DEVELOPMENT PLAN ANALYSIS, NEEDS ASSESSMENT & CROSS-BORDER PLANNING GUIDELINES

Briefing Notes

Support for Effective Cooperation and Coordination of Cross-border Initiatives in Southwest Ethiopia-Northwest Kenya, Marsabit-Borana & Dawa, and Kenya-Somalia-Ethiopia (SECCCI) - T05.491 (T005)

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SECTION 1: LITERATURE REVIEW: PLANNING PROCESSES IN CROSS-BORDER AREAS IN THE HORN OF AFRICA

While cross-border planning has multiple definitions, planners should perceive cross-border planning processes as having the following components:

(i) institution building responsive to evolving challenges;

(ii) frequent exchange of information among communities, decision makers and implementers;

(iii) cooperation among local cross-border communities;

(iv) borders should be viewed as mind and not physical boundaries;

(v) bottom up planning for welfare improvement related initiatives; and

(vi) top down planning for security, climate change and peace building initiatives.

Cross-border collaboration requires comparable understanding of cross-border territory among stakeholders. A cross-border territory is a "spaces of engagement", the concept of a cross-border territory includes political, institutional and functional aspects. These depend on ownership among inhabitants and socio-economic actors and on communication guided by local and central government authorities along the cross-border territory.

In the Horn of Africa, the unpredictable awareness of the territorial dimension among stakeholders cast in the prioritization of national interests limits cross-border planning among local and national authorities when the two forces (cross-border interests and national interests) compete; a feature that is prevalent in a region dominated by conflict.

Addressing the partial cooperation is a gradual collective process involving all stakeholders with varying interests. Success of this is dependent on the "shadow of the future" which must be larger (Axelrod, 1985) for all cross-border stakeholders participating in and benefiting from cross-border cooperation.

Cooperation along borders goes through four stages: (i) hostility and alienation, (ii) peaceful coexistence, (iii) some degree of cooperation, (iv) finally, integration (Martinez, 1992). Cooperation in the three clusters has elements of all the four stages with bias towards the first two stages.

Cooperation depends on national border features (natural, cultural, psychological, economic, political, or geographical dividing line), which form mental perceptions about power relations among people living along the borders. These mental perceptions could act as an impediment or support towards cooperation in cross-border territories depending on national and cultural factors. The type of cooperation in this region (Horn of Africa) is more responsive to human needs of vulnerable persons

running from challenges in their respective homes, which calls for cross-border spatial planning approaches.

Cross-border spatial planning includes stakeholders embedded in divergent political, legal, and, more broadly, cultural contexts '(Jacobs, 2016). It addresses the need to develop 'a common project with a variety of actors on both sides of the border in order to discuss a joint development strategy' (Durand, 2014).

The interaction among cross-border stakeholders brings with it transaction costs, externalities and funding challenges; the magnitude of above determine the degree of flows between the respective borders. The scale of these flows determines cross-border processes (Alegria, 1989); which inform and determine cross-border planning. These are equally enhanced by the nature of formal and informal institutions governing communities within the cross-border areas. Thus any form of cross-border planning should be cognizant of these impediments as they formulate plans to enhance flows and interactions between cross-border areas.

Against this background, cross-border planning should be viewed as an incremental institution-building process, where communities are engaged in social learning while knowledge and action reinforce each other in an iterative process, similar to the neo-functionalist view of integration where small action will lead to bigger changes through spillovers (Friedmann, 1987).

CLUSTER ONE DEVELOPMENT PLANNING PROCESSES

Planning Process in South Omo (Ethiopia): - In line with Ethiopia's district decentralization program, the woreda is the basic coordinating unit at the local level for planning and budgeting. The responsibilities of woredas are limited to the provision of locally based services while regional bureaus retain responsibility for higher-level services. The planning process is initiated at the local level (i.e. at mengistawi buden[1] or sub- kebele level[2], or both depending on the institutional structure of the woreda) in January every year, with a series of community consultations through which major community challenges and priorities are identified and ranked. The consolidated lists constitute a woreda plan which is approved by the woreda council.

Planning processes in Turkana (Kenya): consistent with the planning process in Kenya guided by the Urban Areas and Cities Act, (Government of Kenya, 2011) and County Government Act, (Government of Kenya, 2012), planning in Turkana is community-based founded on devolution

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[1] A group of 30-50 households (Shinn & Ofcansky, 2013)

[2] A group of 300-400 households (Shinn & Ofcansky, 2013)

processes involving community leaders, local government leaders and professional groups. The overall county plan is a set of priorities identified by the stakeholders from the community.

1.1.1. CLUSTER TWO DEVELOPMENT PLANNING PROCESSES

Planning Process in Moyale (Ethiopia): In line with the decentralization planning process, planning in Moyale, Ethiopia, is ingrained in community planning processes. Community priority lists constitute the final plan.

Planning Process in Marsabit (Kenya): The planning process is founded on devolved levels of government and public institutions. These are coordinated at local level including community leaders from political, economic, social, environment pillars of the county.

1.1.2. CLUSTER THREE DEVELOPMENT PLANNING PROCESSES

Planning Processes in Mandera County (Kenya): in relation to the planning process in Kenya, planning process is informed by consultations done at ward level (the county has 30 wards); these include public forums and mid-term plans consultations. The findings of this process inform the preparation of the county's development plan.

Planning Processes in Mandera (Ethiopia) in line with the planning process in Ethiopia discussed above, planning on the Ethiopia side of the border is founded on the decentralization process instituted in the country. Power is devolved to regional states which devolve it woreda structure and further down to kebele and sub-kebeles.

Planning processes in Doolow (Somalia): Planning in Dolow is founded on the precepts of federalism - the governance system in the country at large. District plans are prepared in line with the national decentralization policy. The consolidated district plans make up the regional plans. These plans are further scaled up into the national district planning framework. The district planning process is an inclusive and participatory process involving local communities, district administrators, regional government officials and central government representatives.

In conclusion, while the planning process in the three clusters is orientated towards community based planning seeking to achieve national development agenda, the spirit of cooperation is cast in the respective development plans for the three countries, this provides a suitable ground against which participatory cross-border planning should be pursued in the three clusters.

This section discusses challenges, development priorities, opportunities, and weaknesses from development plans of the geographical areas constituting the three clusters within which the SECCCI project was implemented. The section is organized as follows: 3.1 reviews the features of cluster I, 3.2 cluster II, and 3.3 cluster III.

2.1. CLUSTER ONE – DEVELOPMENT PLAN ANALYSIS

Cluster one covers Turkana County in Kenya and the South Omo Zone in Ethiopia and is bordered by Ethiopia, Kenya, South Sudan, and Uganda. Turkana county has an estimated population of 926,976 (Kenya National Bureau of Statistics, 2019), while South Omo Population had a population of 573,435 Ethiopian central statistical Agency, 2015

2.1.1. CLUSTER ONE MAJOR CHALLENGES

i.   Conflict and Insecurity

ii.   Climate Change and its consequences

iii.   Food insecurity

iv.   Water Scarcity

v.   Livestock diseases

vi.   Human Diseases: free interaction of communities among cross-border communities has brought along disease transfer among humans.

vii.   Conflicting development priorities between the central government and indigenous communities: (Gibe 111 dam and facilitated the Kuraz sugarcane development project)

viii.   Conflicting development initiatives with neighboring countries: the Gibe III dam under construction in Ethiopia is projected to negatively affect pastoralists, flood-dependent agriculturalists, and fishers in Turkana and along the border area, transcending the Ethiopia territory into neighboring countries, including Kenya.

ix.   Land-related challenges: loss of land by local communities due to new prioritized government projects (Kuraz sugarcane development project)

x.   Growing and large refugee community: The magnitude of the numbers is estimated at 203,193 refugees in Kakuma camp (UNHCR, 2021).

2.1.2. CLUSTER ONE DEVELOPMENT PRIORITIES

In line with the above challenges, the following are the significant priorities critical to development in the cluster.

    i.   Conflict Resolution

    ii.   Reconciling government priorities with indigenous communities interests

    iii.   Climate change management

    iv.   Welfare improvement

    v.   Promote Private Sector Led Growth

    vi.   Infrastructure Development: immigration facilities, roads, border markets, and irrigation facilities

    vii.   Cattle disease control

2.1.3. CLUSTER ONE CROSS-BORDER INITIATIVES

Past Cross-border initiatives

In line with the cross-border cooperation agenda, several cross-border initiatives are being implemented in the cluster area. These include:

    i.   Humanitarian Initiatives (Health (vaccination, mass treatment), sanitation, hygiene, Food aid and education Support to refugees and displaced persons)

    ii.   Infrastructure Development Initiatives (e.g., Power Distribution from Gibbe Dam to Kenya, LAPSSET project)

    iii.   Institutional Development Initiatives (Resolution platforms, Policies, Laws, MOUs)

    iv.   Settlement support (migration and immigration services)

    v.   Animal disease

Future Cross-Border initiatives

The development plans are prioritizing the following cross-border initiatives:

    i.   Promotion of regional trade;

    ii.   management of the scarce resources;

    iii.   border construction;

    iv.   transhumance protocol; and

    v.   institutional development

2.1.4. CLUSTER ONE OPPORTUNITIES

 i. Development Partners support

 ii. Tourism Sector Development to support livelihood diversification

 iii. Dialogue: there is room to promote and support dialogue between the central government and indigenous communities when contrasting development interests are being pursued.

 iv. LAPSSET Project

2.1.5. CLUSTER ONE WEAKNESSES OF THE EXISTING DEVELOPMENT PLANS

 i. Conflict with cross-border initiatives

 ii. Limited Human capital (the high illiteracy levels)

 iii. Limited Community participation:

 iv. Wanting Monitoring and Evaluation Processes

2.2. CLUSTER TWO - DEVELOPMENT PLAN ANALYSIS

2.2.1. CLUSTER TWO MAJOR CHALLENGES

The major challenges slowing down development and welfare improvement among households, residents along the respective cross-border communities in cluster 2 are the following:

 i. Climate change and its negative consequences:

 ii. Scarcity of resources (water and grazing land)

 iii. Food insecurity: food insecurity is a major challenge threatening livelihoods in this cluster

 iv. Underdeveloped infrastructure (road network)

 v. Cross-border smuggling

 vi. Human Trafficking

 vii. High Population Growth

2.2.2. CLUSTER TWO DEVELOPMENT PRIORITIES

 i. Population growth Control: Complementing family planning initiatives and awareness creation

 ii. Enhancing the traditional early warning system:

 iii. Constructing water infrastructure:

 iv. Empowering women:

 v. Joint planning: to mitigate conflict emanating from competition over pasture and water resources: as a priority, joint planning among cross-border communities should be enhanced. This should focus on the management and utilization of cross-border pasture and water resources.

2.2.3. CLUSTER TWO CROSS-BORDER INITIATIVES

Cluster two Past Cross-border initiatives

Conflict resolution Initiatives

2012 Special Status Agreement: through this agreement, Kenya and Ethiopia are seeking to convert Moyale into a joint town status and later on in a combined city.

Lamu-Port-Sudan-Ethiopia Transport project

One-stop border post: A one-stop border post has been constructed and commissioned in Moyale. This is used to streamline and reduce illicit trade that is rampant in the cluster.

UNDP Cross-border cooperation between Ethiopia and Kenya Programme: the program addresses conflict, peacebuilding, sustainable peace, and socio-economic transformation in the cluster.

International Committee for Red Cross (ICRC) Support: the ICRC is offering humanitarian assistance to persons that have been displaced by ethnic violence in Moyale woreda (Somali and Oromia regions)

World Vision (WV) Humanitarian Support: the organization offers food distribution to displaced persons, supporting the government to have peace meetings with affected communities, and supporting a water project that is benefiting 30,000 people in Moyale and Miyo districts. (World Vision 2020)

UNHCR Support: the UNHCR is conducting operations in refugee camps within the cluster. The offered support includes refugee status determination, registering and documenting refugees, refugee resettlement, facilitating individuals, families of refugees to access rights, services, and related services.

FAO's Livestock Market Co-management Model: the program seeks to promote ownership of livestock markets by local communities.

International Organization for Migration (IOM) Training: the organization has trained immigration officers on migration management and protection of victims of trafficking in the cluster.

Moyale One-stop border post: a one-stop border post has been constructed and commissioned in Moyale, Marsabit County

Future Cross-border initiatives

i. Conflict management and disaster response: conduct cross-border peacebuilding initiatives
ii. Cross-border peace meetings
iii. Promoting Cross-border trade: the development plan prioritizes promoting cross-border trade to improve livelihoods-creating six (6) cross-border trade associations and markets
iv. Health service delivery
v. Cross-border cultural heritage Programs
vi. The Marsabit county development plan is linked with the cross-border development program for sustainable peace and socio-economic transformation: a plan seeking to improve livelihoods

in Marsabit County in Kenya and Borana Zone in Ethiopia. The plan seeks to utilize participatory research GIS applications to map potential resources in the borderlands and capacity building to create alternative livelihood projects. It also seeks to create opportunities for trade investment and tourism, and improved infrastructure. These initiatives are envisaged to facilitate the safe cross-border movement of people and enhance sustainable peace and development.

vii. **LAPSSET Project:** through this project, a standard-gauge railway and pipeline running from Lamu Port through Marsabit County and into southern Ethiopia and South Sudan have been profiled as cross-border initiatives critical to overall regional development.

2.2.4. CLUSTER TWO OPPORTUNITIES

The environment in cluster two offers the following opportunities:

i. Cultural ties between cross-border communities

ii. Support from development partners

iii. Supporting Legal framework to local community planning authorities

iv. Harmonized planning among cross-border communities

v. Joint migration interventions by the respective countries

vi. Infrastructure development (community and main cross-border roads)

2.2.5. CLUSTER TWO WEAKNESSES OF DEVELOPMENT PLANS LIMITED HUMAN CAPITAL

i. Wanting monitoring and evaluation processes

ii. Political interference: whereas the planning processes are founded on participatory community structures, it is significantly influenced by local community political leaders.

iii. Budget gaps

2.3. CLUSTER THREE - DEVELOPMENT PLAN ANALYSIS

The cluster covers the Mandera-Gedo-Dolow area along the border area of Kenya, Somalia, and Ethiopia. Mandera county has an estimated population of 867,457 (Kenya National Bureau of Statistics, 2019), while GEDO has an estimated population of 508,405 (UNHABITAT, 2018).

2.3.1. CLUSTER THREE MAJOR CHALLENGES

i. Climate change and negative consequences

ii. Locusts

iii. Conflict and insecurity

iv. Underdeveloped road infrastructure network

v. Porous Somalia border

vi. Overstretched health facilities

vii. Displacements

viii. Food insecurity

ix. High illiteracy rates

x. High poverty rates

2.3.2. CLUSTER THREE DEVELOPMENT PRIORITIES

In relation to the above-mentioned challenges, below are the core priorities for the development of the cluster.

i. Institutional priorities: formulating disaster response policy; disaster recovery and business continuity policy: climate change and adaptation policy and county water policy

ii. Diversifying livelihoods

iii. Locusts: multi-stakeholder response to the locust's invasion.

iv. Integrated approach to healthcare among cross-border communities

v. Insecurity: supporting cross-border policing efforts is critical,

vi. Water Infrastructure development to address the water scarcity challenge

2.3.3. CLUSTER THREE CROSS-BORDER INITIATIVES

Past Cross-border initiatives

i. Security: Dolow enjoys security protection from Ethiopia

ii. Building Opportunities for Resilience in the Horn of Africa (BORESHA)

iii. Cross-border trade

iv. Médecins Sans Frontières (MSF): medical humanitarian assistance

v. Global Network against Food Crises Partnership Program: Food security program

vi. CARE BORESHA Program

vii. IOM Disaster Management Program

viii. World Vision (WV) Somalia Nutrition Program

ix. International Rescue Committee (IRC) Support:

x. Danish Refugee Council (DRC) Humanitarian aid

xi. Norwegian Refugee Council Support

Future cross-border initiatives

The planned and prioritized cross-border initiatives for the cluster include the following:

(i) cross-border related conflict

(ii) private sector development:

(iii) Construct Borders

(iv) disease control

(v) trade promotion

(vi) migration office

2.3.4. CLUSTER THREE OPPORTUNITIES

i. Development partners support:

ii. Transhumance Protocol:

iii. Regional support to defeat Al- Shabab

2.3.5. CLUSTER THREE WEAKNESSES OF THE DEVELOPMENT PLAN

i. Low capacity to monitor, evaluate and report the progress of ongoing development interventions.

ii. Planning process is said to be founded on the opinions of local leaders

iii. Whereas devolution of planning has been enacted within both Somalia and Ethiopian territories, the individual plans are not readily available for transparency.

iv. There is a limited linkage between the functional responsibilities of Kenyan national and local governments on some of the critical issues affecting the cluster. For example, whereas the national climate change action plan includes the NDC with a 30% GHG (greenhouse gas emissions) emission target, the county development plan is yet to adopt it.

v. Management of scarce resources-the development plans are empowering and giving local governments more vantage to manage and coordinate the scarce resources in the cluster. This creates tensions at the national level .

2.4. EXISTING COORDINATION TOOLS

Coordination tools refer to various techniques and methods, rules and procedures, political and other processes employed to achieve cross-border activities and initiatives. While not in the entirety, varying degrees of the following tools have been adopted in the Horn of Africa to facilitate cross-border coordination efforts, these are highlighted before.

Joint Programming Tool: joint programming means the collaborative planning of development cooperation by the development partners working in cross-border areas. It includes a combined analysis of the cross-border situation followed by a reciprocal response setting out how development partners will support and measure progress. Coordinated analysis and collective response together are called 'joint strategy'.

Traditional diplomacy is a tool that is a preserve of state institutions; it involves negotiations between countries' organizations.

Peacebuilding Tool: is a long-term process of encouraging people to talk, repairing relationships, and reforming institutions.

Micro plans: are essential tools for organizing vaccination campaigns, they include social maps to guide vaccinators and social mobilizers to every household, often omitted pastoralist settlements rendering them invisible.

Engagement of Clan Leaders: this is another tool used in the Horn of Africa to realize cross-border objectives. This involves mobilizing communities and inhabitants through clan leaders who have a systemic bond with pastoralists.

Cross-Border Collaboration: residents of cross-border communities rarely observe international borders; they move freely across the marks as they search for better services, water, grazing land, and pasture, among other needs. For these flows to happen smoothly, community leaders collaborate, especially at crossing points, to coordinate the migration and flows.

Mapping of Water Points and Livestock Markets: is another tool that has been used in the Horn of Africa to achieve cross-border initiatives.

Pastoralist-Focused Communication Products: these are customized education kits and pictorial aids used to promote preventive health behaviors, immunization among other cross-border initiatives. They are printed and distributed to the communities.

Joint Human-Animal Vaccination Campaigns: This tool brings together central government and development partners to vaccinate animals and humans. They use this tool to mobilize communities in the borderlands to vaccinate both humans and animals through campaigns conducted by social mobilizers supported by local community leaders.

Permanent Transit Vaccination Points: due to the frequent movement of people in the region, by 2014, 611 permanent transit vaccination points had been established in the Horn of Africa at crossing points; these are used to immunize children who are on the move (UNICEF, 2014).

Early Warning System Tool: - The tool is used to produce early warning signals and develop a regional response architecture towards regional challenges such as conflict, drought, famine, and climate change. The tool is customized with the region's realities with support from all stakeholders, including local communities, civil society, and central governments in the area.

3.0. NEEDS ASSESSMENT

This section highlights the human capital needs, infrastructure needs, institutional needs that stakeholders identified as critical to realizing the cross-border development agenda.

3.1.   HUMAN CAPITAL NEEDS

The following are the major human capital interventions.

i.   Regional or cluster periodical skills audits/surveys

ii.   Harmonize training at village levels within the cluster

iii.   Awareness campaigns about existing policies, protocols, and structures

iv.   Best Practice sharing among members from the three clusters

v.   Recruitments to fill in the gaps in managers, professionals, technical and artisanal positions:

vi.   Seed Capital Fund: a seed capital fund should be established and used to empower youth and women graduates from entrepreneurship training.

vii.   Enhance governance and peacebuilding skills, data management skills, livelihoods improvement skills, administration, and management skills.

3.2.   INFRASTRUCTURE NEEDS

The following infrastructure has been identified as needed in the region: border markets, boreholes, canals, child care infrastructure, earth dams, farming equipment such as tractors, fishing infrastructure especially storage facilities within the border markets, irrigation improving infrastructure including motor pumps, mobile water tanks, modern health facilities, one border post supporting immigration and customs activities along the respective border, roads (community and national roads), schools including primary and secondary schools for the cluster residents, telecommunication masks, tractors, trauma healing centers constructed at village levels within the border communities, TVET Facilities, water dams, and water pans.

3.3.   INSTITUTIONAL NEEDS

The following section highlights the institutional needs revealed preferred by stakeholders in the respective three clusters that are important to realizing the cross-border development agenda. These include policies, laws, protocols, memorandum of understandings, and structures. Whereas some of these are already in existence and thus require domestication, others require formulation and legalizing.

Domesticated Policies: some of the policies to be domesticated include: domesticating the policy on Early Warning and Early Response (EWER), implementing the IGAD transhumance protocol to allow free movement of livestock, and adopting and domesticating the African Continental Free Trade Area Policy, see a detailed list by cluster in the report.

Formulated Policies: some of the policies to be formulated: regional disarmament policy for pastoral communities; policy on cross-border trade; regional peacebuilding policy; cross-border community policing policy: this should guide law enforcement organizations from the respective countries managing and controlling human and animal traffic along the border, see a detailed list by cluster in the report.

Domesticated Structures Needs

Although the following structures are existing, strengthening them is vital for cross-border planning: Conflict Prevention Management and Resolution (CPMR) structures; traditional peacebuilding mechanisms/institutions; customary dispute resolution structures (such as the council of elders' model); community-based institutions/structures; joint fishing committees; active peace committees involving Kraal elders at the village level; improving information sharing structures such as the information-sharing center or hub for Early warning and Early response information desk/center; and partners/government and policymakers structure.

Formulated Structures Needs

The following structures should be established: cross-border sub-national planning committees; climate change support center; regional women forum structure; regional chief forum structure; regional youth councils' structure; regional leaders' structure; regional civil society network; regional peace directorate and county government structures; regional chiefs/local councils IIIs; regional women forum; regional cross-border traders' forum; regional cross-border peace committees; regional conflict prevention management and resolution structures; joint coordination structure; and joint monitoring and evaluation committee for the ongoing development initiatives.

3.4. MONITORING AND EVALUATION NEEDS

Monitoring and evaluation are vital to measuring the progress of ongoing development initiatives. In all three clusters, organizations implementing the cross-border plan should establish the following platforms implementing the cross-border agenda:

 i.   monitoring units with specific staff;
 ii.   specific project information management system; and
 iii. monitoring and evaluation information management system.

4.0. GUIDELINES FOR PARTICIPATORY PLANNING PROCESSES FOR JOINT BORDER PLANNING

Planning in a complex environment like that in the cross-border areas of Kenya, Somalia, and Ethiopia hampered by imperfect information and high transaction costs. These obstacles nurture an environment that vitiates growth models and optimal cross-border policy that inform decision making, resource allocation, and utilization. The uncertainty, though systemic, can be assuaged with the following participatory planning guidelines.

(i) Cross-border planning should be nurtured around bottom-up planning processes

(ii) Cross-border planning should be human rights sensitive

(iii) Cross-border planning should be sensitive to diversity

(iv) Cross-border planning should be gender-sensitive

(v) Cross-border planning should be inclusive

(vi) Cross-border planning should allocate a significant proportion of available resources to rapid response

(vii)   Planning Process and developments plans should be conflict-sensitive

(viii)   Cross-border planning should foster inclusive institutions

(ix) Cross-border planning should standardize monitoring and evaluation practices

(x) Cross-border plans should have an inbuilt communication strategy

(xi) Cross-border planning should seek to minimize transaction costs

(xii)   Cross-border planning should prioritize joint coordination among cross-border stakeholders

5.0. CONCLUSION

In conclusion, participatory cross-border planning within the three clusters should be fostered around a territorial border perspective. This should utilize economies of scale from existing opportunities of the three clusters that include:

(i)   common borders shared by the respective countries;

(ii) common challenges requiring similar interventions that can easily enhance convergence within the planning process among cross-border stakeholders;

(iii) relatively similar cultural norms and values which offer similar informal institutions that can be utilized for common institutional formulation efforts;

(iv) development partner support from multiple partners offering the much-needed resources for a region in need of more resources;

(v) existing institutional framework including local and central governments' legal and policy frameworks from the respective countries within the three clusters;

(vi) regional support to defeat terrorism from regional countries, western countries, and international agencies; and

(vii)   untapped economic opportunities from mining, tourism, and agro-processing that could offer the much-needed alternative lifestyles critical towards improving regional economic growth and reducing poverty reduction efforts.

Yet, for the above opportunities to be fully utilized to support participatory cross-border planning, there is a need to:

(i)   minimize transaction costs as they deter cross-border flows hence hindering cross-border processes and desired outcomes;

(ii) integrate non-discriminative informal institutions with inclusive institutions when formulating and developing the institutional framework;

(iii) adopt a cooperation approach that is responsive to the diversity within the cross-border communities; this should be linked with core agendas of central governments if convergence is to be relatively realized in a complex environment;

(iv) incorporate capacity building in planning processes to ensure both staff and communities members are readily competent to partake in the participatory planning process; and

(v) invest in information collection, analysis, and dissemination infrastructure to ensure information symmetry for the core indicators critical to decision making;

(vi) joint implementation of cross-border interventions including stakeholders from either side of the respective borders within the three clusters; and

(vii) joint monitoring of cross-border interventions including stakeholders from either side of the respective borders, including local government and central government representatives;

(viii) rotational leadership of cross-border projects with representatives of each side of the border given an opportunity to lead the respective projects. These should be supported with a common staff composed of personnel from either side of the borders;

(ix) ensure that the outcomes of the cross-border planning processes reduce inequality aspects in the respective border sides within the three clusters;

(x) funding approaches are diverse enough to supplement the limited resources within the border communities;

(xi) cross-border cooperation should be rooted in the national agendas of countries partaking in the process.

(xii) cross-border planning should support the private sector and local communities if sustainable development is to be realized within the cross-border areas;

(xiii) ensure the needs and objectives of cross-border development in the three clusters are reconciled with objectives of national governments, regional partners; and

(xiv) cross-border planning should integrate externalities in policy formulating while seeking interventions whose social marginal benefit is above private benefits.

Proposed Tools for Joint Coordination in Cross-Border Planning: in addition to enhancing the existing tools, the following tools could be utilized to enhance joint coordination and planning in the Horn of Africa

Community-Led Local Development (CLLD): is a tool for involving citizens and partners (civil society and local economic actors) at the local level in developing responses to the social,

environmental, and economic challenges a particular community faces[3]. The tool is created for small-scale territories with a strong bottom-up approach. The tool brings together local partners in cross-border areas; these create a Local Action Group (LAG) that designs and implements local integrated strategies to transition their communities (cross-border areas) to a more sustainable future.

Integrated Territorial Investment (ITI): this is a tool that allows to "bundle" together funds to perform activities (integrated measures) aimed at supporting sustainable urban development in cross-border areas under different thematic objectives.

Joint Action Plan (JAP): is considered one single operation with one single beneficiary made up of several projects, bundling one or several of the funds and using options for simplified costs. It comprises a project or a group of projects, not consisting of infrastructure provision, carried out under the responsibility of the beneficiary, as part of an operational program or programs. The outputs and results of a joint action plan are agreed upon between member states.

Early Warning Crop Monitor is a tool developed by GEO Global Agricultural Monitoring Initiative (GEOGLAM) to fight food insecurity. The tool provides consensus reports on crop conditions in areas at risk of food insecurity. It synthesizes remote sensing data, field observations, and environmental modeling (World Meteorological Organization, 2016). This information empowers decision-makers across the food security community to make timely decisions.

The Sustainable Livelihood Framework: assesses people's command over a range of assets: physical, financial, natural, human, and social. The degree to which an individual, household, or community has access to these assets determines the quality of their livelihood and, in turn, their resilience to shocks and crises, such as conflict and drought

The Household Economy Approach: analyzes livelihood zones and provides a detailed rundown of the income, expenditure, and consumption patterns of the people living there. Livelihood zones can then be disaggregated based on wealth groups to examine the varying levels of control that people have over assets and how they respond to shocks.

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[3] Common Guidance of the European Commission's Directorates-General AGRI, EMPL, MARE and REGIO on community-led local development in European Structural and Investment funds, 29 April 2013

The Drivers of Migration Framework: complements the other frameworks by shedding light on how people in different livelihood and wealth groups respond to shocks and how they make decisions about mobility.

These tools provide a detailed understanding of livelihood, welfare and mobility-aspects that are predominant in the Horn of Africa (Hammond , 2017).