



Security Council

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Report of the Security Council mission to Ethiopia and Eritrea 21-25 February 2002

I. Introduction

1. In accordance with Security Council resolution 1369 (2001) and the Council's presidential statement of 12 February 2002, a Security Council mission visited Ethiopia and Eritrea from 21 to 25 February 2002. The terms of reference for the mission is contained in annex I to the present report. The mission comprised all 15 members of the Council under the leadership of Ambassador Ole Peter Kolby of Norway. The list of participants is contained in annex II to the present report.

2. Issues addressed in the meetings held with Prime Minister of Ethiopia, Meles Zenawi, in Addis Ababa on 22 February, and with the President of Eritrea, Isaias Afwerki, in Asmara on 24 February, are covered in section II below.

3. In addition, the mission held meetings with the Secretary-General of the Organization of African Unity (OAU), Amara Essy, in Addis Ababa; with representatives of the United Nations Mission in Ethiopia and Eritrea (UNMEE) and of troop-contributing countries; and other members of the diplomatic community, the United Nations country teams, religious leaders and non-governmental organizations (NGOs) in the two capitals. The mission held a ceremonial crossing from one country to the other at the Mereb River Bridge and visited the Temporary Security Zone. Certain issues specific to these meetings and activities are covered in section III below. The complete programme of the mission is contained in annex III to the present report.

4. The mission's follow-up recommendations to the Security Council, as well as certain observations related to the international community at large, are set out in section IV below.

5. The mission extends its appreciation to the two Governments for the warm welcome and hospitality it was afforded both in Addis Ababa and Asmara and for their flexibility in supporting the practical arrangements for the mission, including the crossing of the Mereb River Bridge and the visit to the Temporary Security Zone. The mission also expresses its appreciation to the Special Representative of the Secretary-General, Legwaila Joseph Legwaila, and to the United Nations Mission in Ethiopia and Eritrea (UNMEE) for having effectively facilitated the mission's programme and for making practical arrangements on the ground. The



mission extends its appreciation to the Government of China for the warm hospitality offered to it on 23 February. The mission also thanks the Government of Norway for providing air transport to and from the mission area, and expresses its gratitude to the captain and crew.

II. Issues raised with the parties

6. As stated above, the mission met with Prime Minister Meles Zenawi in Addis Ababa on 22 February and with President Isaias Afwerki in Asmara on 24 February. While the present report does not attempt to summarize the views of the parties, who speak for themselves, the members of the mission will take the exchange of views with each of the two leaders fully into account during the Security Council's deliberations regarding the renewal of UNMEE's mandate. Members of the Council will also be aware of the public statements made by the two leaders after their meetings with the mission.

Overall status of the peace process

7. The mission congratulated the two leaders on the progress made in the peace process and conveyed its satisfaction that a final legal settlement of the border issues was about to be reached in accordance with the Algiers Agreements (see S/2000/601, and annex, S/2000/1183-A/55/686, annex). The mission welcomed recent statements by both sides, reaffirming that the decision by the Boundary Commission is final and binding. The international community attaches the highest importance to this decision and praises the resolution by peaceful means of the border conflict. The commitments of both parties in this regard represent a pivotal measure of their dedication to the peace process.

8. The mission commended both parties for having chosen to resolve their differences through an international conflict-solving mechanism. It also commended the parties for having agreed to give the United Nations such a central role in implementing the decision of the Boundary Commission. The mission assured the parties that the Security Council is strongly committed to doing its part to assist them in the implementation of the delimitation decision.

9. The mission expressed its unwavering support for the peace process and emphasized the overall objective of reconciliation, reconstruction and development for the mutual benefit of the peoples of both countries. To this end, important challenges lie ahead. Close cooperation between the parties and the United Nations must continue.

10. At this stage, UNMEE's contribution, in cooperation with both parties, towards improving the situation of the people, especially in the Temporary Security Zone, are strongly commended by the mission. The mission underlines its strong support for UNMEE and the Special Representative of the Secretary-General, and invites the parties to continue the close cooperation with UNMEE under his able leadership. The mission is encouraged by the progress made thus far. In the crucial period ahead, it will be particularly important that the Special Representative of the Secretary-General has easy accessibility to both sides in order to discuss the further steps to be taken.

11. The mission further welcomed the increasingly constructive tone of the public statements made by the parties over the last few months. In order to enhance popular understanding of UNMEE's role, especially among those living in the Temporary Security Zone, the mission also encouraged the leaders to make arrangements for UNMEE radio broadcasts.

12. The mission noted with satisfaction that the situation on the ground, and inside the Temporary Security Zone in particular, remains calm. In this connection, the mission noted the small number of incidents to date and commended the parties on their observance of the zone.

Implementation of the decision of the Boundary Commission

13. The mission underlined its expectation that all necessary steps for the implementation of the Boundary Commission's delimitation determination will commence immediately following the Commission's announcement, which is expected in the latter part of March 2002.

14. The mission discussed with the parties the various steps related to the implementation of the decision of the Boundary Commission with a view to ensuring an expeditious process while maintaining stability in all areas that will be affected by the decision.

15. The mission urged the parties to extend their full cooperation to UNMEE in its efforts to reach a common understanding on effective modalities and procedures for the implementation phase. The mission emphasized that it would be crucial during this period for the parties to maintain open communications with the Special Representative of the Secretary-General. The mission informed the leaders of its expectation that the Security Council will prepare a resolution in support of the process. That resolution, scheduled for consideration in mid-March 2002, would renew the mandate of UNMEE and provide an overall framework for the implementation phase.

16. The mission welcomed the parties' agreement to the establishment of field offices for the Boundary Commission in Addis Ababa and Asmara, and encouraged their further close cooperation in this regard to facilitate early commencement of the required aerial photographing (while climatic conditions are favourable) and subsequent steps for the border demarcation.

17. The mission emphasized that, in order to facilitate the implementation phase, the Security Council supported a further development of the institutional framework for the peace process. This could be done through appropriate strengthening of the Military Coordination Commission, for example, by establishing sector-level committees. In addition, a more wide-ranging mechanism aimed at implementation-related consultation and problem-solving should probably be considered. A role for the guarantors, witnesses and facilitators of the Algiers Agreements could be envisaged in this regard.

18. The mission recalled that, in accordance with article 14 of the Agreement on Cessation of Hostilities (S/2000/601, annex), the security arrangements are to remain in effect. Accordingly, arrangements for the separation of the forces, as achieved by the establishment of the Temporary Security Zone, will continue to be of key importance. Until the border demarcation has been completed, UNMEE will continue to discharge its mandate.

19. The mission further emphasized that transfer of territory and civil authority should take place in an orderly manner, without any unilateral actions. In this regard, the mission recalled that, through article 4.16 of the Comprehensive Peace Agreement (S/2000/1183-A/55/686, annex), the parties requested the United Nations to facilitate resolution of problems that may arise due to the transfer of territorial control, including the consequences for individuals residing in previously disputed territory. In order to maintain stability, both parties should refrain from taking unilateral action with regard to the issues of transfer of territory or civil authority.

20. The mission urged the parties to refrain from any actions that could have destabilizing effects, including population movements and movements of troops and militia, until modalities and procedures are agreed upon. These important issues should be addressed through dialogue, within the framework to be established by the United Nations, through the good offices of the Special Representative of the Secretary-General, in discussion with the parties.

21. The mission emphasized that demining is an essential prerequisite to border demarcation. It discussed with the parties and with UNMEE the requirements that need to be met in order to facilitate the demarcation. Recalling that, in accordance with the Algiers Agreements, the primary responsibility lies with the parties, the mission urged them to cooperate fully with the view to ensure expeditious demining as required for demarcation.

Confidence-building

22. The mission discussed with the parties the need for broad-based confidence-building measures and reconciliation efforts at all levels within and between the two countries, and emphasized the important role of women in this regard. The mission acknowledged with appreciation the recent progress in the dialogue among religious leaders. The mission noted the particular importance of promoting cross-border contacts at the local level aimed at resolving localized disputes and rebuilding community relations. It further emphasized that sustainable reintegration of refugees, internally displaced persons and demobilized soldiers as well as rehabilitation activities are important in building a basis for reconciliation between the two countries and their peoples.

23. The mission strongly urged both parties to release and return all prisoners of war and civilian detainees at the earliest opportunity under the auspices of the International Committee of the Red Cross in accordance with the Geneva Conventions and the Algiers Agreements.

Other outstanding issues

24. The mission notes the prior notification procedure introduced by Eritrea allowing UNMEE to visit locations north of the Temporary Security Zone and expresses the expectation that, notwithstanding those arrangements, full freedom of movement will be provided for UNMEE to monitor the redeployed forces of Eritrea, to disclose the number, strength and disposition of its militia and police inside the Temporary Security Zone and to conclude the status-of-forces agreement with the Secretary-General.

25. The mission notes the mine information recently provided by Ethiopia and expresses its expectation that the further clarifications sought by the UNMEE Mine Action Coordination Centre will be provided at the earliest opportunity.

26. The mission expresses its disappointment at the continuing failure by the parties to establish a direct high-altitude flight route for UNMEE between Addis Ababa and Asmara. The resolution of this issue would be a boost for UNMEE's activities and contribute to a more cost-effective use of United Nations resources. The lack of a direct flight route has so far cost the Organization more than \$1.4 million.

III. Discussions with other actors and the visit to the Temporary Security Zone

27. At the outset of its visit, the mission received an update on the situation in the mission area from the Special Representative of the Secretary-General and from the Force Commander, Major General Patrick Cammaert. The Special Representative of the Secretary-General also outlined the main issues that he anticipated on the road ahead.

28. In meetings with the diplomatic community in each capital, the mission explained its anticipated approach with the parties. It acknowledged the key roles played by OAU, Algeria, the European Union and the United States of America in facilitating the Algiers Agreements and encouraged their continued political support in the peace process. The mission received useful insights and ideas from those with firsthand experience in the region.

29. In a discussion with the Secretary-General of OAU, Amara Essy, he reconfirmed the position of OAU that the Algiers Agreements were the cornerstone of a successful settlement of the dispute between Ethiopia and Eritrea. The mission agreed with the Secretary-General of OAU on the importance of continuing to work closely together in support of the peace process. In the context of cooperation, the mission and the OAU Secretary-General also discussed other regional issues, including the situation in Madagascar and the Great Lakes region.

30. While in each capital, the mission held meetings with religious leaders. This happened in the immediate aftermath of a highly successful joint meeting of religious leaders of the two countries, held in Addis Ababa and Asmara. The mission received perspectives on this unique confidence-building measure and related efforts to further the reconciliation and healing process among the two peoples. The mission welcomed these activities and noted with satisfaction the positive effect of the joint meetings in bringing the two peoples together. It encouraged the spiritual leaders to continue and build upon their efforts in furtherance of peace and normalization of people-to-people relations.

31. At its meetings with the United Nations country teams, the World Bank, and non-governmental organizations in each country, the mission heard a comprehensive assessment of the humanitarian and developmental activities in Eritrea and Ethiopia. During the briefing and the discussion which followed, speakers emphasized that UNMEE's initiative to establish a system for cooperation with the humanitarian and development community was a model of partnership. The mission learned that the quick impact projects had been well-received by the local population. In addition to

the inherent value of these projects, they were extremely useful in developing good relations between UNMEE and the communities in which it operates. The mission was also gratified to learn that the two United Nations country teams have established a system for joint work to address the humanitarian and emergency needs of the population in the two countries.

32. In addition to hearing the strategic overviews in each capital, the mission, in its visit to the Temporary Security Zone, was able to see firsthand the complexity of challenges facing UNMEE, United Nations agencies, funds and programmes and their partners in addressing the issues of peacekeeping, emergency assistance, rehabilitation and recovery. While in the Temporary Security Zone, the mission visited the town of Senafe, where it was introduced to the Mine Risk Education Project. It also visited a nearby camp of some 5,000 internally displaced persons. The human dimension of the crisis, as well as the beginnings of recovery, had a profound impact on the members of the mission. It was apparent that the needs are ongoing and will continue to require urgent attention.

33. The mission received an operational briefing on the situation in the central sector of the Temporary Security Zone at the Indian Battalion's base at Camp Dunn. In addition to an update from the Battalion Commander, the briefing included the humanitarian activities of the country team as well as those of the Mine Action Coordination Centre.

34. The mission strongly supports the activities of the United Nations country teams, including their contingency planning for moving from crisis management and assistance to peace-building and development.

IV. Observations and recommendations

35. The upcoming consideration of UNMEE's mandate renewal by 15 March 2002 should reflect relevant elements referred in the above sections. In addition, the following elements should be reflected in order to clarify various tasks based on the Algiers Agreements that are of a generic character in relation to the Boundary Commission's decision, that is, elements that will have validity irrespective of the specifics of the decision:

(a) The Boundary Commission should, in accordance with the Algiers Agreements, be encouraged to proceed immediately upon announcement of its delimitation decision with the necessary technical arrangements to establish an aerial photo map to be used in the demarcation process;

(b) Recognizing that demining of access routes to the border areas is under way under the coordination of the United Nations Mine Action Coordination Centre, the parties are, in accordance with the Algiers Agreements, encouraged to continue their cooperation in the intensification of this work in the period ahead, with the view to expediting the process for the benefit of all the people;

(c) Once the Boundary Commission has located the individual boundary pillars on the aerial photo map, all demining required for demarcation should move forward without delay. The Secretary-General should be invited to submit recommendations at an early stage, taking into account the decision of the Boundary Commission, the contributions of the parties, the capacity of UNMEE and the resources available in the United Nations Trust Fund in Support of the Delimitation

and Demarcation of the Ethiopia/Eritrea Border. In this regard, the mission notes with appreciation the recent contributions to the Trust Fund and invites further donors to come forward with contributions;

(d) In the light of the above and other relevant recommendations, the Security Council should consider how UNMEE can play an appropriate role in the demarcation process;

(e) The Boundary Commission should be encouraged to proceed with physical demarcation on the ground immediately as stretches of the border are declared mine-free.

36. Furthermore, the mission would like to draw to the attention of the international community the following issues:

(a) The mission appeals to the guarantors, the facilitators and the witnesses of the peace process, OAU and the friends of Eritrea and Ethiopia to continue to intensify their contacts with the authorities of both countries, in order to promote a constructive dialogue with the aim of opening a new page in the history of their relations;

(b) The mission notes with satisfaction that collaboration between the humanitarian agencies and their NGO partners with UNMEE was very close and productive. It contributed significantly to the transformation of the war-affected areas in both countries and should be encouraged and expanded;

(c) The mission welcomes the efforts of the NGO community in both countries aimed at development, reconstruction and rehabilitation. It would like to acknowledge the contribution of NGOs to the confidence-building process. In this regard, it commends Norwegian Church Aid for its efforts to facilitate the meeting between the religious leaders of Eritrea and Ethiopia;

(d) The donor community responded significantly to last year's humanitarian needs as assessed by the United Nations in both countries. This year, the needs are equally stringent, particularly in the light of the forthcoming decision of the Boundary Commission. The mission therefore encourages urgent contributions to the Consolidated Appeals process for 2002 in both countries in order to face the challenges that lie ahead. The Security Council strongly appeals to donors to be generous;

(e) In the same vein, the mission was gratified with the success of UNMEE's quick impact projects and urges the donor community to respond generously to the United Nations Trust Fund to Support the Peace Process established for that purpose;

(f) The mission appreciates the good working relationship between the various developmental and humanitarian players in the context of the UNMEE mandate and beyond. It also expresses hope that the situation will soon see their combined efforts transformed from an emergency response in a crisis situation into medium and long-term development programmes that can help restore economic, social and political stability in the countries. The mission believes that well-targeted cross-border programmes and exchanges could also be contemplated in support of the peace process.

37. Finally, the mission notes with appreciation the following observations:

(a) The Members of the mission were most impressed with the dedication and professionalism of UNMEE personnel from the Special Representative of the Secretary-General downwards. At this crucial time, it is important that UNMEE should be operational to the fullest of its capacity. The mission accordingly hopes the Secretary-General will take action to appoint a new Deputy Special Representative in Asmara soon;

(b) The Members of the mission were deeply moved by the expression of sincere gratitude they received from the local population in the Temporary Security Zone, resulting partly from the credibility and trust that UNMEE has been able to establish through its contribution to the peace process, various projects carried out in cooperation with the humanitarian community, as well as direct support and assistance, within its mandate, to people in need;

(c) While inspired by the symbolism of the crossing at the Mereb River Bridge, which serves as both a physical as well as a metaphorical link between the two countries, the mission would strongly encourage the parties to continue to search for mutually agreeable ways of building trust through increased official as well as grass-roots contact with each other, with a view to moving towards political and economic cooperation.

Annex I

Terms of reference for the Security Council mission to Ethiopia and Eritrea

1. The Security Council is sending a mission to Ethiopia and Eritrea in support of the peace process between the two neighbouring countries and the efforts to implement the Algiers Agreements and relevant Council resolutions. The mission will visit Addis Ababa, Asmara and the Temporary Security Zone. It will spend one day in each location.
2. The Security Council recognizes that the upcoming border delimitation determination by the Boundary Commission, which is final and binding, represents a key step in the peace process between the two countries. The Council stresses that, in accordance with article 4.15 of the Comprehensive Peace Agreement (see A/55/686-S/2000/1183), the parties have committed themselves to accepting fully the determination of the Commission. The mission will relay to the parties the monumental importance that the international community attaches to their embracing the Commission's determination as the ultimate measure of their commitment to the peace process. The mission will discuss with the parties measures to implement all aspects of the Commission's determination.
3. The mission will also address elements related to the consideration of the renewal of the mandate of the United Nations Mission in Ethiopia and Eritrea (UNMEE) by 15 March 2002, particularly related to outstanding issues, in accordance with the statement by the President of the Security Council issued on 16 January 2002 (S/PRST/2002/1), as well as concrete ways and means for UNMEE to assist in the physical demarcation process, including through mine clearance.
4. The Security Council emphasizes the need for broad-based confidence-building measures and reconciliation efforts at all levels within and between the two countries. The mission will encourage initiatives in that regard, such as the release of all prisoners of war and civilian internees and the dialogue between religious leaders. The mission will strongly urge the parties to support and initiate further reconciliation measures.
5. The mission will address the humanitarian situation resulting from the conflict in the two countries, including reintegration of refugees and internally displaced persons, the situation for women and their role in post-conflict rehabilitation, the demobilization of soldiers, and the status of rehabilitation and reconstruction efforts.
6. The mission will stress that the overall objective of the peace process is to normalize the relations between the two neighbouring countries.
7. The mission will praise the leaders for their leadership in guiding the peace process forward, and will reiterate the international community's unwavering commitment to contribute to the completion of the peace process.
8. The mission will report back to the Council, at which time it will make recommendations for further actions by the Council and the Secretary-General. In that connection, an open meeting of the Council will be convened in early March 2002.

Annex II

List of participants in the Security Council mission to Ethiopia and Eritrea

1. Ambassador Ole Peter Kolby (Norway), head of mission.
2. Ambassador Stefan Tafrov (Bulgaria).
3. Mr. Ferdinand Ngoh Ngoh, Minister (Cameroon).
4. Mr. Chen Xu, Minister Counsellor (China).
5. Ambassador Alfonso Valdivieso (Colombia).
6. Madame Emmanuelle d'Achon, Political Counsellor (France).
7. Ambassador François Lonseny Fall (Guinea).
8. Ambassador Gerard Corr (Ireland).
9. Ambassador Jagdish Koonjul (Mauritius).
10. Ms. Maria Angelica Arce de Jeannet, Minister (Mexico).
11. Ambassador Gennady Gatilov, First Deputy Permanent Representative (Russian Federation).
12. Ambassador Kishore Mahbubani (Singapore).
13. Mr. Fayssal Mekdad, Minister Counsellor (Syrian Arab Republic).
14. Ambassador Stewart Eldon, CMG, OBE (United Kingdom of Great Britain and Northern Ireland).
15. Ambassador Richard Williamson, Alternate Representative for Special Political Affairs (United States of America).

Annex III

Programme for the Security Council mission to Ethiopia and Eritrea 21-25 February 2002

Thursday, 21 February

22.25 Arrival at Bole Airport, Addis Ababa

Reception delegation at airport to include:

Representative(s) of the Government of Ethiopia

Representative(s) of the United Nations Mission
in Ethiopia and Eritrea (UNMEE)

Representative of the United Nations country
team

Representative of the Economic Commission
for Africa (ECA)

Representative(s) of the Organization of African
Unity (OAU)

United Nations/OAU liaison

Ambassadors of Guarantor (Facilitator) countries

Ambassadors of countries participating in the
Security Council mission

Press

Welcome by the Special Representative of the
Secretary-General and his team

Friday, 22 February

7.45 Departure for ECA

8.00 Briefing by the Special Representative of the Secretary-General *ECA*

10.00 Meeting with the five permanent members of the Security Council, the European Union Ambassadors, the Guarantors of the peace process, the troop-contributing countries and Friends of UNMEE *ECA*

12.00 Meeting with representatives of OAU

13.30 Lunch free for bilateral meetings

15.00 Meeting with the Prime Minister of Ethiopia,
Meles Zenawi

16.00	Meeting with United Nations country teams, non-governmental organizations (NGOs), ECA and Head of the United Nations Office (Addis Ababa)	<i>ECA</i>
17.15	Meeting with religious leaders	<i>ECA</i>
19.00	Dinner to be hosted by Government of Ethiopia	<i>Sheraton Hotel</i>

Saturday, 23 February

5.15	Departure for Airport	
6.00	Depart Addis Ababa	<i>Norwegian aircraft</i>
6.50	Arrival Mekelle Airport	
7.20	Depart Mekelle	<i>Helicopters</i>
8.00	Arrive Axum	
8.30	Visit to Axum Ruins	<i>By road</i>
10.00	Depart Axum	<i>Helicopters</i>
10.20	Arrival Rama/Mereb River Bridge	<i>(Ethiopian side)</i>
10.30	Mereb Bridge ceremony	
	Short welcome address by the Special Representative of the Secretary-General	
	Address by the Chairman of the Security Council mission	
	Brief press conference by the Chairperson of the Security Council mission	
11.30	Refreshments on the Mereb Bridge	
12.00	Departure from Mereb River Bridge	<i>Helicopters</i> <i>(pick-up from Eritrean side of Bridge)</i>
12.30	Arrival at Senafe (Camp Dunn)	
12.45	Sector Command briefing at Camp Dunn	
	Short briefing by Resident Coordinator/ Humanitarian Coordinator	
	Short briefing by UNMEE Mine Action Coordination Centre	
13.30	Lunch to be arranged by the Indian Battalion	
15.00	Tour of Senafe and visit to camps for internally displaced persons	<i>By road</i>
17.00	Depart Senafe (Camp Dunn)	<i>Helicopters</i>
17.30	Arrive Asmara	
	Met at Airport by:	
	Representatives of the Eritrean Government	
	Representatives of UNMEE	

- Representatives of the United Nations
country team
- Representative(s) of OAU
- Ambassadors of Guarantor/Facilitator countries
- Ambassadors of countries participating in the
Security Council mission
- Press
- Departure for hotel
- 19.30 Buffet dinner hosted by Ambassador Chen Zhanfu of China *Chinese Embassy*
- Sunday, 24 February**
- 9.00 Meeting with the United Nations country team and NGOs *Confederation of Eritrean Workers Hall*
- Lunch for bilateral meetings
- 15.00 Meeting with the five permanent members of the Security Council, the European Union Ambassadors, the Guarantors of the Peace Process, the troop-contributing countries and Friends of UNMEE *UNMEE*
- 16.30 Meeting with religious leaders *Eritrean Orthodox Church offices*
- 18.00 Meeting with the President of Eritrea, Isaias Afwerki *Den Den Club*
- 18.45 Press conference at UNMEE via videoconferencing *UNMEE*
- 19.30 Reception hosted by the Government of Eritrea *Intercontinental Hotel*
- Monday, 25 February**
- 8.00 Wrap-up meeting with the Special Representative of the Secretary-General *UNMEE*
- Departure for Airport
- 9.30 Departure for New York
- Farewell by Eritrean Government officials
UNMEE officials
Members of the diplomatic community
-