



United Nations

COUNTER-TERRORISM

IMPLEMENTATION TASK FORCE CTITF

**Summary and Conclusions
Workshop on the Regional Implementation of the
United Nations Global Counter-Terrorism Strategy
in Eastern Africa**

**27 – 28 July 2011
Addis Ababa, Ethiopia**

*Organized by the Counter-Terrorism Implementation Task Force (CTITF) Office
in partnership with the Government of the Federal Democratic Republic of Ethiopia*

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This document has not been formally edited.

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Preface

The United Nations Global Counter-Terrorism Strategy (hereafter the ‘Strategy’) adopted by the General Assembly on 8 September 2006 represents an important milestone in our collective pursuit towards strengthening the global response to terrorism, based on a common strategic and operational framework. Four pillars of action underpin the Strategy, namely:

- Measures to address the conditions conducive to the spread of terrorism;
- Measures to prevent and combat terrorism;
- Measures to build States’ capacity to prevent and combat terrorism and to strengthen the role of the United Nations system in this regard; and
- Measures to ensure respect for human rights for all and the rule of law as the fundamental basis of the fight against terrorism.

The Strategy calls on Member States to ensure its implementation at the national, regional, and international levels, and for enhanced coordination and coherence within the United Nations system in promoting international cooperation in countering terrorism. However, despite this expression of political commitment and important institutional progress, widespread and integrated implementation of the Strategy remains elusive in many regions of the world. In addition to the general capacity challenges confronting a wide range of Member States, a contributing factor to this is the lack of in-depth knowledge and understanding of the Strategy in several capitals and the role that different stakeholders, including the Counter-Terrorism Implementation Task Force (CTITF), can play in supporting national, regional, and sub-regional implementation.

Widespread implementation of the Strategy by Member States depends on their officials having the knowledge and understanding in national capitals about its utility, legitimacy, and potential benefits for their country. For example, the Strategy has the potential to be a useful tool in promoting “whole-of-system” responses to terrorism. However, for that to happen, the Strategy’s utility as a policy framework for an integrated Government response to the threat of terrorism needs to be publicized, understood and appreciated by all relevant Government ministries and other stakeholders, including civil society.

With this in mind, the CTITF Office in partnership with the Government of the Federal Democratic Republic of Ethiopia, organized a Regional Workshop for Member States of the Eastern African region and relevant international partners that was aimed at increasing awareness and understanding of the Strategy and thereby attaining broader political support from officials of ministries and agencies in capitals and the wider sections of civil society. A similar regional event for the Southeast Asian region was held in Bali, Indonesia, in November 2010.

The discussions at the Workshop provided positive indications towards enhanced regional efforts to implement the Strategy in all its dimensions, with the support of the United Nations system through the CTITF framework. The following summary and conclusions of the Workshop, which do not constitute a binding document, are intended to serve as useful reference material for similar efforts in the future in other regions of the world.

Background and Executive Summary

The Eastern African region continues to face serious counter-terrorism problems due to limited State capacity, inter-State disputes, socio-economic challenges, porous borders and, more recently, radicalization and extremism. Almost all States in the region have experienced terrorists attacks. Terrorists exploit geographical spaces where State penetration is limited, inter-ethnic strife, differences in governance systems and judicial procedures, lax or non-existent border controls and a variety of transnational organized criminal networks to carry out their activities. Somalia, which has increasingly become a hub for terrorists to recruit and train, presents a growing challenge for States of the region and the international community.

Based on the framework of the United Nations Global Counter-Terrorism Strategy, the **Workshop on the Regional Implementation of the United Nations Global Counter-Terrorism Strategy in Eastern Africa**, held in Addis Ababa, Ethiopia, on 27 – 28 July 2011, organized by the United Nations Counter-Terrorism Implementation Task Force (CTITF) Office, in partnership with the Government of Ethiopia, served as a forum for exchange of perspectives and priorities at the strategic level, identification of practical ways to build State capacity and trust between States, as well as a starting point for participating States and relevant regional organizations to develop, in the near future, a regional counter-terrorism strategy implementation plan of action, with support from the CTITF and its relevant entities.

The Workshop had four main conclusions:

First, there is a need to generate and promote effective leadership in the region. Participants agreed on the importance of designing initiatives that draw on the framework of the Global Strategy to promote more effective leadership at national and regional levels to address key challenges under the respective pillars of the Strategy. Examples might include a high-level regional meeting of political leaders and policy makers to explore options to enhance regional and national responses to the threat posed by Al-Shabaab and / or the implications of instability in Somalia; or a high-level meeting in New York on key regional priorities and challenges.

Second, additional focus must be placed on enhancing operational cooperation within the region on key areas relevant to the Global Strategy. It would be useful to convene regional meetings of operational officials and decision makers from key departments to develop a sustainable and workable strategy to promote regional efforts to counter conditions conducive to the spread of terrorism in the region. Furthermore, regional or national level workshops with key law enforcement and criminal justice officials may serve the purpose to promote specific aspects of cooperation in counter-terrorism matters, including previously under-explored areas like integrated criminal justice capacity building programmes, the role of transitional and restorative justice in supporting criminal justice responses to terrorism, deradicalization processes, harmonized legislative frameworks, as well as exchange of information. It should be noted here that the development of strong criminal justice mechanisms to prevent terrorism and rehabilitate offenders was given comprehensive coverage during the deliberations.

Third, there is great potential for a regional action plan for the implementation of the Global Strategy in the region. Participants highlighted the need for the UN CTITF to partner with key regional organizations to develop a counter-terrorism regional action plan for the implementation of the various pillars of the Global Strategy. The Strategy implementation process should include follow-up and monitoring mechanisms, effective methods to engage with Member States from the region, and initiatives to promote cross-regional engagement.

And fourth, the role of civil society in the implementation of the Global Strategy must be recognized and enhanced. In the achievement of our collective objectives, participants underscored that civil society is an essential complementary center of gravity that can facilitate and effectively realize Government policies and actions, as well as narrow the inter-cultural and religious gaps through education, dialogue and understanding. Participants agreed to deepen the involvement of civil society in promoting the implementation of the Strategy through regional meetings organised by UN CTITF and / or ICPAT and other regional organisations, including regional civil society bodies. Such meetings would particularly assist in exploring the development of regional initiatives that serve in countering the appeal of terrorism in the region. The role of the media, in this regard, is also of great value.

The Workshop summary & conclusions do not constitute a binding document and should be considered an informal summary.

Workshop on the Regional Implementation of the United Nations Global Counter-Terrorism Strategy in Eastern Africa
Addis Ababa, Ethiopia
27 – 28 July, 2011

Summary and Conclusion

Opening Session¹: Welcome Remarks and Keynote Speech

The Regional Workshop was formally opened by His Excellency, Mr. Berhan Hailu, Minister of Justice of the Federal Democratic Republic of Ethiopia, who noted that the Eastern African region has witnessed an escalation of terrorism in the post 9/11 world. He recalled that the implementation of the United Nations Global Counter-Terrorism Strategy rests with Member States, but he also underscored that the Global Strategy's sustainable implementation requires contributions from all stakeholders in various ways, including through regional collaboration, which helps factor in requisite knowledge and expertise on local conditions. He cited the examples of the Inter-Governmental Authority on Development's (IGAD) Capacity-Building Programme Against Terrorism (ICPAT), the Strategy on Combating Terrorism in East Africa of the East African Community (EAC) and the Eastern Africa Police Chiefs Cooperation Organization (EAPCCO) as notable hallmarks of successful regional cooperation.

Minister Hailu, underscoring the growing terrorist threat in the region, also called for stronger and more urgent international action to support the region's struggle against terrorism. Noting that the Al-Shabaab has greatly added to the miseries of the Somali people and has become a growing source of instability for the region and a threat to the international community, he urged for determined international collaboration against the Al-Shabaab and its sources of support. He expressed hope that the Workshop will sow the seeds for more meaningful international and regional cooperation against terrorism.

Mr. Zachary Muburi-Muita, Head of the United Nations Office to the African Union, also welcomed the Workshop as an opportunity to galvanize States in the region to go beyond the discussion phase and coalesce together more meaningfully against the gathering threat. He acknowledged that countering terrorism was not easy, particularly when the region faced pressing socioeconomic issues, such as droughts, poverty, disease and unemployment. Still, he highlighted that the Global Strategy's Pillar I provides the appropriate framework to contextualize the discussion on improving security by underscoring interconnected conditions that are conducive to the spread of terrorism. In this regard, he called for greater civil society assistance for States' efforts to alleviate such conditions. He offered his Office's support in enhancing partnerships between the United Nations, the African Union and the East African region on counter-terrorism issues.

The Opening Remarks were followed by a welcome statement of the Officer-in-Charge of the CTITF Office, Mr. Muhammad Rafiuddin Shah, who described the two

¹ The opening session of the workshop was open to the media and all opening statements are attributed to the respective speakers. All other sessions were closed-door sessions conducted under the Chatham House Rule.

primary purposes of the Workshop. He said that the Workshop is intended to familiarize a broad range of officials, policymakers, and other relevant stakeholders from the region on the key attributes, benefits and promise of the Global Strategy and how its effective implementation furthers the security agenda of the regional States in an integrated, balanced and holistic manner. He further said that the Workshop also provides a venue for participants to discuss in an informal setting key challenges and obstacles that have thus far hindered effective counter-terrorism collaboration in the region and propose collective remedies for the problems.

He also raised two questions to help guide participants' discussions and to facilitate a comprehensive and coordinated follow up to the Workshop: first, he asked participants to explore the development of a regional counter-terrorism implementation plan for the Eastern African region. He cited the example of a similar exercise in Central Asia, where CTITF was facilitating the development of an implementation plan through dialogue between States of that region. Second, in light of the proliferation of regional and subregional organizational structures, he inquired which regional structure provides the most optimal partner for the international community to engage with on counter-terrorism cooperation. He assured participants that the CTITF and the United Nations system will stand ready to assist and support the regional States in tackling the priorities they identify through the Workshop in implementing the Global Strategy.

His Excellency Mr. Dominik Langebacher, Ambassador of Switzerland to Ethiopia, also spoke in his capacity representing one of the donor countries to the CTITF Project under which the Workshop was organized.² He expressed his hope that the Workshop presented an opportunity to build networks amongst the various professionals and practitioners and help further the implementation of the Global Strategy.

Plenary Session I: The United Nations Global Counter-Terrorism Strategy and its significance for Eastern Africa

Discussions during the first thematic session centered on the complexity of the terrorism phenomenon in the region. Conflicts and trust-deficits between regional States, ethnic frictions within States, poverty, unemployment, repeated natural calamities, weak systems that fall short in the protection of rule of law and human rights and the overall lack of State capacity to deliver good governance were cited amongst the many factors that allow terrorists in the Eastern African region to recruit, fund, operate and spread their hateful and violent narrative.

In this context, participants expressed confidence that the United Nations Global Counter-Terrorism Strategy, through its comprehensive and integrated approach against terrorism, provides the most appropriate policy framework for States of the region to formulate their counter-terrorism policies. Participants underscored some of the most relevant aspects of the Strategy for the region, such as the inclusion of multiple stakeholders – beyond the usual law enforcement agencies – in the development of counter-terrorism and

² The CTITF Project on Promoting In-Depth Knowledge of the United Nations Global Counter-Terrorism Strategy at the Regional Level is supported by the Governments of Austria, Germany, Norway, Switzerland, Turkey and the United States of America.

counter-extremism policies. Participants also stressed on the necessity of engaging various parts of the United Nations system on capacity development, and the ability to integrate security and development priorities without compromising either.

However, participants raised pertinent questions that directly related to the implementation of the Global Strategy in the region, such as the situation in Somalia, the advantages of existing regional institutions, prevailing socioeconomic conditions and the need for sustained engagement on the topic.

The effort on bringing about some form of stability, stable governance and peace to Somalia was a question that immediately grasped participants' discussions. Over the past two decades, Somalia's internecine conflict have completely shattered the institutions of governance in the country and ripped apart the social and national fabric. The rise of competing warlordism and thereafter the extremist Al-Shabaab elements have contributed further to the toxic mix of violence and militarism, which has begun spilling into the Eastern African region with serious consequences.

For Eastern Africa, participants underscored that the establishment of legitimate governance in Somalia is essential to stemming the rise of terrorism in the region. The 11 July 2010 bombing in Kampala was the most recent in a series of serious attacks that can be traced back to Somalia. Evidence and typologies emanating from Somalia suggested that Al-Shabaab, which is widely considered closely tied to Al-Qaeda, is increasingly developing links with organized criminal networks and other militant and extremists in the Eastern African region and beyond.

More worryingly, Somalia was far away from attaining peace, despite the limited successes achieved by African Union peacekeeping force, AMISOM, stationed there. Participants noted that one of the chief reasons that has contributed to the prolonged conflict in Somalia is the absence of international leadership – what some called “international reluctance” – to addressing the crisis in Somalia and win “hearts and minds” of the Somali people.

Some participants suggested that the reluctance was due to past experiences in Somalia, but they also agreed that the present political stalemate can only be improved through concerted international and regional action which was determined to establish peace through broad-based dialogue, economic development and institution building. Others argued that the complete absence of basic governance structures and institutions in Somalia made high-level engagements essentially futile, and instead the international community, through the United Nations system, should prioritize the development of national partners and systems in the country. According to a speaker, there is no absorptive capacity for the capacity-building assistance that could be delivered to Somalia.

Sustained political commitment and engagement at the national, regional and international levels, it was noted, would make a positive difference; Liberia, Sierra Leone and Cote d'Ivoire are examples where international leadership and engagement bore fruit. Moreover, participants noted that Somalia has often served as a theater for regional rivalries to play out, and that a strong regional engagement, likely through an IGAD-Plus arrangement, was needed to ensure policy coordination within the neighborhood. Finally, it

was also noted that Somalia should not be considered exclusively through the lens of counter-terrorism, and that international support to Somalia must be multifaceted and strategic in orientation. The role of the United Nations in ensuring such an orientation was repeatedly cited.

Besides Somalia, participants also debated the most effective entry points in the region through which capacity building and other forms of technical assistance could be channeled in order to develop a regional counter-terrorism architecture that was consistent across all regional States. The contributions of notable regional organizations, such as the AU, IGAD/ICPAT and the EAC, were highlighted in this regard, and participants agreed that existing regional arrangements carried the legitimacy, maturity and expertise needed to develop and strengthen partnerships with the CTITF entities and international donor countries. Indeed, there have been precedents where IGAD/ICPAT has partnered with United Nations bodies and civil society organizations on counter-terrorism cooperation. However, IGAD did not include the States of Burundi, Rwanda and the United Republic of Tanzania, which together also form key pieces of the counter-terrorism puzzle due to their contributions on the subject. Therefore, an IGAD-Plus arrangement was discussed as having some potential and promise.

Participants expressed concern at the high unemployment rate, especially among the youth, and its subsequent implication on national and regional counter terrorism efforts. It was observed that lack of basic means of survival, coupled with the loss of sense of purpose, could drive individuals to terrorism. Participants noted that terrorists have successfully exploited economic hardships to reach out to groups susceptible to radicalization and recruitment. It was agreed that providing economic opportunities should be a national as well as a regional priority if counter terrorism efforts were to succeed. Particular emphasis should be placed on policies aimed at promoting social justice to empower economically marginalized societies. One participant proposed engaging with international organizations, such as the World Bank and the International Monetary Fund (IMF), to further explore the notion of security and development, which has covered in the World Bank Development report (2011), and how that concept could be applied in Eastern Africa.

Finally, participants agreed that the Global Strategy's implementation required repeated interactive opportunities, continued networking, building of trust and sustained follow up in order to make a difference on the ground. These efforts require patience and investments. Participants also called for institutionalized mechanisms for domestic inter-agency coordination, and noted that existing regional cooperation structures should be further strengthened. Such strengthening, participants argued, would facilitate the on-going process of harmonizing disparate legal systems of regional States and also serve as potential platforms for sharing information and good practices.

Plenary Session II: Criminal justice, the rule of law and protecting human rights while countering terrorism

Counter-terrorism and the protection of human rights and the rule of law are compatible and mutually reinforcing, a fact that has been enshrined in Pillar IV of the Global Strategy. An effective and rule-of-law based response to terrorism must, therefore, include a strong criminal justice element that is guided by the normative legal framework. States need

functioning legal regimes that criminalize terrorist acts as serious criminal offences, but they also need criminal justice systems and the related institutions, expertise and overall capacity to try complex terrorist cases, engage in legal cooperation with other States and bring terrorists to justice.

Criminal justice responses to terrorism are critical. The proper application of a credible criminal justice procedure and due process for terrorism suspects throughout the investigation and trial phase effectively frames terrorism as a punishable crime, denies terrorists the opportunity to recruit, gives the State moral superiority and is, ultimately, an equal obligation on all States.

Participants noted that the countries of Eastern Africa have seen mixed success in achieving the necessary ingredients for establishing comprehensive and credible criminal justice systems. Broad definitions of terrorism are common in many parts of the world, and Eastern Africa is unfortunately no exception. In particular, and especially given the international nature of the problem of terrorism in the region, participants noted that inter-State cooperative mechanisms, such as mutual legal assistance and extradition arrangements, are weak. Insufficient coordination between law enforcement agencies and justice officials is also a challenge, which affects the quality of investigation, prosecution and adjudication of terrorist cases. While United Nations agencies, particularly UNODC/TPB, has worked in the region to build capacity in this field, success has been limited due to States' improper identification of criminal justice officials for training and the high turnover of officials in the judiciary.

It was noted that some States still lack comprehensive counter-terrorism legislations, and existing laws do not have explicit provisions for detention and prosecution of terror suspects. Participants observed that the absence of comprehensive legislation continues to undermine efforts to profile terrorism and bring those responsible to justice. In this regard, participants called for the strengthening and harmonization of counterterrorism legal structures through the adoption of relevant legislation and ratification of all international legal instruments. Participants also highlighted the need for training opportunities to build capacities of the criminal justice systems.

The development of basic training initiatives with national training institutes and State prosecutorial branches have helped, but *sustained* training and capacity-building activities with criminal justice officials was identified by participants as a priority need. Prosecutors are often also handicapped due to the weaknesses in evidence against terrorists, which is due to the absence of scientific and forensic analysis facilities in the region.

Much needed broad-based activities are on-going in the region, such as the partnership between the Institute for Security Studies (ISS), an African research and training institute, and EAPCCO on the development of training manuals for law enforcement officials. Similar training programmes in other regions would promote inter-regional, or even continent-wide, cooperation. Participants noted that the African Prosecutors Association has also developed continental approaches on criminal justice responses. Other non-traditional stakeholders, such as the media, civil society groups, faith-based groups and community leaders, have a role to play in promoting a rules-based approach through informal oversight mechanisms.

The use of local and traditional legal processes to try terrorists was also discussed as an important transitional justice element. While national criminal justice systems are important, their development and maturity would take time. In Eastern Africa, like in other parts of the continent, traditional methods to deliver justice could also have potential to contribute against terrorist suspects, because these carry local legitimacy and are tested through centuries of traditional practices and beliefs. Clan-based arrangements could be encouraged by the States, particularly for counter-radicalization of foot soldiers and the development of codes of conduct.

Participants called for additional public awareness campaigns to protect human rights in the fight against terrorism. While most participants outlined the constitutional provisions that offer such guarantees, the implementation of those provisions is often lacking. In that regard, participants underscored that in the development of a regional Counter-Terrorism Strategy implementation plan, a communication strategy should also be considered in order to channel information to the media, through which adequate public support can be garnered.

Plenary Session III: Promoting dialogue and understanding and countering the appeal of terrorism

In Eastern Africa, which lies at the crossroads of civilizations and cultures, inter-community exchanges and dialogue has historically been a fact of daily life. However, extremist perspectives and hostilities have also grown in the region due to political and socioeconomic factors. Differences have been compounded and highlighted in order to create divisions, which are then exploited for short terms gains. Such trends have increased the potential pool of recruits that terrorists can exploit for their purposes and have also deepened societal fissures that exacerbate communal violence.

Participants noted that Eastern Africa's protracted conflicts are partly due to engineered atmospheres of intolerance, pent up hatreds for the 'other,' and lack of cultural and religious awareness. The war between Sudan and South Sudan was cited as one such example where cultural and religious prejudices considerably contributed to the breakdown of trust between communities. Participants stressed the need to promote diversity and tolerance through community sensitization and education. Early intervention through education was considered critical to building communities of peace that embrace diversity and appreciation for other customs. Also, those in the corridors of power were reminded that they had a responsibility to promote national unity and instill a culture of togetherness, especially in polarized societies.

Participants also stressed the need to develop policies that promote political harmony through open dialogue and participation of marginalized groups in decision-making and political processes. It was underscored that such measures not only create political space for civil society, local communities, gender-focused groups and others to be heard, but also provides opportunities for Governments to become aware of existing grievances and to address them. Participants observed that suppression of citizens' freedoms was a precursor for terrorism, and that States can effectively cut support for terrorism by upholding the rule of law and respect for human rights.

The peaceful resolution of conflict offers a credible path toward fostering mutual understanding and dialogue at all levels of society. It was proposed that traditional conflict resolution mechanisms that exist in Africa, such as mediation, reconciliation and reintegration (DDR), could be enhanced to supplement Government efforts to counter terrorism. One participant suggested that the DDR instruments used in peacekeeping processes could be applied in the counter terrorism context. This was particularly needed for defectors of Al-Shabaab who renounced violence, but for whom no policy frameworks exist for their reintegration into society. The Djibouti Peace Process and the Kampala Accord, which define the role of the Transitional Federal Government in Somalia, were both silent on this issue. Therefore, it was important for the international community, as well as the United Nations, to formulate policies for reintegrating Al-Shabaab defectors. Equally important was to put in place programmes that empower communities to guard against terrorism.

Participants pointed to the high unemployment rate especially among the youth and the subsequent implication on national and regional counter terrorism efforts. It was observed that lack of basic means of survival coupled with the loss of sense of purpose, could drive individuals to terrorism. Participants noted that terrorists have successfully exploited economic hardships to reach out to groups susceptible to radicalization and recruitment. It was agreed that if counter terrorism efforts were to succeed, improvements in economic opportunities should become national as well as regional priority. Particular emphasis should be on policies aimed at promoting social justice to empower economically marginalized societies.

Traditionally, Governments have been reluctant to engage with other actors in security matters but participants recognized the critical role that civil society groups play to facilitate and effectively realize Government policies and actions. It was observed that civil society groups have a comparative advantage to reach out to those who might want to engage in terror activities against the government. Civil society can also narrow the intercultural and religious gaps through education, dialogue and understanding.

Other notable areas where civil society groups and the media could complement State efforts include: conducting campaigns to sensitize communities against terrorist ideologies, recruitment and radicalization; promoting programmes aimed at countering the appeal of terrorism; promoting counter narratives and government efforts to combat terrorism all the way to the grass root level; and mobilising communities to be on guard.

Participant also stressed the importance of deepening the involvement of civil society in promoting the implementation of the Global Strategy through regional meetings organized by UN CTITF and/or ICPAT and other regional organizations and civil society bodies. Such meetings would particularly assist in exploring the development of regional initiatives that serve in countering the appeal of terrorism in the region. The role of the media, in this regard, is also of great value.

Plenary Session IV: Police and Law Enforcement

Enhancing operational cooperation within the region on key areas relevant to the Global Strategy was considered extremely important. This could be achieved by convening regional meetings of operational officials and decision makers from key departments to develop a sustainable and workable methodology to develop capacity and share information.

Furthermore, regional or national level workshops with key law enforcement and criminal justice officials may serve the purpose to promote specific aspects of cooperation in counter-terrorism matters, including previously under-explored areas like integrated criminal justice capacity building programmes, the role of transitional and restorative justice in supporting criminal justice responses to terrorism, de-radicalization processes, harmonized legislative frameworks, border management as well as exchange of information. The development of strong criminal justice mechanisms to prevent terrorism and rehabilitate offenders was given comprehensive coverage during the deliberations.

At the national level, it was proposed that internal arrangements that facilitate inter agency coordination and cooperation between law enforcement agencies be established. Internal arrangements could be in a form of joint intelligence committees, national security consultative groups or other appropriate structures.

Participants expressed concern at the increasing influx of refugees and the vulnerability of asylum seekers to terrorist recruitment and radicalization in the region. Participants also highlighted the challenge that hosting countries face in balancing the rights of refugees and States' duties to protect their citizens and national institutions. Participants stated that terrorists have in the past used refugee status to get a free pass to carry out attacks against host countries. The lack of capacity, expertise and resources to effectively identify genuine asylum seekers and distinguish them from imposters continue to undermine counter-terrorism and refugee protection efforts in the region. Participants called upon capacity building partners to focus on improvements in border management, screening and the processing of people.

It was suggested that INTERPOL's I-24/7 be extended to all security agencies at border posts to increase information sharing on wanted criminals. A regional database connected to border points across the region could also be established to improve information sharing and monitor the movement of wanted persons or known terrorists. Appointing counter-terrorism focal points in embassies to cooperate with local security agents on suspected terrorists could also enhance cooperation and coordination to combat terrorism.

On Somalia, participants suggested that a study be conducted to understand the patterns, operational structures in terms of command and control, and financing and material support to Al-Shabaab. Without evidence-based information, it was noted that it would be difficult to understand the capability of the terrorist group and to determine the right course of action.

Participants acknowledged the weak capacities of security and defence agencies of regional States and proposed necessary capacity building should happen on equipment,

human resources and special investigative techniques to successfully deal with Al-Shabaab and other terrorist threats. Conducting joint operations to help Somalia root out the militant group was also considered useful. Further efforts aimed at drying out financial and weaponry support for Al-Shabaab could be initiated. Participants recommended that capacities be developed to ensure that sources of revenue that terrorist use to train, fund and purchase weapons were better regulated.

The proliferation of small arms and light weapons was noted as a major security challenge in Eastern Africa. Participants stated that easy trafficking and availability of weapons worsens regional security dynamic and undermines counter-terrorism efforts. The porous and poorly patrolled borders, which in some areas are shared with unstable countries in the region, provide open transit points for movement of terrorists and weapons at large. Participants pointed to the fact that Eastern Africa lacks financial and human resources to effectively monitor cross-border activities. Nonetheless it was stated that the region could help curb movement of weapons by standardizing border procedures, increasing information exchange, marking and tracking of weapons and destroying illegal and surplus weapons. Cooperation between States to disarm armed communities in the region was recognized as a priority.

Workshop Conclusions

High-level participation from all States signaled the region's dedication and commitment to the implementation of the United Nations Global Counter-Terrorism Strategy. The resolve of regional States to combat terrorism provided fertile ground for the United Nations to build collective action in the achievement of peace, harmony and prosperity in the Eastern African region.

The region has faced and continues to face some high-profile challenges in terms of improving security, protecting human rights and enhancing capacity building in the context of countering terrorism. The ideas from the Workshop would serve in coalescing action to support Somalia, both at the regional and international fronts, in order to contain and counter the threat emanating from groups operating in that country.

To counter the terrorist threat in the region comprehensively, there is a need to refocus regional policy towards priority threats through targeted yet inclusive regional Counter-Terrorism Strategy implementation plans.

In charting a way forward, the Workshop had four main action points:

First, there is a need to generate and promote effective leadership in the region. Participants agreed on the importance of designing initiatives that draw on the framework of the Global Strategy to promote more effective leadership at national and regional levels to address key challenges under the respective pillars of the Strategy. Examples might include a high-level regional meeting of political leaders and policy makers to explore options to enhance regional and national responses to the threat posed by Al-Shabaab and / or the implications of instability in Somalia; or a high-level meeting in New York on key regional priorities and challenges.

Second, additional focus must be placed on enhancing operational cooperation within the region on key areas relevant to the Global Strategy. It would be useful to convene regional meetings of operational officials and decision makers from key departments to develop a sustainable and workable strategy to promote regional efforts to counter conditions conducive to the spread of terrorism in the region. Furthermore, regional or national level workshops with key law enforcement and criminal justice officials may serve the purpose to promote specific aspects of cooperation in counter-terrorism matters, including previously under-explored areas like integrated criminal justice capacity building programmes, the role of transitional and restorative justice in supporting criminal justice responses to terrorism, deradicalization processes, harmonized legislative frameworks, as well as exchange of information. It should be noted here that the development of strong criminal justice mechanisms to prevent terrorism and rehabilitate offenders was given comprehensive coverage during the deliberations.

Third, there is great potential for a regional action plan for the implementation of the Global Strategy in the region. Participants highlighted the need for the UN CTITF to partner with key regional organizations to develop a counter-terrorism regional action plan for the implementation of the various pillars of the Global Strategy. The strategy implementation process should include follow-up and monitoring mechanisms, effective methods to engage with Member States from the region, and initiatives to promote cross-regional engagement.

And fourth, the role of civil society in the implementation of the Global Strategy must be recognized and enhanced. In the achievement of our collective objectives, participants underscored that civil society is an essential complementary center of gravity that can facilitate and effectively realize Government policies and actions, as well as narrow the inter-cultural and religious gaps through education, dialogue and understanding. Participants agreed to deepen the involvement of civil society in promoting the implementation of the Strategy through regional meetings organised by UN CTITF and / or ICPAT and other regional organisations, including regional civil society bodies. Such meetings would particularly assist in exploring the development of regional initiatives that serve in countering the appeal of terrorism in the region. The role of the media, in this regard, is also of great value.

Participants welcomed the opportunity to discuss pressing counter-terrorism related issues during the two-day Workshop. They appreciated the usefulness and uniqueness of the Workshop in bringing together a broad range of practitioners, Government officials and civil society participants from the Eastern African region to discuss a comprehensive and coordinated approach to countering terrorism.

Annex I

Workshop on the Regional Implementation of the United Nations Global Counter-Terrorism Strategy in Eastern Africa

*Organized by the Counter-Terrorism Implementation Task Force Office (CTITF)
in partnership with the
Government of Ethiopia*

List of Participants

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Mr. Philippe Karenzi
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Mr. Peter Matsiko
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Mr. Idd Beddel Mohamed
Permanent Representative of Somalia to the United Nations

Mr. Hussien Sheikh Ali
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Mr. Mohamed Ahmed Mudey
Deputy Director of Benadir Region

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Ambassador, Embassy of South Sudan to the United States

Sudan

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Ambassador - Director, International Law Department
Ministry of Foreign Affairs

Mr. Mohamed El-Hassan
Director General, International Cooperation
Ministry of Foreign Affairs

Mr. Ali Ahmed Idriss
Legal Council, Rapporteur
The Advisory Council for Human Rights

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Mr. Abas Byakagaba
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Mr. Herbert Mbonye
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Mr. John Chede
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Mr. Jack Bell
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Ms. Olivia Bosch
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Mr. Sary Hamad Burie
Specialized Officer, INTERPOL Regional Bureau for East Africa and Officer of EAPPCO

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Mr. Benjamin Namanya
United Nations Office to the African Union, Addis Ababa

Dr. Abdel-Kader Haireche
United Nations Office to the African Union, Addis Ababa

Annex II

Workshop on the Regional Implementation of the United Nations Global Counter-Terrorism Strategy in Eastern Africa

*Organized by the Counter-Terrorism Implementation Task Force Office (CTITF)
in partnership with the
Government of Ethiopia*

Programme
27-28 July 2011
Addis Ababa, Ethiopia

Day 1: 27 July	
0830 – 0900	<i>Registration of participants</i>
0900 – 1000	Welcome Remarks and Keynote Speech <ul style="list-style-type: none">❖ Keynote Speech: H.E. Mr Berhan Hailu, Minister of Justice of the Federal Democratic Republic of Ethiopia• Mr. Zachary Muburi-Muita, Special Representative of the Secretary-General to the African Union (UNOAU)• Mr. Muhammad Rafiuddin Shah, Officer-in-Charge, Counter-Terrorism Implementation Task Force Office (CTITF)• Ambassador Dominik Langebacher, Embassy of Swiss Federation, Addis Ababa
1000 – 1100	Plenary Session: The United Nations Global Counter-Terrorism Strategy and its significance for Eastern Africa <p><i>Moderator: Mr. Anton du Plessis, Programme Head, Institute for Security Studies</i></p> <ul style="list-style-type: none">• Mr. Idd Mohamed, Deputy Permanent Representative of Somalia to the United Nations• Mr. John Chede, Director, President’s Office, External Security Organization, Uganda• Ms. Rokhayatou Diarra, Terrorism Prevention Expert, United Nations Office on Drugs and Crime / Terrorism Prevention Branch <p>Key Focus Areas:</p> <ul style="list-style-type: none">• <i>What are the key priorities for Eastern African states in developing effective counter-terrorism approaches?</i>

	<ul style="list-style-type: none"> • <i>How can Eastern African states ensure the equal implementation of all four pillars of the UN Global Counter-Terrorism Strategy on regional and sub-regional level?</i> • <i>How do Eastern African states address the conditions conducive to the spread of terrorism, such as socio-economic marginalization, long-term political conflicts, and lack of tolerance? What should be the role of civil society in this regard?</i>
1100 – 1115	<i>Coffee Break</i>
1115 – 1300	Discussion
1300 – 1400	<i>Lunch</i>
1400 – 1530	<p>Plenary Session: Criminal justice, the rule of law and protecting human rights while countering terrorism</p> <p><i>Moderator: Ms. Rokhayatou Diarra, Terrorism Prevention Expert, United Nations Office on Drugs and Crime / Terrorism Prevention Branch</i></p> <ul style="list-style-type: none"> • Mr. Aid Ahmed Ibrahim, Deputy Attorney General, Office of the Attorney General, Djibouti • Mr. Admassu Alemu, Federal Public Prosecutor, Ministry of Justice, Ethiopia • Mr. Anton du Plessis, Programme Head, Institute of Security Studies <p>Key Focus Areas:</p> <ul style="list-style-type: none"> • <i>What enhanced role could criminal justice systems play in ensuring the implementation of the Strategy, and in particular Pillar IV, in Eastern Africa?</i> • <i>Could the development of comprehensive national implementation plans by a wide-range of national stakeholders be an efficient way of developing holistic approaches to address the complex issue of terrorism and improve coordination among stakeholders?</i> • <i>What are examples of good practice in training (and awareness-raising) of criminal justice practitioners (such as judges, prosecutors, lawyers and law enforcement officials) dealing with terrorism-related cases?</i> • <i>What actions could be taken at the national and regional levels, with the support of bilateral and regional technical assistance providers, to ensure that counter-terrorism measures and policies are carried out in compliance with human rights standards, obligations under international law and the rule of law?</i>
1530 – 1545	<i>Coffee Break</i>

1545 – 1700	Discussion
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Day 2: 28 July	
0900 – 1100	<p>Plenary Session: Promoting understanding, dialogue and countering the appeal of terrorism</p> <p><i>Moderator: Mr. Ivan Calabuig-Williams, UNICRI</i></p> <ul style="list-style-type: none"> • Mr. Johana Tonui, Head of Operations, CT Center, Kenya • Col. Isidore Ndiokubwayo, Chief of Intelligence Bureau, Burundi National Police • Mr. Ezekiel Lol Gatkouth, Ambassador, Embassy of South Sudan to the United States • Mr. Jean-Pierre Ilboudo, Regional Advisor, UNESCO • Ang Sun, Expert, Monitoring Team established pursuant to Security Council resolution 1267 (1999) <p>Key Focus Areas:</p> <ul style="list-style-type: none"> • <i>How to best integrate regional activities on deradicalization, education and inter-cultural dialogue that are clearly related and complementary?</i> • <i>What are the most practical institutional mechanisms and policy approaches to achieve adequate coordination on various activities in the region?</i> • <i>How best to connect regional initiatives with global efforts, such as, but not limited to, the CTITF?</i> • <i>Which programs on disengagement, rehabilitation, reintegration, and de-radicalization are already known to have delivered useful results?</i>
1100 – 1115	<i>Coffee Break</i>
1115 - 1230	Discussion
1230 – 1400	<i>Lunch</i>
1400 – 1530	<p>Plenary Session: Police and law enforcement</p> <p><i>Moderator: Mr. Sary Hamad Burie, Specialized Officer, INTERPOL Regional Bureau for Eastern Africa</i></p> <ul style="list-style-type: none"> • Mr. Abas Byakagaba, Asst Inspector General of Police, Director Counter-Terrorism, Uganda

	<ul style="list-style-type: none"> • Commander Abebe Muluneh Beyene, Head of ICPAT • Mr. Mohamed Ahmed Mudey, Deputy Director of Benadir Region, Somalia • Mr. Boniface Mwaniki, Deputy OIC, Kenya Police, Anti-Terrorism Unit • Mr. Valentine Longine Mlowola, Assistant Commissioner of Police, United Republic of Tanzania • Mr. Marc Porret, Legal Officer, Counter-Terrorism Committee Executive Directorate • Ms. Olivia Bosch, Expert, Expert Group of Security Council resolution 1540 (2004) <p>Key Focus Areas:</p> <ul style="list-style-type: none"> • <i>What are the challenges in implementing legislative changes that would improve the work of the law enforcement organs?</i> • <i>How can counter-terrorism cooperation and coordination among law enforcement agencies be strengthened at the national, regional and international levels?</i> • <i>What can be done in order to reduce illegal movement of persons and weapons between Eastern African countries?</i> • <i>How can Eastern African countries realistically combat the terrorist use of the Internet and turn Internet into a tool for fighting the terrorists themselves?</i> • <i>Is community policing effective (recent trends and good practices) and what role can civil society play in this regard?</i> • <i>What measure might be taken to build trust among the various stakeholders (such as law enforcement, local communities, migrants and refugees)?</i>
1530 – 1545	<i>Coffee Break</i>
1545 – 1630	Discussion
1630 – 1700	<p>Summary of conclusions and closing session</p> <ul style="list-style-type: none"> • Mr. Peter Otim, Expert, Common African Defense and Security Policy, African Union Commission • Ambassador Michael Battle, United States Mission to the African Union • Ambassador Paul Lolo, Ambassador of Nigeria to the African Union • Mr. Muhammad Rafiuddin Shah, Officer-in-Charge, Counter-Terrorism Implementation Task Force Office (CTITF)