



CROSS-BORDER INTEGRATED PROGRAMME FOR SUSTAINABLE PEACE AND SOCIO-ECONOMIC TRANSFORMATION



**MARSABIT COUNTY, KENYA AND
SOUTHERN ETHIOPIA (BORANA AND DAWA ZONES)**



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Cross-Border Project **BACKGROUND**

Communities in border regions are, oftentimes, spatially and hierarchically far from the decision-making centres and the capital cities, whose decisions have minimal bearing on the specific problems and potentials of these regions. After many years of marginalization, by the central governments of many African countries, Ethiopia and Kenya included, embarked on decentralization and devolved system of governance in a bid to empower local communities and promote development at the community level.

For instance, Ethiopia under its constitution introduced a system of 9 ethnically-based regions and two administrative regions under the Regionalisation Framework while Kenya devolved political power and financial resources to 47 County Governments following the promulgation of the New Constitution of 2010.

With decentralization policies in place, the need for cooperation between economically and culturally linked border regions has emerged as one of the most important area-based development strategies for strengthening regional cooperation that promotes peace and sustainable development. Support for cross-border cooperation in the Horn of Africa gained momentum in late 2014 with a joint pledge of political and financial support from the former UN Secretary-General, World Bank Group President, President of the Islamic Development

Bank Group and the African Union Commission, the European Union, the African Development Bank, and Intergovernmental Agency for Development (IGAD).

There is a growing recognition of the need to transform the border regions from being “barriers” to a “bridge”. This will give communities on both sides of the border opportunities for: (a) better cooperation in breaking their isolation; (b) improve their livelihood and socio-economic conditions; (c) effectively manage and conserve their resources; and (d) strengthen their cultural understanding and trust to bring about sustainable resources and development.

On the other hand, if not planned for and managed properly, cross-border relations could result in an increase in conflicts, violent extremism,

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Women group from Marsabit County

proliferation of small arms, human and drug trafficking and general instability that leads to loss of lives and property, all amounting to a humanitarian crisis.

49,797 km²

**AREA COVERED BY BORANA
ZONE IN ETHIOPIA**

70,961 km²

**AREA COVERED BY MARSABIT
COUNTY IN KENYA**

Challenges in **THE REGION**

Challenges of pastoralism

The population is largely pastoralist and movement transcends national and international boundaries. These inter-regional and cross-border movements often lead to conflicts over water and pasture. Consequently, in these pastoralists' region, many households have been displaced from their original settlements due to conflicts arising from cattle rustling; inter clan disputes and violent conflicts over pasture and water. The pastoralists also lack a ready market for their livestock.

Violent conflict and extremism

Armed conflict and violence have become increasingly complex, dynamic and protracted. The impacts on civilians are devastating, Although in 2017, the number of deaths caused by terrorist groups globally was 27% less than the year before, terrorist attacks still continue to create mayhem as in the case of the recent Dusit hotel in Kenya, where 21 innocent lives were lost. There are strong gender dynamics underpinning radicalization and violent extremism, hence promotion of gender equality is itself a counter-measure to radicalization. Border porosity and ethnic fluidity make conflicts easily spillover from one country to another. A complex conflict pattern makes it difficult to design the right socio-economic intervention strategies or monitor and evaluate the impact of such strategies. Violent conflicts also force civil servants, teachers, medical officers, development partners and NGOs to leave the region for better and conflict free areas.

Gender dimensions of poverty

The region has high levels of poverty, food insecurity, low levels of education, high levels of civil insecurity and low levels of gender development. Marsabit County has a gender inequality index of 0.7



Assylum seekers from Ethiopia receiving assistance during an outbreak of conflict in Moyale Ethiopian side in 2018

compared to the national average of 0.6. Women and youth participation in decision-making in political, economic and social sphere is significantly low in Marsabit County mainly due to the patriarchal social system. Women are also susceptible to various forms of gender-based violence (GBV), early marriage, girl child school drop out, and HIV/AIDS, thus increasing their vulnerability.

Cross-border migration

Migration through the Marsabit-Ethiopian border takes irregular forms such as human trafficking or people smuggling, or entry into Kenya without proper documentation. Although many migrants travel using legal means, irregular migration has become a worrying phenomenon and is contributing to regional insecurity. Different forms of human trafficking and people smuggling incidents have complicated the border situation. The aforementioned drivers of conflict in the region such as resource and territorial control, violent extremism, effects of climate change and poverty, fuel various cross-border migrations, either by force or by choice, and can cause further insecurities for the entire region.



Water well in Marsabit

Lack of potable water

A recent needs assessment done in the region indicates that water is the major problem in the region, followed by absence of peace and security, lack of a livestock market and electricity.

Youth unemployment & marginalisation

The area is one of the most under-developed regions and suffers from high levels of human insecurity. This is partly a result of a long history of economic marginalization and social exclusion. Unemployment level here is one of the highest in the Horn of Africa, making the youth vulnerable to radicalisation and recruitment by terrorist groups.

Climate change

Climate-induced crises and consequent droughts and flash-floods exacerbate vulnerability and poverty in pastoralist communities and adversely affect and worsen the livelihood of the pastoralists and their livestock. The high incidences of flooding and drought, heat waves, and the frequent erratic weather patterns, which have exacerbated poverty, displacement and hunger among millions of people, are partly attributable to climate change.

Poor infrastructure

There is lack of proper infrastructure facilities, including roads, education and health facilities, communication and electricity in these regions.

Rural-Urban Linkages

Rural-urban linkages focuses on clarifying issues around interdependence of rural and urban sectors of socio-economic systems and population. Ideally, balance between the two ought to promote relationships that generate mutual benefits for proportion of populations that reside in rural areas and towns. Unfortunately, socio-economic and political power inequalities exist between rural and urban areas which favour the urban sector against rural sector. The cross-border programme endeavours to address these socioeconomic inequalities to bring equity and social justice.





(Photo courtesy: Marsabit County Government)

Opportunities in THE REGION

Livestock and agriculture

The region has a large number of livestock which can be harnessed for meat and dairy products. The population of livestock in Borana Zone, Oromiya Region was estimated to be 1,048,909 cattle, 396,819 sheep, 989,691 goats and 62,789 camels CSA¹. Livestock keeping is the main economic activity in Marsabit County. The main livestock kept include approximately 420,000 cattle, 2,029,490 goats, 1,851,452 sheep, 217,360 camels, 81,900 donkeys and 45,860 chicken².

Trade and economic potential

Informal cross-border trade between the communities generates much revenue for both areas. If this trade is formalised, it could generate even more revenue for both regions. The growing urban population, the rising disposable incomes in Ethiopia and the Lamu Port-South Sudan-Ethiopia Transport (LAPSSSET) Corridor will see the region's economic potential grow even faster. With the completion of the Isiolo-Moyale highway, there will be immense opportunities for enhanced trade, connectivity; and efficient movement of goods and people.

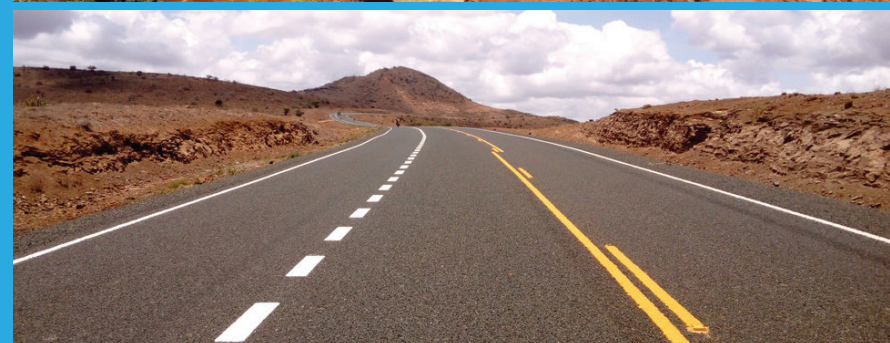
To address peace-building and prevention of violent extremism, ILO and IGAD have a programme on improving opportunities for Labour Mobility and Decent Work. With DFID, ILO has a programme on Improving Labour Migration Governance to protect migrant workers and combat irregular migration, mainly in Ethiopia.

¹ Central Statistical Agency. *Livestock and Livestock Characteristics Report. Federal Democratic Republic of Ethiopia Report.* Pg. 194.

² Marsabit County CIDP (2018-2022).

The IGAD-FAO Partnership Programme on drought resilience aims to bring communities at the centre of cross-border policy and investment discourse and actions, not only as beneficiaries, but as key stakeholders defining the agenda of their future. It is funded by Swiss Agency for Development and Cooperation SDC and is implemented in 3 areas of Ethiopia, Kenya and Somalia borders including Dolo Ado and Dolo Bay-Ethiopia, Mandera-Kenya and Gedo-Somalia among ethnic Somalis. The target areas also encompass the watershed of the Dawa River which forms part of the Ethiopia-Somalia and Ethiopia-Kenya border.

In addition, FAO through support from European Union in South Sudan is supporting the cross border livestock and trade coordination in Sudan, Ethiopia, Uganda and Kenya border areas.



Top: the old road from Isiolo to Moyale made travel to the region a challenging undertaking, especially during rainy season. Below: the newly constructed road that is facilitating socio-economic transformation.



(Photo courtesy: The Star)

Lake Turkana Windpower

Clean Energy

The County Government of Marsabit recently invested in Lake Turkana Wind Power Project which will contribute 310 MW to the national grid. Biogas and solar energy also offer great potential. Investing in clean and renewable energy will have a positive impact on the environment, health and the biodiversity of the region while meeting the energy needs of the communities on both regions.

Local capacities

The local communities have shown that they have the knowledge, skills and talent that can be useful in the roadmap to peace and development. With further training and proper facilitation, the peace committees can be even more effective instruments of peace-building and social cohesion. There are peace committee members and also 35 community

35 **Number of community elders from different ethnic communities who could be facilitated to enhance peace in the region**

elders from different ethnic communities who could be instrumental in bringing sustainable peace if they are supported and their institutional capacity is strengthened.

Women’s capacities to mentor, negotiate and mediate in peace and security, including preventing and countering violent extremism efforts have been largely untapped. Implementation of constitutional provision on gender in the formation of the Peace Committees to ensure that women’s active participation would ensure that county peace initiative reflect the needs of women, men, girls and boys.

Potential for Tourism

The region’s diverse and rich culture and heritage, historical and geographical sites present a huge tourism potential. With proper planning and investment, the region can benefit from tourism, especially if the two cross-border regions come up with a coordinated tourism policy that builds on the two regions’ comparative advantage and complementarities and establish a common agreement i.e. Northern Corridor Tourism Circuit and linking it with Vision 2030 and other long-term development plans of both countries.



(Photo courtesy: The Star)

Lake Paradise is one of the beautiful crater lakes that attracts tourists in the Marsabit National Reserve .

Objectives of THE PROGRAMME

The main objective of this cross-border and area-based programme is, in the short- run, to reduce vulnerability and increase resilience of communities affected by conflict in the border region through identification and promotion of sustainable livelihood projects and conflict management strategies. In the long-run, the programme aims to economically empower the communities through a judicious mix of socio-economic transformative programmes that include infrastructure development, industrial and agricultural development projects, and the development of health and educational facilities.

The purpose of this programme is to set out the interventions required to bring the area to the same threshold as the rest of their respective countries. The objective of this project is in line with the Government of Kenya's policy as stipulated in MTP 2 to "establish effective peace and conflict structures throughout the country; re-engineering the national government coordination mechanism to prevent, manage and resolve conflicts efficiently and effectively; and enhancing the capacity of international cross border conflict management"³. This programme is also in line with the Ethiopian Government's Growth and Transformation Plan II whose objective is to "combat the scourge of recurring drought, harness economic potential and spur long-term investments. The anticipated result should be a successful economic transformation of the arid and semi-arid lands in Ethiopia"⁴.

Methodology

The programme used Participatory Action Research to understand the dynamics and drivers of conflict in the cross-border area and to identify the root causes/impacts of conflict. The Research will also properly diagnose and identify the factors or stakeholders that could contribute to sustainable peace in the region. In this regard, research was conducted with a problem and policy goal in mind to provide a scientific explanation to the dynamics of conflict, its context and possible intervention areas in order to avoid negative impacts and maximize on benefits. The project used both qualitative and quantitative research methodologies to address the specific objectives of the study. This was done through focus group discussion; questionnaires, face-to-face interviews and key informant interviews.

³Government of Kenya (2013). *Second Medium Term Plan (2013-2017): Transforming Kenya: Pathway to devolution, socio-economic development, equity and national unity*. Nairobi: Author.

⁴Ministry of Agriculture (2012). *Ethiopia Country Programme Paper to end Drought Emergencies in the Horn of Africa*. Addis Ababa. Author.







UNDP Assistant Administrator and Regional Director for Africa Ms. Ahunna Ezikonwa (left) with Ms. Ruth Kaggia, Kenya's Deputy Chief of Staff in the Office of the President, during a visit to Moyale.

Geographic Information System (GIS) technology was used to collect and map the spatial data on both sides of the area to enable the stakeholders to understand the spatial distribution of resources as well as available infrastructural facilities. Similarly, tailor-made capacity building programmes on conflict management and peace-building, as well as alternative livelihood projects, were designed and implemented to improve the skills and knowledge of the local communities in preventing conflict and bringing about sustainable peace and development.

Emergency and long-term development projects were designed and implemented to address the immediate humanitarian concerns and long-term development objectives of the programme with the sole objective of bringing about lasting peace and sustainable development in the region.

Programme MILESTONES

- The programme was launched by H.E. President Uhuru Kenyatta of Kenya and the former Ethiopian Prime Minister, Hailemariam Desalegn, who formalized the initiative through a joint Memorandum of Understanding (MOU), signed on 7th December 2015 in Moyale together with IGAD Executive Secretary, Ambassador Mahboub Maalim, the former Governor of Marsabit County (Kenya) and the former President of Oromia Regional Government (Ethiopia).
- The UN provided technical support to Marsabit County for a mid-term review of its County Integrated Development Plan (CIDP 2013-2017) and the current CIDP (2018-2022), helping the County to mainstream the Sustainable Development Goals into the Plans.
- A GIS consultant was brought on board to collect and map the spatial data on both sides of the border to enable stakeholders to understand spatial distribution of resources, available infrastructure, conflict hotspots and migratory routes of the pastoralists.
- A “Biashara Centre” (business incubator centre) was established in Marsabit town to empower the youth and address the problem of youth radicalisation through engaging them in productive activities.
- A consultant was hired and undertook a Participatory Action Research (PAR) in both Marsabit and Borana regions. The PAR will help stakeholders to understand the causes, drivers, dynamics and impacts of conflict as well as tools of bringing sustainable peace. The Research would also identify the socioeconomic challenges

and opportunities of the region and enable policymakers to make informed decision when designing relevant intervention policies. A similar exercise will be undertaken in Dawa Zone, Ethiopia which was delayed due security challenges.

- A project proposal was submitted to EU to solicit funding from EU Trust Fund. EU provided €3.5 million for peace building and conflict management component of the Marsabit/Borana/Dawa cluster. EU also gave €8 million to UNDP to implement capacity building and coordination activities, in partnership with IGAD and UNEP, including sustainable watershed management and water diplomacy in three clusters – Marsabit-Moyale cluster, Mandera Triangle, and Omo-Turkana Cluster.
- The EU has now launched a significant new Programme, “Collaboration in Cross-Border Areas of the Horn of Africa Region – Phase I”, of which this project forms a part, financed by the Trust Fund. The Project contributes to (1) creating greater economic and employment opportunities; (2) strengthening resilience of communities, and in particular the most vulnerable; and (3) improving governance and conflict prevention, and (4) reducing forced displacement and irregular migration. As part of the overall EU Programme, UNDP, UNEP and IGAD will implement a project on conflict prevention, capacity building, coordination and effective transboundary water management in the following clusters:
 1. South-west Ethiopia and North-west Kenya, covering South Omo zone in Ethiopia and parts of Turkana and Marsabit in Kenya.
 2. The Kenya-Somalia-Ethiopia border, covering Mandera County in Kenya, Gedo region in Somalia and Doolow County in the Somali region of Ethiopia.
 3. Marsabit County Kenya and Borana/Dawa zones in Ethiopia.
- The Government of Japan has also provided US \$950,000 for conflict prevention & PVE in Marsabit and Mandera counties which will complement the EU support. The governments of Ethiopia and Kenya also pledged 10% of the total project budget but this requires proper negotiations and follow up with the relevant ministries.

- FAO launched a project to investigate how improved seasonality livestock feeding and provision of nutritional counselling will improve household nutritional status amongst the under-fives. This project aims to contribute to the delivery of the Global Sustainable Development Goals. FAO and UNICEF are involved in a livestock feeds and nutrition counselling project through a partnership that is also bringing on board the Washington State University and other key players in Kenya. FAO is working with the Marsabit County Government Departments, State Department of Veterinary Services, State Department of Livestock Production, The National Drought Management Authority, National Land Commission, Non State Actors, Community based Organisations in implementing its programs. Total estimated cost for the initiatives is US\$1,344,488.



FAO is supporting projects for resilience among pastoral communities in Marsabit County.

- UNWomen, the Government of Kenya and United Nations H6 partners (UNAIDS, UNFPA, UNICEF, WHO, and the World Bank) have a joint Programme on Reproductive, Maternal, Newborn, Child and Adolescent Health. In 2019, UN Women will work with Marsabit county to train health care workers to respond to GBV survivors. UN Women will also work closely with the other H6 partners to integrate GBV related issues in their support to HIV/AIDS response; maternal health and health systems strengthening.

- A toolkit developed under the UN Joint Programme on Reproductive, Maternal, Newborn, Child and Adolescent Health, which is an initiative of the GoK and UN H6 partners (UNAIDS, UNFPA, UNICEF, WHO, UN Women and the World Bank), was used to train up to 20 male **HeForShe** Champions, on ways to convene peer dialogues with other men on their role in addressing these issues.
- The project document framework was signed on 22 June 2017 by the representatives of the two governments and UN Country Teams of Kenya and Ethiopia.
- A Joint Retreat of UN Country Teams of Ethiopia and Kenya was held on 9-10 October 2017 in Addis Ababa. The meeting agreed on strategic intervention priority areas that can enhance UN support to the cross-border programme implementation and results.
- To jump start the EU peace building project, the UN conducted a “Stakeholders’ Identification & Analysis” Workshop on 3rd – 4th May 2018 in Moyale. About 70 participants both from Ethiopia and Kenya attended the workshop.
- To enhance national cohesion and strengthen cross-border community collaboration, the UN supported, through the EU Fund, Marsabit-Lake Turkana Cultural Festival, held from 20-22 May 2018.
- The Cross-border programme is now getting traction from different countries including Uganda. Representatives of the governments of Uganda and Kenya, and UN teams from the two countries organised a consultative meeting on 31 August 2018 in Nairobi Kenya to discuss how to replicate the Ethiopia-Kenya Cross Border initiative in the Karamoja Cluster. Following very productive discussions and deliberations, the participants came up with a draft MOU and cross-border framework that would be finalised and signed by the two governments before the end of the year.
- After this high-level meeting, a joint UNCT of Kenya and Uganda was held in Entebbe on 10 October to agree on strategic intervention areas and effective implementation modalities and also how to come



Kenya's Cabinet Secretary for Devolution and ASALs Hon. Eugene Wamalwa (left) with Uganda's Minister for Karamoja Affairs Hon. Eng. John Byabagambi during a meeting in Nairobi to discuss the establishment of a Kenya-Uganda Cross-Border peace initiative.



A temporary camp erected in Marsabit County to host communities fleeing an outbreak of clashes in Moyale, Ethiopia, in 2018.

up with an effective business plan.

- The Governments of Ethiopia, Kenya, the United Nations Office of Counter Terrorism, UNDP and IGAD held a side-event on 1-2 October 2018 on the margins of the UN General Assembly to show case the innovative approaches of Kenya and Ethiopia cross-border programme in preventing radicalisation and violent extremism and conflict at devolved levels and to exchange experiences in the Horn of Africa and beyond.
- UNDP, in partnership with the National government and county government of Marsabit, held a Peace Forum on 5-6 November 2018 in Marsabit Town to discuss the recent surge of violent conflict among various communities in Marsabit County and foster sustainable peace and security in the county. The Peace Forum aimed at reducing vulnerability and increasing human security among communities affected by conflict by identifying the causes, drivers and impacts of conflict in the county, and sensitizing the community and equipping their leaders with the requisite skills to identify and promote conflict prevention and management strategies.

- The Forum also aimed at exchanging information, promoting conflict-sensitive knowledge, and building capacity for improved early warning conflict prevention strategies besides helping the local community to deal with conflicts sustainably. Over 400 community members and political leaders participated in the Peace Forum, whose objective was to develop violence prevention and inter-communal cohesion strategies for the Marsabit County. All the four sub-counties participated. The Forum was extensively covered on audio/social and print media, some of which can be found on the following links:

<https://www.youtube.com/watch?v=ysvSgaKuRSQ>

http://www.the-star.co.ke/news/2018/11/06/marsabit-leaders-call-for-peace-as-undp-leads-rival-clans-to-a-truce_c1846212

<https://themasharikinewspaper.com/disarm-all-civilians-in-marsabit-leaders-urge-government/>



Group photo of UNCT Kenya/Uganda retreat in Entebbe to discuss the Karamoja Cluster Cross-border Programme on 10 October 2018.



The Way Forward

- Finalize the UN Business Plans as discussed/agreed during the Addis Retreat which will be the basis for resource mobilization and dialogue with the governments on resource optimization.
- Develop joint UNCT fund-raising strategies. This was again discussed during the Addis retreat.
- Finalize the recruitment of staff for all clusters and open the cluster offices in Omo/Turkana, Marsabit Moyale clusters and Mandera Triangle as soon as possible.
- Start full-fledged implementation of the EU supported conflict prevention and peace-building project.
- Strengthen the Inter-Ministerial Technical Committee.
- The UNCT Kenya and Uganda should discuss/agree how to support the design and implementation of the cross-border programme in Karamoja cluster.

"Kenya's multidimensional cross-border program simultaneously addresses violent extremism, human trafficking, economic development, local governance and inter-communal peace with mutually reinforcing objectives and means. Now offered as a global model of best practice"

- UNU Centre for Policy Research

<https://i.unu.edu/media/cpr.unu.edu/attachment/2852/RC-Project-Kenya.pdf>



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