ACCELERATING DEVELOPMENT IN THE BORDERLANDS OF THE HORN OF AFRICA

OCTOBER 3, 2023

In Partnership with
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# Country-Led Preparation Process

## Key Steps

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<th>June</th>
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<tr>
<td>1 NWG Kick Off Meetings:</td>
<td>- Background</td>
<td>- Direction</td>
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<td>- Actions</td>
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<td>2 Technical Meetings on Roadmap:</td>
<td>- Rationale</td>
<td>- Strategy</td>
<td>- Priorities</td>
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<td>National Stakeholder Workshops</td>
<td>- Addis (July 28)</td>
<td>- Juba (Aug 4)</td>
<td>- Mogadishu (Aug 9)</td>
<td>- Djibouti (Aug 14)</td>
<td>- Nairobi (Aug 21)</td>
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<tr>
<td>3 Regional Workshop (Addis, Aug 28-29):</td>
<td>- Rationale</td>
<td>- Clusters</td>
<td>- Priorities</td>
<td>- Investments</td>
<td>- Policy</td>
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<td>- Institutions</td>
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<td>4 Draft Roadmap Based on Regional Workshop</td>
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<td>Validation Meetings:</td>
<td>- NWGs</td>
<td>- Development Partners</td>
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<td>5 Final Discussion &amp; Adoption of Roadmap 18th HOAI Ministerial on October 3</td>
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</table>
**REQUEST TO PREPARE A BORDERLANDS ROADMAP**

- HoAI principals requested preparation of borderlands roadmap at 16th Ministerial meeting (April 2023).
- Request reiterated at 17th Ministerial Meeting.

**FORMATION OF NATIONAL WORKING GROUPS (NWGS)**

- NWGs chaired by Ministries of Finance
- Included representatives of ministries at national and sub-national levels, local governments, CSOs.
- Ministries included interior, trade, transport, agriculture, livestock, power, among others.

**NATIONAL CONSULTATIONS**

- Technical/bilateral consultations between NWG members and other stakeholders
- National stakeholder workshops organized to consolidate inputs.
- Meetings held in Ethiopia, South Sudan, Somalia, Djibouti, and Nairobi.

**REGIONAL CONSULTATIONS**

- Regional workshop in Addis Ababa to consolidate and discuss NWG inputs.
- Investment, policy, and institutional priorities refined in borderland-group based discussions.

**VALIDATION MEETINGS**

- Draft circulated to NWGs and Development Partners for comment
- Revision of draft to include comments.
### ROADMAP OBJECTIVES

- Articulate a shared long-term vision for the development of the borderlands to which the roadmap can contribute.
- Identify concrete development priorities or outcomes that HOAI and partners can collectively work towards achieving within the lifespan of the roadmap,
- Guide HOAI principals and partners on leveraging its portfolio to catalyze higher levels and more effective investment in the borderlands,
- Leverage HOAI convening capabilities to improve the policy framework for borderland development,
- Leverage HOAI partnerships to strengthen the regional, national and local institutional framework for borderland development.
- Strengthen and enhance knowledge and learning partnerships in the borderlands.

### ROADMAP STRUCTURE

1. **Situational Analysis**
2. **Vision, Priorities, Gaps, & Opportunities**
   - Immediate Action (2024)
   - Short-Term Actions (2025)
   - Medium Actions (2026-28)
3. **Implementation: Coordination and Partnerships**
4. **Results, Monitoring, and Learning**
5. **Enabling Conditions, Risks, and Mitigation measures**
**BORDERLAND COUNTRY CLUSTERS**

1. Ethiopia-South Sudan (encompassing proposed IGAD Cluster 5 - Gambela area)
2. Ethiopia, Kenya, and South Sudan (including IGAD Cluster 1 - Karamoja)
3. Ethiopia and Kenya (encompassing IGAD cluster 2 (Borana))
4. Ethiopia-Kenya-Somalia (Mandera Triangle but also southern Kenya-Somalia)
5. Ethiopia and Somalia (including the Hiraan area or IGAD cluster 8)
6. Djibouti, Ethiopia and Somalia (IGAD Cluster 4 - Dikhil)

Roadmap scope to also cover Sudan country clusters once conditions allow and expand existing clusters, e.g., Kenya-Somalia.
THE VISION OF THIS BORDERLANDS ROADMAP IS:

“To collaborate with borderland communities to accelerate their development and help build a prosperous, integrated and peaceful Horn of Africa.”

Contributes to the HoAI vision: ‘to work together to build a prosperous, integrated and peaceful Horn of Africa’. Emphasis on regional ‘soft’ policy harmonization, and prioritizing investment operations to complement regional projects.
### HOA BORDERLANDS - 6 DEVELOPMENT PRIORITIES

<table>
<thead>
<tr>
<th>LAST MILE CONNECTIVITY</th>
<th>Complementing enhanced regional connectivity with “last mile” improvements in road, digital and energy connectivity within borderlands.</th>
</tr>
</thead>
<tbody>
<tr>
<td>CROSS-BORDER TRADE &amp; MOBILITY</td>
<td>Enabling cross-border trade for borderland communities and small businesses, particularly for small business, women traders, and youth.</td>
</tr>
<tr>
<td>SUSTAINABLE LIVELIHOODS THROUGH LED</td>
<td>Enhancing local economic development and alternative livelihoods in the borderlands.</td>
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<tr>
<td>BORDERLAND RESILIENCE</td>
<td>Strengthening resilience of borderland communities including through the promotion of Transboundary Resource Management.</td>
</tr>
<tr>
<td>SOCIAL COHESION</td>
<td>Strengthening cross-border social cohesion and peace building in the borderlands, including managing conflict that invariably arises from development and the changes it introduces.</td>
</tr>
<tr>
<td>BASIC SOCIAL SERVICES</td>
<td>Reducing the stark gap in basic social services, including health, education, water, and sanitation including the cross-border planning and access challenges.</td>
</tr>
</tbody>
</table>
INVESTMENT STRATEGY – 4 PRONG APPROACH

1. LEVERAGEEXISTINGPROJECTS
   Existing but still new operations that the HOAI can leverage to tackle the priorities in each borderland country cluster.

2. EXPANDEXISTINGPROJECTS
   Existing HOAI project not present in the borderlands country cluster or only present on one side of the cluster.

3. LEVERAGEPIPELINEPROJECTS
   Pipeline operations that HOAI can leverage in each borderland country cluster.

4. PLUGINVESTMENTGAPS
   New operation(s) that can fill gaps between the five borderland priorities and existing/pipeline portfolio in the borderland clusters.

+ PLUS GOVERNMENT SPENDING + COUNTRY-LEVEL DEVELOPMENT PARTNER PROJECTS.
IMMEDIATE ACTIONS (2024)

1. Leverage the existing HOAI portfolio to address borderland development priorities
   - Priorities identified by borderland country cluster (e.g., leveraging Eastern Africa Regional Digital Integration Project (WB) & Regional Economic Corridor Project (WB) to enhance borderlands connectivity on the South Sudan side in the Ethiopia-South Sudan borderland)
   - Will require development of simple workplans on designing/implementing activities in the borderlands, with technical support from DPs.

2. Assess and identify opportunities for expanding government spending in borderlands
   - Leverage national and subnational spending, where appropriate, to address borderland priorities
   - Undertake a borderlands public expenditure analysis
   - Develop a simple budget tracking tool for monitoring budget allocations and budget execution for borderlands development.

3. Prepare white papers on two priority borderland policy issues
   - Facilitating Cross-Border Trade and Mobility for Borderland Communities (different regional protocols, support for small scale traders, implementation of Simplified Trade Regimes)
   - Peace and Social Cohesion Policy in the Borderlands

4. Hold local consultations on the Roadmap and initiate borderland coordination platform
   - HoAI and partners including IGAD to and initiate a forum for policy dialogue with borderlands communities (see box)

5. Establish a technical facility to support implementation of the Roadmap

The voice of borderland citizens and communities needs to be heard in local, national and regional policy making
- Local coordination and policy platform
- National borderland policy forum
- Regional borderland policy forum
1. **Leverage pipeline and expand existing projects to address development priorities**
   - Priorities identified by borderland country cluster:
   - Example (i) -- Phase II of the Eastern Africa Regional Digital Integration Project (WB) & HoA Digital Market Integration (AfDB) to enhance digital connectivity in borderlands.
   - Example (ii) – expand the De-Risking, Inclusion and Value Enhancement of Rural Economies Project (DRIVE, WB) to areas such as Karamoja where it is not active.
   - Will require development of workplans for designing/implementing activities in borderlands, with technical support from DPs.

2. **Prepare three white papers on remaining priority borderland policy issues**
   - Strengthening the Policy Framework for Cross-Border Local Economic Development & Sustainable Livelihoods
   - Enhancing Transboundary Resource Management in the Borderlands.
   - Cross-Border Basic Service Delivery.

3. **Complete an institutional review on the need for a regional borderlands commission**
   - Multiple existing regional initiatives -- but fragmented.
   - Commission an institutional review to examine whether there is a need for a multi-sectoral regional borderlands commission to lead and coordinate borderlands development, with sustainable country financing.

4. **Complete a review of the borderland country clusters**
   - Examine whether additional country clusters should be added – for instance between Ethiopia-Somalia, or by extending the Mandera triangle to include Kenya-Somalia borderlands further south.
MEDIUM TERM ACTIONS (2026-28)

1. Launch a multi-sectoral regional borderlands program and other projects to address remaining development priorities

- Would address investment gaps and delivery complementary local investments, coordinate sector project at the local level, and support the institutional framework for borderland development

May consist of support for:
- Complementary last mile infrastructure
- Small-scale trade facilitation with a focus on women and youth
- Natural resource management
- Local economic development
- Peace building and conflict management
- Basic social service delivery grants
- Support implementation of a local cross-border platform for borderlands

Additional tasks (2024-25)

- Carry out a knowledge exchange with West Africa to visit community and local development projects discussed during consultations.
- Carry out review of existing projects to inform design and scope.
- Re-visit Roadmap to include additional countries depending on geopolitical context.
- Begin process of preparing draft to replace existing Roadmap.
**IMPLEMENTATION ARRANGEMENTS**

**HOAI PRINCIPALS**
- will oversee overall implementation of Roadmap
- will receive updates, monitor progress, advise on strategic direction, and endorse specific actions, including Roadmap updates.
- Assisted by HoAI Secretariat

**REGIONAL BORDERLANDS TECHNICAL COMMITTEE**
- Consist of Ministers of Finance/representatives
- Technical working groups for specific tasks as required.

**MULTI-SECTORAL NATIONAL STEERING COMMITTEES**
- May be drawn from existing NWG members
- Ensure prioritization of borderlands development in national policy debates

**THREE LEVEL IMPLEMENTATION MECHANISM**
KEY PARTNERSHIPS

National Governments

Multilateral and Regional Development Banks

Subnational Governments

Bilateral Partners

Communities

European Union

Civil Society

UN Entities like UNDP ABC

Private sector

Borderland Research Networks

African Regional Organizations like IGAD
RESULTS FRAMEWORK

• Track progress on 6 development priorities
• Track roadmap actions and key steps
• Progress reports prepared by HoAI Secretariat to HoAI principals—supported by regional borderlands technical committee and partners.

Immediate actions include:
• Mobilization of donor seed funding to start implementation of road-map activities.
• Creation of Borderlands Support Facility with support from DPs (see next slide for details).
• Leveraging of existing projects through consultations with DPs, implementing agencies, relevant government counterparts, & CSOs.

ENABLING CONDITIONS

Roadmap implementation will require a basic degree of security and geopolitical stability in the borderlands

RISK
Conflict and political instability in borderland areas

RISK
Access, Security, and Safety Issues

RISK
Lack of resources for implementation

RISK
Lack of engagement by specific governmental counterparts
Development Partners requested to support creation of a Borderlands Support Facility to build on the momentum of the roadmap and support its implementation over the next five years.

**BORDERLAND OPERATIONAL DESIGN**
On-demand support for project design and adaption, borderland feasibility studies, and borderland expert advisory services.

**ENHANCED IMPLEMENTATION SUPPORT**
Support for defraying the high-costs of supervision and incentivizing high quality and coordinated implementation.

**ANALYTICS AND LEARNING AGENDA**
Select analytics and learning agenda on borderland political economy, roadmap outcomes, and sustainable institutions.

**SECRETARIAT SUPPORT**
Advisory support to the HOAI Secretariat and NWGs to support execution and monitoring of the roadmap.
ANNEXES:
CLUSTER INVESTMENT OPPORTUNITIES & GAPS

- Ethiopia and South Sudan
- Ethiopia, Kenya, and South Sudan
- Ethiopia and Kenya
- Ethiopia, Kenya and Somalia
- Ethiopia and Somalia
- Djibouti, Ethiopia and Somalia
The needs and potential of this borderland are high, but as the newest HOAI member South Sudan and hence this cluster has relatively few immediate opportunities, some short-term opportunities, and benefit from a complementary borderlands project.

<table>
<thead>
<tr>
<th>Borderland Development Priority</th>
<th>Immediate – Leverage existing project</th>
<th>Short-term – Leverage pipeline or expand existing project</th>
<th>Medium-term – new operations(s)</th>
</tr>
</thead>
</table>
| PRIORITY 1: Connectivity        | • Eastern Africa Regional Digital Integration Project (WB)  
• Multinational: Kenya – South Sudan Road Section (AfDB) | • Phase II of the Eastern Africa Regional Digital Integration Project (WB)  
• Ethiopia – South Sudan – Djibouti Transport Corridor (AfDB) | • N/A. Priority adequately addressed. |
| PRIORITY 2: Cross-Border Trade  | • No immediate opportunities. | • DRIVE (WB) (not active in cluster).  
• AFE Regional Trade Facilitation Project (WB) | Multi-sectoral Borderlands Program:
• Small-Scale Trade including women and youth  
• Natural resource management  
• Sustainable Livelihoods  
• Basic social services  
• Social cohesion  
• Local Cross-Border Platform for coordination, voice, and peace building |
| PRIORITY 3: Sustainable Livelihoods | • No immediate opportunities. | • DRDIP (WB) (active in Ethiopia and Kenya and limited to RHC only.) | |
| PRIORITY 4: Resilience          | • Groundwater for Resilience (WB) (Ethiopia & Kenya only)  
• Program to build resilience for food and nutrition security in the Horn of Africa (BREFONS) (AfDB) | • Groundwater for Resilience (WB) (Expand to South Sudan borderlands)  
• HoA Cross Border Programme (BMZ/GIZ) | |
| PRIORITY 5: Social Cohesion     | • No immediate opportunities. | • Peaceful and resilient borderlands in the Horn of Africa (EU)  
• DRDIP (WB) (active in Ethiopia and Kenya and limited to RHC only.) | |
| PRIORITY 6: Social Services     | • No immediate opportunities. | • DRDIP (active in Ethiopia only and limited to RHC only.) | |
### Borderland Development Priorities

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<td><strong>PRIORITY 1:</strong> Connectivity</td>
<td>• Eastern Africa Regional Digital Integration Project (WB) • Multinational: Kenya – South Sudan Road Section (AfDB)</td>
<td>• Phase II of the Eastern Africa Regional Digital Integration Project (WB) • Ethiopia – South Sudan – Djibouti Transport Corridor (AfDB)</td>
<td>• N/A. Priority adequately addressed.</td>
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<tr>
<td><strong>PRIORITY 2:</strong> Cross-Border Trade</td>
<td>• No immediate opportunities.</td>
<td>• DRIVE (WB) (not active in cluster) • AFE Regional Trade Facilitation Project (WB)</td>
<td>Multi-sectoral Borderlands Program: • Small-Scale Trade including women and youth • Natural resource management • Sustainable Livelihoods • Basic social services • Social cohesion • Local Cross-Border Platform for coordination, voice, and peace building</td>
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<td><strong>PRIORITY 3:</strong> Sustainable Livelihoods</td>
<td>• No immediate opportunities.</td>
<td>• DRDIP (WB) (active in Ethiopia and Kenya and limited to RHC only.)</td>
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<tr>
<td><strong>PRIORITY 4:</strong> Resilience</td>
<td>• Groundwater for Resilience (WB) (Ethiopia &amp; Kenya only) • Program to build resilience for food and nutrition security in the Horn of Africa (BREFONS) (AfDB)</td>
<td>• Groundwater for Resilience (WB) (Expand to South Sudan borderlands) • HoA Cross Border Programme (BMZ/GIZ)</td>
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<td><strong>PRIORITY 5:</strong> Social Cohesion</td>
<td>• No immediate opportunities.</td>
<td>• Peaceful and resilient borderlands in the Horn of Africa (EU) • DRDIP (WB) (active in Ethiopia and Kenya and limited to RHC only.)</td>
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<td><strong>PRIORITY 6:</strong> Social Services</td>
<td>• No immediate opportunities.</td>
<td></td>
<td>• DRDIP (active in Ethiopia only and limited to RHC only.)</td>
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Existing road, energy and digital infrastructure provides opportunities, options to tackle cross-border trade, but significant gap in investment in sustainable livelihoods and social cohesion.

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<tr>
<td><strong>PRIORITY 1: Connectivity</strong></td>
<td>• Eastern Africa Regional Digital Integration Project (WB)</td>
<td>• Phase II of the Eastern Africa Regional Digital Integration Project (WB)</td>
<td>• N/A. Priority adequately addressed.</td>
</tr>
<tr>
<td><strong>PRIORITY 2: Cross-Border Trade</strong></td>
<td>• DRIVE (WB) already active in the cluster.</td>
<td>• AFE Regional Trade Facilitation Project (WB) • Towards free movement and labour mobility in the IGAD region, phase II (EU)</td>
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<tr>
<td><strong>PRIORITY 3: Sustainable Livelihoods</strong></td>
<td>• No immediate opportunities.</td>
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<td><strong>PRIORITY 4: Resilience</strong></td>
<td>• Groundwater for Resilience (WB) • Program to build resilience for food and nutrition security in the Horn of Africa (BREFONS) (AfDB)</td>
<td>• HoA Cross Border Programme (BMZ/GIZ)</td>
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</table>
The five development priorities in this borderland cluster—commonly referred to as the “Mandera Triangle”—is reasonably well covered, but with some gaps relating to sustainable livelihoods particularly given DRDIP’s narrow spatial focus on refugee and host communities (RHCs).

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</thead>
</table>
| **PRIORITY 1: Connectivity**  | • HoA Gateway Development Project (WB) (Kenya only)  
• Horn of Africa – Kismayo, Lamu, and Mogadishu Corridor (AfDB)  
• Eastern Africa Regional Digital Integration Project (WB) | • HoA Gateway Development Project (WB) (Ethiopia & Somalia expansion)  
• Phase II of the Eastern Africa Regional Digital Integration Project (WB)  
• HoA Digital Market Integration (AfDB)  
• Single Digital Market (EU) | Multi-sectoral Borderlands Program:  
• Small-Scale Trade including women and youth  
• Natural resource management  
• Sustainable Livelihoods  
• Basic social services  
• Social cohesion  
• Local Cross-Border Platform for coordination, voice, and peace building |
| **PRIORITY 2: Cross-Border Trade** | • DRIVE (WB) (already active in the cluster). | • AFE Regional Trade Facilitation Project (WB)  
• Towards free movement and labour mobility in the IGAD region, phase II (EU) | |
| **PRIORITY 3: Sustainable Livelihoods** | • Digital Land Governance (EU) (focused on Kenya) | • DRDIP (WB) (active in Ethiopia & Kenya and limited to RHC only.) | |
| **PRIORITY 4: Resilience** | • Groundwater for Resilience (WB)  
• BREFONS (AfDB) | • Food Systems Resilience Program Phase 3 (currently Somalia only) | |
| **PRIORITY 5: Social Cohesion** | • Peaceful and resilient borderlands in the Horn of Africa (EU) | • DRDIP (WB) (active in Ethiopia & Kenya and limited to RHC only.) | |
The Hiraan cluster as well as the borderland areas all along the Ethiopia-Somalia border area is expected to benefit from connectivity infrastructure in the short term, but has few opportunities to leverage existing projects to tackle key priorities such as livelihoods, resilience (ex groundwater), and social cohesion.

### Borderland Development Priority

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<tr>
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<tr>
<td><strong>PRIORITY 1:</strong></td>
<td>• Horn of Africa – Kismayo, Lamu, and Mogadishu Corridor (AfDB)</td>
<td>• Phase II of the Eastern Africa Regional Digital Integration Project (WB)</td>
<td>• N/A. Priority adequately addressed.</td>
</tr>
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<td>Connectivity</td>
<td>• Eastern Africa Regional Digital Integration Project (WB)</td>
<td>• HoA Digital Market Integration (AfDB)</td>
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<td></td>
<td>• Regional Economic Corridor Project (WB)</td>
<td>• Single Digital Market (EU)</td>
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<td>• HoA Regional Integration for Sustainable Energy Supply (RISES)</td>
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<tr>
<td><strong>PRIORITY 2:</strong></td>
<td>• DRIVE (WB) (already active in the cluster).</td>
<td>• AFE Regional Trade Facilitation Project (WB)</td>
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<td>Cross-Border Trade</td>
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<td>• Towards free movement and labour mobility in the IGAD region, phase II (EU)</td>
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<td><strong>PRIORITY 3:</strong></td>
<td>• No immediate opportunities.</td>
<td>• DRDIP (WB) • DRDIP (WB) (active in Ethiopia and limited to RHC only.)</td>
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<tr>
<td>Sustainable Livelihoods</td>
<td></td>
<td></td>
<td>COMPLEMENTARY ALTERNATIVE: Sustainable Livelihoods and Local Development Program for Borderlands Cohesion, Inclusion and Resilience.</td>
</tr>
<tr>
<td><strong>PRIORITY 4:</strong></td>
<td>• Groundwater for Resilience (WB) • BREFONS (AfDB)</td>
<td>• No immediate opportunities.</td>
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<td>Social Cohesion</td>
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</table>
This cluster is increasingly well connected including Djibouti and Ethiopia but also Somalia (Somaliland), but relative limited existing opportunities to leverage the HOAI portfolio to maximize this enhanced connectivity with investments in livelihoods, resilience (ex Groundwater) and social cohesion.

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<td><strong>PRIORITY 1: Connectivity</strong></td>
<td>• Horn of Africa – Kismayo, Lamu, and Mogadishu Corridor (AFDB) • Eastern Africa Regional Digital Integration Project (WB) • Djibouti-Addis Road Corridor Project (WB) • Regional Economic Corridor Project (WB)</td>
<td>• Phase II of the Eastern Africa Regional Digital Integration Project (WB) • HOA Digital Market Integration (AFDB) • Single Digital Market (EU) • Ethiopia-South Sudan – Djibouti Transport Corridor (AFDB) • HoA Regional Integration for Sustainable Energy Supply (RISES)</td>
<td>• N/A. Priority adequately addressed.</td>
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<td><strong>PRIORITY 2: Cross-Border Trade</strong></td>
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<td><strong>PRIORITY 3: Sustainable Livelihoods</strong></td>
<td>• No immediate opportunities.</td>
<td>• DRDIP (WB) (active in Djibouti and Ethiopia only and limited to RHC only.)</td>
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<tr>
<td><strong>PRIORITY 4: Resilience</strong></td>
<td>• Groundwater for Resilience (WB) • BREFONS (AfDB)</td>
<td>• No immediate opportunities.</td>
<td></td>
</tr>
<tr>
<td><strong>PRIORITY 5: Social Cohesion</strong></td>
<td>• No immediate opportunities.</td>
<td>• DRDIP (WB) (active in Djibouti and Ethiopia only and limited to RHC only.)</td>
<td></td>
</tr>
</tbody>
</table>

**CLUSTER INVESTMENT OPPORTUNITIES & GAPS – DJIBOUTI, ETHIOPIA AND SOMALIA**