



**11<sup>TH</sup> IDDRSI PLATFORM STEERING COMMITTEE  
MEETING (VIRTUAL),  
23<sup>RD</sup> JULY 2020**

**IMPLEMENTATION OF IDDRSI IN CROSS BORDER  
AREAS**

# 1. Challenges and Opportunities for Resilience Building in Cross Border Areas of the IGAD Region

## 1.1 Challenges

Pastoralism and agro-pastoralism are the dominant livelihoods systems of the IGAD region that cover around 70 % of the regions land mass. IGAD Member States share more than ten thousand kilo meters of international borders<sup>1</sup>. These borderlands fall in the ASALs and are inhabited most vulnerable populations that were affected by series of hazards, including conflicts that makes them critical for the resilience agenda of the region.

IGAD has adopted a strong food security perspective since its establishment and embarked on arid lands management practices that lead to the development of its first strategy on combating desertification and environment protection, which was adopted in 1990, Nairobi, Kenya.

Within the framework of Regional Economic Communities, IGAD has been promoting Cross-border development and peace initiatives for more than three decades. IGAD pursued a Cross-border cooperation due to socio-political, economic and agro-climatic conditions that characterizes the region. More specifically, vast arid and semi-arid lands (60-70% of the region), population that depends on livestock for their livelihoods, common history and languages, shared market and trade routes, natural resources (range lands, water and forest) and protracted conflicts.

Efforts made over the year to ensure a sustainable livelihood of the borderlands and their environs in the region was undermined by the “center-periphery.<sup>2</sup>” divide. The Cross-border areas lack investment in social and economic sectors that continued during the post-colonial era. Natural resources were neglected and subjected to excessive exploitation and misuse, leading to a massive loss of bio-diversity. Drought and manmade disasters such as local and regional conflicts have displaced population that have adapted to their natural resources and built institutions for social and economic orders for centuries. Increasing frequency of shocks have created dependency on the central governments and non-governmental organizations.

Despite their life saving efforts, new interventions contributed to the deterioration of local institutions and indigenous coping strategies. In addition, political unrests and social exclusions undermined the livelihood of the youth due to lack of access to basic social services and economic opportunities that triggered irregular migration that became a typical feature of the region. Moreover, the region became a breeding ground for a series of criminal networks, including human trafficking.

Due to diverse socio-economic and political factors at multiple levels, cross-border initiatives are highly influenced by public policies across the boundaries<sup>3,4</sup>. Therefore, there is a need to

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<sup>1</sup> Dr. Bedru Muzein, Overview of Cross-border Development in the Context of IDDRSI/IGAD, CTT Meeting April 15-16, 2018, Djibouti.

<sup>2</sup> Shirazi, Fazlollah Bonakdar, "An Empirical Assessment of the Center-Periphery Hypothesis in International Economic Relations" (1988). Dissertations and Theses. Paper 1206.

<sup>3</sup> Michael Mangano (2013). Good practice principles and lessons learnt from cross-border DRR programming in the drylands of the Horn of Africa, Uganda-Kenya, ACTED, October 20131

<sup>4</sup> OECD/SWAC (2017). Cross-border Co-operation and Policy Networks in West Africa, West Africa Studies, OECD Publishing, Paris.

pay attention to how the national policies influenced the sub-national and local level developments resilience of the ASAL communities.

## 1.2 Cross Border Areas in the Context of COVID 19

The IGAD Region is facing multiple hazards besides COVID-19 (Desert Locust, flood, insecurity, animal diseases), which directly affect the cross border communities.

**Spread of the Disease in Cross Border Areas:** Fortunately, infection of COVID 19 in the cross border areas was slow. The first positive cases were reported in April and the number continued to rise slowly during the last four months. The disease was first report in IGAD Cluster 3 (Mandera), followed by IGAD Cluster 1 (Karamoja) and other clusters.

**Awareness and Information on COVID-19:** Information on COVID-19 did not reach the CB communities in time. There were misconception about the disease. COVID was considered as the disease of urban areas that does not affect people who live in hot areas, etc.

**Cross Border Mobility:** The local government authorities banned cross border mobility, which affected the normal way of life of the people who depend on market and access to social services across the border, including water and fodder for their livestock. All Countries in the region closed their borders, which is alien to the cross border lifestyle.

**Impacts on on-going peace processes:** The emergence and quick spread of the COVID-19 reduced and in some cases stopped on-going efforts of peace building and fight against Desert Locust. More specifically, social distancing did not allow for a meaningful dialogue for peace building in pastoral areas. Restricted mobility has also aggravated cattle theft in isolated areas. Sporadic killings and conflicts among cross border communities are reported every month during the lockdown period.

**Support to Cross Border Communities:** IGAD, National Governments and Development Partners have provided cross border communities and health facilities in the border areas with the health care supplies to control the contamination of COVID 19.

The health and food security outcomes are closely interwoven in development. Health service delivery to the people affected by COVID-19 and the containment measures in the population need to be well integrated with measures that target the sustainable food production, processing and marketing. Food production in crop, livestock and fisheries sectors should not be disrupted, including processing, packaging, transporting, marketing and consumption. This is particularly critical in the pastoral production systems where mobility is central to the proper functioning of the system and survival of both the livestock and people whose livelihoods depend on livestock. Factor markets, namely labour and inputs of production need to be protected with a due consideration of labour migration across borders while vigilant on social protection (child labour).

Closure of borders where production and social services are provided by mobility across the border may also threaten peace and security of the border community besides exasperating the transmission of disease through illegal crossing and undesirable social practices, such as smuggling.

Therefore, IGAD's holistic approach to COVID-19 response and other multiple hazards is an appropriate guide to programming for food security and resilience in the region and beyond.

As counties in the region have opened their border or preparing to do so, balanced measures should be taken to ensure public safety from a new wave of contamination that might lead to a border closure.

### 1.3 Opportunities

There is a growing understanding about the potential of cross-border cooperation both at global and continental levels, including political commitments. Resilience programming and investment in these areas are based on the understanding that communities are homogenous, share common resources, livelihoods, cultures and interact freely irrespective of national boundaries. This view is gaining momentum<sup>5</sup> due to economic opportunities resulted from increasing cross-border markets and trade, bilateral and multi-lateral agreements among states in the region. In addition, the growing population in borderlands, improved infrastructure due to regional integration and state intervention, trans-Africa Transport facility, access to mobile telephones, reviving local institutions, decentralization and democratization processes among IGAD Member States, which are gradually addressing the root-causes of marginalization and extreme poverty.

The fact that communities that inhabit cross-border areas face common challenges and are often interconnected through, inter alia, natural resource sharing, livestock movement, regional trade and trans-boundary human and animal diseases provides opportunities to initiate local dialogues that may lead to more collaborative development agenda in the cross-border areas.

## 2. Policy and Legal Frameworks for Cross-border Development

### 2.1 IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRSI)

Following the severe drought of 2010/11, the Heads of State of the IGAD region and Governments of the HoA region convened a special Summit in Nairobi on 9th September 2011 where they made a collective decision that called for a strategy to end drought emergencies while emphasizing the need to do things differently. In 2012, their decision was translated into a Regional Strategy called, IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRSI).

IDDRSI was aligned with Member States' long term plans through Country Programming Papers (CPPs). Priority issues that have further regional coverage were identified and formulated as a Regional Programming Papers (RPP).

The IDDRSI strategy has markedly changed design elements of the development programmes and projects by harmonizing short and medium term humanitarian interventions with long term development programmes to build resilience over time. The other fundamental change introduced by IDDRSI is a focus on arid and semi-arid lands management and a holistic cross-border development that has been adopted by range of IGAD projects, and other bilateral and multi-lateral projects, which are widely documented.

Moving to its phase 2 of implementation (2019-2024), IDDRSI promotes eight priority intervention areas and it laid a foundation for a sustainable development in the region that would ensure resilience of individuals, households, communities, nations and the region at

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<sup>5</sup> The World Bank (2020). From Isolation to Integration: The Borderlands of the Horn of Africa.

large. Its focus on the pastoral and marginalized cross-border areas makes it unique and bold initiatives that vowed to turn “peripheries” into “centers”.

## 2.2 IGAD Ministerial Meeting on Peace, Security, and Development in the Karamoja Cluster

An IGAD Ministerial Meeting on Peace, Security, and Development in the Karamoja Cluster was held the 14th of October 2013 in Kampala. The Ministerial Communiqué stated for the Karamoja Cluster:

“Commit IGAD, its’ relevant Member States, and non-state actors to facilitate the implementation of innovative solutions identified by the group of experts and endorsed by the Karamoja Cluster Parliamentary caucus. And in this regard, scale up the implementation of these solutions, including through intra-state mechanisms, for example, Country Programming Papers (CPPs), and existing regional frameworks, such as the IGAD Drought Disasters Resilience and Sustainability Initiative (IDDRSI), Regional Programming Paper (RPP), IGAD Regional HIV/AIDS Partnership Program (IRRAP), and the proposed Regional Integrated and Comprehensive Development Program (RICDP) for the Karamoja Cluster”.

“Committed specialized IGAD units, such as the Conflict Early Warning and Response Mechanism (CEWARN), IGAD Center for Pastoral and Livestock Development (ICPALD), IGAD Security Sector Program (ISSP) and IGAD Climate Prediction and Application Centre (ICPAC), and all IGAD divisions, to align peace and security initiatives with development agenda in the Karamoja Cluster.”

In 2014, a half day side meeting was organized during the Steering Committee meeting that was followed by the Heads of States Summit in Kampala, Uganda. The interest of the stakeholder who participated in the side meeting was an illustration of a great importance of a Cross-border cooperation in the region.

## 2.3 The African Union Convention on Cross Border Cooperation – The Niamey Convention

Cognizant of borders serving as bridges for the peace, growth and development, the AUC created a pivotal stepping stone towards increased demand for cross border cooperation. Consequently, the 23<sup>rd</sup> Ordinary Session of the Assembly of the African Union, held in Malabo, Equatorial Guinea, from 26<sup>th</sup> to 27<sup>th</sup> June 2014, adopted the African Union Convention on Cross Border Cooperation, known as the Niamey Convention.

The Niamey Convention aims to promote cross border cooperation and to ensure peaceful resolution of border disputes. Its purpose is to facilitate the development of borderlands and ease free movements of persons and goods.

The Niamey Convention is consistent with the African Union Border Programme (AUBP) that facilitates cross border cooperation in order to jointly address challenges related to common borders. The objective of the AUBP are to promote peace and stability through its four pillars: demarcation of borders, cross border cooperation, capacity building and the mobilization of resources and partnerships.

## 3. IGAD Cluster Approach and Methodology for Participatory Resilience Programming<sup>6</sup>

### 3.1 IGAD Cluster Approach

According to the Niamey Convention<sup>7</sup> Border Areas are geographical areas straddling a border of two or more neighbouring states. Moreover, the Convention defines cross-border cooperation as any act or policy that aims at promoting and strengthening good-neighbourly relations between border populations, territories, communities and administration and other stakeholders within the jurisdiction of two or more states including the conclusion of agreements and arrangements useful for this purpose.

While sharing of a common border is seen as an important element for a cross-border cooperation, some practitioners include cases where countries that do not have a shared border also participate in cross-border cooperation, for example landlocked countries. Hence, define a cross-border cooperation as a form of international cooperation exercised bilaterally or multilaterally between countries or regions across shared and non-shared borders to yield benefits or reach common goals<sup>8</sup>.

For the purpose of IDDRSI implementation a “cluster” is defined as “a geographic space that cuts across multiple political-administrative units within the country and international borders, where a range of resources, services, cultural values are shared by pastoral and agro-pastoral communities, and in which stakeholders aim to develop and implement coordinated investments to enhance resilience and sustainable development”.<sup>9</sup> Furthermore, the Concept Note underlined the importance of a cross-border *dialogue* as a starting point if a cross-border solution is desired. Stakeholders at multiple levels need to ensure that responsibilities for long-term resilience-promotion are carried out. Moreover, changes on one side of the border can easily have spillover effects, positive or negative on the other side of the border. Since the aim is to enhance resilience of communities on both sides of the border, investments ought to be carefully coordinated in order to optimize the impacts on resilience across the borders. Hence, the Cluster Approach facilitates the possibility of ecosystem-based management, which is an effective approach that recognizes the full array of interactions within a socio-ecological zone, in a collective and holistic manner, based on considerations of the requirements, available resources and development possibilities of the cross-border area in question.

Consequently, IGAD has designated 8 Clusters within its Cluster Development Approach (Figure 1 below). During the last four years, IGAD has intensified the facilitation of cross-border intervention in collaboration with Member States and Development Partners where regional projects have provided tangible services to the communities. These include, cross-border animal disease controls, support to local peace accord, conservation of bio-diversity, fodder development, access to water and market infrastructure, community health, including a direct support to the refugees and internally displaced people (for more highlights see section 4).

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<sup>6</sup> Planning, Coordination and Partnership Division (PCPD) facilitated the planning and implementation of works reported under this section in collaboration with experts from all IGAD Divisions and Specialized Centers.

<sup>7</sup> African Union Convention on Cross-border Cooperation, Malabo, Equatorial Guinea, June, 2014.

<sup>8</sup> Sonya Gerfert (2009). Cross-Border Cooperation; Transforming Borders - Overcoming Obstacles.

<sup>9</sup> A Concept Note: IDDRSI, Cluster Approach for Cross-border Cooperation and Investments to Strengthen Drought Resilience in IGAD- Region. March 2015.

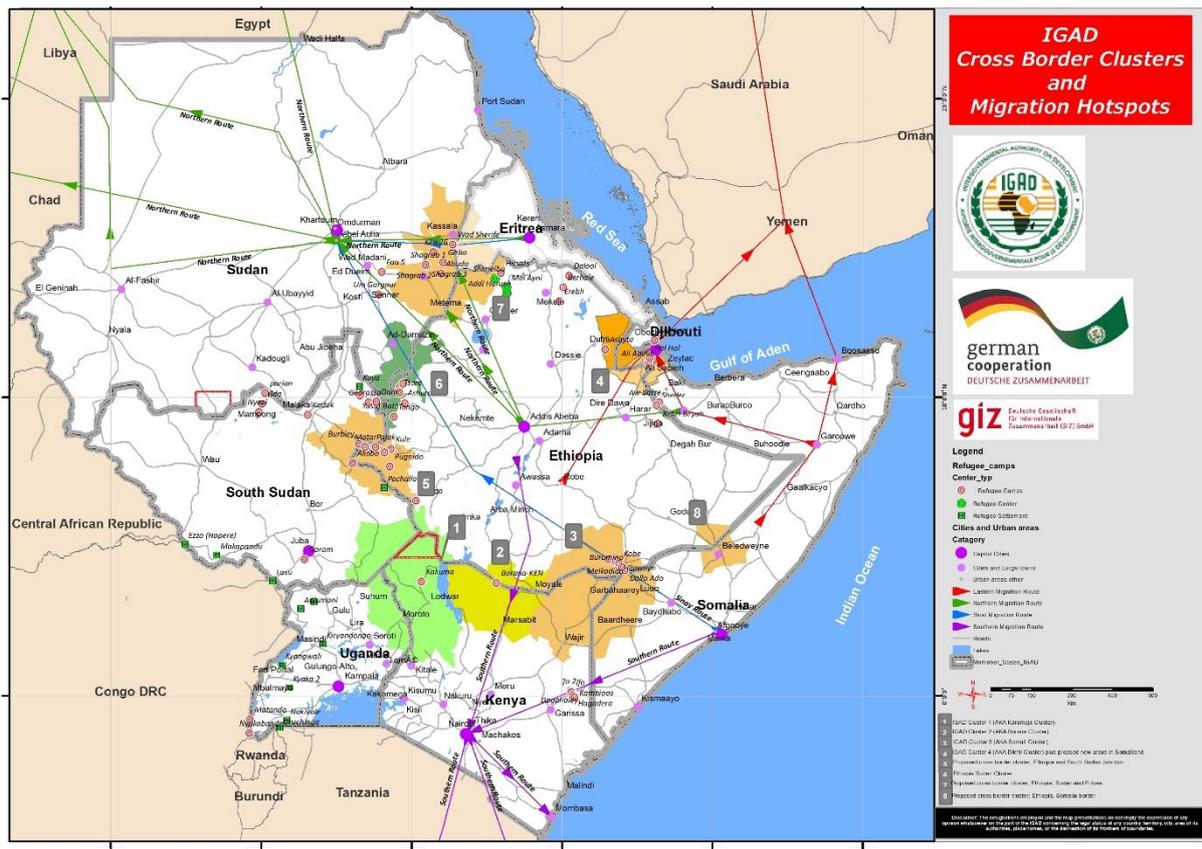


Figure 1. IGAD Cross Border Clusters

Pursuant to recommendation of the sixth IDDRSI Platform Steering Committee meeting on April 25, 2016 IGAD, in collaboration with the Government of Uganda and Development Partners established a Cross-border Development Facilitation and Coordination Unit (CBDFU), based in Moroto, Uganda to serve as a pilot to be scaled out in other clusters. The functions of the unit include:

- Liaise with the affected national and local governments in the planning and implementation of activities related to the implementation of IDDRSI
- Coordinate the formulation of cross-border integrated development plans
- Provide harmonized and coordinated support in KM, programming and capacity building activities and other technical support to affected local and national governments and non-state actors
- Provide the coordination and linkage of the regional, national and cross-border area coordination centers.
- Through IGAD (IDDRSI Platform Coordination Unit) report to the affected countries and the IDDRSI Platform Steering Committee.

The Moroto CBDFU was launched on 26 July 2018 at a Ministerial meeting convened by the Government of Uganda and IGAD and attended by Resilience Ministers of Ethiopia, Kenya, and South Sudan.



Building housing the offices of the 1<sup>st</sup> IGAD Cross-border Development Facilitation Unit, Moroto, Uganda

The CBDFU office at Moroto is currently headed by a Facilitator employed by IGAD. Member States have agreed to second four staff members (to be mobilized) who will serve in the following capacities:

- Facilitator for Policy Development and Regional Programming (Kenya).
- Facilitator for Knowledge Management, M&E, and Capacity Development (Uganda).
- Facilitator for Rural Development & Resilience Strengthening (South Sudan).
- Facilitator for Conflict Prevention & Peace Building (Ethiopia).

Cross Border Development Facilitation Office is an integral part of the IGAD's Cluster Approach where similar office will be established in all eight clusters based on the scope of the on-going activities.

The CBDFU will be foci of cross border development cooperation that will be supported to coordinate resilience at local level, instead of the traditional remote sense approach that proved to be less effective despite decades of development supports by government and non-government organizations.

Cross border development at the cluster level will be guided by Spatially Planning, GIS and Remote Sensing and technical backstopping of qualified experts from the Member States and IGAD.

In order improve coordination of cross border interventions in the region, the PCPD facilitated the establishment of a Cross Border Cooperation Working Group in November 2018. IGAD Experts who are implementing cross border projects are member of the working group.

### 3.2 Methodology for Participatory Resilience Programming

Cross-border cooperation is a multi-stakeholder initiative that involves actors with different experience, opportunities and objectives. These include, grass root communities, NGOs, CBOs, local and provincial government, and national government departments. In addition, there are regional platforms and international and bi-lateral agencies that support the national and regional platforms such as IDDRSI (See Figure 2).

Therefore, majority of the participants were drawn from local level (Districts/ Weredas) located in the selected clusters (Karamoja, Dikhil and Mersabit-Moyale Clusters). Each of the district

in the cluster will delegate 1 Head of District Administration, 1 Head of Agriculture Office, 1 Elderly, 1 Women Representative, 1 Youth Representative, and 1 Peace Committee Chair Person, which is in total 6 persons per district/wereda. The number of participants at Cross Border Dialogues may range from 60-70. Where multiple languages are spoken, simultaneous translation of about five languages may be required. This is required in order to give voice to the community representatives. Both mixed and focused groups of women are organized in order to enrich the discussion.

Facilitators from IGAD and Development Partners have multi-disciplinary background and wide experience in resilience programming and community dialogues.

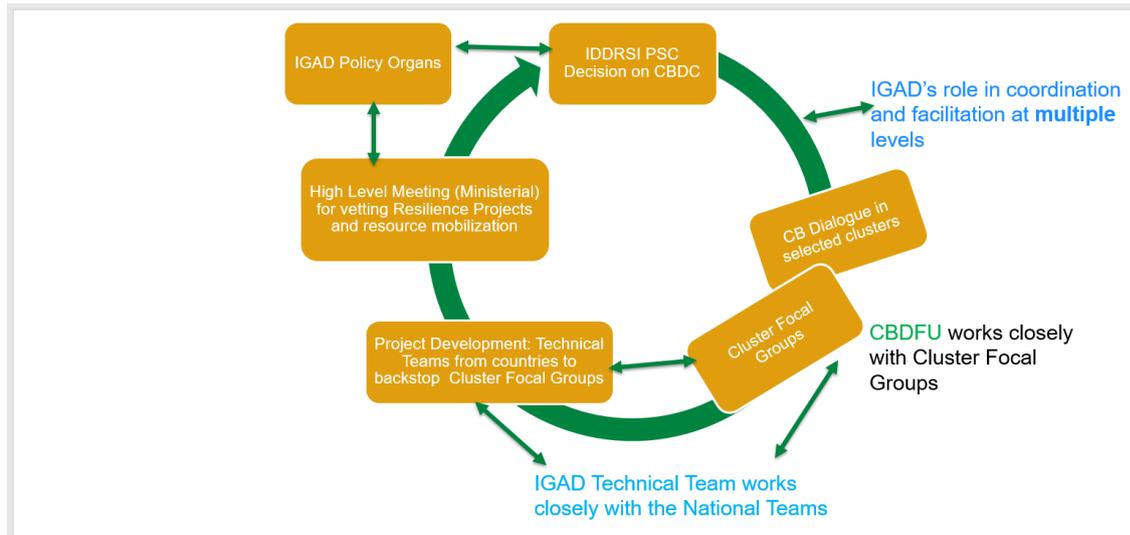


Figure 2: A Conceptual Framework to Facilitate Cross Border Development Cooperation in the IGAD Region<sup>10</sup>

Using the above methodology the following were achieved since mid-2018:

1. The IGAD Cluster 1 (Atekir Cluster): Community Dialogue identified priority intervention area. Following that Resilience Programming Document was elaborated by Cluster Focal Group Representatives and National and IGAD Experts. The final draft document was presented at the Ministerial meeting on 11 March, 2020 and launched for fund mobilization and preparation of implementation plan.
2. The IGAD Cluster 4 (Dikhil Cluster): Priority intervention areas were identified at the community dialogue. The Resilience Programming Document was developed in the same manner and currently under review by the National Experts and Cluster Focal Group Representatives.
3. Preparation of IGAD Cluster 2 (Marsabit-Moyale) Resilience Programming Document is at advanced stage.

#### 4. Cross Border Interventions in the IGAD Region

During the last two decades IGAD has developed a number projects with a focus on cross border areas. Some of these projects are highlighted with purpose of providing an overview.

<sup>10</sup> Based on IDDRSI Platform Steering Committee Reports and EUTF/GIZ Project PPTs.

## 4.1 IDDRSI Flagship Projects

1. The World Bank – financed Regional Pastoral Livelihoods Resilience Project (RPLRP). This project is on-going in Kenya, Uganda and Ethiopia. The RPLRP project employs the cluster approach in investments to enhance resilience through harmonised, holistic cross-border interventions that are executed in a coordinated manner in the affected countries. The RPLRP is being undertaken under the general coordination of IGAD, within the framework of the IDDRSI, aligned with the Regional Programming Paper (RPP) and the respective Country Programming Papers (CPPs), with a special focus on cross-border zones as geographic intervention areas for investment (Figure 3).

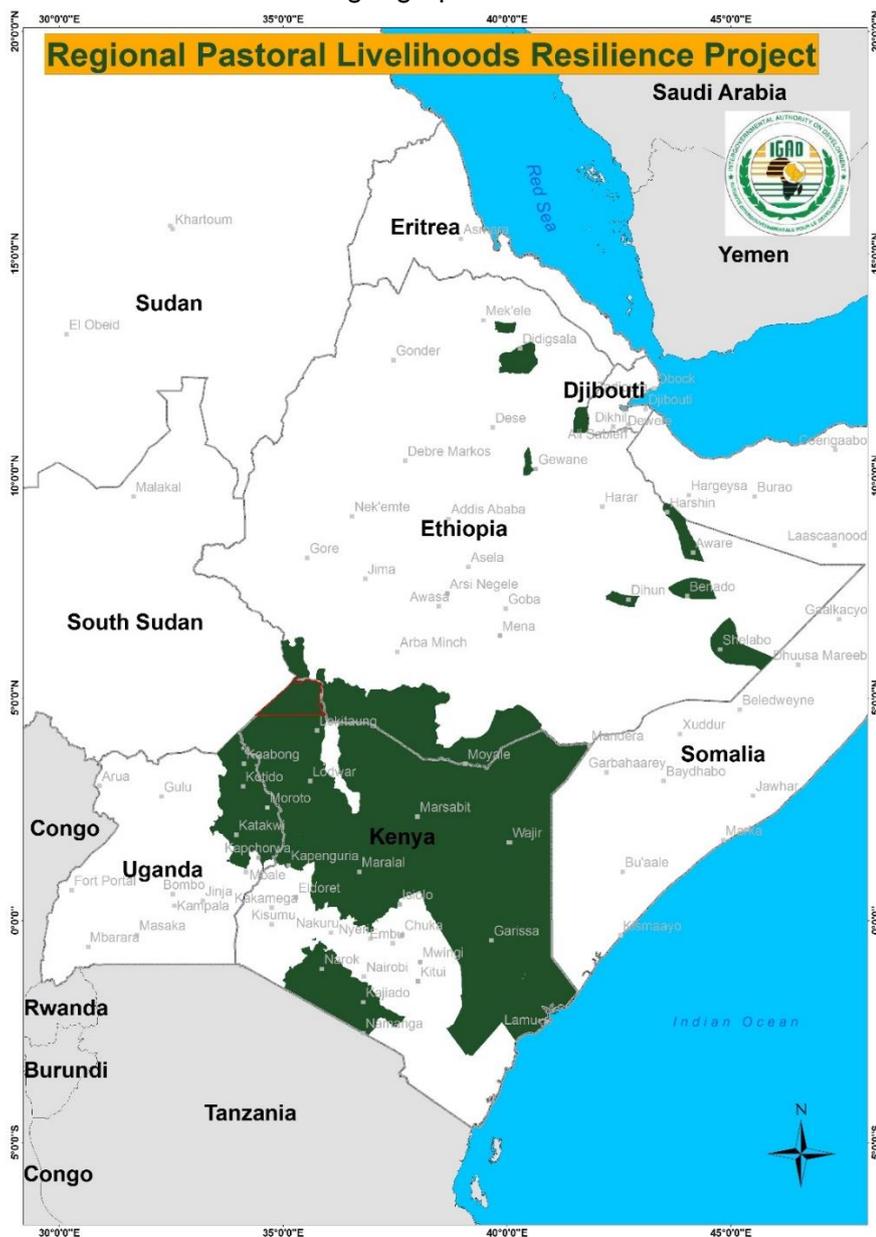


Figure 3: Map of RPLRP target areas.

2. Drought Resilience and Sustainable Livelihoods Program (DRSLP). The African Development Bank, in collaboration with IGAD Secretariat and IGAD Member States, developed DRSLP in 2010. This 15-year, multi-phased, multi-national investment program, is aimed at addressing the negative impact of recurrent droughts in the Horn of Africa Region. The primary goal of the DRSLP is to contribute to poverty reduction, increase food security, build drought resilience and accelerate sustainable economic growth among the pastoral and agro-pastoral communities in the HOA region. The DRSLP projects were implemented in five countries, namely, Djibouti, Ethiopia, Kenya Somalia and Sudan. In all countries, implementation of the project targeted arid and semi-arid communities with a water-centered integrated developed. A feasibility study of phase of the DRSLP project is at its final stage to develop an integrated resilience project that will focus on the ASAL areas of the region.
3. The Regional Drought Resilience project funded by Germany. This project aimed at building the resilience of communities inhabiting cross-border areas. The project is ongoing in Djibouti and Ethiopia.

## 4.2 Cross Border Projects Financed by IGAD Other Development Partners

**1. Agricultural and Environment Division:** cross-border bio-diversity project. The project has generated valuable ecosystem management strategy and policies. It has harmonized policies for BD management; strengthen/establish national and regional BD databases and information systems.

The Agriculture and Environment Division has also successfully piloted the IGAD Applied Research Facility (2016) that focused on agriculture and natural resource management in the drylands of the region.

**2. Economic Cooperation and Regional Integration Division:** Various infrastructure projects that link the IGAD countries that also covers the ASALs. Example of such projects are: Trans-Africa Highway, LAPSSET Project, energy and telecommunication infrastructure.

**3. Peace and Security Division:** CEWARN has been pursuing a cluster approach since its inception in 2002 and as a result it accumulated wealth of data and information and built strong stakeholders' network in the Cross-border areas. Examples of projects implemented by the PSD include, the financial and technical support to the peace processes by CEWARN, Informal Cross Border Trade Policy, and the implementation of the regional transnational security threats (TST) policy and strategy by ISSP. Owing to the growing diversity and intensity of crimes in the region, ISSP is closely monitoring the cross-border areas, including the water bodies.

**4. Health and Social Division:** The Health and Social Division has pioneers engagement with cross border communities with IGAD Regional HIV/AIDS Partnership Program (IRAPP). The project aimed at increasing preventative action, and reduce misconception of cross border and mobile populations, refugees, Internally Displaced Persons (IDPs), returnees and surrounding host communities concerning HIV/AIDS prevention, treatment and mitigation in selected sites in the IGAD member states. Following, the division initiated Development Response to Displacement Impacts

Project (DRDIP). This World Bank funded project aims at improving economic opportunities, environmental management and access to social services in refugee hosting areas of project countries.

**5. IGAD Center for Pastoral Area and Livestock Development (ICPALD):** ICPALD has successfully implemented the Regional Initiative Support Programme (RISP). Following that the center designed the IGAD-FAO Partnership Project that was developed with resilience thinking and focuses on Cross-border areas. The project targets the Cross-border areas of Ethiopia, Kenya and Somalia and it was formulated in support of the IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRSI). In addition, ICPLAD coordinates the RPLRP project in three countries (Ethiopia, Kenya and Uganda).

**6. IGAD Climate Application and Prediction Center (ICPAC):** ICPAC fosters climate services and knowledge to enhance community resilience for prosperity in the Greater Horn of Africa. ICPAC has evolved as one of the regional knowledge hubs on climate and related issues producing a number climate related knowledge products, for example application of climate in the Agriculture, Livestock and Food Security sector.

Currently, ICPAC supports the following initiatives that relevant for cross-border interventions:

- Biannual FSNWG Policy in region.
- Support integration of livestock and pastoralism theme in the GHACOF (in collaboration with ICPALD).
- Drought monitoring and climate innovation and technologies, including new initiatives to produce datasets for a cluster level application.

**7. Support for Effective Cooperation and Coordination of Cross-Border Initiatives” (SECCCI).** SECCCI is an EU-UNDP/IGAD project and it is intended to address the drivers of conflict and instability, irregular migration and displacement in the cross-border areas of the Horn of Africa. The project is implemented within IGAD Cluster 1 (Omo-Tukana), IGAD Cluster 2 (Marsabit-Moyale) and IGAD Cluster 3 (Mandera).

**8. Strengthening IGAD’s capacity to enhance drought resilience in the Horn of Africa (SCIDA-II).** This project is commissioned by the German Federal Ministry for Economic Cooperation and Development (BMZ) and European Union Trust Fund for Africa (EUTF), executed by IGAD and implemented by GIZ in the entire IGAD Region.

**9. Strengthening Coordination and Implementation of IDDRSI (SCII).** This is Sweden funded project, which is implemented by IGAD in the entire region. The project focus on the implementation of past recommendation to improve coordination and implementation of IDDRSI at Regional, National and sub-national levels, including cross border areas.

## 5. Rethinking Coordination of Cross Border Projects in the IGAD Region

### 5.1 Background

Due to institutional development achieved over the last three decades, IGAD has expended its operation in the Members States, especially in the ASAL areas. As noted from section 4 above, there are a number of cross border interventions in the region. For effective impact at scale, IGAD has to rethink about ways of consolidating programming and implementation of cross border cooperation and development, which is the core IGAD mandate. Currently, there is no specific IGAD entity or mechanism, which is responsible for the coordination of all regional and local cross-border activities.

The IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRSI) which is located under the newly formed Division of Planning, Coordination and Partnerships has a Regional Programme Coordination Unit (PCU) which is supported by National Resilience Coordinators based in the Member States, is mandated to coordinate projects and programmes initiated under IDDRSI. There are however other cross-border programmes and projects that are coordinated and implemented by other IGAD Divisions and Specialized Institutions as well as IGAD Implementing Partners (IPs). The implementation of cross-border programmes and projects at regional and local levels being undertaken by the relevant IGAD entities and initiatives need to be coordinated centrally. There is therefore a need for a mechanism to coordinate, harmonize and promote joint cross-border planning and programming.

### 5.2 Rationale

IGAD develops policies, protocols and strategies in its priority areas. These policies, protocols and strategies need to be domesticated by the member states. However, this has not been the case as many of them remained shelved after expending substantial financial resources, time, and energy on their preparation. Domestication and implementation of regional policies and strategies remain to be a high priority for the success of IGAD regional agenda. On the other hand, IGAD, through the implementation of its regional projects and programmes, provided capacity building, training, information generation and dissemination and experience sharing in its different priority areas at national and local levels.

One of the challenges of domesticating and implementing regional policies and strategies can be attributed to the inadequate operational level presence of IGAD at cross-border areas. As highlighted in section 4, IGAD has been developing and implementing cross-border projects and programmes since 2004 when the IGAD/AfDB Water Harvesting Demonstration and Adaptation Trials pilot project was launched. This was followed by IGAD/World Bank HIV/AIDS M&E for Cross-border Mobile Population in 2006 and IGAD Regional HIV/AIDS Partnership Program (IRRAP) in 2007. Other major interventions in cross-border areas included the IGAD Biodiversity Management Programme (BMP) which started in 2012 with three cross-border demonstration sites with the objective of showing communities on how sustainable management of biodiversity resources can support livelihoods the communities through a jointly planning and programming of their biodiversity cross-border conservation activities. Another example is the IGAD Drought Disaster Resilience and Sustainability Initiative (IDDRSI), which was launched in 2013 with the objective of enhancing resilience of communities against climatic and economic shocks. These interventions brought IGAD much closer to the local communities enhancing the real cross-border cooperation at the local level.

With the support of the Partners in Development, IGAD has been implementing a number of cross-border cluster-based projects and programmes to address underdevelopment and marginalization of cross-border areas. Within the lowest administration level along these cross-border areas of IGAD, up to 14.4 million female and 14.9 million male population inhabit in these areas (2015). Almost  $\frac{3}{4}$  of this population is under the age of 30 years.

However, planning, programming and implementation of these cross-border clusters were being conducted with minimal coordination among them. The IDDRSI-PCU, different Specialized Institutions, Divisions and various Implementing Agencies such as GIZ participate in the coordination, planning, programming and implementation of the individual IGAD cross-border projects and programmes. So far building synergy among the many cross border activities by IGAD offices has been elusive. Uncoordinated engagement creates not only bad image among the targeted cross border community but also loss of organisational credibility for IGAD.

Therefore, the cross-border clusters need a common mechanism to coordinate their operations and form a platform for effective and efficient planning, programming and exchange of experiences and best practices. Moreover, IGAD, as one of the Regional Economic Communities (RECs) of the African Union (AU), is mandated to implement AU's policies, strategies and programmes related to cross-border cooperation. Reorganizing IGAD's capacity to effectively coordinate cross border cooperation will be instrumental in the realization of the AU policies and programmes, such as the AU Niamey Convention on Cross-border Cooperation (2014) and the AU Border Programme (2013). A new or consolidated entity will lead coordination, planning, programming and implementation of all IGAD cross-border projects and programmes taking into account other related regional, continental and international policies, protocols and strategies such as the AU Agenda 2063, the UN Multilateral Environment Agreements (MEAs) and the United Nations Sustainable Development Goals (SDGs).