HORN OF AFRICA INITIATIVE

16th Ministerial Roundtable

APRIL 2023

ACCELERATING DEVELOPMENT IN THE **HORN OF AFRICA'S BORDERLANDS**

Policy, Institutions, Investments and People

16th HOAI Ministerial Meeting | Washington DC

OUTLINE

1. Borderlands – what are borderlands, why they matter and why they measure lower on development parameters?
2. HOA borderlands – clusters, vulnerabilities, development priorities and assets
3. A programmatic approach to borderlands: Policy, investment and institutions
4. HOAI borderland investment profile and opportunities
5. Gaps and priorities
6. Discussion and next steps

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Borderlands

WHAT ARE BORDERLANDS?

- Regions at the territorial margins of nation-states – places where the national border is a central feature of social, political and economic life.
- Connected by trade and transhumance routes, socio-cultural affinities and relationships, shared natural resources, socio-economic similarities, political dynamics, and cross-border conflict and security challenges.
- Complex, interrelated and multi-dimensional development needs.

WHY DO THEY MATTER?

- 270 million people live in borderlands across Africa – people and communities that are significant to the achievement of the SDGs but are disproportionately neglected and underdeveloped.
- Their resilience is critical to food security, cross-border trade, GDP growth, peacebuilding and sustainable development including the AfCFTA.
- Important to achieving regional integration and the objectives of a “borderless” Africa, which is critical to the Africa Union’s Agenda 2063.

WHY IS THEIR DEVELOPMENT PROFILE OFTEN WEAKER?

- Predominance nationally-centered development planning, leading to social and economic marginalization.
- Weak institutional environments including at the regional, national, local and at the community level.
- Limited socio-economic development, including social and private sector investments.
- Development assistance and partnerships often lose sight of their “voices”, unique circumstances and needs.

Borderlands:
Fragility, Conflict & Violence

FRAGILITY DRIVERS

Key fragility drivers are often high or extreme in borderlands—including the climate change risks, demographic shocks, patterns of marginalization, perceptions of grievances and injustice, transnational and organized crimes—and sources of resilience often weak and/or poorly understood.

STATE CAPACITY

Most borderlands receive limited state capacity and attention to manage their most pressing development challenges – from conflict to climate.

LEGITIMACY AND THE SOCIAL CONTRACT

Borderlands are often politically peripheral and the social contract between citizen and state is often weaker. The resulting trust deficit increases alienation, conflict, human rights, and impunity.

FCV SPILLOVERS

Borderlands are often more violent than other regions and are often a source of national and regional instability and fragility (e.g., West Africa borderlands) and they are often disproportionately impacted by conflict and cross-border crisis, such as forced displacement.

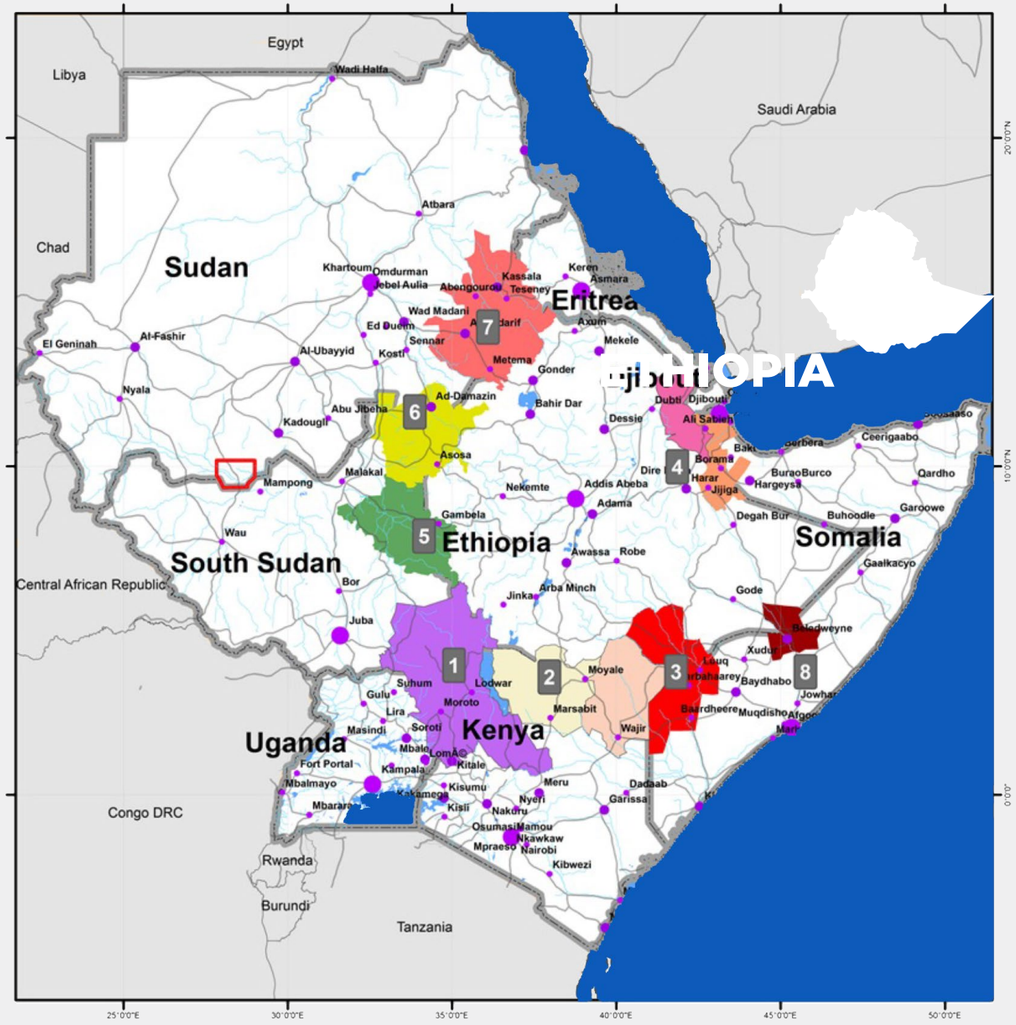
HoA Borderlands

8 existing and proposed IGAD borderland clusters straddle most of the Horn's international borders.

- Often in arid lowlands, used historically as "buffer zones" by states and thus marginalized from core state institutions.
- Areas characterized by poverty, conflict, displacement, environmental degradation and climate change risks.
- Unique cross-border historical, social, cultural and economic relationships and risks.

CROSS BORDER CLUSTERS

1. IGAD Cluster 1 *(AKA Karamoja Cluster)*
2. IGAD Cluster 2 *(AKA Borana Cluster)*
3. IGAD Cluster 3 *(AKA Somali Cluster)*
4. IGAD Cluster 4 *(AKA Dikhil Cluster) plus proposed new areas in Somaliland*
5. Proposed criss boreder cluster *Ethiopia and South Sudan Border*
6. Proposed criss boreder cluster *Ethiopia, Sudan South Sudan Junction*
7. Proposed criss boreder cluster *Ethiopia and South Sudan Eritrea*
8. Proposed criss boreder cluster *Ethiopia and Somalia Border*



Significant development challenges

Climate change vulnerability
HoA borderlands have some of the highest exposure to climate change in East Africa, a region whose exposure is one of the highest in the world.

Low agricultural productivity and food insecurity
Food insecurity is often concentrated in the HoA's borderlands and exacerbated by displacement and conflict.

High population growth and stressed natural resources
population expected to double every twenty years, posing a challenge for sustaining per capita incomes and resources

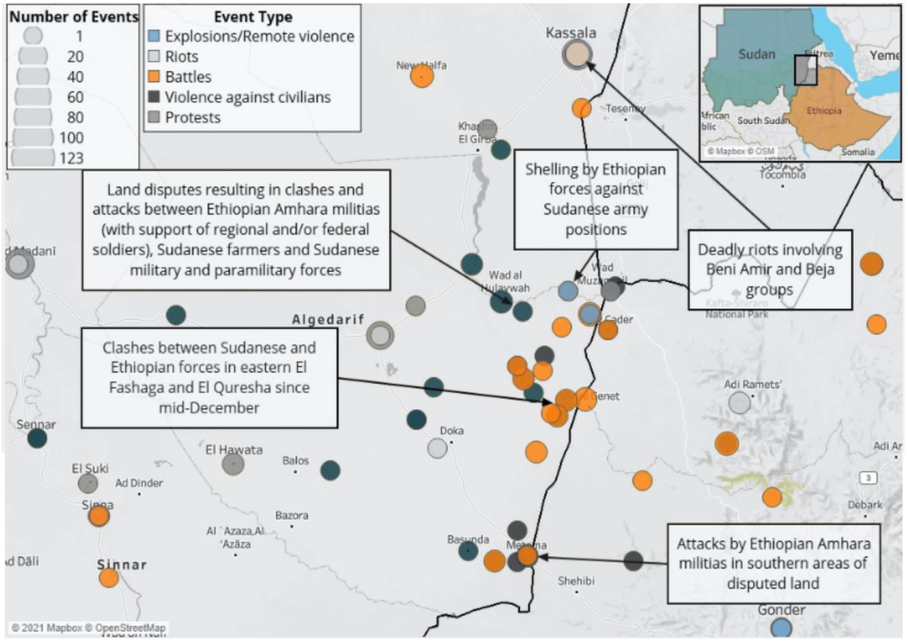
Economic activity is lagging compared to other regions
satellite imagery of night lights indicate borderlands lagging despite good coverage in other parts of the region.

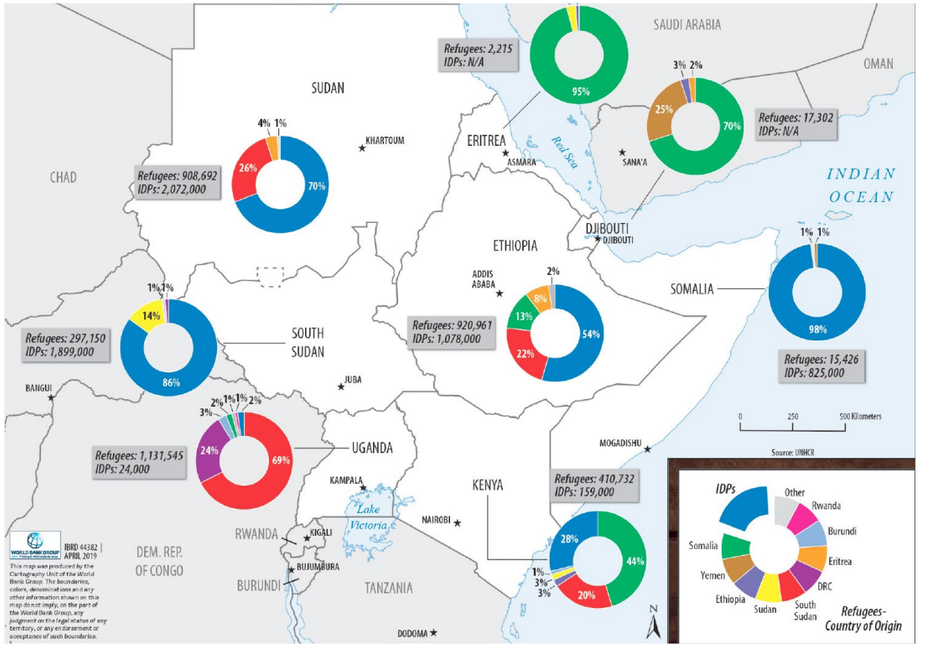
Small arms and human trafficking
proliferation of guns spurring violence and conflict.

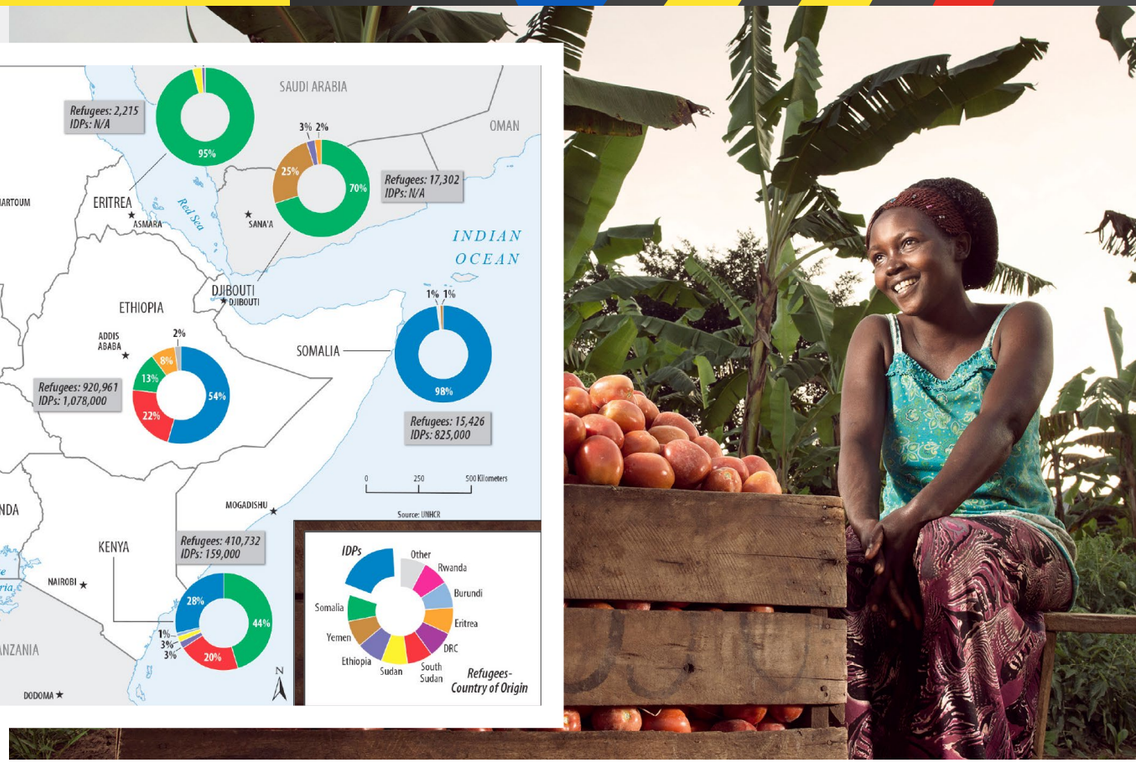
Poor national and local infrastructure connectivity
poorly connected to markets across borders as well as within borderlands; last-mile digital connectivity extremely low; and 'thick' border infrastructure lacking and maladapted to borderland community needs.

Inadequate basic services, including energy, health, education, water
For example, access to electricity services is 0-20 percent in most borderlands compared to regional average of 50 percent with over 1.4 million (70%) households living in the dark.

Fragility and borderlands in the Horn of Africa







The failure to establish legitimate and effective state institutions and fractured social contracts in the borderlands are a key driver of fragility.

Cross-border conflict dynamics linked to regional geo-political relations.

Increasing local cross-border conflict due to pressure on land and resources.

The Horn hosts over 4 million refugees and over 9 million IDPs, most originating from or hosted in the borderlands

Violent conflict over extractive resources higher and collusion with criminal networks more likely in the borderlands.

Opportunities

Despite challenges, Borderlands are marked by tremendous resilience, economic vitality and opportunity:

- Robust and resilient cross-border trade
- Increasingly integrated into networks of national markets.
- Untapped or underutilized natural resources, e.g., shared water aquifers, solar energy, minerals, non-timber forest products, wildlife, eco-tourism, etc.
- Some emerging extractive industries, primarily oil, gas, and mining
- Informal institutions for managing social cohesion and conflict
- Common language and shared history among borderlands people that enhances trade and economic integration

Borderlands Development Approach

Research and analysis on borderlands generally and the Horn specifically consistently finds that tackling challenges and leveraging opportunities requires a unique "borderlands" or "transboundary" approach to development.

PROGRAMMATIC
Strategic long-term engagement of interlinked development investments that cross-support each other.

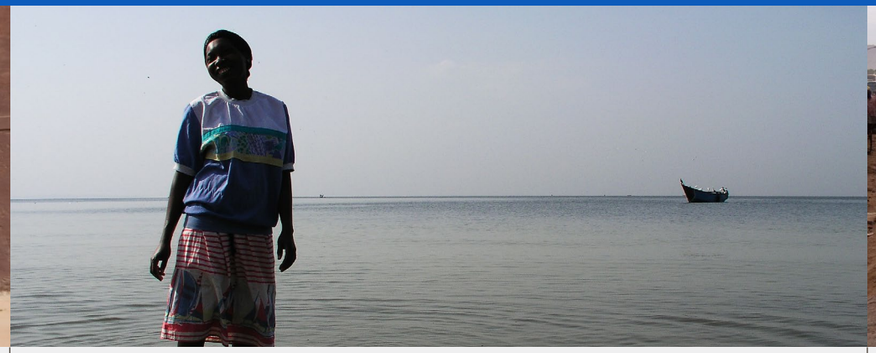
CROSS-TERRITORIAL
Spatially coordinated interventions in borderland clusters, complementing sector-based approaches.

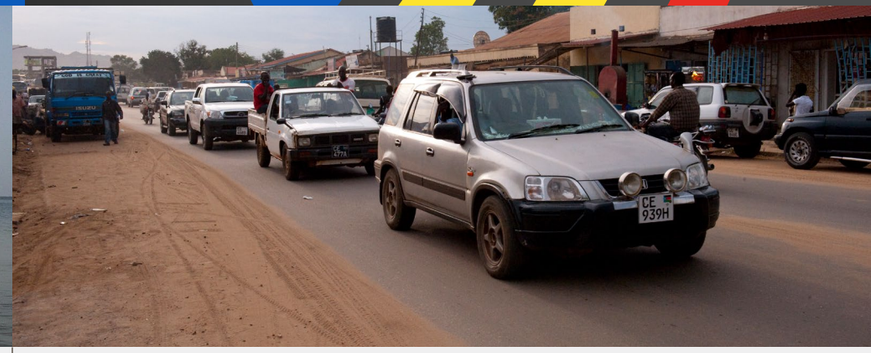
MULTI-SECTORAL
Enhanced collaboration across sectors and, where possible, deliver integrated multi-sectoral projects to enhance impact.

MULTI-LEVEL
Strengthened and delivered through institutions at the regional, national, local and community-level.

BORDERLANDS PERSPECTIVE
Attuned to complex social, cultural and institutional dynamics of each borderland.

Borderland Policy Priorities





TRADE AND MOBILITY

Regional and national cooperation to strengthen and harmonize policies for the free movement of people and goods

- Draft protocol on the Free Movement of People
- Animal trade protocols
- Border management and safety
- HoA Trade Facilitation Roadmap

TRANSBOUNDARY WATER AND LAND RESOURCES

Regional and national cooperation to strengthen shared management of water and land resources

- Shared cross-border aquifers and surface water resources
- Pastoral grazing lands
- IGAD Transhumance Protocol

CROSS-BORDER DEVELOPMENT PLANNING AND ACCOUNTABILITY

Subnational, national and regional cooperation on cross-border development planning for shared investments in infrastructure and basic social services

Borderland Investment Priorities

Investments in basic infrastructure
like transport, energy, and information technology and digital networks including mobile phone coverage and digital services.

Investments in basic services including health, education, and water
including through cross-border planning and resource management

Investments in resilience, climate change and landscape restoration
including empowering communities to participate in climate change adaptation as partners in development

Investments in livelihoods and trade
including financial inclusion and insurance, trade and border facilitation, skills-based livelihoods for women and youth, and ecotourism where feasible.

BORDERLAND CROSS-CUTTING THEMES

Gender
Climate change adaptation and resilience
Disaster management and crisis preparedness
Peace building and conflict management

Borderland Institutional Priorities

REGIONAL

Enhance regional dialogue and collaboration on borderlands development including IGAD, AU, national planning agencies, the private sector, and development partners.

NATIONAL

Incentivize and enhance the capacity for inter-governmental dialogue on borderland policies, investment planning, borderland data analysis and results measurement through robust M&E frameworks.

SUBNATIONAL

Invest in the capacity and incentives for local governments to implement cross-border development planning, citizen engagement and social risk management as well as deliver cross-border investments in basic services, local economic development and natural resource management.

CITIZENS AND COMMUNITIES

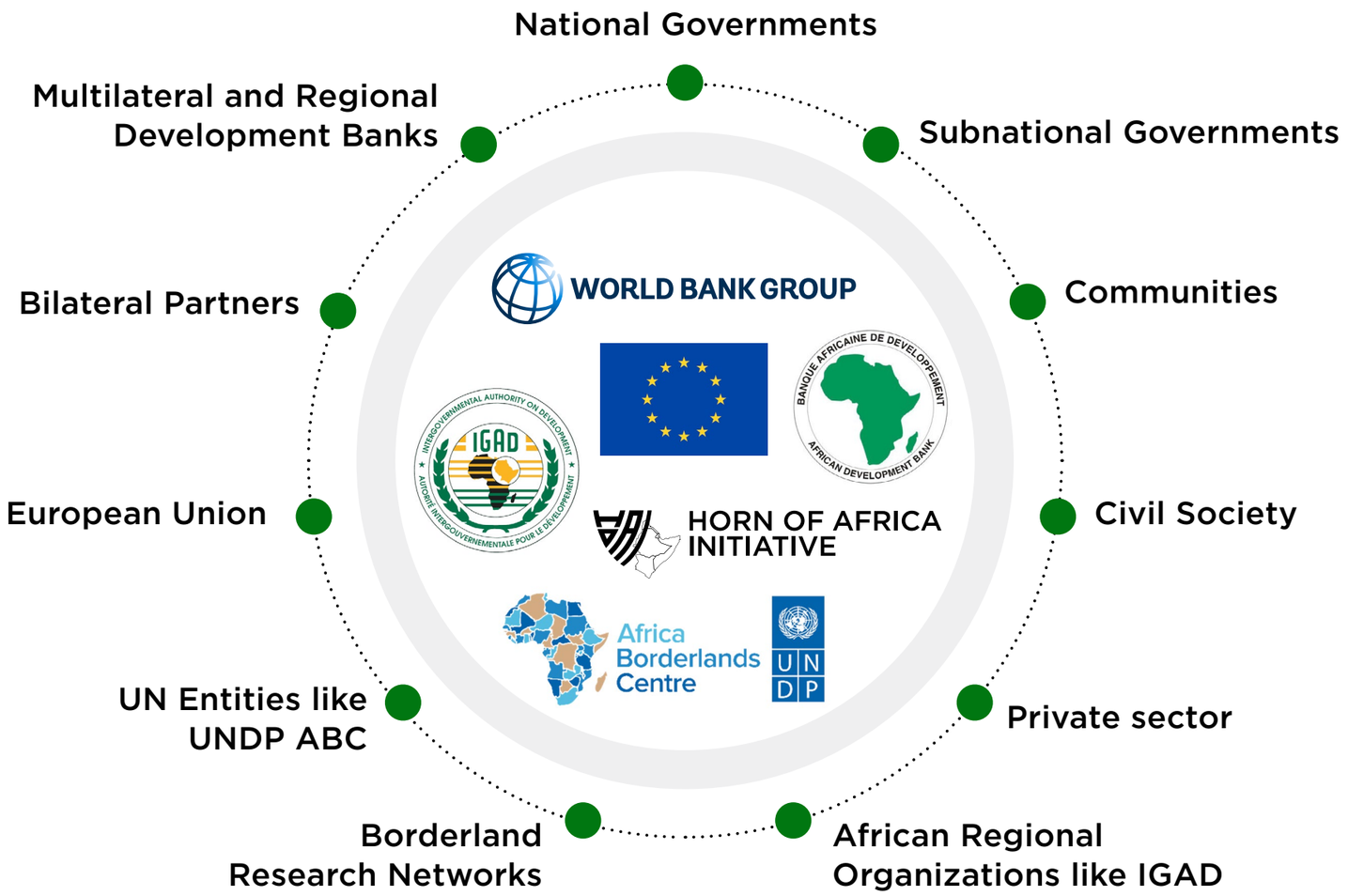
Empower and invest in the capacity of community and informal institutions to understand climate risks, enhance livelihoods, manage conflict and enhance social cohesion, and participate in local planning and accountability processes.

EXAMPLE

IGAD's Participatory Bottom Up Approach in Karamoja Cluster

- Community dialogue
- Cluster focal groups
- Local government liaison
- Technical expert team
- National coordination team
- High-level ministerial oversight

Partnerships are Critical



Africa Borderlands Centre

UNDP

Launched in 2021, the UNDP Africa Borderlands Centre offers six key services:

- Knowledge generation
- Evidence-based policy
- High-quality technical and programming advice
- Collecting and sharing lessons learned
- Innovation and piloting
- Regional partners dialogue

EXAMPLE: Technical advice to the HOAI-supported Groundwater for Resilience Project

HOAI PILLAR 1:
Regional Infrastructure Networks

PORTFOLIO

- Significant investments in road infrastructure crossing and connecting borderlands, particularly Djibouti-Ethiopia-Kenya-Somalia-South Sudan.
- New pipeline energy operations prioritize increasing access to energy services and households in the borderlands of Ethiopia, Djibouti, Kenya, Somalia, Sudan.
- New pipeline digital investments include last mile connections in borderlands.
- Can rebalance focus on “western” borderland clusters, e.g., Ethiopia-Sudan-South Sudan over time

OPPORTUNITIES

- Leverage economic corridor projects to catalyze private sector investments in borderlands.
- Governments to consider complementary investments in local feeder and community access roads to enhance inclusion and connectivity.
- Bundle investments and complement with skill upgrading and private sector tie-up to maximize impact for jobs and income.
- Complement infrastructure investments with digital and STEM training to close the digital gap in HOA borderlands.

HOAI PILLAR 2:
Trade and Economic Integration

PORTFOLIO

- De-Risking, Inclusion and Value Enhancement of Rural Economies (DRIVE) Project includes focus on economic corridors connecting Djibouti, Ethiopia, Kenya, and Somalia borderlands.
- EU trade facilitation operations include focus on borderland trade and economic facilitation in Ethiopia-Djibouti and other HOA borderlands.
- East Africa Trade Facilitation Project includes focus on economic integration of HoA borderlands.

OPPORTUNITIES

- Leverage pipeline operations (WB, EU & AfDB) to tackle borderlands trade facilitation priorities
- Rebalance focus on “western” borderland clusters, e.g., Ethiopia-Sudan-South Sudan
- Explore country ownership for new regional initiatives on inclusive trade, gender and economic integration in HoA

HOAI PILLAR 3:
Strengthening Resilience

PORTFOLIO

Large, complex portfolio (16+ projects) directly or indirectly prioritize resilience in the borderlands

WB projects prioritizing borderlands:

- Groundwater for Resilience
- Development Response to Displacement Impacts Project
- Locust Response
- DRIVE

EU programs targeting borderlands :

- Peaceful and Resilient Borderlands (approved 2022)
- NaturAfrica (approved 2022)
- Regional Programme in Livestock and Pastoralism for Climate Change Adaptation in Eastern/Horn of Africa (pipeline 2023)
- target IGAD borderland clusters I-III (Karamoja, Borana & Somali/Mandera Triangle, plus other border areas in the region.
- Plus multiple small scale resilience projects.

OPPORTUNITIES

- Scope for optimizing attention on “western” borderland clusters, e.g., Ethiopia-Sudan-South Sudan
- Opportunity to consolidate community-driven processes in a multi-sectoral platform for financing locally-led climate action
- Need for enhanced investment in national, local and community platforms for coordination, participation planning, and investment

EU SUPPORT FOR HOA BORDERLAND’S RESILIENCE

The ‘Collaboration in Cross-border areas of the Horn of Africa (2017-2023) and covered four borderlands and aimed to:

- Prevent local conflict and mitigate its impact;
- Promote economic and private sector development, and greater resilience, particularly among vulnerable groups;
- Ensure effective trans-boundary cooperation and coordination of cross-border initiatives.

Challenges & lessons:

- Coordination and involvement at all government levels, including local and national authorities.
- In-depth conflict assessments.
- Livelihoods and resilience activities must address conflict drivers.
- Flexibly to respond to shocks.

Future directions:

- A follow-up intervention was approved in 2022 and will cover IGAD cluster I (Karamoja), II (Borana/Moyale) and III (Somali/Mandera).
- Implementation is expected to start in 2023/24, discussions with IGAD are ongoing.

HOAI PILLAR 4:
Strengthening Human Capital

PORTFOLIO

- Relative few operations, very little focus on borderlands
- Limited opportunities to enhance existing pillar portfolio

OPPORTUNITIES

- Case for cross-cutting analytics to inform a human capital development roadmap for the HoA Borderlands
- Additional investment in basic services for human capital development with focus on women and youth
- Leverage results-based financing and partnerships to enhance borderlands data

Gaps and Opportunities

- Leverage investments to address borderland development challenges in infrastructure connectivity and economic integration operations.
- Expand investment in basic social services to enhance community resilience and human capital, particularly women and youth, in the borderlands.
- Strengthen regional, national, local and community institutions for cross-border coordination, planning, peace building and social risk management.
- Strengthen social cohesion and renew social contract through a multi-sectoral, multi-agency platform for empowering borderland citizens encompassing participatory planning, oversight and accountability.
- Explore demand for investments in the “western borderlands” of the Horn, i.e. Ethiopia, Sudan and South Sudan.
- Strengthen feedback loops, statistical platforms and data systems for improved monitoring and evaluation systems, e.g., IGAD regional program.

Discussion Points

What does borderland development mean to your country and why do you think they are important for regional integration?

What are the investment opportunities and institutional gaps?

What do you see as your role in fostering collective attention to the HoA borderlands?

How can HoAI support the ministerial group to take forward the programmatic borderland approach in the Horn of Africa?

THANK YOU

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WORLD BANK GROUP

Africa Borderlands Centre

UNDP