

DRAFT GOOD PRACTICE PRINCIPLES FOR CROSS BORDER PROGRAMMING IN THE DRYLANDS OF THE HORN OF AFRICA

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INTRODUCTION

Borders, in the pastoral context of the drylands of the Horn of Africa with high levels of human and animal mobility, have little relevance and meaning to the populations living in border areas in Kenya, Uganda, Ethiopia, Somalia and Somaliland. As international borders do not follow ethnic or eco-system lines, pastoral populations move freely across them. As a result, in the Horn of Africa's border areas, it is essential to take these cross border movements and dynamics into consideration when implementing drought risk reduction programs as what happens on one side of the border affects the other. Although cross border programming maybe across intra-country borders; ecosystem borders or ethnic borders, the discussion here is focused on international borders.

Cross border programming can include a number of types of interventions depending on the context:

1. **Cross border implementation** where a single activity is implemented with communities on both sides of the border e.g. rehabilitation of a water point that is used by both communities.
2. **Coordinated/parallel interventions** where activities are carried out in co-ordination e.g. animal or human vaccination.
3. **Replication of good practice from one side of the border to the other** where successful experiences from one side of the border are replicated on the other side.

GOOD PRACTICE PRINCIPLES

1. **Identification of cross-border dynamics:** The first step in a cross-border intervention is to identify issues of common concern on both sides of the border – these can be related to traditional migratory patterns, access to social services, animal health, security, ecosystems/natural resources, market linkages etc. This should also



include an in-depth analysis of the historical relations and a comprehensive assessment of the multiple risks and vulnerabilities affecting the adjacent communities.

2. **Expectations from a cross border intervention should be clear from the outset:** e.g. the focus can be placed on experience sharing, coordination, natural resource management, conflict mitigation.
3. **Initially, development partners should focus on one/a few preferably non-contentious issues in order to build trust** as communities in remote cross border areas may be suspicious of each other and are more prone to conflict.
4. **For the same reasons it is important to use conflict sensitive approaches.** Border areas are often conflict hot spots, development partners should ensure that their interventions do not exacerbate pre-existing conflicts or put their staff at risk.
5. Cross-border interventions should **aim at the equitable delivery of services** to limit “pull factors”.
6. Development partners can **play a coordination role between local authorities of the countries of intervention who are by definition limited in their interventions by international borders.** For example, a cross-border NGO can support veterinary services to undertake vaccination campaigns concurrently.
7. **Legal and policy frameworks of the countries of intervention need to be well understood** as they can widely differ and pose operational challenges (vehicle movements, labor laws, immigration, import/export of goods etc).
8. Development partners should always remember that **national governments are sovereign, and that certain cross-border issues can be extremely contentious** not only between communities but also between governments: e.g. natural resource management (e.g. dams on one side of the border, cutting water flow to the other), disarmament and security.
9. **Internal coordination and project management in a cross border context requires the implementing partner to have a clear integrated/ well coordinated internal management structure** to ensure that the project is implemented in a “cross-border” way, rather than as 2 projects in 2 different countries.

POLICY RECOMMENDATIONS

1. **Promote research and disseminate studies** on cross border issues to stakeholders and advocacy groups.
2. Promote further **free trade agreements** should be developed to facilitate cross border trade between populations of cross-border areas.
3. Encourage the **harmonization of rules** regulating and facilitating movement of goods and mobility of people and livestock across the border.



4. **Policies** in the countries of the Horn of Africa **to recognize the cross border nature of ecosystems** and facilitate ecosystem based planning.
5. National policies and plans on DRR and pastoralist development to be aligned with AU strategies.
6. Encourage regional bodies and governments to enforce (sub) regional agreements.
7. **Lobby donors to adapt funding instruments** for cross border projects.
8. **Aid agencies** working in pastoral areas **should consider taking a regional rather than a national approach and** promote understanding on cross border issues among donors and others. On the whole, it has been seen that there is limited understanding of the range of cross-border linkages among pastoral communities and of the implications of the shared risks for issues such as drought preparedness, management and response.

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