



**HORN OF AFRICA
INITIATIVE**

Roadmap for Accelerating Development in the Borderlands of the Horn of Africa

2024–28

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Acknowledgments

The preparation of the Roadmap for Accelerating Development in the Borderlands of the Horn of Africa 2024–27 was overseen by Head of the Horn of Africa Initiative (HoAI) Secretariat Abebe Tadesse Feyisa; guided by HoAI Focal Points Abdou-Razak Ahmed Idriss (Djibouti), Abebe Tadesse Feyisa (Ethiopia), Kenrick Ayot (Kenya), Liban Obsiye (Somalia), and Aluel Beda (South Sudan); and supported by HoAI National Advisors Fitsum Abreham (Ethiopia), Barkad Nour (Djibouti), Collins Aseka (Kenya), Khadar Abdale (Somalia), and Joseph Elizeo Odu (South Sudan). The World Bank provided a technical support team comprising Samuel Clark and Aditya Sarkar, with assistance from Liang Cai. The country stakeholder dialogues were led by national working groups constituted by Djibouti, Ethiopia, Kenya, Somalia, and South Sudan, as well as the Secretariat of the Horn of Africa Initiative.

The team acknowledges the technical support from HoAI's development partners, including Victoria Garcia Guillen, European Union (EU); Patrick Kanyimbo, African Development Bank (AfDB); Elisabeth Magnes, EU; Calvin Manduna (AfDB); Prashant Singh, World Bank; and Marc Stallman, EU. Funding to support preparation of the roadmap was provided by the Horn of Africa Multi-Donor Trust Fund.

The team gratefully acknowledges the comments and suggestions provided by Iradj Alikhani and thanks Helene Carlsson Rex, David Lord, Ragini Praful Dalal, and Danilo Desiderio for overall guidance and support. The team would also like to thank the members of the national working groups for their professionalism and commitment in preparing the substantive inputs which are reflected in this roadmap.

The preparation team gratefully acknowledge the logistical support of Mediha Mohammed Ahmed, Siele Shiferaw Ketema, Gisele Umugwaneza, Lamunu Margaret Lokudada Loremo, Daphne Sarange, and Chouhoura Abdallah Isman without whom this work could not have been completed. The roadmap was copyedited and formatted by Laura Johnson.

The Horn of Africa Initiative

The Horn of Africa Initiative (HoAI) was created in October 2019 during the World Bank Group/International Monetary Fund Annual Meetings in Washington, DC, by the ministers of finance and other representatives of the Horn of Africa (HoA) countries, in partnership with three development partners. The initiative highlighted the importance of developing a coordinated approach to address shared regional challenges such as natural disasters, pandemics, insecurity, and fragility and emphasized the importance of improved regional connectivity, increased trade, and expanded access to energy and digital services for economic growth and poverty reduction. Today, the HoAI comprises the countries of Djibouti, Eritrea, Ethiopia, Kenya, Somalia, Sudan, and South Sudan.¹ The Federal Ministry for Economic Cooperation and Development (Germany), or BMZ, joined the initiative as a fourth development partner in May 2023.

Programs under the HoAI are organized into four thematic pillars: (1) regional infrastructure connectivity; (2) economic and trade integration; (3) building resilience; and (4) human capital development, where the respective national policies of the countries converge to achieve deeper regional cooperation and integration in the Horn of Africa. HoAI acts as a new model for regional integration, encompassing policy dialogue, investments, and political ownership.

A Secretariat has been established with a team of experts under the guidance of the Head of the Secretariat to support the initiative's functions. The HoAI Ministerial Group offers strategic guidance to the initiative and is chaired on a rotational basis. Following Djibouti, Kenya's cabinet secretary for treasury and national planning chaired the HoAI in 2022 (and early 2023), followed by Ethiopia's Minister of Finance H. E. Ahmed Shide on March 8, 2023.

1. Sudan is currently inactive in HoAI, and Eritrea's involvement is limited to a technical role.

Abbreviations and Acronyms

AfDB	African Development Bank
BREFONS	Program to Build Resilience for Food and Nutrition Security in the Horn of Africa
CEWARN	Conflict Early Warning and Response Mechanism
COMESA	Common Market for Eastern and Southern Africa
DRDIP	Development Response to Displacement Impacts Project
DRIVE	De-risking, Inclusion and Value Enhancement of Pastoral Economies in the Horn of Africa
HoAI	Horn of Africa Initiative
EU	European Union
ICPALD	IGAD Centre for Pastoral Areas and Livestock Development
IGAD	Intergovernmental Authority on Development

1. Introduction

Borderlands: Why Their Development and Prosperity Matter

The roadmap outlined in this report represents a common vision and strategy for accelerating development in the borderlands of the Horn of Africa.¹ Straddling international borders, borderlands are located at the territorial margins of nation-states. They are central features of social, political, and economic life in the region,² connected by trade and transhumance routes; common histories, sociocultural affinities, and relationships; and shared natural resources. Yet many of these borderlands have been historically marginalized and face complex and urgent development challenges.

Development of borderland areas is critical both to their own peace and prosperity and to that of the entire region.

The roadmap therefore articulates a coherent vision and sequenced actions to leverage the HoAI's convening capability, investment portfolio, policy engagement, and institutional strength to tackle the challenges and exploit the opportunities of these diverse borderlands in a sustainable way.

Borderlands are regions that straddle international borders. Located at the territorial margins of nation-states—these are places where the border is a central feature of social, political, and economic life.

Country-Led Roadmap Preparation

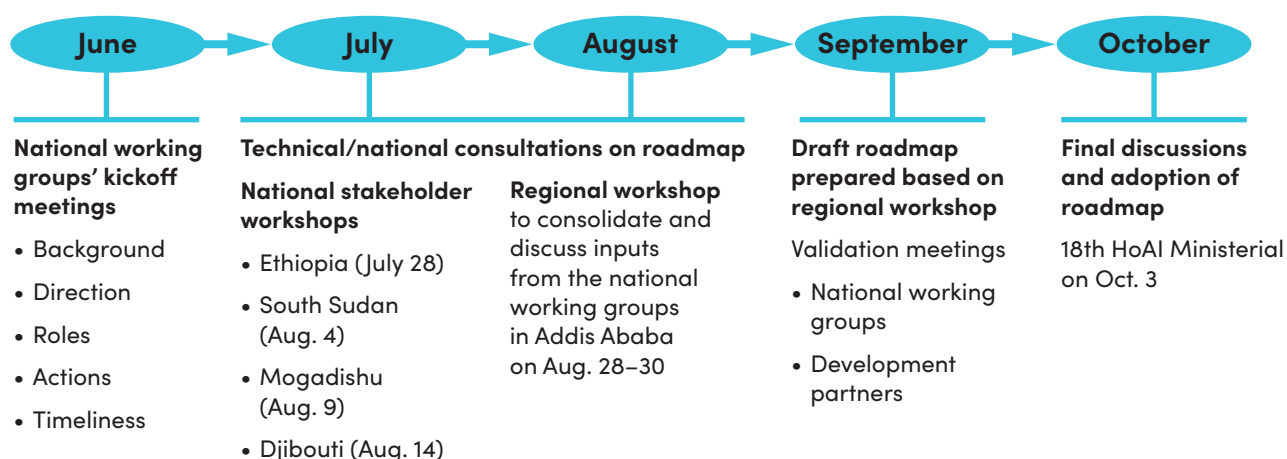
The HoAI principals requested the development of a borderland roadmap at the 16th HoAI Ministerial Meeting on April 12, 2023, in Washington, DC, on the sidelines of the World Bank's Annual Meetings. The finance ministers of Djibouti, Ethiopia, Kenya, Somalia, and South Sudan and a representative from Eritrea noted the prevalence of development challenges in the HoA's borderlands, including extreme vulnerability to climate change, low agricultural productivity, food insecurity, finite and stressed natural resources, poor infrastructure connectivity, inadequate basic services, high levels of conflict and violence, and illicit cross-border activity such as illegal arms and human trafficking. They emphasized the importance of adopting a multisectoral and cluster-of-opportunity approach to respond to these challenges. The principals reiterated their request for a borderland roadmap at the HoAI's 17th Ministerial Meeting.

Consistent with HoAI's country-led principles, the member states adopted an inclusive consultative process to develop the roadmap (see figure 1.1). First, each of the Republic of Djibouti, The Federal Democratic Republic of Ethiopia, the Republic of Kenya, the Federal Republic of Somalia, and the Republic of South Sudan established national working groups in response to this request. Then, after an initial set of kick-off meetings to set the agenda for the broader consultations to follow, the working groups organized technical meetings and national consultations with inputs and support from the HoAI Secretariat and National Advisors based in each country as well as technical support from development partners. These were

1. Eritrea and Sudan did not participate in the preparation of the roadmap, the latter due to the conflict in the country. It is hoped that one or both will be willing to adopt and implement the roadmap when conditions permit.

2. World Bank 2020: 180.

FIGURE 1.1
Country-Led Roadmap Preparation Process



chaired by the respective ministries of finance of each country, and included a wide range of stakeholders, such as representatives from local government, civil society, and ministries at federal and state levels, as appropriate. Consultations were also carried out with project implementation teams of development partners, as well as with the Intergovernmental Authority on Development (IGAD). These consultations were consolidated at “National Stakeholder Workshops” held between July and August 2023, which enabled a range of general discussions on the rationale, strategy, and priorities for inclusion in the roadmap, as well as more targeted discussions on specific investment, policy, and institutional strengthening priorities.

HoAI member states convened in Addis Ababa with IGAD and development partners (including some not part of HoAI) for a three-day regional workshop to discuss in borderland country clusters and consolidate inputs for the roadmap. Group-based discussions further refined the investment, policy, and institutional strengthening priorities at this workshop. Participants drew on a series of presentations highlighting the experiences of past projects as well initiatives on other borderland regions in Africa. The recommendations and priorities identified in the roadmap reflect those discussions, further informed by various analytical work. Members of the national working groups and development partners also carried out a series of validation meetings. These consultations are part of an ongoing process that will be sustained over time, starting with the HoAI Ministerial Meeting on October 3, 2023.

Roadmap Objectives and Sequencing

The borderlands roadmap has six main objectives:

1. Articulate a shared long-term vision for the development of the borderlands to which the roadmap can contribute.
2. Identify concrete development priorities or outcomes that HoAI members can collectively work toward achieving during the lifespan of the roadmap.
3. Guide member states and partners in leveraging HoAI’s portfolio to catalyze higher levels and more effective investment in the borderlands generally and in select borderland areas by governments and development partners.

4. Leverage HoAI convening capabilities to improve the policy framework for borderland development.
5. Leverage HoAI partnerships to strengthen the regional, national, and local institutional framework that directs greater development attention to borderlands and empowers borderland communities to participate in the development process.
6. Strengthen and enhance knowledge and learning partnerships in the borderlands.

The roadmap seeks to guide HoAI for five years, from 2024 to 2028.³ Its actions are sequenced in three phases:

1. **Immediate actions (2024).** These actions, which can be completed in the first full year of the roadmap, include leveraging existing HoAI investments, conducting critical policy analyses to underpin future policy dialogue, and establishing nimble and effective national and local coordination frameworks for roadmap implementation.
2. **Short-term actions (2025).** Actions that HoAI can realize in one to two years include leveraging pipeline projects and expanding existing projects to address priorities in the borderlands; realizing select policy reform objectives; and designing more robust institutional structures for coordinating borderland development at the regional, national, local, and community level.
3. **Medium-term actions (2026–28).** Actions requiring a three-to-five-year gestation period include designing and preparing a new multisectoral borderlands program with a reorientation of fiscal flows that plugs gaps in the HoAI portfolio compared with priority development outcomes for the borderlands; further realizing policy reform objectives and supporting their implementation; and implementing enhanced institutional structures for borderland development.

The roadmap is a living document. The HoAI Secretariat, with support from development partners, is expected to present to HoAI principals an annual update on progress made and modifications to the roadmap. In this way, the roadmap can adjust to new developments in the region; refine proposed actions, particularly medium-term ones; and include additional actions for future phases.

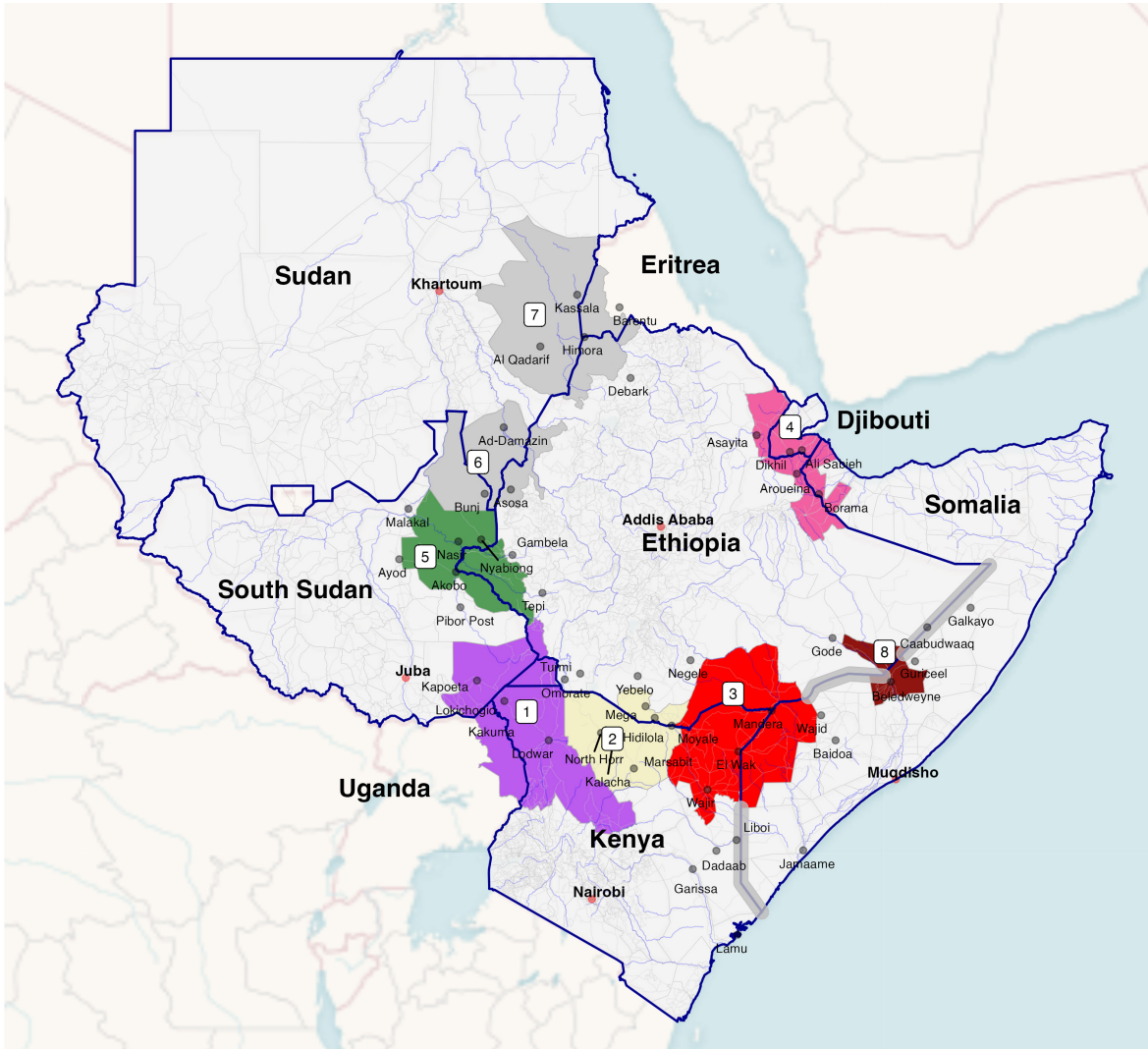
Borderland Country Clusters

The borderlands roadmap adopts a spatial approach to development and identifies six initial “borderland country groups.” Moving counterclockwise from the west, these borderlands are:

1. Between Ethiopia and South Sudan (includes IGAD’s proposed cluster 5);
2. Between Ethiopia, Kenya, and South Sudan (includes IGAD’s cluster 1: Karamoja);
3. Between Ethiopia and Kenya (includes IGAD’s cluster 2: Borena);
4. Between Ethiopia, Kenya, and Somalia (includes IGAD’s cluster 3: Somali);
5. Between Ethiopia and Somalia (includes IGAD’s proposed cluster 8); and
6. Between Djibouti, Ethiopia, and Somalia (includes IGAD’s cluster 4: Dikhil).

3. This is one of three roadmaps that the HoAI has prepared to guide implementation of its strategic objectives. The Trade Facilitation Roadmap was prepared and adopted in 2022; and the Private Sector Engagement Roadmap is under preparation, and the HoAI expects to endorse it and this roadmap at the same Ministerial Meeting.

Map 1.1. Borderland Clusters in the Horn of Africa



This approach of grouping the borderlands was adopted to practically facilitate dialogue between the five HoAI members states actively involved in the preparation of the roadmap. IGAD originally developed the idea of cross-border “clusters” to refer to regions of the Horn of Africa that have historically suffered from underinvestment and whose challenges and vulnerabilities cannot be tackled by national-level action alone. All of the clusters are identified based on shared physical and social characteristics as well as with their demonstrated importance in terms of human and animal cross-border movement. At present, IGAD has four delineated and three proposed clusters (see map 1.1).

The borderland country groups are not identical to IGAD clusters but overlap significantly. Since their members are not identical, IGAD’s clusters may extend farther than an HoAI-identified borderland area.⁴ Countries may also share multiple borderland regions, including areas not included in IGAD’s cluster framework.⁵ The expression “borderland groups” as used in this roadmap, encompasses all the border regions

4. For example, cluster 1 (Karamoja) includes parts of Uganda, which is not a member of the HoAI.

5. For example, Ethiopia and Somalia share a long border, ranging from the Manderla Triangle between Ethiopia, Kenya, and Somalia in the south, including border regions shared only by Ethiopia and Somalia, to the Dikhil cluster in the north, shared by Ethiopia, Djibouti, and Somalia. Only one section of the long border between Ethiopia and Somalia is part of IGAD’s proposed cluster 8 (Hiran), even though Ethiopia and Somalia are both interested in developing additional border regions.

shared by particular sets of countries. The roadmap does not include borderlands adjoining Sudan and Eritrea,⁶ but it may be revisited and revised in the future to include these regions.

How HoAI Will Use the Roadmap

The borderlands roadmap is a strategic document that will guide HoAI decision making. HoAI has already made significant investments across the four thematic pillars in the region, especially improving infrastructure and regional connectivity and strengthening resilience (see box 1.1). This roadmap emphasizes the need for coordinated and complementary borderland-focused investments, policy development, and institutional strengthening to ensure that existing and future investments are maximally successful. HoAI, along with its partners, will therefore use the roadmap as a guide for leveraging its portfolio, convening capability, and partnerships to increase investment in the borderlands, address policy constraints, and strengthen relevant institutions.

BOX 1.1

The Horn of Africa Initiative: An Opportunity to Accelerate Borderland Development

The Horn of Africa Initiative (HoAI) is a country-led platform for coordinating regional integration and development in its seven member states—Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, and Sudan—including investments, policy dialogue, and policy ownership. Under HoAI, member states and development partners, including the African Development Bank (AfDB), European Union (EU), World Bank, and—more recently—Federal Ministry for Economic Cooperation and Development, Germany (BMZ), have come together to agree on a set of priority regional investments to address underlying fragility, open trade, tackle underdevelopment in lagging regions and borderlands, foster integration, and promote incentives for countries to collaborate on confronting shared challenges and common risks to resilience.

As of May 4, 2023, the AfDB, EU, and World Bank had approved 54 projects worth US\$4.82 billion, committing 18, 10, and 72 percent, respectively. Among the existing investments, the commitments are divided as follows:

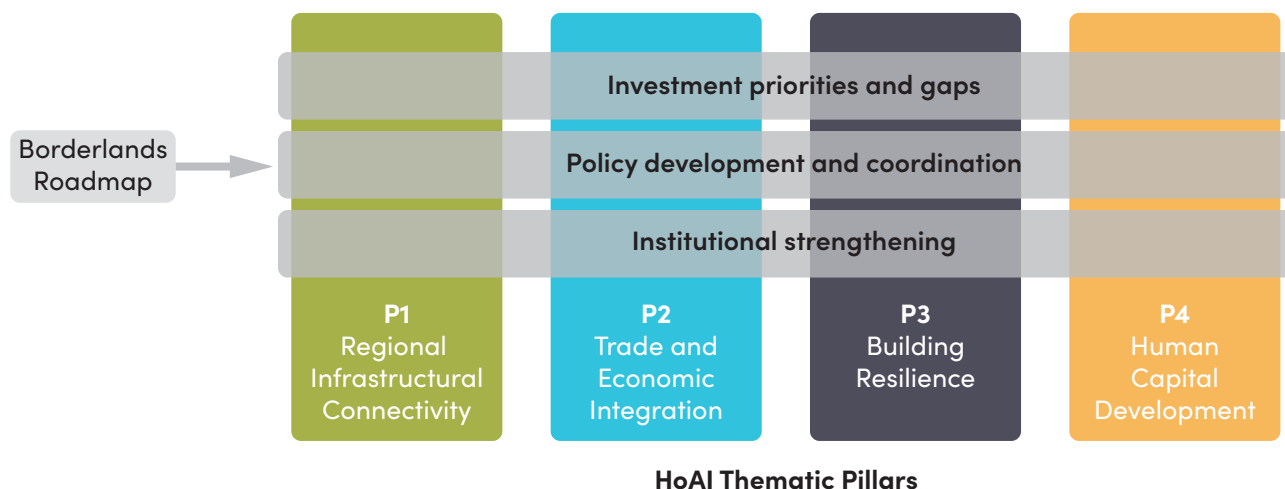
- Pillar 1: Regional infrastructural connectivity: 31 percent;
- Pillar 2: Trade and economic integration: 8 percent;
- Pillar 3: Building resilience: 49 percent; and
- Pillar 4: Strengthening Human Resilience: 12 percent.

However, given the scale of need, the borderlands require more targeted and coordinated interventions. The Roadmap for Accelerating Development in the Borderlands of the Horn of Africa 2024–27 can help identify priority interventions.

6. Although formal members, Eritrea and Sudan are not currently active in HoAI activities.

FIGURE 1.2

Roadmap for Accelerating Development in the Borderlands of the Horn of Africa 2024–27: Guides All Four Pillars and Aims to Guide Government Spending

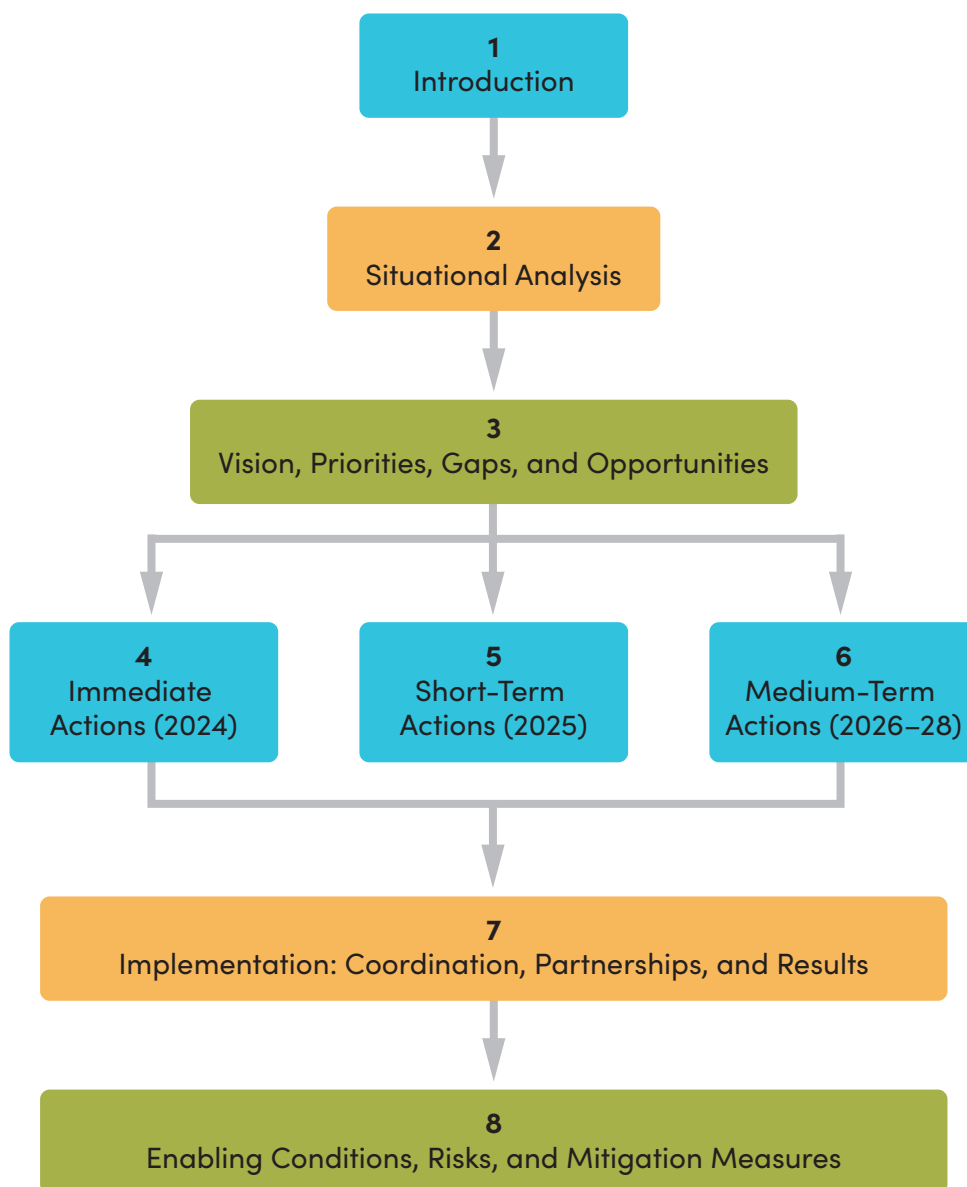


All four of HoAI’s pillars are relevant to tackling development in the borderlands. Therefore, and as shown in figure 1.2, the roadmap cuts across the pillars to guide how investment, policy, and institutions can address development priorities in the borderlands.

Structure

The roadmap comprises eight parts. After this introduction is a situational analysis that summarizes key challenges and opportunities in the Horn of Africa’s borderlands. The vision, developmental priorities, gaps, and opportunities for these regions are then outlined as identified in national and regional consultation processes. Three substantive sections on priority actions for the immediate-term (now until 2024, chapter 4), the short-term (2025, chapter 5), and the medium-term (2026–28, chapter 6) follow. Section 7 describes the implementation and governance mechanisms of the roadmap, include some recommendations on a learning agenda/key partnerships and monitoring. They also identify the risks which are likely to be encountered during the implementation process, as well as key assumptions. This structure is schematically set out in figure 1.3.

FIGURE 1.3
Organization of the Roadmap for Accelerating Development in the Borderlands of the Horn of Africa 2024–27



2. Situational Analysis

The borderlands of the Horn of Africa are some of the poorest, most marginalized, and fragile areas in the region. They have long been synonymous with entrenched poverty, conflict, and insecurity; forced displacement; and environmental degradation, often a legacy of economic, social, and political marginalization. Livelihoods may rely on a combination of informal, illicit, and criminal strategies. Coordinating political action across complex transboundary settings remains challenging for national and regional entities that face capacity and resource limitations.

But despite their many challenges, these regions are extraordinarily vibrant. They are interconnected through thousands of invisible bonds in the form of pastoralist movements, trade, seasonal migration, and a constant flow of goods and services that are at the core of the region's economy and social fabric.⁷ They are also integrated into global and regional trade networks. Local institutions play a key role in regulating and facilitating economic activity and managing conflict through cross-country clan and ethnic affiliations.

Key Challenges in the HoA Borderlands

Poverty and economic divergence⁸

The region's highest poverty rates are in its borderlands. Poverty rates tend to be much higher in the sparsely populated borderlands, although most of the region's poorest households live in more heavily populated and economically denser regions in the of the Horn of Africa. Poverty rates in the borderland areas are 12 percentage points higher than in other areas. Additional social indicators reveal large spatial disparities. The share of children ages 7–14 who are attending school, the share of youth ages 15–24 who have completed primary education, and the share of youth ages 15–20 attending secondary education are substantially lower in the borderland areas of Ethiopia, Kenya, and Djibouti, where data were available.

Economic divergence appears to have increased over time between borderland areas and other parts of HOA countries. Indeed, areas that were more developed in the mid-1990s appear to have grown faster than other areas. Borderlands have experienced the slowest growth.⁹ Indicators of access to health care and health outcomes also tend to be substantially worse in the borderland regions, translating into higher multidimensional poverty rates. Finally, access to markets tends to be lower in borderlands, although borderland regions vary significantly. For example, the dense, cross-border corridor between Jijiga (Ethiopia) and Hargeisa (Somalia) has a high level of market access, but in most of Somalia and Eritrea and in the peripheral lowlands of Ethiopia and Kenya market access is low and economic distance is high, although in Kenya's northeast, market access, while low compared to the rest of Kenya, is still better than in most other HoA countries.

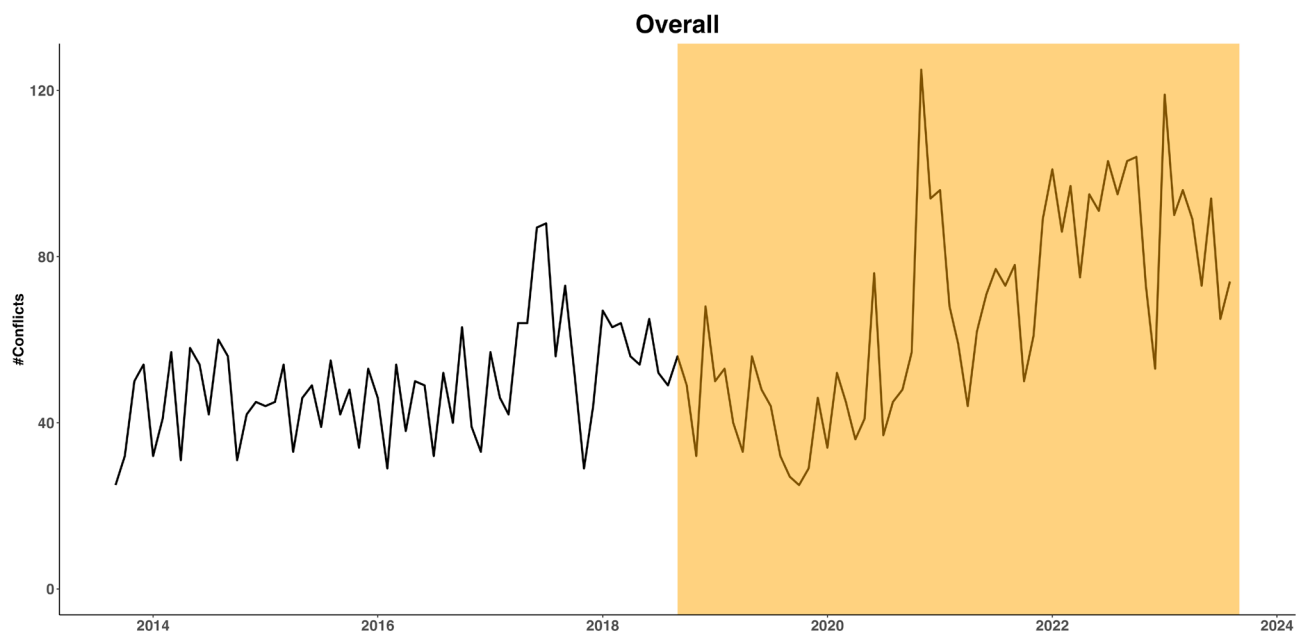
7. Ospina Parada and Erwin De Nys 2022.

8. This section is largely drawn from Brenton et al. (2021).

9. In the absence of regional output data, proxy indicators suggest that economic activity in the Horn of Africa has grown the most quickly in places at the middle of the baseline economic activity distribution. Nighttime lights, a commonly used proxy for economic production, increased the most in places that were in the middle of the nightlight distribution in 1992, while both unlit and highly lit places (roughly corresponding to rural areas and big cities, respectively) grew more slowly. The growth in built-up areas, another proxy indicator for development, shows the same pattern, with places that had experienced a medium level of build-up experiencing faster growth than unlit and highly built-up areas.

FIGURE 2.1

Conflict Trends in the HoA Borderlands, September 2013 to September 2023

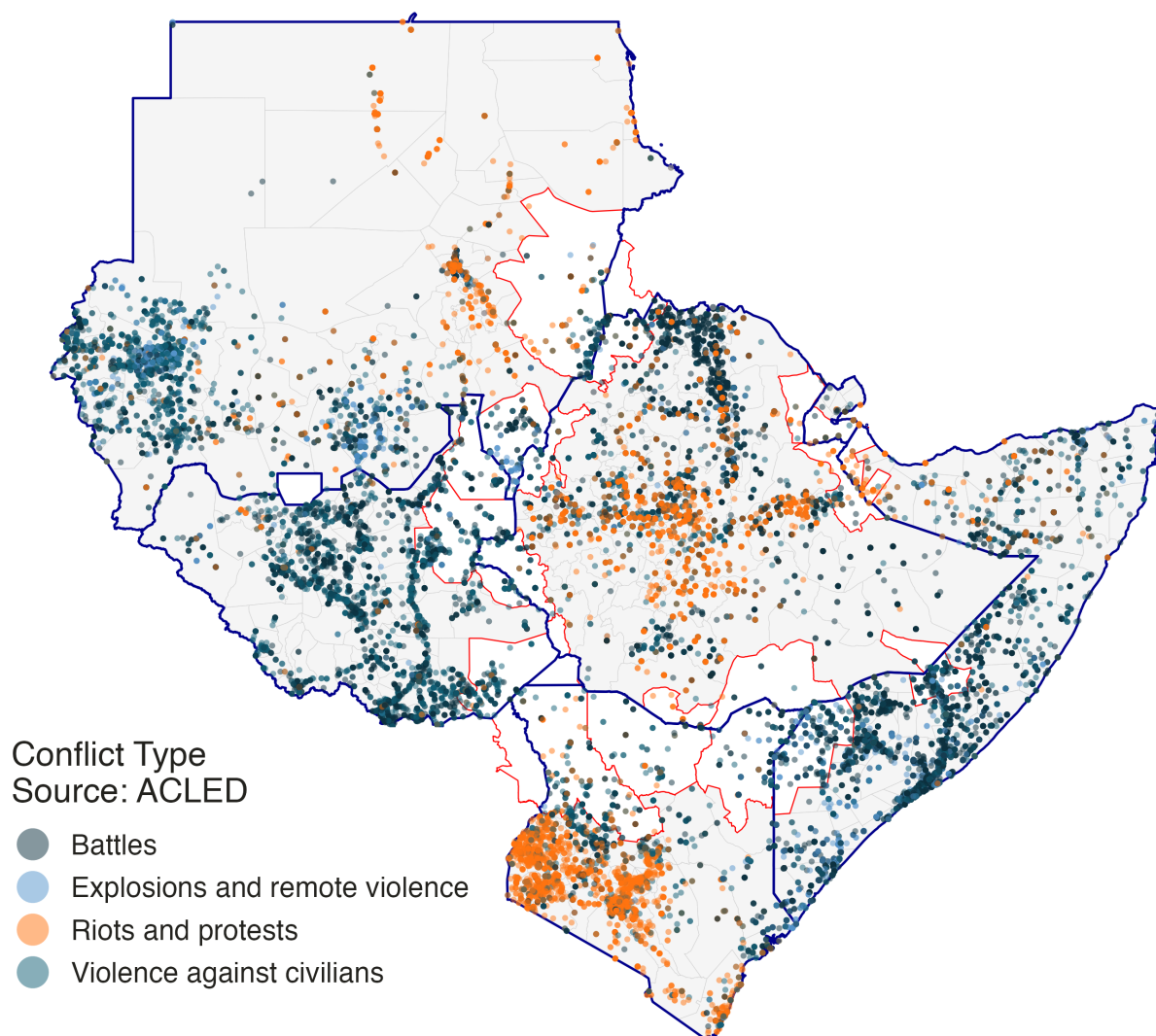


Conflict and insecurity

Conflict and insecurity remain significant challenges across the HoA, especially in its borderlands. In addition to conflict between states, some of the HoA's borderlands are affected by the presence of extremist groups, such as Al-Shabaab, as well as the operation of local bandits and armed groups. The state's absence is an often-cited cause of violence, but a heavy-handed state presence that views the borderlands *solely* through the prism of security or terrorism can also exacerbate instability and a sense of marginalization among communities. This exacerbates the trust deficit between borderlands communities and central (sometimes devolved) governments. The proliferation of small arms and light weapons has made conflicts deadly, regularly triggering the mass displacement of thousands of people fleeing violence. Communal conflict is also present in some areas, as are high levels of gender-based violence.

The impacts of insecurity are heavily gendered across the region. In the Karamoja triangle, a part of the borderlands between Ethiopia, Kenya, and South Sudan, young men are the most affected by traditional practices around cattle raiding because they participate in raiding and protect the herd. Women and children are affected primarily by spillover effects on their security, such as when they travel outside their villages to collect firewood, water, and food. Women, of course, are disproportionately affected by gender-based violence in general, as well as by forms of structural patriarchy, such as male control over productive assets. Map 2.1 highlights the incidence of different forms of conflict across the HoA since 2013, demonstrating how even as conflict occurs in many parts of the countries, there are significant and persistent pockets of conflict in the borderlands.

Map 2.1 Conflicts in the HoA, September 2013 to September 2023



Vulnerability to climate change

Both climate variability and climate change affect the HoA borderlands. The former refers to all the variations in the climate that last longer than individual weather events, whereas the term *climate change* refers to variations that persist for a longer period of time.¹⁰ Slow-onset events such as warming, drought, and land degradation, as well as by fast-onset events such as flooding and storms also affect the borderlands.¹¹ All such events pose new challenges to borderland communities and HoA countries more generally. With arid and semiarid lands covering much of the region, recurrent cycles of drought have advanced desertification and land degradation, generating a large number of displaced communities. Intensified by fragility, conflict, and violence, these impacts have increased tensions in and across borders. Climate shocks and fragility, conflict, and violence contribute to food insecurity; increase tensions over scarce natural resources, particularly over water and land; and heighten risks to public health.¹²

10. Cattaneo 2019.

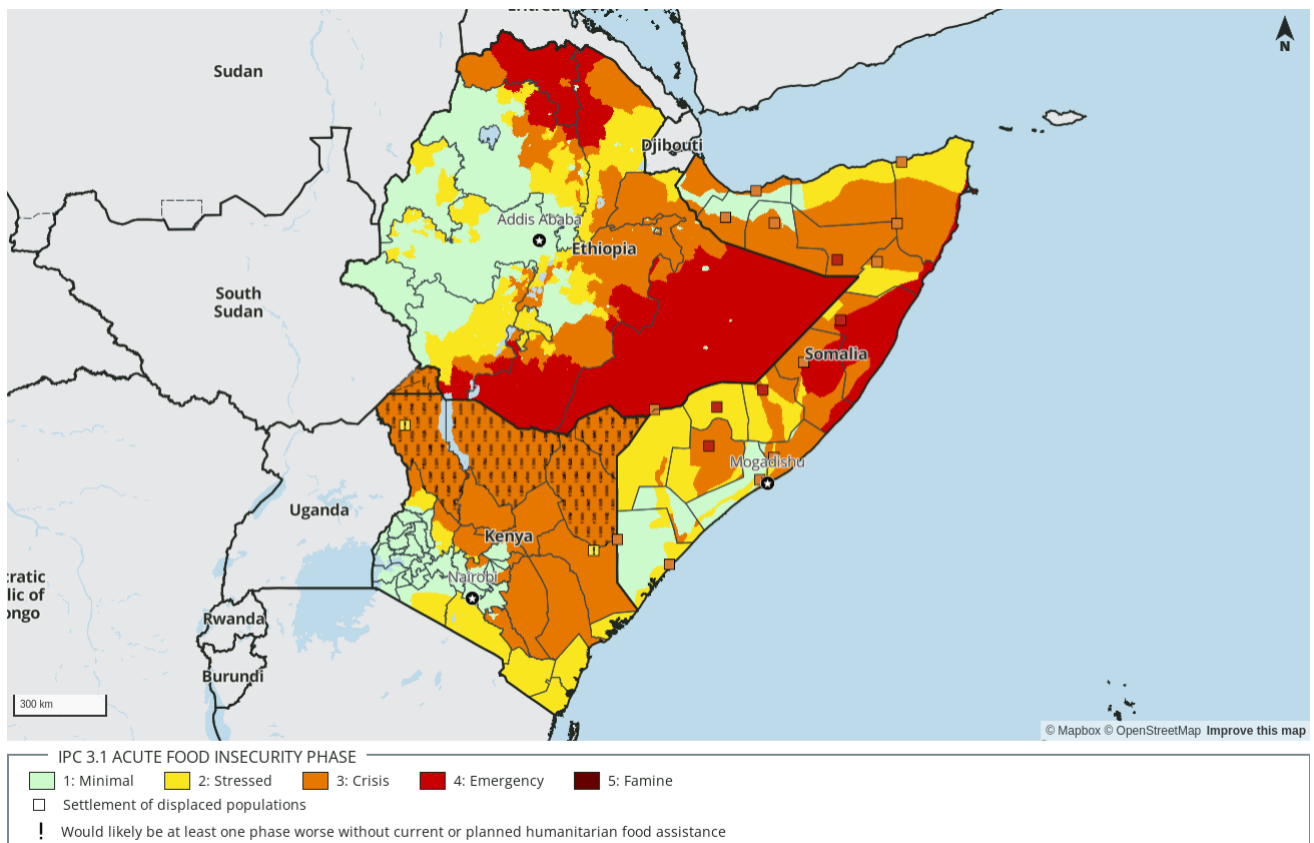
11. See United Nations Framework Convention on Climate Change (2012).

12. Ospina Parada and Erwin De Nys 2022.

Food insecurity

In the eastern Horn of Africa, including Somalia, the arid and semiarid lands of Kenya, and Ethiopia's southern and southeastern borderland areas, five consecutive seasons of drought have resulted in multiple failed harvests, the loss of millions of livestock, and widespread water scarcity. The effects of climate change have been exacerbated by conflict and insecurity, with significant negative impacts on local livelihoods and a sharp decrease in access to food and water, subsequently leading to a severe deterioration in nutritional status and excess hunger-related deaths. In northern Ethiopia, recent conflict has led to a sharp decline in household food and income sources and placed significant constraints on commercial and humanitarian access, and high levels of acute food insecurity persist. In addition, high global food and fuel prices have compounded the effects of Covid, climate change and conflict, causing perhaps the world's worst acute food insecurity emergency of 2021–2023, leaving millions of people in need of emergency food assistance. Map 2.2 by the Famine Early Warning Systems Network, which does not include South Sudan, illustrates the scale of need across the HoA and the extent to which food insecurity remains concentrated in the borderlands.

Map 2.2. Projected Food Security Outcomes in the Horn of Africa, July–September 2023



FEWS NET classification is IPC-compatible. IPC-compatible analysis follows key IPC protocols but does not necessarily reflect the consensus of national food security partners. As of IPC 3.0, the IPC no longer assesses the impact of food assistance on classification and thus no longer maps the (!). However, FEWS NET continues to produce food security maps inclusive of the (!) as well as maps compatible with IPC 3.0/3.1, which include the mapping of food assistance bags.

Source: FEWS NET

Poor connectivity

Access to electricity and digital networks is limited in the HoA borderlands. The HoA is home to 106 million people without access to electricity, and the access deficit is particularly dire in HoA borderlands. Access to electricity service is limited to 0–20 percent in most of the borderlands compared with the regional average of 50 percent, resulting in over 1.4 million households living in the dark, representing 70 percent of total households in the borderlands (World Bank 2021). While regional telecom companies have focused on improving infrastructure and connectivity in urban areas, many borderland areas remain off the digital grid because investment incentives are not strong enough to propel the deployment of new or upgraded networks to expand access. Examples include northern Kenya, which remains underserved, although the country leads the region in mobile network coverage at 94 percent. In recent years, the number of internally displaced people, refugee camps, and residents of the camps has increased significantly in the borderland areas of southwestern Ethiopia and northern South Sudan. Most host communities and camps in these areas remain unserved.

The HoA borderlands trail other areas in road connectivity. Cross-border connectivity in the HoA is mostly by air, which is far too costly for most of the population. The Djibouti-Dire Dawa-Hargeisa triangle is the only part of the HoA's border regions where multiple cities are reasonably well connected across borders. In contrast, there are only minor connections between Djibouti and Eritrea, Ethiopia and Eritrea, Kenya and Somalia, and Kenya and Ethiopia. Connectivity is particularly limited within the borderland regions.

Forced displacement

The Horn of Africa is one of the world's main sites of displacement. In 2022 (the latest year for which statistics are available from United Nations High Commissioner for Refugees), the countries in the region were hosting 1.73 million refugees or people living in refugee-like situations.¹³ Another 11 million people were internally displaced by conflict or climate disasters, according to estimates by the Internal Displacement Monitoring Centre.¹⁴ Given the difficulty of counting displaced persons, these numbers are likely underestimates. Further, the region continues to receive refugees and asylum seekers from countries in the region and from neighboring countries such as the Democratic Republic of Congo, Burundi, and Yemen. Refugee camps and informal settlements located in the region's borderlands shape the economy of the areas in significant ways by creating market opportunities and attracting development and humanitarian resources, but their presence can also trigger competition between the displaced and other residents, lead to environmental degradation, and produce changes in livelihood patterns.¹⁵

Gender

Climate change, economic crises, conflict, and insecurity have very different impacts on men and women across the region. As has already been noted above, the impacts of conflict are highly gendered, and women face a disproportionately higher risk of sexual and gender-based violence. Poverty in the borderlands is also deeply gendered, especially because women often do not have full control of or access to property or incomes. More generally livelihood strategies, migration, and mobility differ for men and women because of social norms. In pastoral communities, women are usually responsible for herding

13. The data are available at <https://www.unhcr.org/refugee-statistics/download/?url=Zmr0i2>.

14. The data are available at <https://www.internal-displacement.org/database/displacement-data>.

15. Vemuru, Sarkar, and Woodhouse 2020.

smaller animals, such as sheep, goats, and sometimes cattle, remaining close to their homes, while men take their camels farther in search of grazing areas during the dry season. This pattern weakens the overall food security of households as husbands and wives can be separated for several months per year, and women and children providing for themselves while the men are away. Many traders engaged in small-scale, cross-border, and informal trade are women. Compared with men, they have lower profit margins, face greater security risks, and are less able to protect themselves against exploitation.

Institutional and delivery challenges

These development problems are compounded by weak state institutions. The presence and quality of state institutions in the borderlands are weak. Indeed, in many borderland areas, key state institutions are simply not present, undermining service delivery and the social contract between citizen and state. County governments in Kenya are a partial exception to this rule. The devolution reforms under the new constitutions have fundamentally altered both center-periphery and citizen-state relations.

Compounding this, the borderlands in the Horn of Africa are sparsely populated and remote, making it costly and physically challenging to maintain basic institutions and services. Across Africa, more than 270 million people are estimated to live in borderland regions, a combined population larger than any single state on the African continent.¹⁶ Based on available population estimates, around 8.4 million people live in the notified and prospective Intergovernmental Authority on Development (IGAD) clusters in HoAI countries.¹⁷ The actual population living in the HoA's borderlands is much higher, though this remains extremely difficult to estimate accurately. Nonetheless, the HoA's borderlands are sparsely populated, accounting for a small proportion of the national population in most of the HoA countries but a large percentage of their territory.¹⁸

Data

The lack of basic survey, expenditure, and administrative data is another huge obstacle to service delivery, planning, analytics, and advocacy. The absence of robust and reliable data on the borderlands hampers nearly all borderland interventions. Borderland programming requires a spatial approach to data collection instead of a reliance on national-level, aggregated datasets where national statistics are usually collected. It should be noted that data collection remains a significant challenge in general for most HoA countries and in most low- and middle-income countries across the world. For instance, Somalia launched the Somali Population and Housing Census 2024 on May 2, 2023, marking the first effort at completing a census since 1975, the time of the last completed census (UNFPA 2023). Similarly, the last Population and Housing Census was conducted in Ethiopia in 2007,¹⁹ in South Sudan in 2008, and in Djibouti in 2009. Only in Kenya, with its last census completed in 2019, are relatively recent population estimates available.²⁰

16. Africa Borderlands Centre 2022.

17. This does not include people living on the Ugandan side of the border in IGAD's cluster 1. An estimated 194 million people live in second-order administrative divisions in HoAI countries sharing a land border with another country.

18. A recent report covering Eritrea but not South Sudan estimated that borderlands in these countries account for around 44 percent of the countries' territory but only 13 percent of the total population and 9 percent of economic output.

19. More recent socioeconomic data are available for Ethiopia.

20. However, even where cross-border statistics can be collated from multiple national datasets, comparability remains limited because of the different collection methodologies and timing of relevant statistical agencies.

Opportunities

It is crucial to highlight the strengths of and opportunities in the borderlands. The challenges outlined above do not present a complete picture of the HoA's borderlands, as these regions are also characterized by a great deal of economic dynamism, high volumes of cross-border trade, and high levels of household and community resilience—even though such resilience this can be worn down over time.

Cross-border trade

There is considerable potential for enhanced cross-border trade in the HoA's borderlands, building on the existing patterns of mainly informal, small-scale—but transnational—trade. In addition, there remains significant potential to leverage entrepreneurship and greater private sector activity to generate jobs. There are also opportunities to leverage the positive impacts of digital innovation to open up new economic opportunities and boost incomes. Informal cross-border trade is an important phenomenon in the HoA borderland regions, playing a key role in livelihood strategies. Such trade is estimated to support as many as 17 million people along a variety of different value chains, including crop farmers, brokers, crop traders, livestock keepers, fodder suppliers, ranch owners, itinerant traders, large livestock traders, and transporters (Brenton et. al. 2021). Informal cross-border trade is to be as much as 20 times greater than officially recorded intraregional trade in the HoA.²¹

The livestock trade has remained particularly robust, even in times of conflict. Livestock exports from the Horn of Africa exceed US\$1 billion per year, tapping markets in Egypt and the Middle East even as they remain vulnerable to climate crises and external market shocks.²² There is potential for expansion as the livestock economy has received little investment inside the borderlands themselves. In particular, the prevalence of pastoralism or agropastoralism as a primary livelihood across the borderland region helps sustain this trade.

Cross-border trade in the Horn of Africa also plays an important role in food security, improvements in smallholder income, and poverty reduction. Results from surveys of traders at two border crossings (between Ethiopia and Somalia and between Ethiopia and Kenya) show that cross-border trading activities provide the main source of income for 78 percent of the traders at the Kenya border and 98 percent of those at the Somalia border. Cross-border livestock trade enables herders to provide for their children's education, housing, and other basic needs, and increases the incomes of traders, trekkers, fodder producers, brokers, and other service providers, including veterinarians.²³ Such trade also improves food security by increasing the circulation of goods and grains not produced in the region while providing start-up funds for small-scale entrepreneurship. Critically, small-scale trade is particularly important for the livelihoods of women, who are heavily involved in this type of trading.

21. Official data on cross-border trade are only available for Ethiopia and Kenya. These data suggest that intra-HoA trade amounts to just under 1 percent of total trade for these countries. Taking currently informal cross-border trade into account provides a very different perspective on the importance of regional trade in the Horn of Africa.

22. FAO 2018.

23. Tesfaye and Amaha. 2018.

Informal Institutions and shared social practices

In an area where state institutions may be limited due to capacity and resource constraints, traditional and informal institutions retain legitimacy. While urbanization and the proliferation of violent armed groups has diminished the authority of traditional leaders, community-based institutions do continue to regulate the livestock trade; manage trade relations; solve problems; and resolve disputes, including communal conflict. Many of these institutions are based in clan or ethnic identification and cut across international borders. Informal institutions maintain social capital and cross-scale communication across borders due to deeply rooted ancestral relationships, shared culture, and common language. Informal institutions and clan or ethnic affiliations dictate cross-border migrations and transhumance and regional trade flows. They also oversee access to natural resources such as rangeland and groundwater, and they help manage conflicts over them.

Urbanization

There are several secondary urban centers in the borderlands that play an important role in trade and local economic activity. The major economic and population centers include Hargeisa, Kismayo, Galkayo, and Borama in Somalia; Asmara in Eritrea; Jijiga in Ethiopia; and El Wak, Mandera, and Wajir in Kenya. These centers have grown quickly and have experienced a rapid increase in the level of economic activities over time.

3. Vision, Priorities, Gaps and Opportunities

Vision

The vision of the Horn of Africa Initiative (HoAI) is “to work together to build a prosperous, integrated and peaceful Horn of Africa.” Collaborating with borderland communities to accelerate their own development and effectively respond to their development challenges is a critical step toward achieving that vision. It recognizes both borderlands as both agents of development but also the critical role that national and subnational governments must play in addressing the complex development challenges. Borderlands are vibrant centers of creativity, innovation, and commerce, despite the many challenges they face. Harnessing their strengths can help them create development solutions that have a direct impact on their futures while contributing to broader progress in the Horn of Africa. Successive HoAI ministerial meetings have emphasized the need to accelerate and expand regional programs to support the empowerment of borderland communities. Focus has been placed on accelerating regional “soft” policy harmonization and prioritizing investment operations to complement regional projects.²⁴ These efforts can help larger investments overcome challenges around insecurity, coordination, and community buy-in.²⁵

The vision of this roadmap is to collaborate with borderland communities to accelerate their development and help build a prosperous, integrated, and peaceful Horn of Africa.

Programmatic Approach

Accelerating development in the borderlands of the Horn of Africa requires a programmatic approach. The roadmap recognizes that borderland development is best achieved through a long-term and strategic engagement that aligns a series of individual projects under a set of common objectives and principles. Such an approach is commonly used to tackle complex or “wicked development problems,” such as breaking vicious cycles of poverty, confronting multiple drivers of malnutrition and stunting, and addressing the multiple causes for lagging regions (see box 3.1). The roadmap therefore adopts a programmatic approach built on seven principles:

1. **Long-term investment.** Engage in long-term, strategic, and interlinked development investments that support each another.
2. **Cross-territoriality.** Spatially coordinate interventions in borderland clusters to complement sector-based approaches.

24. See the “Horn of Africa Initiative: Summary Profile” at <https://www.hoainitiative.org/>.

25. For example, because most of the trade in borderland areas is informal and small in scale, investments in road connectivity and trade infrastructure need to be complemented by measures such as the development of simplified trade regimes, one-stop border posts, support to traders’ cooperatives, harmonization of rules around cross-border trading, and platforms to improve social cohesion to ensure that borderland communities can benefit from cross-border trade.

BOX 3.1.

North Northeast Development Initiative in Kenya

Kenya's North and North Eastern counties are historically underserved and perform below average national development indicators. For example, the poverty rate is over 60 percent compared with a 30 percent rate in the rest of the country. Service delivery indicators also lag far behind.

In 2018, with World Bank support, the Kenyan government launched the US\$1 billion North and North Eastern Development Initiative to increase investments in the region, with a special focus on transformative and integrated infrastructure and sustainable livelihoods. Combined with other World Bank funding, regional investments amount to over US\$2 billion.

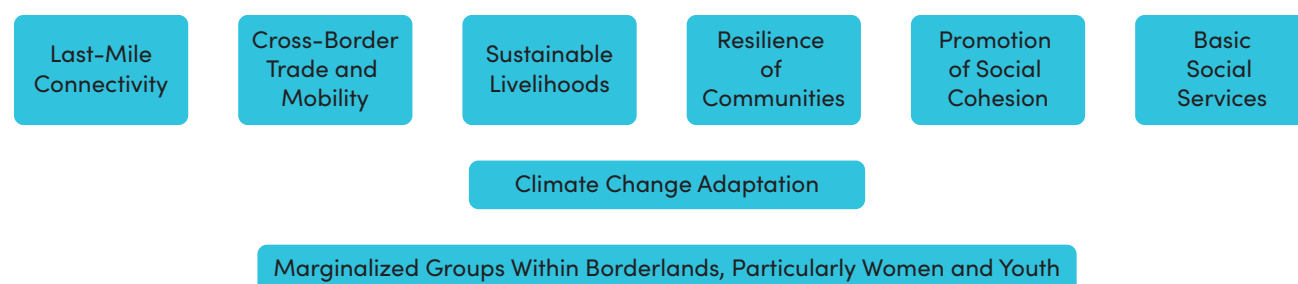
HoAI takes a programmatic approach, which includes six backbone projects and eight initial supporting projects, each working across to address the region's development challenges.

3. **Multisectoral collaboration.** Enhance coordination across sectors and, where possible, deliver integrated multisectoral projects to boost impact.
4. **Multilevel delivery.** Strengthen and deliver programs through institutions at the regional, national, local, and community level.
5. **Complementary public expenditures and private investments.** Mobilize public resources and incentivize private investment.
6. **Stakeholders and partnerships.** A wide range of stakeholders need to be engaged in the process of borderlands development including borderland communities themselves, civil society organizations, subnational authorities, and private sector actors.
7. **Borderlands perspective.** Programs are attuned to the complex social, cultural, and institutional dynamics of each borderland area.

Priority Development Outcomes for the Borderlands

The roadmap proposes that the HoAI and its partners prioritize and align their strategic actions behind **six priority development outcomes for borderland communities (figure 3.1)**. These priorities emerged from extensive national stakeholder consultations and are common to all the borderland areas considered in this roadmap:

1. **Improve last-mile connectivity.** Notwithstanding significant national government and development partner investments in improving road, digital, and energy connectivity across the region, including connecting borderlands, there is an urgent need to complement these "trunk connections" with improvements in last-mile and intra-borderland connectivity such as through investments in feeder roads, shared mobile phone towers, and off-grid energy connections, where appropriate.

FIGURE 3.1**Priority Development Outcomes for the Borderlands of the Horn of Africa**

2. **Enable cross-border trade and mobility of borderland communities.** Regional organizations, national governments, and development partners are increasingly focused on trade facilitation and mobility across Africa and the Horn of Africa region.²⁶ It is critical that these efforts promote cross-border trade in and by borderland communities, and thus the roadmap recommends focusing on formalizing—not deterring—small-scale borderland trade and empowering borderland communities to avail themselves of trade and mobility opportunities. A mixture of investment, policy development, coordination, and support to institutions is needed, including borderland-friendly, simplified trade regimes, and cross-border markets, as well as one-stop border posts and trade information desks capable of engaging small-scale and informal traders, including women and youth. The creation of small-scale traders’ associations and/or cooperatives also requires support.
3. **Enhance sustainable livelihoods and local economic development.** The consultation participants prioritized these concerns, particularly as they relate to women and youth. These regions, characterized by pastoral and agropastoral livelihoods, are threatened by multiple factors, including climate change. Those consulted referenced the importance of local economic development that supports partners in the public, business, and nongovernmental sector to work collectively to create better conditions for economic growth and employment generation and to take advantage of new economic opportunities that connecting borderlands offer.
4. **Strengthen resilience in borderland communities.** Despite significant efforts to strengthen efforts in the region—including on locust livestock, infestation, groundwater management, responses to displacement, food insecurity, and climate change—the consultation participants stressed how vulnerable the borderland communities are to drought, climate change, natural hazards, and conflict due both to their high level of exposure and to their weak adaptation and response capabilities. Specifically, two areas of resilience were emphasized: enhancing transboundary resource management, particularly water resources, and rangeland management in the borderlands. Strengthening resilience is also closely related to improvements in social cohesion.
5. **Strengthen social cohesion.** The most significant obstacle to borderland development identified by all stakeholders was conflict and insecurity, the incidence of which is discussed in chapter 2: Situational Analysis. Security concerns drive up project implementation and supervision costs, make it difficult for national governments and development partners to implement projects, and—crucially—negatively impact the lives and livelihoods of those who live in these regions. The roadmap recognizes that peace and development is mutually reinforcing and that a minimum level of peace, security, and political dialogue, including through the empowerment of local authorities

26. For example, HoAI is engaged in enhancing trade facilitation through the Regional Trade Facilitation Roadmap, 2022–2025.

and traditional structures, is a prerequisite for development programming. It therefore proposes increased efforts to strengthen social cohesion and manage conflict in the borderlands.

6. **Improve access and delivery of basic services.** The provision of basic social services in the borderlands lags far behind regional national averages, including for health, education, water, and sanitation. Improvements in basic services alleviate some of the drivers of grievance in borderland communities, especially historic neglect, and could therefore also strengthen the social contract between states and borderland communities. Cross-border planning and access to cross-border services for borderlands communities is another priority outcome.

The roadmap proposes a focus on two cross-cutting issues: (1) drought and climate change resilience, and (2) the empowerment of marginalized groups including women and youth. Borderlands are heavily impacted by climate change and are historically marginalized. But within borderlands, certain groups are more marginalized and vulnerable than others. Multiple national and regional consultation participants identified women, youth, people with disabilities, internally displaced persons, and refugees) as priorities.

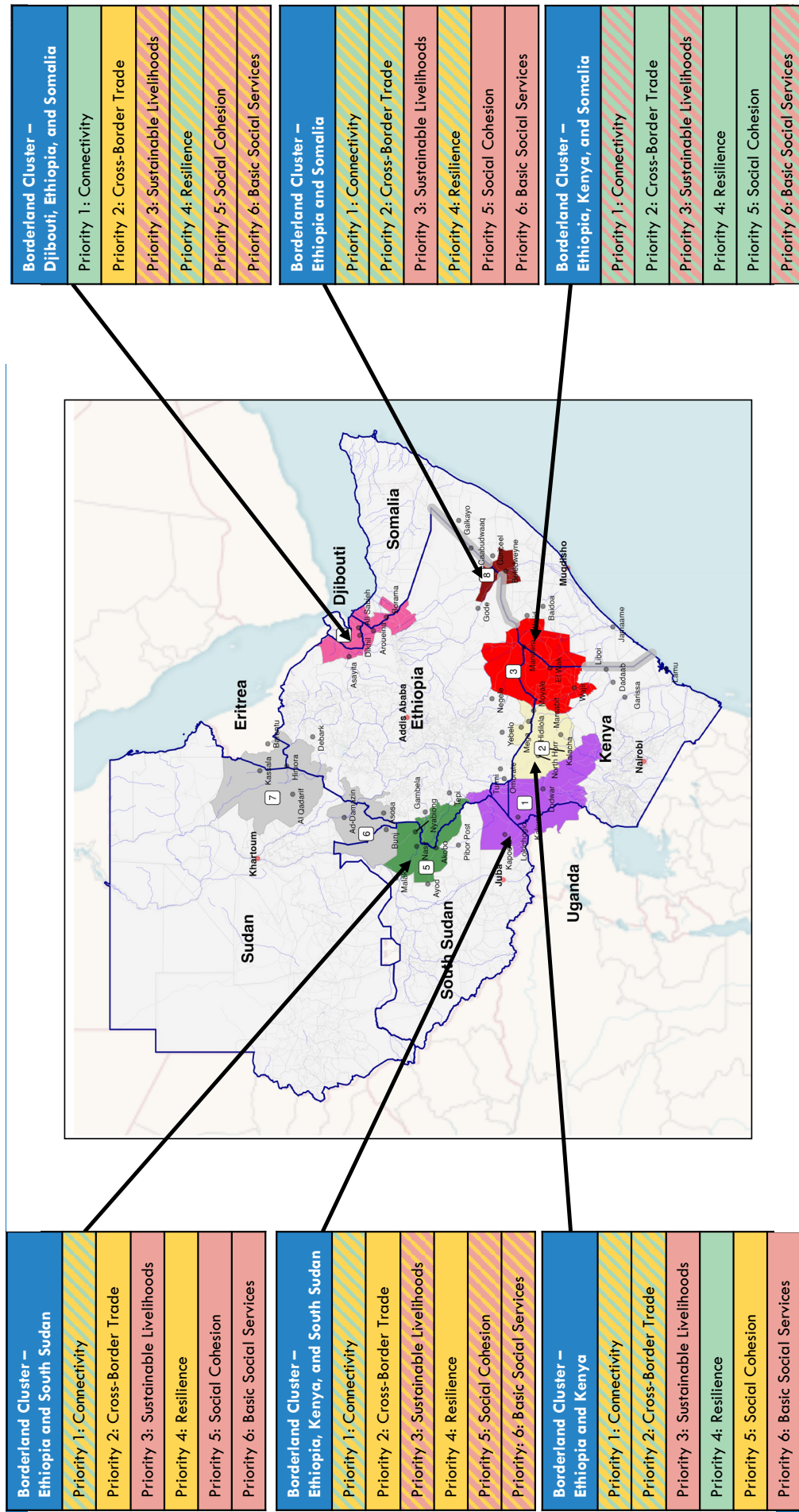
Gaps and Opportunities

The HoAI portfolio mapping adopts a four-pronged approach to identify opportunities for addressing the six priority development outcomes for the borderlands of the Horn of Africa:

1. **Leverage existing projects.** Existing but still new operations that HoAI can leverage to tackle the priorities in each borderland country group. Indeed, some recent projects already include sub-components for borderlands and identify them as priority locations. Many of these interventions still require significant design work on effective and efficient delivery in the borderlands (see the discussion on the proposed Borderlands Support Facility below on providing technical assistance for these tasks).
2. **Expand existing projects.** There are no existing HoAI projects in the borderland country group, or they are only present on one side of the group.
3. **Leverage pipeline projects.** HoAI can leverage projects still in preparation in each borderland country group.
4. **Address investment gaps.** Some gaps will likely require new operations and/or public funding to address one or more development priorities in the one or more of the six borderland country groups.

Figure 3.2 presents a regional snapshot of the mapping exercise results undertaken with the member states at the regional workshop. It summarizes the extent to which there are immediate, short-term, and medium-term opportunities to leverage the portfolio and plug gaps for each of the six priority development outcomes. The mapping was based on the HoAI portfolio as of May 4, 2023, and therefore does not include the contributions of the newest HoAI development partner, the Federal Ministry for Economic Cooperation and Development (Germany), or BMZ, nor does it cover national projects that support the borderlands. Indeed, the priority investments identified in this chapter provide only a starting point for investment planning under HoAI. The HoAI Secretariat and development partners are expected to review the portfolio and update the mapping annually.

FIGURE 3.2
Snapshot of HoAI Portfolio Gaps and Opportunities



4. Immediate Actions (2024)

This chapter summarizes the immediate actions that the Horn of Africa Initiative (HoAI) and its partners will take to build on the momentum of the roadmap after the anticipated endorsement of the roadmap at the 18th HoAI Ministerial Meeting on October 3, 2023, and its first full year of implementation (2024). The roadmap's three main areas of action are covered:

1. **Investments.** These are actions that seek to leverage the HoAI portfolio and government spending to tackle the six identified priority development outcomes for the borderlands in the Horn of Africa.
2. **Policy.** These are actions to address the subset of regional policy issues that constrain the acceleration of development in the borderlands.
3. **Institutions.** These are actions oriented to strengthening the institutional framework for borderland development in the Horn the regional, national, and local level.

Following is a summary of HoAI action items, including their rationale as discussed during national and regional consultations and key steps to achieve the objectives. The enumerated steps are not comprehensive; they are instead intended to serve as a starting point. The HoAI secretariat may make arrangements to revise the draft, acting on the instructions of the HoAI principals, as implementation progresses.

Action #1: Leverage the existing HoAI portfolio to achieve priority development outcomes for the borderlands

This action identifies the projects that HoAI can leverage to tackle one or more of the development priorities articulated above between now and the end of 2024. The action is divided into the six borderland country groups (see chapter 1: Introduction). Using the HoAI pillar structure, it identifies the existing project, the development priority it could at least partially address, and additional limitations or gaps that may require further action in the short or middle term. Indeed, some of these existing projects already identify borderlands as priority project locations, but further technical design work is required to realize implementation in the borderlands (further, see Action #5 on technical support).

KEY STEPS TO ACHIEVING IMMEDIATE ACTION #1

- HoAI focal points will convene implementing agencies and project implementation units to brief them on the roadmap on a national basis or based on borderland country group.
- HoAI focal points will formally request that identified projects submit simple work plans for the design and/or implementation of activities in the borderlands and/or borderland-specific activities.
- Development partners will provide technical support for the preparation and implementation of a work plan, including operational assessments if needed.
- HoAI focal points will monitor the progress of work plan on a semimonthly basis.
- The HoAI Secretariat will consolidate and report to the HoAI Ministerial Group as part of the annual update process.

Borderlands between Ethiopia and South Sudan

The borderlands between Ethiopia and South Sudan encompass cluster 5 as proposed by the Intergovernmental Authority on Development (IGAD). The area includes parts of Gambella state in Ethiopia, and parts of the Pibor Administrative Area and Jonglei and Upper Nile states in South Sudan. The area has been historically marked by conflict, significant movements of refugees, and heavy migration, resulting in intercommunal conflict.

As detailed in table 4.1, there are limited opportunities to leverage existing projects because there are few active projects. Furthermore, the few projects that are active, such as the Development Response to Displacement Impacts Project (DRDIP), only operate on one side of the borderland. The roadmap recommends initiating dialogue to expand such projects to cover both sides of the border over the short-term (between now and 2025).

Table 4.1. Investment Opportunities for Ethiopia and South Sudan’s Shared Borderlands—Existing Projects

Pillar	Existing Priorities to Be Leveraged	Relevant Priority Outcomes	Key Gaps That Will Remain
1. Regional infrastructural connectivity	<ul style="list-style-type: none"> Eastern Africa Regional Digital Integration Project (World Bank) Regional Economic Corridor Project (World Bank) Ethiopia–South Sudan–Djibouti Transport Corridor (AfDB) 	<ul style="list-style-type: none"> Connectivity. Scope to immediately leverage these projects to address borderland connectivity but limited, at least initially, on the South Sudanese side 	<ul style="list-style-type: none"> Improving last-mile connectivity (including digital) and building feeder roads to augment existing road projects Building borderland road networks between Gambella and Pagak
2. Trade and economic integration	<ul style="list-style-type: none"> No existing projects 	<ul style="list-style-type: none"> Trade and mobility. No immediate opportunities 	<ul style="list-style-type: none"> Supporting local cross-border trade, especially for women traders Ensuring access to financial services for small-scale traders Promoting trade formalization
3. Building resilience	DRDIP (Ethiopian side only)	<ul style="list-style-type: none"> Borderland resilience. No immediate opportunities Sustainable livelihoods. No immediate opportunities Social cohesion. No immediate opportunities 	<ul style="list-style-type: none"> Investing in groundwater management in the borderlands Managing transboundary rangelands Increasing livelihoods programming Improving food security Conducting social cohesion and community peace forums and developing systems
4. Human capital development	DRDIP (Ethiopian side only)	<ul style="list-style-type: none"> Basic social services. No immediate opportunities Data. Limited scope for immediate leverage to improve data 	<ul style="list-style-type: none"> Ensuring last-mile service delivery Strengthening borderland data

AfDB = African Development Bank; DRDIP = Development Response to Displacement Impacts Project.

Borderlands between Ethiopia, Kenya, and South Sudan

The key borderland region shared by Ethiopia, Kenya, and South Sudan corresponds to IGAD’s Karamoja cluster (cluster 1)—a borderland shared among four IGAD member states: Ethiopia, Kenya, South Sudan, and Uganda.²⁷ The area stretches from northeast Uganda to northwest Kenya (comprising Turkana on both sides of Late Turkana and West Pokot counties), southeast South Sudan (mainly comprising the former Eastern Equatorial state), and southwest Ethiopia (in the Southern Nations, Nationalities and People’s Region, especially South and West Omo). The cluster is mainly inhabited by pastoralist and agropastoralist communities.

Table 4.2. Investment Opportunities for Ethiopia, Kenya, and South Sudan’s Shared Borderlands—Existing Projects

Pillar	Existing Priorities to Be Leveraged	Relevant Priority Outcomes	Key Gaps That Will Remain
1. Regional infrastructural connectivity	<ul style="list-style-type: none"> Eastern Africa Regional Digital Integration Project (World Bank) Multinational: Kenya—South Sudan Road Section (AfDB) 	<ul style="list-style-type: none"> Connectivity. Scope to leverage these projects to address borderland connectivity but limited, at least initially, on the South Sudanese side 	<ul style="list-style-type: none"> Improving last-mile connectivity (including digital) and building feeder roads to augment existing road projects Extending road connectivity into South Sudan
2. Trade and economic integration	<ul style="list-style-type: none"> No existing projects 	<ul style="list-style-type: none"> Trade and mobility. No immediate opportunities 	<ul style="list-style-type: none"> Supporting local cross-border trade, especially for women traders Supporting livestock trade through the upgrading of infrastructure and support to traders Other regional value chains
3. Building resilience	<ul style="list-style-type: none"> Groundwater for Resilience (World Bank) BREFONS (AfDB) DRDIP (World Bank) (Kenyan side only)^a 	<ul style="list-style-type: none"> Borderlands resilience. Scope to leverage water resilience (Ethiopia and Kenya) Sustainable livelihoods. Scope to leverage DRDIP but only in refugee and host communities in Kenya Social cohesion. Scope to leverage DRDIP but only in refugee and host communities in Kenya 	<ul style="list-style-type: none"> Coordinating response to locust infestation Conducting social cohesion and community peace forums and developing systems
4. Human capital development	<ul style="list-style-type: none"> Eastern Africa Regional Statistics Program-for-Results (World Bank) 	<ul style="list-style-type: none"> Basic social services. Scope to leverage DRDIP but only in refugee and host communities in Kenya Data. Limited scope to immediately leverage for improved data 	<ul style="list-style-type: none"> Ensuring last-mile service delivery Coordinating cross-border service delivery Strengthening borderlands data

AfDB = African Development Bank; BREFONS = Program to Build Resilience for Food and Nutrition Security in the Horn of Africa; DRDIP = Development Response to Displacement Impacts Project.

a. DRDIP is also active in the Ugandan side of the Karamoja cluster.

27. Uganda is not a member of the HoAI.

Borderlands between Ethiopia and Kenya

Ethiopia and Kenya share an 861-kilometer border. The key border region is shared only between the two countries is the Borena cluster (IGAD’s cluster 2: Borena), which covers Marsabit County in Kenya and the Borena Zone of Oromia Regional State in Southern Ethiopia. The primary livelihoods of the people who live there are pastoralism and agropastoralism.

Table 4.3. Investment Opportunities for Ethiopia and Kenya’s Shared Borderlands—Existing Projects

Pillar	Existing Priorities to Be Leveraged	Relevant Priority Outcomes	Key Gaps That Will Remain
1. Regional infrastructural connectivity	<ul style="list-style-type: none"> Eastern Africa Regional Digital Integration Project (World Bank) 	<ul style="list-style-type: none"> Connectivity. Scope to immediately leverage these projects to address borderland connectivity 	<ul style="list-style-type: none"> Improving last-mile connectivity (including digital) and building feeder roads to augment existing road projects
2. Trade and economic integration	<ul style="list-style-type: none"> DRIVE (World Bank) (already active in the cluster) 	<ul style="list-style-type: none"> Trade and mobility. Potential to leverage DRIVE for livestock trade 	<ul style="list-style-type: none"> Supporting local cross-border trade, especially for women traders Ensuring access to financial services for small-scale traders Promoting cross-border mobility
3. Building resilience	<ul style="list-style-type: none"> Groundwater for Resilience (World Bank) BREFONS (AfDB) DRDIP (World Bank) 	<ul style="list-style-type: none"> Borderland resilience. Scope to leverage water resilience (Ethiopia and Kenya) Sustainable livelihoods. Scope to leverage DRDIP but spatial scope limited to refugee and host communities Social cohesion. Scope to leverage DRDIP but spatial scope limited to refugee and host communities 	<ul style="list-style-type: none"> Managing transboundary rangelands Increasing livelihoods programming beyond refugee and host communities Conducting social cohesion and community peace forums and developing systems beyond refugee and host communities
4. Human capital development	<ul style="list-style-type: none"> Eastern Africa Regional Statistics Program-for-Results (World Bank) 	<ul style="list-style-type: none"> Basic social services. Scope to leverage DRDIP but only in refugee and host communities in Kenya Data. Limited scope for immediate leverage to improve data 	<ul style="list-style-type: none"> Ensuring last-mile service delivery beyond refugee and host communities Coordinating cross-border service delivery Strengthening borderlands data

AfDB = African Development Bank; BREFONS = Program to Build Resilience for Food and Nutrition Security in the Horn of Africa; DRDIP = Development Response to Displacement Impacts Project; DRIVE = De-risking, Inclusion and Value Enhancement of Pastoral Economies in the Horn of Africa.

Borderlands between Ethiopia, Kenya, and Somalia

This borderland largely overlaps with IGADs cluster 3: Somali or the Mandera Triangle. It is one of the larger clusters in terms of area and population, and it has a complex history of political instability, violence, displacement, and humanitarian crises. It stretches west to east from Moyale to Dollo Ado in Ethiopia’s Somali region, from Moyale to Mandera in Kenya, and includes a large chunk of Gedo region in Somalia.

Table 4.4. Investment Opportunities for Ethiopia, Kenya, and Somalia’s Shared Borderlands—Existing Projects

Pillar	Existing Priorities to Be Leveraged	Relevant Priority Outcomes	Key Gaps That Will Remain
1. Regional infrastructural connectivity	<ul style="list-style-type: none"> Horn of Africa Gateway Development Project (World Bank) Horn of Africa: Kismayo, Lamu, and Mogadishu Corridor (AfDB) Eastern Africa Regional Digital Integration Project (World Bank) 	<ul style="list-style-type: none"> Connectivity. Scope to immediately leverage these projects to address borderland connectivity, including small-scale infrastructure within 10 km of the Gateway highway 	<ul style="list-style-type: none"> Improving last-mile connectivity (including digital) and building feeder roads beyond 10 km of the Gateway trunk road
2. Trade and economic integration	<ul style="list-style-type: none"> DRIVE (World Bank) (already active in the cluster). 	<ul style="list-style-type: none"> Trade and mobility. Potential to leverage DRIVE for livestock trade 	<ul style="list-style-type: none"> Supporting local cross-border trade, especially for women traders Ensuring access to financial services for small-scale traders Promoting cross-border mobility
3. Building resilience	<ul style="list-style-type: none"> Groundwater for Resilience (World Bank) BREFONS (AfDB) Digital Land Governance (EU) (focused on Kenya) Peaceful and Resilient Borderlands in the Horn of Africa (EU) Food Systems Resilience Program (Somalia) Phase 3 	<ul style="list-style-type: none"> Borderlands resilience. Scope to leverage water resilience and EU borderlands program Sustainable livelihoods. No immediate opportunities Social cohesion. Scope to leverage EU borderlands program. 	<ul style="list-style-type: none"> Increasing emphasis on transboundary rangeland management Delivering nonlivestock livelihood programming. Conducting social cohesion and community peace forums and developing systems
4. Human capital development	<ul style="list-style-type: none"> Eastern Africa Regional Statistics Program-for-Results (World Bank) 	<ul style="list-style-type: none"> Basic social services. No immediate opportunities Data. Limited scope for immediate leverage to improve data 	<ul style="list-style-type: none"> Ensuring last-mile service delivery Coordinating cross-border service delivery Strengthening borderlands data

AfDB = African Development Bank; BREFONS = Program to Build Resilience for Food and Nutrition Security in the Horn of Africa; EU = European Union; DRIVE = De-risking, Inclusion and Value Enhancement of Pastoral Economies in the Horn of Africa.

Borderlands between Ethiopia and Somalia

Ethiopia and Somalia share a long land border (more than 1,500 kilometers) extending from the Somali cluster in the south to the Dikhil cluster in the north. This roadmap focuses specifically on IGAD’s proposed cluster 8, which stretches from the southern part of Shebelle (Gode) Zone to the southeastern part of Afder Zone of the Somali region in Ethiopia to part of the Hiran region in the Hirshabelle Federal Member State in Somalia.

Table 4.5. Investment Opportunities for Ethiopia and Somalia’s Shared Borderlands—Existing Projects

Pillar	Existing Priorities to Be Leveraged	Relevant Priority Outcomes	Key Gaps That Will Remain
1. Regional infrastructural connectivity	<ul style="list-style-type: none"> Horn of Africa Gateway Development Project (World Bank) Horn of Africa: Kismayo, Lamu, and Mogadishu Corridor (AfDB) Eastern Africa Regional Digital Integration Project (World Bank) Regional Economic Corridor Project (World Bank) 	<ul style="list-style-type: none"> Connectivity. Scope to immediately leverage these projects to address borderland connectivity, including small-scale infrastructure within 10 km of the Gateway highway 	<ul style="list-style-type: none"> Improving last-mile connectivity (including digital) and building feeder roads beyond 10 km of the Gateway trunk road. Improving the Mogadishu Road Corridor with a specific focus on borderland areas
2. Trade and economic integration	<ul style="list-style-type: none"> DRIVE (World Bank) (already active in the cluster) 	<ul style="list-style-type: none"> Trade and mobility. Potential to leverage DRIVE for livestock trade 	<ul style="list-style-type: none"> Supporting local cross-border trade, especially for women traders Ensuring access to financial services for small-scale traders Regulating livestock trade through the adoption of animal health protocols and the creation of health infrastructure
3. Building resilience	<ul style="list-style-type: none"> Groundwater for Resilience (World Bank) BREFONS (AfDB) DRDIP (World Bank) (Ethiopia only) 	<ul style="list-style-type: none"> Borderland resilience. Scope to leverage water resilience (Ethiopia and Kenya) Sustainable livelihoods. Scope to leverage DRDIP but spatial scope limited to refugee and host communities on the Ethiopian side Social cohesion. Scope to leverage DRDIP but spatial scope limited to refugee and host communities on the Ethiopian side 	<ul style="list-style-type: none"> Increasing emphasis on transboundary rangeland management Delivering livelihoods programming beyond refugee and host communities in Ethiopia Improving food security Conducting social cohesion and community peace forums and developing systems beyond refugee and host communities in Ethiopia
4. Human capital development	<ul style="list-style-type: none"> No existing projects 	<ul style="list-style-type: none"> Basic social services. Scope to leverage DRDIP but only to refugee and host communities in Ethiopia Data. No immediate opportunities 	<ul style="list-style-type: none"> Ensuring last-mile service delivery beyond refugee and host communities in Ethiopia. Strengthening borderlands data

AfDB = African Development Bank; BREFONS = Program to Build Resilience for Food and Nutrition Security in the Horn of Africa; DRDIP = Development Response to Displacement Impacts Project; DRIVE = De-risking, Inclusion and Value Enhancement of Pastoral Economies in the Horn of Africa.

Borderlands between Djibouti, Ethiopia, and Somalia

The borderlands shared between Djibouti, Ethiopia, and Somalia correspond to IGAD’s cluster 4: Dikhil.

It includes Tadjoura Region in northern Djibouti and Dikhil, Yoboki, and As Eyla Regions in southwestern Djibouti, the Afar (Aysaita, Elidar) and Somali (Ayisha, Afambo) regions in eastern Ethiopia, and the border districts in Northern Somalia (Saylac, Borama).

Table 4.6. Investment Opportunities for Djibouti, Ethiopia, and Somalia’s Shared Borderlands—Existing Projects

Pillar	Existing Priorities to Be Leveraged	Relevant Priority Outcomes	Key Gaps That Will Remain
1. Regional infrastructural connectivity	<ul style="list-style-type: none"> Horn of Africa Gateway Development Project (World Bank) Horn of Africa: Kismayo, Lamu, and Mogadishu Corridor (AfDB) Eastern Africa Regional Digital Integration Project (World Bank) Djibouti–Addis Road Corridor Project (World Bank) Regional Economic Corridor Project (World Bank) 	<ul style="list-style-type: none"> Connectivity. Scope to immediately leverage these projects to address borderland connectivity, including small-scale infrastructure within 10 km of the Gateway highway 	<ul style="list-style-type: none"> Improving last-mile connectivity (including digital) and building feeder roads beyond 10 km of the Gateway and other trunk roads
2. Trade and economic integration	<ul style="list-style-type: none"> DRIVE (World Bank) (already active in the cluster) 	<ul style="list-style-type: none"> Trade and mobility. Potential to leverage DRIVE for livestock trade 	<ul style="list-style-type: none"> Supporting local cross-border trade, especially for women traders Ensuring access to financial services for small-scale traders
3. Building resilience	<ul style="list-style-type: none"> Groundwater for Resilience (World Bank) BREFONS (AfDB) DRDIP (World Bank) (Djibouti and Ethiopia only) 	<ul style="list-style-type: none"> Borderland resilience. Scope to leverage water resilience Sustainable livelihoods. Scope to leverage DRDIP but only in refugee and host communities Social cohesion. Scope to leverage DRDIP but only in refugee and host communities 	<ul style="list-style-type: none"> Increasing emphasis on transboundary rangeland management Increasing livelihoods programming Improving food security
4. Human capital development	<ul style="list-style-type: none"> No existing projects 	<ul style="list-style-type: none"> Basic social services. Scope to leverage DRDIP but only in refugee and host communities in Ethiopia Data. No immediate opportunities 	<ul style="list-style-type: none"> Ensuring last-mile service delivery beyond refugee and host communities Strengthening borderlands data

AfDB = African Development Bank; BREFONS = Program to Build Resilience for Food and Nutrition Security in the Horn of Africa; DRDIP = Development Response to Displacement Impacts Project; DRIVE = De-risking, Inclusion and Value Enhancement of Pastoral Economies in the Horn of Africa.

Action #2: Assess and identify opportunities for expanding national and local government spending in borderlands

In some countries in the region, national and even subnational spending dwarfs the resources of development partners and indeed even the combined resources of HoAI. For example, in Northern Kenya, the World Bank has committed approximately \$2 billion over a period of five to seven years. But, in contrast, county governments spend approximately \$4 billion per year. Of course, the importance of national spending varies across the region, with some countries such as Somalia more dependent on development partners for investment financing, but as their economies and budgets grow, the importance of national spending will only increase.

Despite significant and increasing national and subnational spending, borderlands often receive a small or insignificant proportion of funding, which is particularly relevant to their development needs and deprivation. The roadmap consultations therefore identified the need for the roadmap to leverage national and subnational spending to tackle the six priority development outcomes, complementing the HoAI portfolio. Indeed, wherever possible, HoAI project investments should be used to catalyze improvements in the size and quality of national and subnational spending in borderlands.

The roadmap thus proposes that the HoAI member states initiate a joint analysis of regional public expenditures. Two specific tasks are proposed in the first year: (1) undertake a borderlands public expenditure review; and (2) develop a simple budget tracking tool to monitor budget allocations and execution for borderland development. This action is expected to result in additional actions for inclusion in the roadmap in future years.

KEY STEPS TO ACHIEVING ACTION #2

- HoAI focal points will convene and agree on terms of reference for the public expenditure analysis and design of the budget tracking tool.
- HoAI development partners will support the identification and financing of the assignments.
- HoAI focal points and national advisors will facilitate and monitor the progress of the review and tool development.
- The HoAI Secretariat will consolidate findings and report to the HoAI Ministerial Group as part of the annual update process.

Action #3: Prepare white papers on two priority borderland policy issues

Policy reform and implementation are critical to maximizing the impact of investments. This section identifies the subset of policy issues most relevant to addressing the priority borderland development issues and explores what can be accomplished in the first year to achieve progress on these policy priorities. For each policy area, the roadmap focuses on a the most relevant subset of policy issues for borderland communities. The white papers could include additional actions.

The roadmap consultations identified five priority policy areas, but in the first year it proposes an initial focus on two areas:

1. Facilitating cross-border trade and mobility for borderland communities; and
2. Developing peace and social cohesion policies in the borderlands.

KEY STEPS TO ACHIEVING IMMEDIATE ACTION #3

- The HoAI Secretariat will commission the preparation of policy white papers in collaboration with development partners and assign HoAI focal points and national advisors to each take the lead on coordinating one paper.
- HoAI focal points and national advisors will support country technical and stakeholder consultations, including government and nongovernment stakeholders, as part of the preparation of the policy white papers, including national and local consultations.
- HoAI development partners will provide technical support for the preparation of the policy white papers.
- The HoAI Secretariat will track the preparation of the white papers and report on their progress.
- The HoAI Secretariat will arrange to present the white papers to the HoAI Ministerial Group for input and endorsement.

Facilitating cross-border trade and mobility for borderland communities

Facilitating and regulating cross-border small-scale trade are crucial to borderland development because they build a key source of economic resilience in these regions. Facilitating cross-border mobility is an important enabling factor but also plays a crucial role in pastoral livelihoods, a widespread practice in these areas. This roadmap, therefore, recommends three groups of policy actions:

1. Strengthen the overall policy environment on small-scale cross-border trade and mobility through the progressive adoption of regional and continental policy standards and their incorporation into national development plans.
2. Simplify border formalities by adopting simplified trade regimes.
3. Develop policies to strengthen small-scale traders' associations and adopt policies to facilitate their participation in decision making.

Multiple policy frameworks already exist at the regional (IGAD) or continental (African Union) level to facilitate trade and mobility, including:

- **The African Union Protocol on the Free Movement of Persons in Africa²⁸** aims to facilitate the implementation of the Treaty Establishing the African Economic Community by progressively allowing the free movement of persons.

28. See https://au.int/sites/default/files/treaties/36403-treaty-protocol_on_free_movement_of_persons_in_africa_e.pdf.

- **The Draft African Continental Free Trade Area Protocol on Women and Youth in Trade** is expected to be submitted to the heads of state meeting by early 2024. It aims to empower women and youth to benefit from the protocol by improving their market access, competitiveness, and integration into regional value chains. It also seeks to ease the cross-border trade barriers for women and youth.
- **The African Union Border Governance Strategy for Africa (2017–2027)**²⁹ aims to improve border management and security in Africa by addressing the specific needs and vulnerabilities of different groups, such as women, refugees, asylum seekers, victims of human trafficking, smuggled migrants, pastoralists, and other cross-border community members.
- **The Protocol on the Free Movement of Persons in the IGAD Region**³⁰ will enable citizens of the IGAD region to move freely across borders for various purposes, such as trade, tourism, education, health, cultural exchange, and social integration. The protocol allows for the cross-border mobility of pastoralists and enhances opportunities for cross-border trade. The roadmap for the implementation of the protocol adopts a phased approach.
- **The IGAD draft protocol on Transhumance**³¹ aims to regulate the seasonal movement of pastoralists and their livestock across borders, ensuring their rights, security, and access to services and resources. This is relevant to borderland pastoralists because it facilitates safe cross-border transhumance. The protocol grants free passage of transhumant herders and livestock across the borders of member states for water and pasture under certain conditions specified in the protocol.

There is limited support for small-scale traders and cross-border mobility in national policies across the region. Support to small-scale traders and cross-border mobility is only included in Kenya's National Trade Policy (2017), which recognizes the key role of small-scale trade as a driver of economic growth, job creation, and poverty reduction. There could be benefits of mainstreaming this into other national development policies over time. The adoption and ratification of regional continental policies will likely be time consuming and proceed at varying paces due to the different priorities of the region's countries. Nonetheless, adoption of these policies across HoAI member countries will complement the investments on trade infrastructure, connectivity, livelihoods, and resilience, as recommended in this roadmap.

Simplified trade regimes represent a second key policy area for borderland communities. The foundation for these regimes, which have already been developed in the East African Community and the Common Market for Eastern and Southern Africa (COMESA), came from the Revised Kyoto Convention for the simplification and harmonization of the World Customs Organization's procedures,³² which urges customs authorities to exonerate lower-value transactions from payment of customs duties. The threshold for transactions is currently US\$2,000 in both the COMESA and East African Community (EAC) regimes. A simplified trade regime also allows traders to submit easy-to-prepare customs documents that do not require the support of a customs clearance agent.

29. See <https://www.peaceau.org/uploads/2018-06-14-aubgs-e.pdf>.

30. See <https://environmentalmigration.iom.int/sites/g/files/tmzbd11411/files/event/file/Final%20IGAD%20PROTOCOL%20ENDORSED%20BY%20IGAD%20Ambassadors%20and%20Ministers%20of%20Interior%20and%20Labour%20Khartoum%2026%20Feb%202020.pdf>.

31. IGAD 2020. Available at <https://icpald.org/wp-content/uploads/2021/06/IGAD-PROTOCOL-ON-TRANSHUMANCE-Final-Endorsed-Version.pdf>.

32. Available at <https://www.wcoomd.org/mcas.ms/-/media/wco/public/global/pdf/topics/wto-atf/dev/rkc-guidelines-ch4.pdf?la=en&McasCtx=4&McasTsId=20893#:~:text=Customs%20may%20agree%20that%20the,payable%20on%20a%20fixed%20date.&text=means%20E%80%9Cthe%20refund%2C%20in%20whole,payment%20has%20not%20been%20made>.

The third area of policy development should focus on the creation of policy frameworks that facilitate the training of small-scale traders' associations and encourage the participation of small-scale traders in the decision-making process around cross-border trade and mobility. Such frameworks could formalize some existing small-scale trade, reduce compliance costs, and ensure that decisions around border control do not inadvertently disadvantage these traders.³³ This effort is linked to the next action on creating a platform or forum for engagement, including policy dialogue with borderland communities.

Peace and social cohesion policy in the borderlands

Local policy frameworks for managing cross-border social cohesion and community level peacebuilding are required. Issues of security remain of paramount importance in the HoA's borderlands, and national governments play a preeminent response role. However, development partners can provide support through programmatic interventions and institutional coordination, including the institutionalization of cross-border platforms to support the negotiation, establishment, and dissemination of local peace agreements or efforts to support social cohesion. This could be accomplished by developing local-level memoranda of understanding and creating separate community-level structures or platforms under new development projects where they do not already exist. Where these structures do exist, either informally or under existing development interventions, they should be strengthened.

These policy efforts should draw on and support the existing initiatives by the Conflict Early Warning and Response Mechanism (CEWARN).³⁴ Set up in 2002, CEWARN remains the principal platform for regional cooperation on conflict prevention and mitigation through data-based early warning and response in the Horn of Africa region. CEWARN's mandate is to receive and share information concerning potentially violent conflicts as well as their outbreak and escalation in the IGAD region, to undertake and share analyses of that information, to develop case scenarios and formulate options for response, to share and communicate information analyses and response options and to carry out studies on specific types and areas of conflict in the region. Compared with similar initiatives by the Economic Community of West African States (ECOWAS), the African Union, and the Southern African Development Community, CEWARN is the longest functioning mechanism on the African continent. The collected information focuses on pastoral conflicts across borders, although in recent years CEWARN has also focused on the social cohesion aspects of cross-border trade through its policy framework, Informal Cross-border Trade Aimed at Boosting Cross-border Security Governance, which aims to balance the interests of borderland communities in cross-border trade with state interests in border control and management.

Action #4: Hold local consultations on the roadmap and initiate borderland coordination platform

The roadmap consultations identified the critical importance of empowering borderland communities to meaningfully participate in their development, including the formulation and implementation of policies that affect their livelihoods and well-being. This priority cuts across policy areas and relates to the need for institutions that can empower borderland communities to play an active role in discussions and decision making with national and subnational government officials on issues related to their livelihood needs. For

33. The IGAD Policy Framework on Informal Cross-Border Trade Aimed at Boosting Cross-Border Security Governance deals with this to a certain extent and is discussed below.

34. See www.cewarn.org/index.php.

example, many issues faced by pastoralists around mobility are under-represented in national policies and other priority-setting exercises. Policy development efforts should build on efforts that have already been made, especially by IGAD and its specialized institutions. In the realm of livelihood interventions particularly, the IGAD Centre for Pastoral Areas and Livestock Development has identified and benchmarked priority interventions for alternative livelihoods in arid and semiarid lands, development strategies, service provision endeavors, and policy areas using evidence-based research in nonwood forest products and artisanal mining, animal health and marketing, climate change adaptation, community-based eco, wildlife, and cultural tourism.

The roadmap thus proposes that HoAI and its partners, including IGAD, hold local consultations on the roadmap and initiate a forum for policy dialogue with borderlands communities.

KEY STEPS TO ACHIEVING IMMEDIATE ACTION #4

- HoAI focal points and national advisors will prepare terms of reference and schedule consultations on the roadmap in the borderlands, including the two key policy issues: facilitating cross-border trade and mobility for borderland communities and peace and social cohesion policy in the borderlands.
- HoAI member states and development partners will provide resources to support the consultation process.
- HoAI focal points will monitor and report on the policy dialogues and consultations during the annual roadmap update to HoAI Ministers.

Action #5: Establish a technical facility to support roadmap implementation

Building on the momentum of the country-led roadmap preparation process as well as ensuring its implementation requires adequate technical, advisory, and operational resources. There is a need for cross-cutting technical assistance for the formulation and implementation of projects engaged in borderland regions, given their high project supervision costs. Additional analytical support is also needed to facilitate project implementation and design (see immediate action #4). Furthermore, and as noted above, implementing projects in the borderlands remains extremely difficult due to high supervision costs, intercommunal conflict, and insecurity. Successful implementation as while doing no harm requires the devotion of significant resources to political economy assessments, conflict analyses, and the development of bespoke monitoring and implementation mechanisms.

The roadmap therefore recommends establishing a borderlands support facility. Development partners should allocate specific funding for technical assistance for borderlands projects, which could be drawn on by project implementing teams and which could provide some policy and institutional support in the region. The national and regional consultations identified four primary areas of enhanced technical support:

1. **Borderland operational design.** On-demand support for project design and adaption, borderland feasibility studies, and borderland expert advisory services.
2. **Enhanced implementation support.** Support to defray the high cost of supervision and to incentivize a joint mission in the borderlands to ensure quality and coordinated implementation.
3. **Analytics and learning agenda.** Select analytics and learning agenda on borderland political economy, roadmap outcomes, and sustainable institutions.
4. **Secretariat support.** Advisory services to the HoAI Secretariat and national working groups to support the execution and monitoring of the roadmap.

KEY STEPS TO ACHIEVING IMMEDIATE ACTION #5

- HoAI development partners will identify options for funding and providing technical support to facilitate the implementation of the roadmap, including actions and steps identified in this initial version of the roadmap.
- The HoAI Secretariat and development partners will consult on the design of a technical facility.
- HoAI will review the implementation, achievements, and funding needs of the technical facility on an annual basis.

5. Short-Term Actions (2025)

Action #1: Leverage pipeline and expand existing projects to address development priorities in the borderlands

This action identifies the pipeline projects that the Horn of Africa Initiative (HoAI) can leverage to tackle one or more of the previously articulated development priorities by 2025. Like the investment action for 2024, this action is subdivided into the six borderland country groups (see chapter 1: Introduction) and uses HoAI's pillar structure. It identifies pipeline and existing projects that could be expanded, the development priority it could at least partially address, and limitations or gaps that may require further action in the short or medium term.

KEY STEPS TO ACHIEVING SHORT-TERM ACTION #1

- HoAI focal points and development partners will convene agencies and task teams to brief them on the roadmap.
- HoAI focal points and development partner leaders will formally request pipeline project preparation teams to identify options for addressing borderland priorities.
- Development partners will provide technical support for the preparation and implementation of a work plan, including operational assessments if needed.
- HoAI focal points will monitor the progress of the work plan on a semiannual basis.
- The HoAI Secretariat will consolidate and report to the HoAI Ministerial Group as part of the annual update.

Borderlands between Ethiopia and South Sudan

This section summarizes the opportunities to leverage pipeline projects and expand existing projects to address development priorities in the borderlands shared between Ethiopia and South Sudan—an area also delineated by IGAD’s proposed cluster 5. It includes the extent to which these projects could address the gaps identified in the first action of the first year of implementation, as outlined in the previous chapter.

Table 5.1. Investment Opportunities for Ethiopia and South Sudan’s Shared Borderlands—Pipeline Projects and Project Expansion

Pillar	Pipeline Projects or Projects That Could Be Expanded	Relevant Priority Outcomes	Key Gaps That Will Remain
1. Regional infrastructural connectivity	<ul style="list-style-type: none"> Phase II of the Eastern Africa Regional Digital Integration Project (World Bank) Horn of Africa Digital Market Integration (AfDB) Single Digital Market (EU) 	<ul style="list-style-type: none"> Connectivity. Scope to address digital connectivity in the borderlands cluster, including last-mile connectivity 	<ul style="list-style-type: none"> Developing borderland road networks between Gambella and Pagak Creating feeder roads to augment existing road projects Energy connectivity
2. Trade and economic integration	<ul style="list-style-type: none"> DRIVE (World Bank) AFE Regional Trade Facilitation Project Toward Free Movement and Labor Mobility in the IGAD Region, Phase II (EU) 	<ul style="list-style-type: none"> Trade and mobility. Facilitating small-scale trade and expanding DRIVE to include livestock livelihoods and mobility program 	<ul style="list-style-type: none"> Supporting alternative nonlivestock trading
3. Building resilience	<ul style="list-style-type: none"> Groundwater for Resilience (World Bank) BREFONS (AfDB) DRDIP (World Bank) (limited spatial scope focused only on refugee and host communities only) 	<ul style="list-style-type: none"> Borderland resilience. Expanding groundwater (already in phase 2) Sustainable livelihoods. Expanding DRDIP to South Sudan Social cohesion. Expanding DRDIP to South Sudan 	<ul style="list-style-type: none"> Managing transboundary rangelands Supporting alternative nonlivestock livelihoods beyond refugee and host communities Improving food security Conducting social cohesion and community peace forums and developing systems beyond refugee and host communities
4. Human capital development	<ul style="list-style-type: none"> Eastern Africa Regional Statistics Program-for-Results (World Bank). 	<ul style="list-style-type: none"> Basic social services. Expanding DRDIP to South Sudan Data. Expanding Eastern Africa statistics program to address data weaknesses. 	<ul style="list-style-type: none"> Ensuring last-mile service delivery beyond refugee and host communities

AfDB = African Development Bank; BREFONS = Program to Build Resilience for Food and Nutrition Security in the Horn of Africa; DRDIP = Development Response to Displacement Impacts Project; DRIVE = De-risking, Inclusion and Value Enhancement of Pastoral Economies in the Horn of Africa; EU = European Union; IGAD = Intergovernmental Authority on Development.

Borderlands between Ethiopia, Kenya, and South Sudan

This section summarizes opportunities to leverage pipeline projects and expand existing projects to address development priorities in the borderlands shared between Ethiopia, Kenya, and South Sudan—an area that corresponds to IGAD’s cluster 1: Karamoja. It includes the extent to which these projects could address the gaps identified in the first action of the first year of implementation, as summarized in the previous chapter.

Table 5.2. Investment Opportunities for Ethiopia, Kenya, and South Sudan’s Shared Borderlands—Pipeline Projects and Project Expansion

Pillar	Existing Priorities to Be Leveraged	Relevant Priority Outcomes	Key Gaps That Will Remain
1. Regional infrastructural connectivity	<ul style="list-style-type: none"> Phase II of the Eastern Africa Regional Digital Integration Project (World Bank) Ethiopia–South Sudan: Djibouti Transport Corridor (AfDB) 	<ul style="list-style-type: none"> Connectivity. Further scope to leverage projects to address borderland connectivity, including digital technology and roads 	<ul style="list-style-type: none"> Improving last-mile connectivity (including digital) and building feeder roads beyond major trunk roads
2. Trade and economic integration	<ul style="list-style-type: none"> DRIVE (World Bank) (not currently active in the cluster) AFE Regional Trade Facilitation Project (World Bank) 	<ul style="list-style-type: none"> Trade and mobility. Expanding DRIVE to support livestock trade in the cluster 	<ul style="list-style-type: none"> Supporting local cross-border trade, especially for women traders Developing other regional value chains
3. Building resilience	<ul style="list-style-type: none"> Regional Climate Resilience Program (World Bank) (only South Sudan covered among HoAI member countries) DRDIP (World Bank) (not active on South Sudanese side) 	<ul style="list-style-type: none"> Borderland resilience. Scope to expand regional climate-resilience program Sustainable livelihoods. Expanding DRDIP to South Sudan but only in refugee and host communities Social cohesion. Expanding DRDIP to South Sudan but only in refugee and host communities 	<ul style="list-style-type: none"> Coordinating response to locust infestation Supporting sustainable livelihoods beyond refugee and host communities Conducting social cohesion and community peace forums and developing systems beyond refugee and host communities
4. Human capital development	No pipeline projects	<ul style="list-style-type: none"> Basic social services. Scope to expand DRDIP to South Sudan but limited to refugee and host communities 	<ul style="list-style-type: none"> Ensuring last-mile service delivery beyond refugee and host communities Coordinating cross-border service delivery Strengthening borderlands data

AfDB = African Development Bank; DRDIP = Development Response to Displacement Impacts Project; DRIVE = De-risking, Inclusion and Value Enhancement of Pastoral Economies in the Horn of Africa.

Borderlands between Ethiopia and Kenya

This section summarizes the opportunities to leverage pipeline projects and expand existing projects to address development priorities in the borderlands shared between Ethiopia and Kenya, which include IGAD’s cluster 2: Borena). It includes the extent to which these projects could address the gaps identified in the first action of the first year of implementation, as summarized in the previous chapter.

Table 5.3. Investment Opportunities for Ethiopia and Kenya’s Shared Borderlands—Pipeline Projects and Expansion Projects

Pillar	Existing Priorities to Be Leveraged	Relevant Priority Outcomes	Key Gaps That Will Remain
1. Regional infrastructural connectivity	<ul style="list-style-type: none"> Phase II of the Eastern Africa Regional Digital Integration Project (World Bank) Horn of Africa Digital Market Integration (AfDB) Single Digital Market (EU) 	<ul style="list-style-type: none"> Connectivity. Further scope to leverage projects to address borderland connectivity, including digital technology and roads 	<ul style="list-style-type: none"> Improving last-mile connectivity (including digital) and building feeder roads beyond major trunk roads.
2. Trade and economic integration	<ul style="list-style-type: none"> AFE Regional Trade Facilitation Project (World Bank) Toward Free Movement and Labor Mobility in the IGAD Region, Phase II (EU) 	<ul style="list-style-type: none"> Trade and mobility. Expanding trade and mobility projects to address these issues in this cluster 	<ul style="list-style-type: none"> Supporting local cross-border trade, especially for women traders Ensuring access to financial services for small-scale traders
3. Building resilience	<ul style="list-style-type: none"> No pipeline projects 	<ul style="list-style-type: none"> Borderland resilience. No further opportunities Sustainable livelihoods. No further opportunities Social cohesion. No further opportunities 	<ul style="list-style-type: none"> Managing transboundary rangelands Supporting livelihoods programming beyond refugee and host communities Conducting social cohesion and community peace forums and developing systems beyond refugee and host communities
4. Human capital development	<ul style="list-style-type: none"> No pipeline projects 	<ul style="list-style-type: none"> Basic social services. No further opportunities 	<ul style="list-style-type: none"> Ensuring last-mile service delivery beyond refugee and host communities Coordinating cross-border service delivery Strengthening borderlands data

AfDB = African Development Bank; DRIVE = De-risking, Inclusion and Value Enhancement of Pastoral Economies in the Horn of Africa EU = European Union; IGAD = Intergovernmental Authority on Development.

Borderlands between Ethiopia, Kenya, and Somalia

This section summarizes the opportunities to leverage pipeline projects and expand existing projects to address development priorities in the borderlands shared between Ethiopia, Kenya and Somalia encompassing IGAD’s 3: Somali. It includes the extent to which these projects could address the gaps identified in the first action of the first year of implementation, as summarized in the previous chapter.

Table 5.4. Investment Opportunities for Ethiopia, Kenya, and Somalia’s Shared Borderlands—Pipeline Projects and Project Expansion

Pillar	Existing Priorities to Be Leveraged	Relevant Priority Outcomes	Key Gaps That Will Remain
1. Regional infrastructural connectivity	<ul style="list-style-type: none"> Phase II of the Eastern Africa Regional Digital Integration Project (World Bank) HoA Digital Market Integration (AfDB) Single Digital Market (EU) 	<ul style="list-style-type: none"> Connectivity. Further scope to leverage projects to address borderland connectivity, including digital technology and roads 	<ul style="list-style-type: none"> Improving last-mile connectivity (including digital) and building feeder roads beyond major trunk roads
2. Trade and economic integration	<ul style="list-style-type: none"> AFE Regional Trade Facilitation Project (World Bank) Toward Free Movement and Labor Mobility in the IGAD Region, Phase II (EU). 	<ul style="list-style-type: none"> Trade and mobility. Expanding trade and mobility projects to address these issues in this cluster 	<ul style="list-style-type: none"> Supporting local cross-border trade, especially for women traders Ensuring access to financial services for small-scale traders
3. Building resilience	<ul style="list-style-type: none"> No pipeline projects 	<ul style="list-style-type: none"> Borderland resilience. No further opportunities Sustainable livelihoods. No further opportunities Social cohesion. No further opportunities 	<ul style="list-style-type: none"> Managing transboundary rangelands Increasing livelihoods programming beyond refugee and host communities Conducting social cohesion and community peace forums and developing systems beyond refugee and host communities
4. Human capital development	<ul style="list-style-type: none"> No pipeline projects 	<ul style="list-style-type: none"> Basic social services. No further opportunities 	<ul style="list-style-type: none"> Ensuring last-mile service delivery beyond refugee and host communities Coordinating cross-border service delivery

AfDB = African Development Bank; EU = European Union; IGAD = Intergovernmental Authority on Development.

Borderlands between Ethiopia and Somalia

This section summarizes the opportunities to leverage pipeline projects and expand existing projects to address development priorities in the borderlands shared between Ethiopia and Somalia, including IGAD’s proposed cluster 8. It includes the extent to which these projects could address the gaps identified in the first action of the first year of implementation, as summarized in the previous chapter.

Table 5.5. Investment Opportunities for Ethiopia and Somalia’s Shared Borderlands— Pipeline Projects and Project Expansion

Pillar	Existing Priorities to Be Leveraged	Relevant Priority Outcomes	Key Gaps That Will Remain
1. Regional infrastructural connectivity	<ul style="list-style-type: none"> Phase II of the Eastern Africa Regional Digital Integration Project (World Bank) Horn of Africa Digital Market Integration (AfDB) Single Digital Market (EU) Horn of Africa Regional Integration for Sustainable Energy Supply (RISES) 	<ul style="list-style-type: none"> Connectivity. Further scope to leverage projects to address borderland connectivity, including digital technology and roads 	<ul style="list-style-type: none"> Improving last-mile connectivity (including digital) and building feeder roads beyond major trunk roads. Improving the Mogadishu Road Corridor with a specific focus on borderland areas
2. Trade and economic integration	<ul style="list-style-type: none"> AFE Regional Trade Facilitation Project (World Bank) Toward Free Movement and Labor Mobility in the IGAD Region, Phase II (EU) 	<ul style="list-style-type: none"> Trade and mobility. Expanding trade and mobility projects to address these issues in this cluster 	<ul style="list-style-type: none"> Supporting local cross-border trade, especially for women traders Ensuring access to financial services for small-scale traders Regulating livestock trade
3. Building resilience	<ul style="list-style-type: none"> No pipeline projects 	<ul style="list-style-type: none"> Borderland resilience. No further opportunities Sustainable livelihoods. No further opportunities Social cohesion. No further opportunities 	<ul style="list-style-type: none"> Managing transboundary rangelands Livelihoods programming beyond refugee and host communities Improving food security Conducting social cohesion and community peace forums and developing systems beyond refugee and host communities
4. Human capital development	<ul style="list-style-type: none"> No pipeline projects 	<ul style="list-style-type: none"> Basic social services. No further opportunities 	<ul style="list-style-type: none"> Ensuring last-mile service delivery beyond refugee and host communities Coordinating cross-border service delivery Strengthening borderlands data

AfDB = African Development Bank; EU = European Union; IGAD = Intergovernmental Authority on Development.

Borderlands between Djibouti, Ethiopia, and Somalia

This section summarizes the opportunities to leverage pipeline projects and expand existing projects to address development priorities in the borderlands shared between Djibouti, Ethiopia, and Somalia, including IGAD’s cluster 4: Dikhil. It includes the extent to which these projects could address the gaps identified in the first action of the first year of implementation, as summarized in the previous chapter.

Table 5.6. Investment Opportunities for Djibouti, Ethiopia, and Somalia’s Shared Borderlands—Pipeline Projects and Expansion Projects

Pillar	Existing Priorities to Be Leveraged	Relevant Priority Outcomes	Key Gaps That Will Remain
1. Regional infrastructural connectivity	<ul style="list-style-type: none"> Phase II of the Eastern Africa Regional Digital Integration Project (World Bank) Horn of Africa Digital Market Integration (AfDB) Single Digital Market (EU) Ethiopia–South Sudan: Djibouti Transport Corridor (AfDB) Horn of Africa Regional Integration for Sustainable Energy Supply (RISES) 	<ul style="list-style-type: none"> Connectivity. Further scope to leverage projects to address borderland connectivity, including digital technology and roads 	<ul style="list-style-type: none"> Improving last-mile connectivity (including digital) and building feeder roads beyond major trunk roads
2. Trade and economic integration	<ul style="list-style-type: none"> AFE Regional Trade Facilitation Project (World Bank) Toward Free Movement and Labor Mobility in the IGAD Region, Phase II (EU) 	<ul style="list-style-type: none"> Trade and mobility. Expanding trade and mobility projects to address these issues in the cluster 	<ul style="list-style-type: none"> Supporting local cross-border trade, especially for women traders Ensuring access to financial services for pastoralists and small-scale traders
3. Building resilience	<ul style="list-style-type: none"> No pipeline projects 	<ul style="list-style-type: none"> Borderland resilience. No further opportunities Sustainable livelihoods. No further opportunities Social cohesion. No further opportunities 	<ul style="list-style-type: none"> Managing transboundary rangelands Livelihoods programming beyond refugee and host communities Conducting social cohesion and community peace forums and developing systems beyond refugee and host communities
4. Human capital development	<ul style="list-style-type: none"> No pipeline projects 	<ul style="list-style-type: none"> Basic social services. No further opportunities 	<ul style="list-style-type: none"> Ensuring last-mile service delivery beyond refugee and host communities Coordinating cross-border service delivery Strengthening borderlands data

AfDB = African Development Bank; EU = European Union; IGAD = Intergovernmental Authority on Development.

Action #2: Prepare policy white papers for the three remaining policy priorities

In the short term, the roadmap proposes turning attention to the three remaining policy priorities for the borderlands:

1. Strengthen the policy framework for cross-border local economic development and sustainable livelihoods;
2. Enhance transboundary resource management in the borderlands; and
3. Deliver basis cross-border services.

KEY STEPS TO ACHIEVING SHORT-TERM ACTION #2

- The HoAI Secretariat will commission the preparation of policy white papers in collaboration with development partners and assign HoAI focal points and national advisors to each take the lead on coordinating one paper.
- HoAI focal points and national advisors will support country technical and stakeholder consultations, including government and nongovernment stakeholders, as part of the preparation of the policy white papers, including national and local consultations.
- HoAI development partners will provide technical support for the preparation of the policy white papers.
- The HoAI Secretariat will track the preparation of the white papers and report on their progress.
- The HoAI Secretariat will arrange to present the white papers to the HoAI Ministerial Group for input and endorsement.

Strengthen the policy framework for cross-border local economic development and sustainable livelihoods

Multiple sectoral policies already exist to support local economic development and livelihoods in the borderlands, but they remain largely uncoordinated. Furthermore, existing policy frameworks do not always consider the role played by informal norms and institutions in supporting local economic development. Policy development for this priority will focus on:

- Developing policy, legal frameworks, and procedures for monitoring and controlling transboundary animal diseases;
- Prioritizing borderland-specific policies around access to finance, especially through the development of policy frameworks on Islamic finance and microfinance;
- Exploring the possibility of locally led arrangements and platforms to facilitate cross-border access to services, especially health and education;
- Harmonizing national and subnational policies related to borderland livelihoods; and
- Ensuring adequate involvement of borderland communities in decision making on livelihood issues.

The first two policy issues flow directly from the key developmental needs identified in the national consultations. Given the centrality of pastoral livelihoods across the HoA's, transboundary animal diseases require policies to be created for sustained surveillance, prevention, and control through simultaneous vaccination in borderland communities. New policies could establish and operationalize a system for livestock identification and traceability to enhance international trade in livestock and livestock products. Furthermore, given the paucity of financial services available to border communities in general and pastoralist communities in particular, such systems should be developed where they do not yet exist.

Policy discrepancies between national and subnational policies and practices pertaining to borderland livelihoods should be reduced. For example, where pastoral lands are managed according to traditional governance systems, inconsistencies with national and district state regulations often lead to confusion, conflict, and reduced use of legal and other frameworks for dispute resolution. A more tailored stock-taking process is needed for livelihood policies and the identification of inconsistencies.

Enhancing transboundary resource management in the borderlands

Communities in the HoA's borderlands have faced a succession of overlapping shocks over the last few years, including conflict, displacement, climate change, and food insecurity. While the resilience needs are widespread and many, in the short term, policy responses could concentrate on transboundary resource management, with a focus on adapting and mitigating the effects of climate variability and shocks. The two most important resources in these areas are groundwater and rangeland because pastoralism and agropastoralism continue to be the most dominant livelihoods. Policy coordination should build on existing initiatives in the regions, especially those led by the relevant IGAD bodies, including the Conflict Early Warning and Response Mechanism (CEWARN), Conflict Early Warning and Response Units in HoA countries, IGAD Drought Disaster Resilience Sustainability Initiative, IGAD Climate Prediction and Applications Centre, and IGAD Centre for Pastoral Areas and Livestock Development. In particular, the IGAD Drought Disaster Resilience Sustainability Initiative is a strategic framework that guides the implementation of coordinated and integrated interventions to enhance resilience and reduce vulnerability in the region's drought-prone communities and ecosystems. These initiatives should be strengthened.

Efforts are already underway to establish a regional framework for cooperative assessment, monitoring, and management of the shared groundwater resources in the region, including through support from the Groundwater for Resilience Project. The policy priority should be to develop a joint management system for transboundary groundwater resources in the Horn of Africa based on a regional legal and institutional framework. Similar policy frameworks should be developed for the transboundary management of rangeland. These policy interventions should be closely coordinated with the interventions on cross-border mobility, especially efforts to adopt and ratify the draft IGAD transhumance protocol.

Protocols for cross-border basic service delivery

Across borderland regions, communities already use cross-border services informally. A point of policy development could focus on whether these arrangements could be formalized through local-level memoranda of understanding or cooperation agreements.

Action #3: Complete an institutional review on the need for a regional borderlands commission and strengthening local governments in borderlands

The roadmap consultations identified that there are several regional initiatives related to borderland development, but they are fragmented. Some of the most relevant existing initiatives, as previously noted, are CEWARN, Conflict Early Warning and Response Units, the IGAD Drought Disaster Resilience Sustainability Initiative, IGAD Climate Prediction and Applications Centre, and IGAD Centre for Pastoral Areas and Livestock Development, which all operate under the aegis of IGAD. The functioning of each touch on borderland development, but none is solely focused on borderland development. For example, CEWARN concentrates on early warning across the IGAD region, the IGAD Centre for Pastoral Areas and Livestock Development provides a framework for the implementation of coordinated and integrated interventions to enhance the resilience and reduce the vulnerability of drought-prone communities and ecosystems in the region, and the IGAD Climate Prediction and Applications Centre provides timely early warning information to help the region's countries prepare for climate variability and change.

The roadmap therefore proposes to explore the need for a multisectoral regional borderlands commission to lead and coordinate borderland development. Such a commission or similar body could supplement the work of existing institutions and increase their effectiveness. It could comprise nominees of HoAI member countries as well as IGAD, with development partners as observers. It could identify spatial gaps in the implementation of projects and policies, especially inconsistent implementation of investments within the same borderland region, as well as overall gaps in response to development needs.

In addition to a regional commission, it is critical to strengthen the role of local governments in managing cross-border development. This includes design of a local cross-border platform for borderland development that builds off past and ongoing activities. The review would inform the design of the cross-border platform proposed for inclusion in a dedicated multi-sectoral borderlands program (see Medium-Term Action #1).

As a first step, the roadmap proposes to commission an institutional review of the need and design of such a body. The results of the review should identify additional actions to include in a revised future roadmap.

KEY STEPS TO ACHIEVING SHORT-TERM ACTION #3

- The HoAI Secretariat and development partners will convene and agree on terms of reference for a review of roadmap implementation in its second year (2025).
- HoAI development partners will support the identification and financing of the roadmap implementation review.
- The HoAI Secretariat, focal points, and development partners will facilitate consultations that include government, nongovernment, and borderland community stakeholders.
- The HoAI Secretariat will table the review findings and recommendations with the HoAI Ministerial Group for consideration and advice.

Action #4: Complete a review of the borderland country groups

During roadmap consultations, participants agreed to be flexible regarding priority borderland country groups. This approach allows additional country groups (e.g., South and Sudan, Ethiopia, and Sudan) to participate if the situation and enabling conditions on both sides of the relevant borderland cluster are adequate for development programming. It also allows for a review of the geographic scope of the existing clusters and the need for additional clusters within the ambit of a borderland country group. For example, the consultations in Somalia and discussions between Kenya and Somalia identified the potential to expand the scope of the “Mandera triangle” cluster to encompass the Kenya–Somalia borderland areas further south.

The roadmap therefore proposes that HoAI and its member states commission a review on the roadmap borderland groups to determine if any adjustments are warranted and feasible to the spatial scope. Ultimately it was agreed to focus on the initial clusters as summarized in the introduction but that flexibility is required and that the scope could expand in the future.

KEY STEPS TO ACHIEVING SHORT-TERM ACTION #4

- HoAI focal points will convene and agree on terms of reference for the cluster review in collaboration with partners and regional organizations such as the Intergovernmental Authority on Development.
- HoAI development partners will support the identification and financing of the assignment.
- The HoAI Secretariat will table the review findings and recommendations with the HoAI Ministerial Group for consideration and advice.

6. Medium-Term Actions (2026–28)

Action #1: Launch a multisectoral regional program and other projects to plug remaining gaps in priority development outcomes in the borderlands

The roadmap consultations identified the need for a dedicated borderlands program in the medium term.

The proposed program would address investment gaps and deliver complementary local investments, coordinate sector project at the local level, and support the institutional framework for borderland development. It would build on the lessons and experience of other regional borderland projects discussed during consultations (see box 6.1). Although the exact gaps and needs in each borderland country cluster will evolve depending on extent to which the existing and pipeline projects are successfully leveraged, the following areas were discussed:

- **Complementary last-mile infrastructure.** Support to the connectivity borderland development priority, which could include feeder roads, off-grid energy connections, and last-mile digital connections, such as “smart” or “digital villages.”
- **Facilitation of small-scale trade, including for women and youth.** Support for the trade and mobility borderland development priority could include accessible trade information desks in borderlands, border markets, a women’s trade association, and other activities that would advance the implementation of priority trade policies for the borderlands.
- **Natural resource management.** Support for the community resilience borderland development priority could include community-based natural resource management and locally led climate action.
- **Local economic development.** Support for the sustainable livelihoods borderland development priority could include financing for local economic infrastructure; access to finance activities; local business development services; and forums for public, private, and local businesses and local associations to come together to prioritize investments and activities for local economic development.
- **Peace building and conflict management.** Support for the social cohesion borderland development priority could include engaging with the work of community and traditional leaders in conflict mediation and advocacy efforts to improve public safety as well as with cross-border institutions for conflict management and dialogue.
- **Basic social service delivery grants.** Support for the basic social services development priority could include conditional grants to local governments and communities to increase access to basic social services, such as health and education, and improve the quality of these services in borderlands.

BOX 6.1

West Africa Borderlands

Three projects in West Africa funded by the World Bank seek to address deterioration in the security context in the Sahel, through community led platforms to deliver multi-sectoral investments to support rural livelihoods, climate resilient infrastructure, trade, and connectivity. These are:

- Community-Based Recovery and Stabilization Project for the Sahel
- Lake Chad Recovery and development Project
- Gulf of Guinea Lagging Regions Social Cohesion Project

The projects also supports community participation and social inclusion in local development planning, while building local government capacity for demand-driven and accountable local governance.

The program could also support the implementation of a local cross-border platform for borderland development that builds off past and ongoing activities (see Short-Term Action #3). Efforts to empower borderlands and enhance their voice in policy making, planning, and local governance could include capacity building and institutional strengthening grants for local governments and communities to strengthen planning, development coordination, public participation, and social risk management at the local level across borders. This would complement regional and national institutions and build on or complement existing initiatives in specific borderland clusters. The local platform would:

- Act as a central hub for sharing information, coordinating efforts, and promoting collaboration among various stakeholders, including local communities, government agencies, nongovernmental organizations, and international organizations.
- Provide a space for local communities to actively participate in the planning and decision-making process. It can enable them to voice their needs, priorities, and aspirations, ensuring that development plans and projects are aligned with their specific requirements.
- Enhance accountability by providing a mechanism for monitoring and reporting on the progress of development projects and the utilization of resources. It can enable citizens to hold government officials and other stakeholders accountable for their actions and ensure transparency in the allocation and management of funds.
- Serve as a bridge for cross-border cooperation and collaboration between neighboring countries. It can facilitate the exchange of information, joint planning, and implementation of projects that benefit both sides of a border.

In borderland regions with existing platforms serving similar functions, those systems could be strengthened. In other areas, such platforms will need to build on existing informal institutions. These mechanisms must be appropriately representative and consider the political economy of the specific borderland.

The exact design of the program, its scope in terms of development priorities and spatial scope (i.e., the borderland clusters it would cover), and the implementation arrangements require further elaboration during preparation.

KEY STEPS TO ACHIEVING MEDIUM-TERM ACTION #1

- HoAI and development partners will agree on a timeline for preparation.
- HoAI and development partners will prepare a West African knowledge exchange, visiting the community and local development borderland projects discussed during consultations and/or similar projects.
- HoAI and development partners will commission reviews of existing relevant projects, e.g., the European Union's cross-border program, to inform design and scope.
- The HoAI Secretariat will consolidate findings and report to the HoAI Ministerial Group as part of the annual update.

Action #2: Leverage a Regional Statistics Program to improve borderlands data

The roadmap consultations identified the need to strengthen the collection, quality and use of data on borderland services and development. Improving the quality of data on the borderlands is critical to strengthening the analytical foundations for borderland investments, policy dialogue, and institutional strengthening. It is also critical for advocacy purposes, results, accountability and learning. As the tables in the previous chapters indicated, there are limited opportunities to leverage the existing portfolio to improve the quality of statistics and data in the borderlands. Thus, this Roadmap proposes to leverage a follow regional program on statistics through the inclusion of specific component or results area on borderland data.

7. Implementation

Coordination Structure

The implementation mechanisms for the Horn of Africa Initiative (HoAI)'s Roadmap for Accelerating Development in the Borderlands of the Horn of Africa 2024–27 comprises three coordination levels: (1) principals; (2) regional technical committee; and (3) multisectoral national steering committees.

1. Principals

The HoAI ministers will remain the principals and oversee the overall implementation of the roadmap.

They will use their existing quarterly ministerial meetings to receive updates, monitor progress, advise on strategic direction, and endorse specific actions including updates to the roadmap itself.

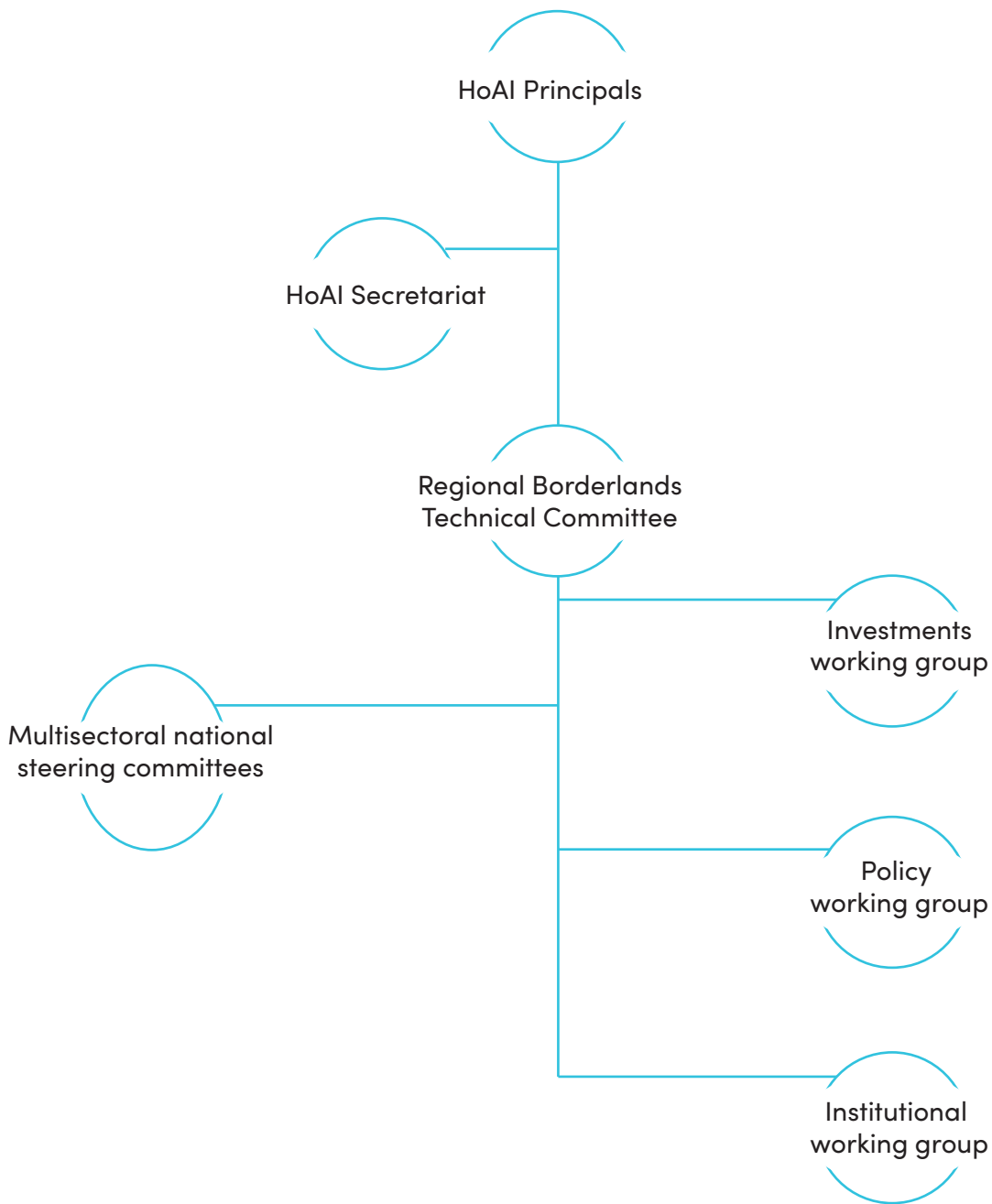
2. Regional technical committee

The HoAI Secretariat will be supported by a regional technical committee comprising the ministers of finance of HoAI country members or their representatives. The current chair of the HoAI Secretariat will coordinate the committee's activities. Subject to the availability of funding, the technical committee will establish working groups as required for specific tasks, including the actions enumerated in this roadmap. The committee and the working groups will remain results- and outcome-oriented and will thus remain flexible rather than ossify as bureaucratic structure and gatekeeper. This indicative structure is schematically represented in figure 7.1.

3. Multisectoral national steering committees

As part of the continued national-level leadership of the borderlands' development agenda, multisectoral national steering committees could be created. These steering committees could be drawn, at least in part, from the members of the existing national working groups and be supported by technical assistance funds. These committees would help ensure the prioritization of borderland development issues in national policy debates and development efforts, provide a forum for engagement between national and subnational government, and ensure that national funds directed toward borderland development are appropriately allocated.

FIGURE 7.1
Coordination Structure for the Roadmap for Accelerating Development in the Borderlands of the Horn of Africa 2024–28



Partnerships

Several key partnerships will require strengthening to ensure implementation of the roadmap. A few are identified below, with the remainder to be identified over time.

- Foremost among these will be the partnership with the **Intergovernmental Authority on Development (IGAD)**, which has a strong track record of activity in the HoA borderlands and, as the regional economic community for the HoA, is especially concerned with borderland development. IGAD is already active in some specific parts of borderland areas, and in some cases, in the thematic areas where the roadmap recommends interventions. There are clearly synergies to be explored.
- The **United Nations Development Programme’s Africa Borderlands Centre** offers specialized expert knowledge and technical advice to enable better design, implementation, and adaptation of development programs for border regions across Africa.
- The HoAI roadmap should be attuned to all relevant donor programs but particularly the **Deris Wanaag** project, which is being implemented by the United Kingdom’s Foreign, Commonwealth & Development Office. This is a cross-border project seeking to enhance peace and stability, and strengthen social and economic dynamics, in the border areas between Kenya, Somalia and Ethiopia.
- In addition to these, a broader mapping of donor projects affecting the borderlands should be undertaken as part of the process of identifying pipeline projects during the short-term activities of the roadmap.

Results and Learning

The roadmap is not a project document, and given its multisectoral and multiregional scope, it does not include a traditional monitoring and evaluation mechanism. Instead, table 7.1 offers a list of activities that advance key roadmap priorities. Progress against these goals will be measured by the Borderlands Task Force (see figure 7.1). Because the roadmap will be implemented over a four-year period, the descriptions provided are broad and merely indicate what the activities are—not the methodologies or approaches that will be used to implement them. Members of the Borderlands Task Team will arrive at a more complete consensus on the details of how these activities will be implemented during the start-up phase of roadmap implementation.

Table 7.1. Goals and Activities of the HoAI Borderland Roadmap

Goal/Priority	Activities
Kick start implementation of roadmap short-term priorities.	<ul style="list-style-type: none"> Mobilize donor seed funding by the end of 2023.
Create the Borderlands Support Facility to support the implementation of activities.	<ul style="list-style-type: none"> Conduct consultations with development partners. Develop a concept note for the Borderlands Support Facility. Create and administer the Borderlands Support Facility.
Develop borderland-group-specific strategies for investments, policy coordination, and institutional support (subject to the availability of resources).	<ul style="list-style-type: none"> Conduct consultations to identify investment, policy, and institutional priorities for each borderland group. Develop specific strategies for each borderland group covered by the roadmap. Develop an action plan and timeline for implementation. Conduct dissemination of localized strategies to the borderland groups.
Investments	
Leverage existing projects (immediate). HoAI can leverage existing but still new operations to tackle the priorities for each borderland cluster.	<ul style="list-style-type: none"> Begin the consultation process with relevant governmental official counterparts, implementing agencies, developmental partners, and civil society groups. Conduct additional analytical research or a scoping study, as needed, to leverage the project for borderland development. Develop a short project concept note with details on how operations can be leveraged to tackle the borderlands' priority development needs.
Expand existing projects (short-term). HoAI projects that are not active in the borderland cluster or are only active on one side of a cluster should be expanded.	<ul style="list-style-type: none"> Begin consulting with relevant governmental official counterparts, implementing agencies, developmental partners, and civil society groups. Conduct additional analytical research or scoping study, as required, to leverage the project for borderland development. Develop a short project concept note with details on how operations contribute to tackling the borderlands' priority development needs.
Pipeline projects (short-term). HoAI can leverage pipeline operations in every borderland cluster.	<ul style="list-style-type: none"> Begin the consultation process with relevant developmental partners on the need to include a borderland perspective in pipeline projects. Conduct additional analytical research or scoping studies, as needed, to leverage the project for borderland development. Develop a concept note outlining details on how the operations contribute to tackling the borderlands' development priorities.
Investment gaps (medium-term). New operation(s) should fill gaps in the five borderlands' priorities and existing or pipeline portfolio in the borderland clusters.	<ul style="list-style-type: none"> Develop project concept notes for new operation(s) that can fill gaps in the five borderland priorities.
Policy	
Policy development and coordination across thematic areas. The thematic areas are: increasing connectivity, trade and mobility, local economic development (LED), resilience, and strengthening social cohesion.	<ul style="list-style-type: none"> Conduct a short policy review and establish baseline policy situations for each borderland group and for each thematic area. Develop policy development and coordination plans for each of the borderland regions. Assess progress on policy development and coordination on an annual basis.
Institutions	
Create a multisectoral regional borderlands commission under HoAI.	<ul style="list-style-type: none"> Conduct consultations with national stakeholders as well as IGAD on the appropriate role and structure for a multisectoral regional borderlands commission. Develop a draft concept note for a regional borderlands commission. Develop draft terms of reference for a regional borderlands commission.
Create a national multisectoral borderlands steering committee.	<p>Conduct consultations with national stakeholders on the appropriate role and structure for a multisectoral national borderlands steering committee.</p> <p>Develop a draft concept note for the committee.</p> <p>Develop draft terms of reference for the committee.</p>
Create a local borderlands cross-border platform.	<p>Conduct consultations in the whole borderland group with national and local stakeholders on the appropriate role and structure for a multisectoral local borderlands cross-border platform.</p> <p>Develop a draft concept note for the local Borderlands Cross-Border platform.</p> <p>Develop draft terms of reference for the local borderlands cross-border platform.</p>

8. Enabling Conditions, Risks, and Mitigation Measures

Carrying out the planned activities in the Horn of Africa’s borderlands will require a basic level of security. This is the key enabling condition for the roadmap. Insecurity can involve interstate or intrastate conflict, an increase in the level of violent extremism, or intercommunal violence. The process for tracking implementation and monitoring under the roadmap will need to account for changes in overall security levels. Table 8.1 outlines major potential risks and mitigating actions.

Table 8.1. External Security Risks and Mitigating Actions in the Horn of Africa’s Borderlands

Risk	Likelihood	Impact	Mitigation Strategy
Major conflict erupts in targeted border areas, including incidents over the impacts of climate change.	Medium	High	Regularly monitor local and regional contexts and ensure flexibility to relocate operations across borders or to other parts of the region, as appropriate.
National and local governments are not interested in improving cooperation on cross-border matters.	Low	High	Involve key stakeholders in all discussions and consultations during the implementation of the roadmap.
The region experiences political instability.	Medium	High	Strengthen and maintain a regular dialogue with authorities and bolster dialogue with communities. Retain the flexibility to switch focus to a different borderland group if implementation is not possible a particular area.
Issues arise related to access, security, and safety.	Low	Low	In the event of drastic changes to the security situation, delay or move the location of activities.
Resources are not available to support the various institutions, structures, and activities envisaged in the roadmap.	Medium	High	Strengthen relationships with national stakeholders and encourage increasing degrees of ownership over the process.

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