflict Early Warning and Early Response Units (CEWERUs) as focal coordinating units integrated to operate within relevant Ministries of IGAD Member States. These units are directed and managed by CEWERU Heads who are nominated by the Member States themselves. Each CEWERU is mandated to form a Steering Committee including representatives of relevant ministries and provincial administration, security bodies such as police, intelligence and military, legislative bodies, civil society organizations, academia, religious organizations or other influential members of societies. Bringing together governmental decision makers and civil society representatives, the CEWERUs are the responsible bodies for response initiatives on a country level to be implemented in close cooperation with local committees or sub-regional peace councils.

'Bringing together governmental decision makers and civil society representatives, the CEWERUs are the responsible bodies for response initiatives on a country level to be implemented in close cooperation with local committees or sub-regional peace councils.'

The two regional coordinating structures of the Mechanism are the Technical Committee for Early Warning (TCEW) and the Committee of Permanent Secretaries (CPS). At the intermediate level, the Heads of CEWERUs collectively form the Technical Committee which convenes twice a year to run technical consultations on the CEWARN Mechanism including the discussion of early warning reports and response options. The TCEW submits its recommendations to the CPS that comprises of senior governmental representatives designated by IGAD Member States. The CPS is the policy-making organ of CEWARN and it reports to the Council of Ministers which in turn reports to the Assembly of Heads of State and Government. The Executive Secretary, the Director of Peace and Security Division and the Director of the CEWARN Unit are ex-officio members of the CPS.

Organizational Structure of the CEWARN Mechanism



2.4. CEWARN's Tools and Products for Early Warning and Early Response

Each CEWARN Field Monitor submits Incident Reports as violent incidences occur and Situation Reports based on observable events submitted on a weekly basis. Incident Reports document violent events and record key attributes that describe *who did what, to whom, when, where, why and how*. More specifically, these incident parameters include the type of violence used, initiator, recipient, location, and date. The Incident Reports also record the consequences of the incidents. Human deaths and livestock losses are the two most central of these outcomes.

The Situation Reports are submitted on a weekly basis regardless of whether a violent incident occurred or not. These reports comprise a set of security audit questions that monitor local context issues that include communal relations, peace and security, natural disasters and resources use, economic activities, civil society activities, and issues of safety and security which serve to provide advance information on factors that accelerate, trigger and/or mitigate violent incidents.

CEWARN uses a carefully selected set of indicators to track, monitor and analyze cross-border pastoral and related conflicts in the Horn of Africa region (for full description see: Annex 1 and 2).

Indicator Categories for Violent Incident Reports:

- Armed Clashes
- Raids
- Protest Demonstration
- Other Crimes

Indicator Categories for Situation Reports:

Presence and Status of

- Communal Relations
- Civil Society Activities
- Economic Activities
- Governance and Media
- Natural Disasters
- Safety and Security
- Social Services

The Country Coordinators use the CEWARN Reporter – a network software program specifically designed for early warning purposes – to enter and store the standardized field reports submitted to them by the Field Monitors. The Reporter enables users to analyze the reports and provides them with a system for data management and a graphic display of incident frequency over time. It also allows for qualitative and quantitative analysis of field data with a view to identifying emerging trends. The Reporter assists in the understanding and analysis of how changes in pastoral behavior are likely to lead to more tension and conflict, or co-operation. The Reporter is available online and is accessible only to IGAD officials, CEWERU representatives, NRIs, and the staff of the CEWARN Unit. CEWARN has established a structured system of quality control on daily, monthly and quarterly bases to ascertain and maintain the reliability, credibility, timeliness and quality of data and information collected from the field.

Based on the data gathered in the field, the CEWARN Country Coordinators produce regular early warning reports: a) Country Updates based on the peace and security

situation of the areas of reporting; b) Alerts based on impending or existing conflict which requires immediate action; c) Situation Briefs to inform on existing events or events that may affect the dynamics of the conflicts being monitored including natural disasters such as floods or drought. At regional level, the CEWARN Unit is responsible for quality control of analytic reports submitted by the Country Coordinators based within a National Research Institute. Moreover, the CEWARN Unit produces early warning reports that focus on cross-border or regional nature of conflicts: a) Regional Cluster Reports, and b) Annual Risk Assessments capturing the evolution of trends of cross-border pastoral and related conflicts.

Type of Report	Frequency	Level
➤ Alerts	Immediately	National/Regional
➤ Situation Briefs	As the need arises	National/Regional
➤ Country Updates	Every four months	National
➤ Cluster Reports	Every four months	Regional
➤ Annual Risk Assessment	Annually	National/Regional (to be launched 2007)
➤ Country Baseline Studies	For all new areas; and evaluation every 5 years	National

The reports generated by CEWARN are shared with each national Conflict Early Warning and Early Response Unit (CEWERU). Ideally, when early warning information is relayed to the CEWERUs, response actions would be initiated to mitigate or prevent an imminent conflict. The response requires proper coordination with the local structures in the areas of reporting and close cooperation with local committees or sub-regional peace councils. These include the local leadership, civil society organizations and community based organizations in the area as well as the traditional dispute resolution forums where they exist. CEWARN reports are also shared with the two regional coordinating structures of the Mechanism: the Technical Committee for Early Warning (TCEW) and the Committee of Permanent Secretaries (CPS). On the regional level too the respective authorities are expected to take appropriate actions to prevent an imminent conflict or de-escalate violence. The CEWARN reports are available to the wider public through the CEWARN website (www.cewarn.org).

3. Experiences in Establishing CEWARN

3.1. CEWARN's Achievements

Since becoming operational, CEWARN has been undertaking the crucial role of coordinating conflict early warning and response work in the IGAD sub-region by

promoting and facilitating consultations between various relevant stakeholders including governmental institutions and civil society actors. Moreover, the CEWARN model is the most developed data-based regional early warning system in Africa with regard to intra-state conflict.

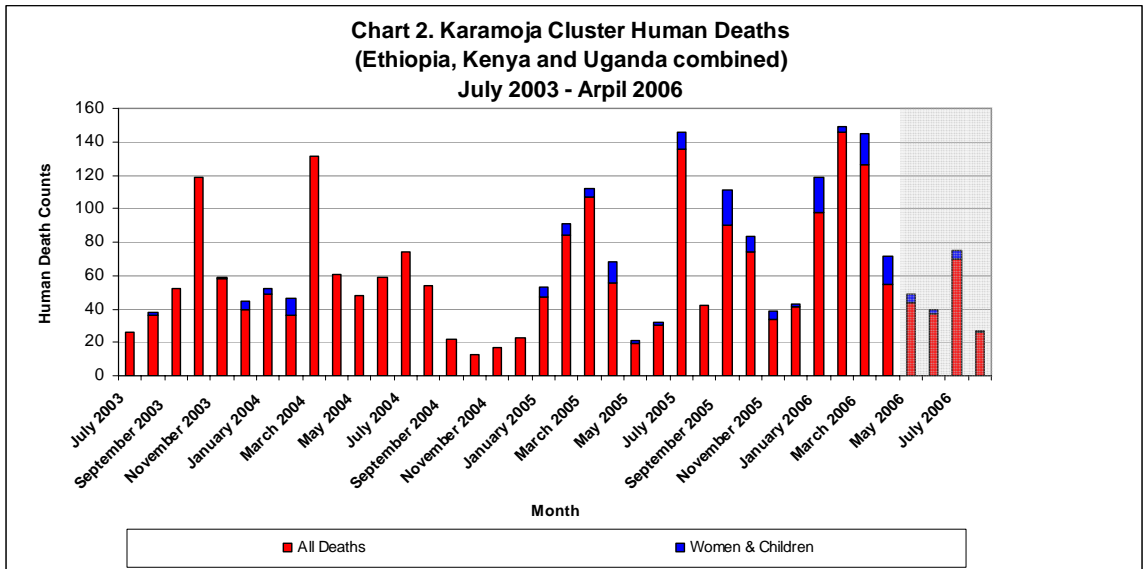
“CEWARN is cutting edge and even in its infant state shows greater strength than virtually any other early warning system extant with respect to data collection... The documentation function alone that has been achieved in the pilot study of the Karamoja Cluster is absolutely remarkable, and, reveals horrifying devastation of human and livelihood resources.” *Professor Howard Adelman, 2004*

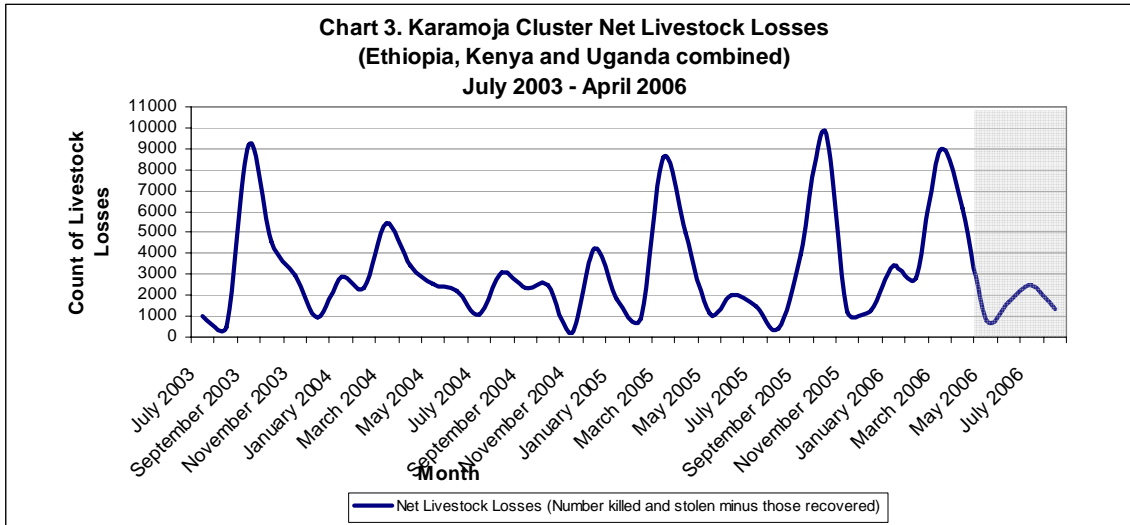
CEWARN has managed to develop a state of the art field monitoring and data analysis tool along with the capacity building and training required for its operation. Given the amount of infrastructure and institutional development

required to establish the CEWARN Mechanism, the choice was made to focus initially on developing and refining the methodology and data collection tool for the region. The information collection systems have been set up and constitute a network of Field Monitors who systematically monitor and submit reports about events likely to lead to violence, using an empirically-based standard format that is coded into the CEWARN Reporter. The model has proven successful in documenting the extent of violence in the pilot pastoralist areas that had heretofore been undocumented.

The partnerships and activities already in place have allowed for the activation of numerous channels of communication in crises that have pre-empted some conflicts. CEWARN has proven effective, in certain instances, in identifying potential violent conflicts and alerting Government institutions, civil society bodies, and local authorities who then intervened to prevent the violence from taking place.

The graphs illustrate how the field data is structured and analyzed to provide trends and dynamics of the pastoral conflicts. The two examples include human deaths and livestock losses recorded between July 2003 and August 2006.





In summary, the main achievements of CEWARN are:

- CEWARN has a unique database providing timely, constant and accurate information on cross-border pastoralist conflicts.
- The CEWARN approach tries to cope with the dynamism of conflicts and combines quantitative with qualitative analysis of field data.
- CEWARN reports provide a good basis for developing intervention options and mechanisms for response.
- CEWARN has conducted capacity building for conflict prevention, management and response (CPMR) through skill training of CEWERUs, National Research Institutes, Field Monitors and local committee members in IGAD Member States.
- CEWARN has increased awareness among governments, civil society actors and other stakeholders regarding the nature, intensity and magnitude of cross-border pastoralist conflicts.
- CEWARN has managed to bring together state and non-state actors to collaborate and adopt strategies towards addressing violent cross-border pastoral conflicts.

“In the past few years that CEWARN has been operational, its continued field reporting and monitoring of pastoral and related conflicts, and regular production of early warning reports is an exercise that has managed to present and demonstrate immensely the nature, dynamics, and magnitude of this violence that no other institution has been able to do for a long time.”
Ms. Bernice Joyce A. Nima, Uganda Joint Christian Council (UJCC).

3.2. Challenges and Lessons Learned

While CEWARN has successfully developed a primary source early warning capacity, it has not yet managed to link this capacity with an effective mechanism for prevention of conflict or response to mitigate conflicts after they have broken out. The CEWARN Mechanism therefore lacks a ‘response’ component or arrangement to avert imminent conflicts. The slow development within national CEWERUs – so far operational in three Member States only – vital to initiation and implementation of responses has further

impaired linking the early warning to early response. The delayed reactions to build the response devices such as information sharing, communication and cooperation between various actors that could enable the Mechanism to assess capacities and use available resources have contributed to those failures. CEWARN's experiences in trying to prevent conflict have shown that it requires much more cooperation and input of stakeholders – at the local, national and regional levels – both in information provision and implementation of responses. The complexity and depth of conflicts require multi-faceted approaches to address and mitigate them.

'CEWARN's experiences in trying to prevent conflict have shown that it requires much more cooperation and input of stakeholders – at the local, national and regional levels...'

The core activity of any early warning and response mechanism is the monitoring of evolving situations so that trends that may escalate into violence can be identified early, assessed, and proactively addressed. Over the past four years, CEWARN has established a tool for systematic event monitoring and its resultant baseline database for cross-border pastoral conflicts. The data-based monitoring system, however, needs improvement in broadening its sources of information and in the ability to interpret and analyze the information it collects. The current mechanism depends solely on the Field Monitors (FMs) and individual knowledge of Country Coordinators (CCs) for its information and analysis. The tool does not yet integrate structural data (on ethnicity or culture, for example) that is required to contextualize and interpret the field events data. Other challenges include poor infrastructure, remoteness and inaccessibility of pilot areas, complexity of conflicts in the region and inadequate capacity in addressing other types of conflict.

The main channels currently employed for dissemination and sharing of early warning information produced by CEWARN includes the use of its website and dissemination of its reports to the members of the steering committees of the national CEWERU's. As a result, save for some development partners with an interest in the development of CEWARN and a few academics and researchers, the work of CEWARN as a mechanism, designed to provide early warning (EW) and cause early response (ER) and thus promote peace and security, remains largely unknown: in the member states, in the region and, most importantly, among local communities who are supposed to be the direct beneficiaries of the EW and ER function. Therefore, awareness among the recipients on the added value of the mechanism has to be widened to strengthen and build sustainable relations among stakeholders. Linkages with other regional bodies like ECOWAS, SADC or the AU are uncoordinated and limited to sharing of information on the occasional seminar or conference. In order to actively place the CEWARN Mechanism within its larger political context CEWARN needs to develop a comprehensive communication strategy. An effective PR and communication strategy spelling out CEWARN's achievements and contribution to CPMR could ultimately inspire Member States to endorse the expansion of CEWARN's EW functions to cover other types of conflicts.

Another core issue for CEWARN's further development is capacity building. Training in particular has to become more regular and routinized, and will need to expand as

CEWARN's scope of activities expands. CEWARN needs to engage the academic community as well as civil society organizations, leveraging its resources and extending its reach and influence within society more broadly. For the time being there is no continuous backup – in terms of operational research and training – to inform and communicate relevant actors within the CEWARN Mechanism of underlying factors that drive pastoralist and related conflicts. Much greater effort and commitment need to be made to strengthen the response capacity and institutional and functional capacity of CEWARN.

Another gap of the initial pilot phase was the absence of any fundraising plan. Solid funding and comprehensive resource mobilization are a precondition for the functioning

'...there needs to be a commensurate shift in orientation from a project dependent upon external funds to a sustainable program financed and fully owned by Member States'

of a reliable early warning and analytic system applicable to violent conflicts to enable timely and effective responses. Finally, an issue that is more often than not implicit in discussions about CEWARN is that of sustainability. If CEWARN is to be considered successful, those it serves must value it. The IGAD Member States have invested a great deal of effort into the design and establishment of the CEWARN Mechanism. Several states have supported the CEWARN effort through dedicated contributions of

individuals who have taken an active role in establishing the Mechanism. However, there needs to be a commensurate shift in orientation from a project dependent upon external funds to a sustainable program financed and fully owned by Member States. So far the conceptual development, establishment and operation of CEWARN has been mainly funded by two core partners: USAID (60%) and GTZ (30%), whereas IGAD Member States contributed around 10% of the budget in kind.

4. Strategic Priorities for the Next Five Years

4.1. The Rationale for the Strategy

CEWARN remains a pioneering institution in early warning and response. After three years of experience, however, the pilot project has reached a crucial point as it has to clearly demonstrate concrete benefits as it proceeds. In June 2005, the Committee of Permanent Secretaries (CPS) gave its full commitment to the further strengthening and expansion of the mechanism. CEWARN therefore embarked on a systematic process to agree on priorities by holding consultations with its stakeholders to develop a five-year strategy. In late 2005, a team of consultants developed several strategic options for the future of CEWARN and consulted with the key stakeholders in realizing that goal. A range of options was presented, extending from a narrow focus on pastoral conflicts to a broad effort that would address all types of conflicts in the region.

The results have been discussed with Member States and civil society institutions and have helped the CEWARN Unit to prepare its Programmatic Options Paper that promotes

the continued focus on pastoral conflicts. It also requires that at the end of the five-year period IGAD Member States will decide on the direction and extent the future expansion of CEWARN will take. During the May 2006 meetings of the CEWARN policy organs – which are the Technical Committee on Early Warning (TCEW) and the Committee of Permanent Secretaries (CPS) – the programmatic directions were presented, discussed and adopted. This includes a policy decision to undertake an incremental approach, continuing the focus on pastoral conflicts while taking measures to expand the monitoring and reporting to other areas to cover all member states enabling them to develop the institutional structure and capacity for EW and ER. The contributions and recommendations helped to clearly set out the goals, various objectives and major activities that need to be undertaken during this five-year period to strengthen and consolidate the work of CEWARN.

4.2. CEWARN's Goals and Strategic Objectives

Within the next five years, CEWARN aims to achieve the following goals:

- Significant reduction in the magnitude and intensity of pastoral and related violent conflicts in IGAD Member States.
- CEWARN established as the leading early warning and response mechanism to address pastoral and related conflicts in the region.
- CEWARN stakeholders (local communities, local administration, government bodies, civil society, research and academic) equipped with sufficient CPMR skills and resources to address conflicts.
- Closer cooperation between civil society and governments within IGAD on issues of peace, security and development.
- Consolidated institutional linkages to the AU and other RECs as well as other early warning systems and initiatives.
- CEWARN as a recognized centre of excellence for operating an early warning and response mechanism on a regional and international level.
- Consolidation of funding and sustainability of the Mechanism.

The CEWARN Strategy 2007-2011 therefore sets out to achieve six strategic objectives.

Strategic Objective 1:

Expand the monitoring and reporting of pastoral and related conflicts in all IGAD Member States

In the 5-year period, CEWARN will undertake an incremental approach and gradual process to implement its activities. This approach entails a continuing focus on cross-border pastoral and related conflicts, thereby ensuring that all Member States are included in early warning and early response activities. CEWARN will expand its operation from the two pilot areas already established into new Areas of Reporting (AOR), so that most pastoral conflicts in the Horn of Africa will be covered in the future. Specifically, the approach will include the following activities.

- The present CEWARN methodology of monitoring and analyzing pastoral conflicts will be applied to all Member States, in addition to the already active countries (Uganda, Kenya and Ethiopia). National Research Institutes (NRIs) have already been identified and recruited in Djibouti, Eritrea and Sudan, and the respective Country Coordinators were identified and trained in July 2006.
- In order to expand monitoring and reporting of pastoral conflicts, a set of criteria for the identification of new Areas of Reporting (AOR) has been developed by CEWARN; through their CEWERUs IGAD Member States will identify and recommend a list of new AOR based on these criteria.
- With a mandate given by the Committee of Permanent Secretaries (CPS), CEWARN will start to expand monitoring and reporting of pastoral conflicts in all Member States in 2007.
- While the programmatic focus for the next five years continues to be on pastoral conflicts, CEWARN will gradually lay the foundation to expand to other types of conflicts in the Horn of Africa as outlined in the Protocol.

Strategic Objective 2:

Strengthen the early response side of the mechanism by fully operationalizing CEWERUs in all IGAD Member States

Over the next five years, CEWARN will fully operationalize all CEWERUs – which are already set in place in Djibouti, Eritrea, Ethiopia, Kenya, Sudan and Uganda, but with a varying degree of performance with regard to information sharing, cooperation with relevant stakeholders and initiating response actions. Full operationalization of CEWERUs will require continued consultation within and between Member States as well as further commitment to provide relevant resources. CEWERUs will be supported to build and enhance their capacities in developing response strategies in order to bridge the gap between early warning and early response. In this regard, CEWARN will develop an effective early response mechanism

‘CEWARN will develop an effective early response mechanism building on national CEWERUs and local response network’

building on national CEWERUs and local response networks in all IGAD Member States. To achieve this, the following issues will be addressed:

- Local response mechanisms will be set in place by establishing and making local committees or local peace councils fully functional. Such efforts have been ongoing both in Ethiopia and Uganda since June 2006.
- CEWARN will develop a Response Framework that will inform Member States in addressing pastoral conflicts in their respective areas of coverage. The Response Framework will outline and clearly define responsibilities and roles of CEWERUs, local response actors, as well as those of the CEWARN Unit.
- The dissemination of early warning information will be appropriately streamlined and strengthened to stimulate and prompt early response activities.
- CEWERUs in all IGAD Member States will develop response focused implementation plans that will address structural and proximate causes of conflicts, taking into account relevant requirements on the local, national and regional/cross-border levels.
- CEWARN will undertake capacity-building activities that will strengthen the capabilities of stakeholders at local and national levels to mitigate, manage and resolve violent conflicts.
- CEWARN will assist in seeking funds for cost-intensive response actions.

Strategic Objective 3:

Widen sources of information, enhance the information collection system, and strengthen the data analysis capacity of CEWARN.

CEWARN has to move towards response-oriented early warning analysis. An effective and sustainable Early Response depends largely on the relevance, quality and comprehensiveness of the Early Warning reports that are provided in real time. Thus the enhancement of the information collection system to produce accurate information in real-time, broadening its sources and incorporating supplementary data and information will be addressed to achieve this objective. By improving the scope and capacity of its analysis, CEWARN will provide better conditions towards policy development for long-term mitigating responses. The process of widening information sources, enhancing tools of the information collection system and analyses will involve the following undertakings:

‘CEWARN will provide better conditions towards policy development for long-term mitigating responses’

- Supplementary - secondary and structural - data for analysis will be integrated into the information collection networks of CEWARN for broader scope and depth of analysis.
- CEWARN will widen its sources of information and data collection to include other relevant sources like government institutions, media, development organizations, civil society or community based organizations.

- CEWARN will establish an ICT based network of NGOs, CBOs, Field Monitors and Local Committees to enhance the internal exchange of information concerning pastoral conflicts in Areas of Reporting.
- CEWARN will critically review its methodology of information collection and analysis system so as to widen the scope strengthen its information absorption capability, e.g. by grading sources and reports to control information overflow and increase work efficiency. The information collection methodology as such will be reviewed regularly and updated accordingly.
- In collaboration with NRIs, the CEWARN Unit will improve the management of early warning information (collection, interpretation, quality control and standard setting and communication) and further recruit, train and deploy Country Coordinators and Field Monitors.
- Secondary and structural data will also be integrated into the analysis and production of early warning reports. A system of peer review on report analysis will be established.
- Moreover, CEWARN will develop a system of trend-tracking and analysis to illuminate changing behavioral patterns and emerging conflict dynamics.

Strategic Objective 4:

Develop a public relations and communication strategy and promote awareness on CEWARN's work

Within this five-year strategic plan, CEWARN will maximize the use of the information collected by sharing and disseminating on timely basis at the local, national, regional and international levels. The scope of avenues used for dissemination of information will be expanded to serve a broad public mandate from the current governmental, intergovernmental level to increase awareness and understanding of the CEWARN Mechanism to all stakeholders including the general public. CEWARN aims to ensure that at the end of the five-year period it has consolidated its linkages with other early warning systems on the continent in a manner that promotes CEWARN's efficiency both in information provision and implementation of responses. With effective communication of information as a commodity, the response side of the mechanism will be enhanced to achieve reciprocal efficiency and timely intervention at the regional, national and local levels leading to promotion of peace and security. Specifically, the strategy will include the following activities:

- CEWARN will share and disseminate timely information to stakeholders at the local, national, regional and international levels.
- CEWARN will increase awareness and understanding among the stakeholders of the Mechanism including the general public.
- Communication will be expanded beyond the website to include other channels used by the communities and effective at the national level including, but not limited to, newspapers, linkages with academic institutions, cooperation with CSO's in areas of information collection, dissemination and response, use of ICT tools like local radio stations.

- CEWARN will also invest in the publication and dissemination of its reports to other stakeholders and increase the involvement of the local communities in raising awareness of the need for EW and ER.
- Moreover, the CEWARN Unit will liaise with relevant organizations involved in conflict resolution and related missions (locally, nationally and internationally), and promote the profile of the CEWARN Mechanism.
- The outcomes of field surveys, desktop analysis and success stories of the Mechanism will be broadly disseminated.

Strategic Objective 5:

Strengthen the institutional and functional capacity of the CEWARN Mechanism using all enabling means, including research and training as well as administrative and financial support.

In the coming five years, CEWARN will endeavor to build up and strengthen the institutional and functional capacities required, thereby addressing the following core functions: a) institutional development; b) human resource recruitment and development; c) systematized training; d) administrative, financial and logistical structures and; e) widening of CEWARN's institutional networks by creating strong linkages with academic and research institutions locally, nationally, and internationally. Hence, to realize the above stated strategic objective CEWARN will undertake the following.

- The CEWARN Unit will review, prioritize and build both the institutional and human resource capacity as a means to achieve the goals and objectives set out in the five-year strategy. The institutional development will be enhanced through the implementation of an appropriate monitoring and evaluation system for the CEWRN Mechanism.
- Systematized training, in particular, will inform, enhance and build the capacities of CEWARN stakeholders in CPMR as well as in administrative and financial matters. The research and training capacities will be enforced to effectively target and design feasible response options. In addition, CEWARN will launch a specific capacity building program for women in the CEWARN Mechanism.
- CEWARN will strengthen the administrative, financial and logistical structures and functions of the Mechanism, including procurement and delivery of goods and services to IGAD Member States, administrative networking and support for financial and logistical capacity building for its stakeholders.
- CEWARN will expand and decentralize its functions by appropriate capacity-building for CEWERUs and enabling them to further build and strengthen the performance capacity of local peace committees and other related structures and stakeholders.
- CEWARN will engage the academic community and civil society organizations, leveraging its resources and extending its reach and influence more broadly into society, thereby seeking feasible and practical solutions to reduce and resolve pastoral and related conflicts in the IGAD region.

- Operational research will help to improve the prevention of pastoralist and related conflicts and will enable CEWARN to provide a continuous backup for its stakeholders.
- CEWARN will strengthen its institutional networks and linkages and will cooperate and coordinate its activities on the regional, continental and international level with organizations such as the AU, other RECS, and multilateral organizations.
- Furthermore, CEWARN will enhance cooperation on CPMR between Member States, thereby including civil society organization and other relevant actors in the field and improving the capacity in information sharing and institutional knowledge management of the CEWARN Mechanism on different levels.

Strategic Objective 6:

Implement a sustainable long-term funding strategy that will ensure CEWARN's access to adequate resources to fulfill its mandate

Implementing the 5-year strategy implies endowed funding for CEWARN to become fully operational and building the capacity for early response activities. The total costs of the present CEWARN operation amount to approximately US \$ 1 million per year. The cost will increase steadily over the next 3-4 years. CEWARN therefore aims to cultivate new sources of funding, including an increased contribution by IGAD MS to the operational costs of CEWARN. Such ownership will support efforts to ensure the CEWARN mechanism becomes a sustainable investment. The three objectives of the funding strategy will aim to: a) widen the donor base in order to cover the operational costs of the CEWARN Mechanism (core funding); b) raise Member States contribution to the organizational and administrative costs of CEWARN from 10% to 30% at the end of the fifth year and; c) provide adequate resources to CEWERUs in all IGAD Member States to strengthen their early response capacity. To this end, CEWARN will undertake the following activities:

- The CEWARN Unit will develop and implement a flexible fundraising mechanism that introduces a set of different options for receiving funds from donors, including financial contributions to the operational costs of the CEWARN Mechanism, country-specific or stakeholder-specific funding of CEWERUs, funding of activities in specific areas and, last but not least, contributions to a "CEWARN Peace Fund" that supports early response actions.
- In order to consolidate partnerships in funding, IGAD will invite potential partners to a joint donor meeting and introduce CEWARN's 5-year strategy, including funding requirements.
- The donor meeting will be followed by bilateral meetings and official requests for support of the CEWARN program in order to develop partnership agreements between IGAD/CEWARN and the respective donor. The IGAD Secretariat will use its profile and its good offices to lobby on behalf of CEWARN.
- In order to coordinate the different sources of funding, CEWARN will adopt a sound financial management system. Funding partners will become part of the

CEWARN communication network and will be informed of ongoing activities and results through financial and activity reports on a regular basis.

- In order to strengthen the financial contribution of Member States, CEWARN will develop a sound plan to ensure a gradual increase from 10% to 30% by 2011 for CEWARN's administrative costs. The IGAD Secretariat, together with the CEWARN Unit, will address MS to ensure their funding commitments.
- In the long run, IGAD Member States have to provide CEWERUs with adequate resources so that they can act effectively as national response units. The 5-year budget of CEWARN, however, includes only the costs for establishing CEWERUs in all IGAD Member States.
- In order to become fully operational, CEWERUs will have to be supported by CEWARN to raise funds from both national sources (parliamentary budgetary committees) and from international sources (e.g. UN agencies, EU and bilateral donors). The CEWARN Unit will assist CEWERUs in developing their capacities in fundraising and budgetary matters.
- Response initiatives of CEWERUs and their peace committees will be supported by financial resources allocated by the "CEWARN Peace Fund". Such initiatives could address underlying root causes of pastoral and related conflicts to achieve structural changes in the long-run, e.g. through small-scale infrastructure projects, livestock programs or technical support to community-based organizations. Early response initiatives could also address immediate support, e.g. through realizing dialogue forums or peace conferences.
- A steering committee will be established that issues guidelines on all projects financed through the fund and that takes decision on the management of the CEWARN Peace Fund.

'Response initiatives of CEWERUs and their peace committees will be supported by financial resources allocated by the "CEWARN Peace Fund.'

4.3. CEWARN Strategic Objectives and Results Matrix: 2007 - 2011

Strategic Objective 1:

Expand the monitoring and reporting of pastoral and related conflicts in all IGAD Member States

Objectives	Activities	Expected Results	Completion Date or Periodicity
1. Expand monitoring and reporting to all IGAD MS	1.1. Recruiting and training of NRIs, CCs and Field Monitors in Djibouti, Eritrea, Somalia and Sudan. 1.2. Apply reporting and analyzing methodology in remaining MS (Djibouti, Eritrea, Somalia and Sudan). 1.3. Provide continuous capacity building to the NRIs, CCs, and FMs in all MS 1.4. Have regular assessment meetings with all NRIs to review challenges and lessons learned	<ul style="list-style-type: none"> ➤ NRIs, CCs and FM recruited and trained in all MS ➤ Monitoring and reporting on pastoral conflicts in all MS. ➤ Capacity of CCs and FMs built-up and enhanced in all Member States ➤ Emerging challenges addressed and innovative strategies adopted to strengthen monitoring and reporting; bi-annual review sessions with all NRIs 	<ul style="list-style-type: none"> ➤ Up to July 2007 ➤ Continuous ➤ Continuous ➤ Continuous
2. New Areas of Reporting	2.1. Criteria for new Areas of Reporting discussed with MS 2.2. New Areas of Reporting proposed by CEWERUs 2.3. New AORs agreed upon by CEWARN policy organs (TCEW/CPS) 2.4. New AORs visited and opened up for monitoring and reporting in all MS	<ul style="list-style-type: none"> ➤ Criteria for new AORs agreed upon with MS ➤ List of new AORs available and endorsed by TCEW and CPS ➤ Most of the pastoral conflicts in the IGAD region are monitored by CEWARN 	<ul style="list-style-type: none"> ➤ December 2006 ➤ November 2006-April 2007 ➤ June 2008
3. Expansion to other types of conflicts	3.1. Mid-term review to outline successes and challenges in implementing the monitoring and reporting on pastoral conflicts in the IGAD region 3.2. Explore expansion prospects to cover other types of conflicts	<ul style="list-style-type: none"> ➤ Mid-term review outlines the way forward ➤ Concept on expansion of monitoring and reporting discussed and agreed upon by MS through CEWARN policy organs 	<ul style="list-style-type: none"> ➤ December 2008 ➤ June 2010

Strategic Objective 2:

Strengthen the early response side of the mechanism by fully operationalizing CEWERUs in all IGAD Member States

Objectives	Activities	Expected Results	Completion Date or Periodicity
1. Develop a response framework	1.1. Establish and operationalize CEWERUs in all MS 1.2. Develop and implement a response framework for all CEWARN Mechanisms stakeholders 1.3. Develop guidelines and delineate roles and responsibilities for CEWERUs and other stakeholders 1.4. Establish Local Committees for each CEWERU and Sub-Regional Peace councils for AORs	<ul style="list-style-type: none"> ➤ CEWERUs established and functional in all MS ➤ Response Framework developed, decentralized and implemented by all CEWERUS at the local, national, and cross-border/regional levels ➤ Local Committees and Sub-Regional Peace Councils established and functional; 	<ul style="list-style-type: none"> ➤ Dec. 2006 – May 2007 ➤ December 2007 ➤ December 2007
2. Link EW to ER	2.1. Strengthen and streamline dissemination of EW information to facilitate ER interventions. 2.2. Decentralize EW and ER to CEWERUS and their local networks. 2.3. Channel response initiatives financed by the “Peace Fund” to CEWERUs and local committees.	<ul style="list-style-type: none"> ➤ CEWERUs and other local actors are well informed and initiate ER appropriately ➤ Response initiatives being implemented to address root-causes of conflicts in MS. ➤ Conflicts prevented and violence de-escalated; loss in human lives and livestock reduced. 	<ul style="list-style-type: none"> ➤ May 2007 – December 2008 ➤ July 2007- December 2011 ➤ January 2007 – Dec. 2011
3. Build institutional and coordinating capacity of CEWERUs.	3.1. Undertake capacity building activities and CPMR skills training to strengthen the capabilities of stakeholders at local and national, cross-border or regional levels to prevent, manage and resolve conflicts. 3.2. CEWARN to lobby governments and development partners to accord CEWERUs operational resources. 3.3. Provide technical support to CEWERUs in resource mobilization and development of work plans. 3.4. Consolidate institutional co-operation and co-ordination on CPMR between governments, CEWERUs and CSOs.	<ul style="list-style-type: none"> ➤ CEWERU and local actors' CPMR capacity strengthened ➤ CEWERUs are allocated resources by both governments (permanent staff, office space etc.) and development partners (funds, equipment etc.) ➤ All CEWERUs with strategic plans and work plans to inform their activities on set-time-frames. ➤ Networking enhanced at all levels. 	<ul style="list-style-type: none"> ➤ January – December 2007 ➤ December 2006 – December 2007 ➤ July 2007 – August 2008

Strategic Objective 3:

Widen sources of information, enhance the information collection system, and strengthen the data analysis capacity of CEWARN

Objectives	Activities	Expected Results	Completion Date or Periodicity
1. Widen sources of information	1.1. Conduct mapping to identify potential sources and types of additional information, data and analysis at all levels. 1.2. Expand sources of information for the mechanism. 1.3. Incorporate supplementary structural or contextual data into CEWARN Reporter and analysis 1.4. Strengthen and streamline information collection and dissemination. 1.5. Establish an ICT based network of NGOs, CBOs, FMs and Local Committees with restricted access through the CEWARN website	<ul style="list-style-type: none"> ➤ Research publications produced on the emerging trends of conflicts ➤ Analysis improved and understanding enhanced. ➤ Information sources widened and information systems established ➤ NGOs, CBOs, Field Monitors and Local Committees have a joint platform to communicate actual developments in the field. 	<ul style="list-style-type: none"> ➤ Continuous ➤ December 2007
2. Enhance the information collection management system to provide well analyzed EW reports	2.1. Periodic review of the current CEWARN indicators and other components of the information collection and management systems on their effectiveness, including by stakeholders outside the mechanism. 2.2. Improve content and reliability of EW reports. 2.3. Review the CEWARN methodology.	<ul style="list-style-type: none"> ➤ Efficient and useful information collection system that gives an in-depth and accurate situation of the ground in real time. ➤ EW reports that are well analyzed with policy-oriented and realistic recommendations. ➤ Alerts are issued in time to avert or mitigate conflicts. ➤ Information sharing expanded to key decision-makers. 	<ul style="list-style-type: none"> ➤ January 2007 – June 2008 ➤ Continuous
3. Concretize linkages with AU and RECs on issues of data collection and analysis	3.1. Maintain networking with AU, RECs and other institutions on issues of Data collection and analysis 3.2. Clarify CEWARN's role in the Continental Early Warning (CEW) of AU and other regional peace and security initiatives.	<ul style="list-style-type: none"> ➤ Links with AU and other RECs concretized. ➤ Role in CEWS delineated. 	<ul style="list-style-type: none"> ➤ Continuous

Strategic Objective 4:

Develop a public relations and communication strategy and promote awareness on CEWARN's work

Objectives	Activities	Expected Results	Completion Date or Periodicity
1. Communication and PR strategy	1.1. Develop and implement a public information sharing policy. 1.2. Improve and diversify channels of communication and information dissemination. 1.3. Share and disseminate information to targeted stakeholders at all levels. 1.4. Design and undertake public outreach activities. 1.5. Publications of reports, books and vignettes	<ul style="list-style-type: none"> ➤ Policy on information sharing developed and implemented. ➤ Improved understanding of CEWARN and its work. ➤ CEWARN quoted in media and other sources. ➤ Public outreach activities undertaken. ➤ CEWARN established as key actor in EW and ER ➤ CEWARN data used by a broad spectrum of stakeholders; books and reports published. 	<ul style="list-style-type: none"> ➤ January 2007 ➤ 2007-2011 ➤ Starting 2007
2. Increase awareness and understanding of CEWARN	2.1. Website updating and linkages in cooperation with CEWARN ICT consultant. 2.2. Sponsoring of TV and radio discussions in all member states to promote discussion on conflict early warning. 2.3. Use of local and national media in the pilot areas and at national level for dissemination of information about the CEWARN Mechanism 2.4. Addresses by guest speakers and CEWARN representatives at public foras in IGAD MS.	<ul style="list-style-type: none"> ➤ Informative website maintained. ➤ Public and stakeholders are more informed about the work of CEWARN at the national and local levels ➤ Increase in the number of advocacy groups for EW and ER ➤ Behaviour changes by the communities to embrace peaceful methods of conflict resolution ➤ At least one lecture in each MS per year 	<ul style="list-style-type: none"> ➤ January 2007 ➤ 2007-2008 ➤ 2007-2008 ➤ 2007-2011
3. Advocacy on CPMR with CSOs	3.1. Sharing of information at the regional and international level on CPMR 3.2. Commission a documentary on conflict early warning and response for CEWARN. 3.3. Convene a regional/international conference on EW and ER systems.	<ul style="list-style-type: none"> ➤ Increased efficiency by CEWARN in addressing EW and ER based on experiences shared with others. ➤ Documentary on CEWARN produced and disseminated. ➤ At least one meeting organized by CEWARN with EW and ER systems of RECs on the continent 	<ul style="list-style-type: none"> ➤ 2007-2011 ➤ Nov 2007 ➤ 2008 and 2010

Strategic Objective 5:

Strengthen the institutional and functional capacity of the CEWARN Mechanism using all enabling means, including research and training as well as administrative and financial support

Objectives	Activities	Expected Results	Completion Date or Periodicity
1. Institutional Development	1.1. Initiate and institutionalize self-evaluation using PIVA and related Monitoring and Evaluation training, peer review and appraisal mechanisms. 1.2. Improve information sharing procedures and knowledge management tools. 1.3. Develop a specific capacity building program for women 1.4. Organize, equip, and functionalize the CEWARN Resource Centre. 1.5. Explore possibilities for physical and functional expansion of the CEWARN Office	<ul style="list-style-type: none"> ➤ PIVA training by 1st quarter of 2007; Quarterly reviews to assess efficiency. ➤ Culture of peer review and institutional assessment is internalized and enhanced by CEWARN. / Institutional efficiency improved. ➤ Increased participation of women in the CEWARN Mechanism ➤ RC equipped and fully functional. ➤ Decision is made on possible expansion of CEWARN Office. 	<ul style="list-style-type: none"> ➤ February 2007; quarterly ➤ 2007-2011 ➤ 2007-2008 ➤ December 2006 ➤ 2008
2. Training and Missions	2.1. Develop and establish a system of skill development trainings for CEWARN staff, CEWERUs, NRIs/CCs, FMs and local networks. 2.2. Conduct field visits to the pilot clusters and new AOR	<ul style="list-style-type: none"> ➤ At least 1 training per stakeholder every year; performance capacities and efficiency of CEWARN and related structures enhanced. ➤ Mission reports generated and shared. 	<ul style="list-style-type: none"> ➤ Continuous
3. Institutional Networks	3.1. Participate in and/or organize conferences, seminars and workshops on conflict EW and ER; forge ties with research centres and academia. 3.2. Establish institutional linkages with AU, other RECs, and regional and international organizations operative in conflict and peace issues.	<ul style="list-style-type: none"> ➤ Participation in regional and international conferences; reports shared; linkages to academia and research community enhanced ➤ Institutional networks widened and maintained, roster of contacts available. 	<ul style="list-style-type: none"> ➤ Ongoing ➤ 2007-2011
4. Research	4.1. Track initiatives and developments on peace and security in the region. 4.2. Identify issues and commission operational research for early warning and response.	<ul style="list-style-type: none"> ➤ List of issues for research identified. ➤ Research commissioned biannually; results disseminated. 	<ul style="list-style-type: none"> ➤ 2007-2011
5. Finance and Administration	5.1. Strengthen the financial and administrative capacity of CEWARN. 5.2. Develop and establish a system for personnel development, recruitment and deployment. 5.3. Improve procurement and delivery of goods and services to relevant stakeholders of the CEWARN Mechanism.	<ul style="list-style-type: none"> ➤ CEWARN financial and administrative system improved. ➤ Quarterly review of the financial and administrative tools undertaken for further strengthening. 	<ul style="list-style-type: none"> ➤ 2007-2011

Strategic Objective 6:

Implement a sustainable long-term funding strategy that will ensure CEWARN’s access to adequate resources to fulfill its mandate

Objectives	Activities	Expected Results	Completion Date or Periodicity
1. Raise MS contribution to administrative costs of CEWARN	1.1. Develop a plan for the gradual increase of MS contributions to the administrative costs of CEWARN. 1.2. IGAD Secretariat and CEWARN Unit to address Member States to ensure their financial commitment.	<ul style="list-style-type: none"> ➤ Plan endorsed by IGAD Member States at CPS meeting. ➤ Member States' contribution increased from 10% to 30%. 	<ul style="list-style-type: none"> ➤ 2007 ➤ 2007-2011
2. Widen donor base to cover the operational costs of CEWARN (core funding)	2.1. Develop a flexible fundraising mechanism that provides different options for receiving donor funds. 2.2. Organize a joint donor meeting to present the CEWARN strategy and funding requirements. 2.3. Develop the rules and procedures of a “CEWARN Peace Fund” and establish a Steering Committee that manages the fund. 2.4. Consolidate funding through official support requests and financial partnership agreements with donors. 2.5. Implement a sound financial management system for CEWARN including regular reporting to donors.	<ul style="list-style-type: none"> ➤ Flexible fundraising mechanism, implemented by CEWARN. ➤ Donor community aware of CEWARN 5-year strategy. ➤ “CEWARN Peace Fund” implemented and managed by a Steering Committee. ➤ Support requests submitted partnership agreements signed with new donors. ➤ Financial management system implemented and used. 	<ul style="list-style-type: none"> ➤ Dec. 2006 – July 2007 ➤ Dec. 2006 ➤ Dec. 2006 – Dec. 2007 ➤ January 2007 - June 2008 ➤ July 2007
3. Provide adequate resources to CEWERUs in all Member States	3.1. Provide resources for the establishment of functional CEWERUs in all seven Member States of IGAD. 3.2. Assist CEWERUs in raising funds from national and international sources. 3.3. Support capacity building of CEWERUs in fundraising and budgetary matters. 3.4. Channel response initiatives financed by the “Peace Fund” to CEWERUs and peace committees.	<ul style="list-style-type: none"> ➤ CEWERUs established and operational in all Member States. ➤ CEWERUs have adequate resources to be fully functional. ➤ CEWERUs manage their budgets and raise funds. ➤ Early response activities initiated and managed by CEWERUs. 	<ul style="list-style-type: none"> ➤ May 2007 ➤ 2007 – 2011 ➤ 2007 – 2011 ➤ 2007 - 2011

5. Implementation of the Strategy

5.1. Implementation Schedule

<i>Timeline</i>	<i>Activity</i>
2006	➤ CEWARN Donor Meeting
2007	➤ CEWARN Resource Centre fully functional
	➤ Collaborative and cooperative linkages and sharing of information at the regional, national and local levels established
	➤ Operationalization of the CEWARN Mechanism in all Member States (establishing CEWERUs, new Areas of Reporting identified)
	➤ Training on PIVA conducted for institutional assessment and development
	➤ Financial and administrative system of CEWARN reviewed and adjusted
	➤ Strengthening CEWERUs at the local, national and regional levels
	➤ Sources of information widened, supplementary data integrated
	➤ Research and training strategy implemented
	➤ Institutional linkages and networks established
	➤ Partnership agreements with donors, CEWARN Peace Fund operational
	➤ Information collection system enhanced and quality of EW reports improved
	➤ Local Committees and Sub-Regional Peace Councils operational
	➤ Early Warning Response Framework developed, shared and implemented
2008	➤ Institutional and functional capacity of CEWARN strengthened
	➤ Most of the pastoral conflicts in the IGAD region are monitored by CEWARN
	➤ Early response activities initiated and managed by CEWERUs
	➤ Documentary on CEWARN available
2009	➤ Mid-term review evaluation of strategy implementation
2009-2011	➤ Start work for expansion to cover other types of conflicts
	➤ Possible review of the CEWARN Protocol
2010	➤ Member States contribute 30% to the CEWARN budget
2011	➤ Final external evaluation of strategy implementation

5.2. Roles and Responsibilities in Implementing the Strategy

The IGAD Secretariat will

- Address Member States to ensure their continuous support and financial commitments for CEWARN.
- Use its profile and its good offices to lobby on behalf of CEWARN at regional and international fora.
- Liaise with regional and continental organizations in coordinating early warning and response initiatives.
- Use regional platforms to foster cooperation, information sharing and understanding between RECs and their Member States.

Member States will

- Continue their support to CEWERUs and help operationalization in countries where they are not yet fully functional.
- Further augment their commitment by gradually increasing their contributions to the budget of CEWARN and CEWERU operations.
- Accord to the CEWARN Unit and CEWERUs support in operationalization of response at the local, national and cross-border levels.

CEWARN Unit will

- Develop a response framework that will guide the roles and responsibilities of CEWERUs.
- Facilitate and coordinate the implementation of action plans with all stakeholders of the Mechanism.
- Integrate supplementary relevant information and provide enhanced early warning reports.
- Continue to set standards in monitoring, reporting and training.
- Build an environment that fosters information sharing, cooperation and collaboration through meetings, trainings, experience sharing, and collaborative programs.
- Disseminate information and create awareness of the activities and programs of CEWARN at the international, regional, national and community levels.
- Jointly with CEWERUs design and operate programs that assist in the building of capacities of the CEWERUs.
- Strengthen the institutional and functional capacity of CEWARN the Mechanism.
- Develop a flexible fundraising mechanism and adopt a sound financial management system.
- Consolidate partnerships in funding and establish a CEWARN Peace Fund that supports early response actions.
- Assist CEWERUs in developing their capacities in fundraising and budgetary matters.
- Integrate and implement monitoring and evaluation systems into the CEWARN Mechanism

CEWERUs will

- Popularize and implement CEWARN activities at the national and local levels.
- Establish Local Committees and define their roles and responsibilities, thereby ensuring fast and effective communication links.
- Identify institutions/organizations and create linkages to assist in timely information dissemination and initiation of responses.
- Create and support networks of NGOs and state institutions in respective countries which could be utilized by CEWARN in expanding data collection and soliciting response.
- Strengthen the institutional linkages within the various members of their Steering Committees by ensuring information sharing, updating and briefing members on a regular basis.
- Review periodically the composition of the Steering Committees both at the national and local level to include all relevant stakeholders.
- Raise funds from both national and international sources to strengthen early warning and response initiatives.

NRIs will

- Continue with data collection, analysis and producing reports and response options by integrating structural and supplementary data.
- Continue identifying, recruiting and training CCs, Assistant Country Coordinators and FMs.
- Strengthen the institutional linkages to CEWERUs, the CEWARN Unit and other CEWARN stakeholders.
- Identify other relevant civil society institutions, community based organizations or influential local community leaders and help establish linkages through their respective focal points within the EW and ER framework of CEWERUs.
- Assist the CEWARN Unit, CEWERUs and other stakeholders in assessing the needs and requirements for improving EW and ER activities.

5.3. Key Outputs

- ➔ The CEWARN unit shall ensure that the CEWARN Mechanism will be fully operational in all IGAD Members States. The response capability within states using national and local capacities as well as intra-state capability will be enhanced leading to a reduction in the loss of lives and property arising out of cross-border pastoral and related conflicts.
- ➔ CEWERU's will expand their information sharing and response initiatives in their respective Member States to include key policy/decision makers like Members of Parliament, local government administration, CSOs and national planning institutions. In addition CEWERUs will establish linkages and coordinate with their counterparts in other Member States.

- CEWARN-generated information and initiatives will be able to positively influence policy decision makers towards the socio-economic development of pastoralist communities in the Horn of Africa.
- CEWARN will be linked to and share information with other international and regional organizations on EW and ER.
- The CEWARN Unit will be a center of excellence in information and research on issues of pastoral and related conflicts.
- The Mechanism and its operations will be based on solid funding and comprehensive resource mobilization structures. IGAD Member States will be committed to contribute financial and human resources making CEWARN a sustainable investment in the prevention, management and resolution of conflicts in the Horn of Africa.
- Following a mid-term evaluation of implementation of this strategy, CEWARN will seek the endorsement of Member States to venture into the monitoring of other types of conflicts.

5.4. Monitoring and Evaluation

In view of the goals and objectives and output and activities of the five-year strategy, CEWARN will endeavor to develop an in-built Monitoring and Evaluation Scheme using Goal-Purpose-Output-Activity focused indicators, and means of verification giving due attention to contingent opportunities and risks. CEWARN will commit itself to self-assess its institutional and program implementation capacity by using PIVA and other Monitoring and Evaluation tools.

CEWARN will conduct a mid-term review and a final external evaluation at the end of the five-year period. The final evaluation will assess the outputs and achievements as compared to the goals and objectives set out in the CEWARN Strategy 2007-2011.

VI. ANNEX

1. Description of CEWARN Indicators: Situation Reports

Alliance Formation		
Inter-ethnic group alliance	Ethnic group – government alliance	
Armed Intervention		
Internal armed support	External armed support	
Behavioral Aggravators		
Interrupt other activities	Pastoral migration	Bullets as commodities
Development aid problems	Harmful migration policy	Protest
Media controls	Harmful livestock policy	Student attendance interrupted
Migrant laborers	Influx of IDPs	Separation of groups
New Markets	Security escorts	Livestock prices dropped
Negative media coverage	Small arms availability	Post-raid blessing
		Livestock sales increase
Environmental Pressure		
Natural disaster	Land competition	More livestock in secure areas
Grazing areas abandoned	Livestock disease	
Exchange Behavior		
Celebration	Inter-group marriage	Gift offering
Inter-group sharing	Cross-border trade	
Mitigating Behavior		
Access to health care	Relief distributions	Law enforcement
Small arms disclosure	Markets remain open	Bride price stable
Access to education	Positive media coverage	Negotiations taking place
Peace Initiatives		
Women peace messengers	Weapons reduction program	Local peace initiatives
Religious peace building	NGO peace initiatives	
Triggering Behavior		
All-male migration	Pre-raid blessing	Traditional forecasting

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2. Description of CEWARN Indicators: Violent Incident Reports

Armed Clashes

- *Military Battle* (Armed hostilities or engagements between an official military unit of a government and an armed party. Includes both civil war and inter-state war battles).
- *Other Armed Clashes* (All other armed hostilities or engagements. Includes all communal and inter-communal battles).

Raids

- *Raids with Abductions* (Raids focused around abductions of people or the taking of hostages. May include injuries or death to humans, and/or damage, destruction or theft of other property).
- *Organized Raids* (Other organized raids. May include injuries or deaths to humans, and/or damage, destruction or theft of other property).
- *Livestock Theft* (Raids focused around the theft of livestock. May include injuries or death to humans, and/or damage, destruction or theft of other property).

Protest Demonstrations

- *Peaceful Protests* (peaceful protest demonstrations or assemblies. May include isolated or low-level violence).
- *Violent Turmoil or Riots* (Assemblies or crowds that get out of control. Marked by violence, disorder, damage and/or destruction).

Other Crime

- *Assaults* (Physical attacks and abuse involving the actual use of physical force against individuals, and/or groups. Does not include abductions).
- *Banditry* (Commandeering of vehicles, highway robbery, and other similar criminal activities).