Africa
Borderlands
Centre

UNDP

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Project Title: Africa Borderlands Centre

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Implementing Partners: UNDP

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Contents

Brief Description

Africa's borderlands play host to more than 270 million inhabitants, a combined population significantly larger than any single state on the continent. 'Borderlands' here refer to the territorial margins of nation states, regions where border contact is a central feature of economic and political life.

Borderlands communities are some of the world's most creative spaces, demonstrating enormous resilience in response to a host of complex development and security challenges. Communities are well-known for adapting to new and difficult circumstances, often innovating with very limited resources. In improved circumstances, borderland communities could thrive from the abundant resources that they possess – both natural and in human capacity.

However, currently African borderlands exhibit a high prevalence of extreme poverty and tend to be under-served by national institutions in terms of their basic services (notably of security, education, and healthcare). They have been "left behind", even as development progress has begun to pick up in many urban centres across the continent. Poverty is both cause and an effect of the violent conflict and insecurity which characterise Africa's borderlands. Intra- and inter-state conflicts, terrorism, ethnic cleansing, and violent criminality are disturbingly common. Violent conflict over territorial and ideological disputes is often closely tied to illegal activities such as cattle rustling, illegal mining, illegal logging, auto-theft, drug trafficking, human trafficking, and gun smuggling, which remain prevalent in the margins of the state. Economic development in borderlands areas is generally limited. Informal cross-border trade makes up a survival economy for many borderland inhabitants. In this context, women experience

> " In improved circumstances, borderland communities could thrive from the abundant resources that they possess – both natural and in human capacity. "

Figure 1: Africa Borderlands

the full force of under-development in borderland regions, with many performing multiple work roles at home and in the informal economy.

Development approaches to date have tended to design programmes around national development plans, which are implemented within national borders and overlook the unique challenges of borderlands and the ways in which they connect to regions outside the national territory. The absence of dedicated borderlands programme resources at a regional level, to support more systematic engagement has been a critical gap. To address this, the African Borderlands Centre will operate as an expert resource of intelligence, expertise and experience which supports national governments, inter-governmental agencies, UNDP Country Offices (COs), UN agencies, development partners and other key stakeholders to implement more effective programming in support of the sustainable development of the borderlands in order to action the commitment to leave no-one behind.

The Centre's work will be developed around two critical outputs:

1. THINKING BETTER by operating as a "thought leader" in relation to borderlands issues, providing knowledge, innovation and programming expertise to partners across the continent; and (2) equipping policy and decision-makers with more and better data, analysis, lessons learned and good practice to enable them to "do development better". This will result in improvements in two areas:

2. DOING BETTER by (a) engaging in advocacy, knowledge sharing and advice in support of more targeted policies and planning at the regional and national level to ensure more attention and are devoted to borderlands and (b) providing high quality, responsive, carefully calibrated technical advice and catalytic funding to partners to design and implement more effective programmes and development financing approaches that will give sustainable benefit for people living in Africa's borderlands.
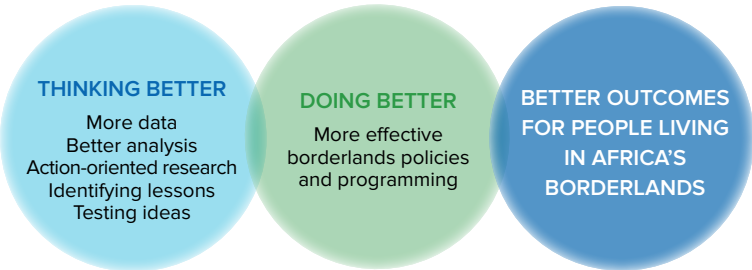
Contributing Outcome (Africa RPD):

Output 3.3: The African Union Peace and Security Unit (PSU) and national and sub-national actors are enabled to establish vertical and horizontal partnerships with other critical actors to set-up and support peace infrastructures.

Indicative Output(s) with gender marker[2]:

Output 1: Africa Borderlands Cengtre established as a "thought leader", delivering cutting edge data, analysis and knowledge on critical borderlands policy and programming issues.

GEN2 (Gender equality as a significant objective)

Output 2: Africa Borderlands Centre established as a hub of high quality technical and policy advice, able to apply evidence-based knowledge to design and deliver innovative programming on borderlands in support of transformative, systemic change.

GEN1 (Limited contribution to gender equality)

Budget Summary

Total resources required:	30,000,000	
Total resources allocated:	UNDP TRAC:	
	Donor	
	Government	
	In-Kind:	
Unfunded:		

Agreed by (signatures):

Signature:	*Ahunna Eziakonwa*
Print Name:	Ahunna Eziakonwa
Title:	Assistant Administrator and Regional Director (RBA)
Date:	18-Sep-2020

THINKING BETTER
More data
Better analysis
Action-oriented research
Identifying lessons
Testing ideas

DOING BETTER
More effective borderlands policies and programming

BETTER OUTCOMES FOR PEOPLE LIVING IN AFRICA'S BORDERLANDS

Photo: UNDP

I. DEVELOPMENT CHALLENGE & OPPORTUNITIES

1. Africa's borderlands play host to more than 270 million inhabitants, a combined population significantly larger than any single state on the continent.[1] 'Borderlands' here refer to the territorial margins of nation states, regions where border contact is a central feature of economic and political life. Figure 1 maps some of the most prominent African borderlands. It has been reported that only a third of Africa's 83,000km of land borders are properly demarcated.[2] In 2012, an African Union assessment indicated that although there were about 350 official border-crossing points, the vast majority of the continent's borders remain wholly unrepresented on the ground.[3] These borders divide over 177 cultural and ethnic groups, who interact and trade more with each other than they do with their own nation state capitals, and who inhabit regions that are often difficult to access by road, sea, or air.[4] Notably, in 2014 members of the African Union (AU) agreed the Convention on Cross-Border Cooperation (known as the Niamey Convention) which aims to ensure the peaceful resolutions of border disputes and promote cross-border cooperation, including by facilitating the development of borderlands and easing the free movements of persons and goods.

2. In September 2015, all countries in the AU endorsed the 2030 Agenda and the Sustainable Development Goals (SDGs) which will guide global and national development efforts for the next fifteen years. Ensuring that the benefits of development extend to the populations of Africa's borderlands is central to the core promise of the SDGs, that "no one is left behind". However, as the analysis below bears out, communities in Africa's borderlands are currently some of the poorest in Africa today, threatened by violent conflict, lacking critical services and reliant on unregulated economic networks for their livelihoods. It is imperative as the continent strives to move forward, that borderlands are more systematically integrated into national, regional and global development planning, programming and financing efforts.

Opportunities and challenges in Africa's borderlands

3. Borderlands communities are some of the world's most creative spaces, demonstrating enormous resilience in response to a host of complex development and security challenges. Communities are well-known for adapting to new and difficult circumstances, often innovating with very limited resources. In many cases, intractable insecurity, conflict, and poverty disguise the true economic potential of their large, adaptable populations. In improved circumstances, borderland communities could thrive from the abundant resources that they possess – both natural and in human capacity". Existing experience from these communities has shown that effective borderlands development harnesses the principle of cross-border cooperation, characterized by

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[1] A combined population of urban and rural inhabitants living within 50km of a non-maritime border, based on Acropolis data from OECD and the Sahel and West Africa Club (SWAC) (2020), available at https://www.africapolis. org/home.

[2] https://www.economist.com/blogs/economist-explains/2016/11/ economist-explains-10

[3] http://www.peaceau.org/uploads/AU-DSD-WORKSHOP-MARCH-2013/ Border-Programme-docs/AU-BM-Strategy-Revised%20Draft.pdf

[4] Ibid.

the cooperation of neighbouring regions along a border to undertake practical problem solving in relation to common issues. Cross-border cooperations builds on geographical proximity, kinship, alliances and the common sharing of resources and interests to empower local stakeholders to progressively transform cross-border areas into vital levers in strengthening regional integration. It depends on the meaningful engagement of border communities through their various representatives, including locally elected officials, local administrative authorities, traditional and religious leaders, professional associations, women's movements and youth organizations, and economic interest groupings such as farmers, pastoralists and traders.

4. African borderlands exhibit a high prevalence of extreme poverty and tend to be under-served by national institutions in terms of their basic services (notably of security, education, and healthcare).[5] They have been "left behind", even as development progress has begun to pick up in many urban centres across the continent. Data which disaggregates information regarding poverty levels across Africa's borderlands, nor data which measures exclusion and inequality (a problem in itself which require urgent attention) is not easiliy available. Research into specific regions confirms that the marginalisation of borderlands within national development structures and delivery mechanisms leaves them under-served by poverty reduction and service delivery efforts and particularly vulnerable to discrimination and social exclusion. The limited ability of many states to efficiently deliver services into their borderlands adds to the risk that some of these areas are disproportionately impacted by COVID19 if the virus reaches these communities and health services are ill-equipped to sufficiently respond. Healthcare systems in borderlands tend to be weak and underfunded, and these regions are likely to experience acute shortages of much needed materials such as clean water, soap, hand sanitizer, and personal protective equipment. The serious threat that continues to be posed by the disease — and

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the urgency of the response — is most apparent in its spread to areas of intractable insecurity, such as the Chad Basin, borderlands in the Sahel, and the Mandera Triangle between Kenya, Somalia, and Ethiopia.

5. Borderland regions are especially susceptible food and water shortages and supply chain disruptions — an especially urgent concern in drier climates such as the Horn, the Sahel, and the Chad basin.[6] A 2020 World Bank report found that the "environment of the border regions is generally characterized by pronounced vulnerability to degradation and poverty. Environmental hazards are often spatially concentrated in border regions. It is here that droughts and floods provide the gravest threat to livelihood systems."[7] The Sahel has suffered drought conditions for many years, while the Horn of Africa regularly suffers from the threat

[5] World Bank, From Isolation to Integration: The Borderlands of the Horn of Africa (World Bank, 2020) pp 9, 36, http://elibrary.worldbank.org/doi/book/10.1596/33513 viewed 1 June 2020.

[6] "The Sahel, Desertification beyond Drought", https://www.wearewater.org/en/the-sahel-desertification-beyond-drought_318262 viewed 3 June 2020; "How Is ACTED Responding to the Human Impacts of Climate Change on the African Continent?", https://reliefweb.int/report/mali/how-acted-responding-human-impacts-climate-change-african-continent viewed 3 June 2020.
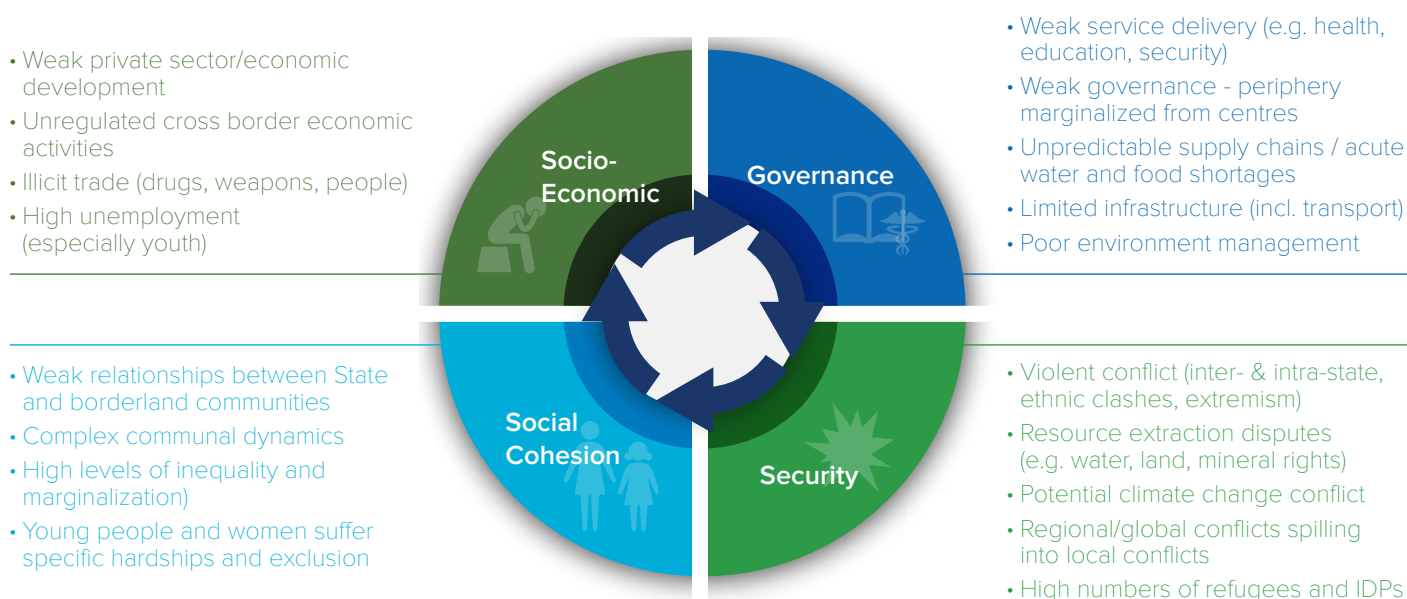
[7] World Bank, n 6.

Chad Basin

Sahel
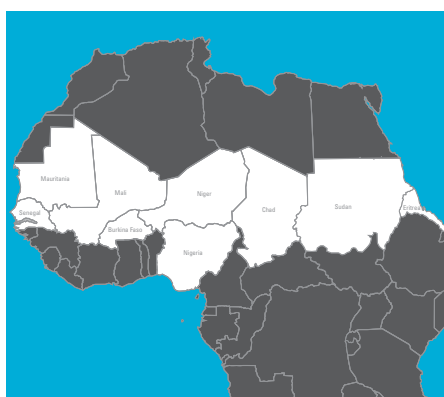
Mandera Triangle

Figure 2: Range of issues impacting Africa's borderlands

Socio-Economic
- Weak private sector/economic development
- Unregulated cross border economic activities
- Illicit trade (drugs, weapons, people)
- High unemployment (especially youth)

Governance
- Weak service delivery (e.g. health, education, security)
- Weak governance - periphery marginalized from centres
- Unpredictable supply chains / acute water and food shortages
- Limited infrastructure (incl. transport)
- Poor environment management

Social Cohesion
- Weak relationships between State and borderland communities
- Complex communal dynamics
- High levels of inequality and marginalization)
- Young people and women suffer specific hardships and exclusion

Security
- Violent conflict (inter- & intra-state, ethnic clashes, extremism)
- Resource extraction disputes (e.g. water, land, mineral rights)
- Potential climate change conflict
- Regional/global conflicts spilling into local conflicts
- High numbers of refugees and IDPs

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of drought and famine; alleviating the latter is a challenge that is often exacerbated by conflict, which has limited the ability of humanitarian relief to reach people effectively. It is of critical concern that conflicts over natural resources, including water, are likely to be exacerbated as the impacts of climate change are increasingly felt. The imperative to mitigate and/or adapt to climate adds yet another level of complexity to the range of issues that must be addressed by borderland communities in coming years.

6. **Poverty is both a cause and an effect of the violent conflict and insecurity which characterise Africa's borderlands.** Many people living in Africa's borderlands feel overlooked by the government institutions mandated to serve them. Their sense of exclusion and marginalisation from the development benefits accruing to citizens (and elites) in capital cities has often fostered resentment undermines social cohesion and contributes to the rejection of formal governments institutions, which has in turn driven conflict and violence. In this context, it is notable that youth alienation in the borderlands is particularly acute, with many young people experiencing poverty throughout their early lives; their exclusion from education opportunities, employment and local decision-making has led to a high risk of radicalisation and active involvement in conflict or illicit activities. This was borne out in UNDP's seminal 2017 *publication "Journey to Extremism in Africa: Drivers, Incentives and the Tipping Point for Recruitment"*.[8] Young women have experience additional suffering; they experiences similar or greater exclusion from opportunities, but

in addition to being targets for radicalisation, they have also often suffered the brunt of violence as victims, with combatants targeting them for rape or slavery. These and other women are also at grave risk of being forced into sex work, contributing to the continuing high rates in Africa of teenage pregnancy and early child marriages. The exclusion of young people is an enormous missed opportunity for African nations. The demographics across the region point to a youth bulge that should be harnessed for the benefit of the continents development but is currently being under-resources, particular in borderland areas.

7. **The private sector's penetration into Africa's borderlands is limited, with these areas generally characterised by small businesses and informal traders.** Economic development has been severely limited in most areas, with informal cross-border trade dominating what operates as a "survival economy" for many borderland inhabitants. In this context, women experience the full force of under-development in borderland regions,

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[8] "Journey To Extremism In Africa – Drivers, Incentives and the Tipping Point for Recruitment" (UNDP Regional Bureau for Africa, Addis Ababa, Ethiopia, 2017), http://journey-to-extremism.undp.org/ viewed 2 July 2020.

with many performing multiple work roles at home and in the informal economy. In this context it is notable that the Common Market for Eastern and Southern Africa (COMESA) has developed and adopted a charter to help normalize the processing of small-scale trade at the border, which is reported to have reduced harassment and bribe-seeking, and facilitated border crossings.[9] The informal cross-border trade in foodstuffs, in particular, is a task most commonly performed by women, with limited protection from state and municipal authorities. These women are especially vulnerable to harassment, extortion, and abuse.[10] State representatives face considerable logistical challenges in monitoring thousands of miles of open borders across Africa, and imposing import and export tariffs and other official fees. In most regions, informal cross-border trade is relatively unregulated in practice. Nevertheless, these activities remain precarious for the communities who rely on them, and livelihoods are threatened by periodic crackdowns and border closures. At the time of writing, in May 2020, most African states have officially closed their land borders as a result of COVID-19, severely curtailing the revenue of residents who rely on cross-border mobility or engage in nomadic, pastoralist, and/or livestock rearing livelihoods. These closures are not always enforceable, and a great many borderland residents and traders continue to cross borders and evade attempts to prevent them. This reinforces a communal attitude of resistance to state authority.

8. Intra- and inter-state conflicts, terrorism, ethnic cleansing, and violent criminality are disturbingly common to the borderlands regions. Africa's borderlands play host to some of the continent's most notoriously violent groups, including regional branches of Al Qaeda and the Islamic State in the Liptako-Gouram Region, Boko Haram in the Chad Basin, the Lord's Resistance

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Army in Central Africa, Jama'at Nasr al-Islam wal Muslim in West Africa and the Maghreb, and Al-Shabaab in the Horn of Africa. Some of the most intractable regional conflicts are charaterised by their cross-border nature, with multiple countries destabilised as conflict continues to spill across borders that countries are struggling to police. Violent conflict over territorial and ideological disputes is often closely tied to illegal activities such as cattle rustling, illegal mining, illegal logging, auto-theft, drug trafficking, human trafficking, and gun smuggling, which remain prevalent in the margins of the state. Violent actors profit from unregulated borderland markets, from legal and illegal cross-border trade,

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[9] "World Bank, n 6, p 16.

[10] Brenton P, Gamberoni E and Sear C, "Women and Trade in Africa: Realizing the Potential" (World Bank, Washington, DC, 2019), http://documents.worldbank.org/curated/en/115591468211805723/pdf/825200WP-0Women00Box379865B00PUBLIC0.pdf.

Photo: UNDP

and from the international supply chains that deal in contraband. In practice, it is very difficult for states to confront violent actors in border regions unilaterally, without effective cross-border collaboration. These groups are able to easily swap jurisdiction, finding safety across borders when threatened. Significantly, these actors often hide amongst the refugee communities that their own actions have created. Violent conflict has led to massive numbers of internally displaced people and large refugee camps across Africa. The continent hosts about 37% of the world's 19.6 million refugees and 39.1 million internally displaced people, according to UNECA.[11] These displaced populations, commonly housed along the borders of many countries, bring with them their own complex challenges. The 2019 UNDP publication, "*Scaling Fences, the Voices of Irregular African Migrants to Europe*", also highlighted that many of these people are also part of the irregular migration to Europe that has also impacted that continent.[12]

9. Governments are often viewed with suspicion; unable to deliver services, there is little opportunity to build positive state-citizen relations, resulting in weak social cohesion and community distrust of authorities. Lack of government penetration into the borderlands leads to a sense of isolation and/or abandonment. The often limited state authority common to African borderlands is a key driver of instability and insecurity within them. The state is a distant presence in many borderlands and its authority needs to be constantly reasserted. Interactions between officials and borderland inhabitants can be problematic, especially where different power holders such as militias, vigilantes, religious authorities, traditional authorities, and others, struggle to control the allegiance of what are often scattered and ethnically diverse populations. Social cohesion is often precariously balanced amongst these various actors. Where state institutions have attempted to assert themselves, they have often imposed predatory forms of governance on their border regions. For their part, borderland populations who engage in informal cross-border trade have a long history of evading state agents, but are also at risk of being victims of state border officials (e.g customs, immigration). Mutual suspicion means that state or municipal institutions may not always be an effective vehicle through which to implement policy.

10. In the absence of effective central governance instituitons, peripheral borderland territories often generate modes of governance in parallel to those of the state. Borderlands are not power vacuums and attempts to extend state authority into them are not guaranteed to bring peace, stability, and economic integration. Too often, they do the opposite, provoking violent backlashes from armed non-state militias, and allowing elite groups to capture state-led stabilization initiatives, diverting them to serve private interests. The relationship between central and municipal state authorities and powerful borderland groups ranges from violent confrontation to a complex form of inter-dependency. The fact that state officials generally do not perceive their role from the perspective of the border region, but rather make proposals that apply to the nation as a whole, is a key source of conflict.

11. Of further greater concern to continental security is the fact that illegal trade and smuggling activities in border regions are often integrated into wider networks of transnational crime in Africa and beyond, sometimes with the complicity of government actors themselves. Criminal trade in such things as ivory, minerals, small arms, and drugs routinely bypass state

[11] "What You Need to Know about Africa's Refugees" Al Jazeera, 9 February 2019, https://www.aljazeera.com/indepth/interactive/2019/02/africa-refugees-190209130248319.html viewed 2 July 2020.

[12] "Scaling Fences, Voices of Irregular African Migrants to Europe" (UNDP Regional Bureau for Africa, Addis Ababa, Ethiopia, 2019), https://www.undp.org/content/undp/en/home/news-centre/speeches/2019/launch-of-scaling-fences--voices-of-irregular-african-migrants-t.html viewed 2 July 2020.

regulation and control. While some small traders engage in such activities as small scale livelihoods, for many actors, such trade is part of a much more highly sophisticated network of illegal activites. Of most concern, militias, terrorist groups and insurgents often rely on such illegal trade to fund their violence. In this contex, illegal cross-border trade contributes to insecurity, destabilisation and violence across Africa. Government responses to the COVID-19 crisis may restrict freedom of movement and hinder informal trade, with particularly heavy impacts for borderlands communities. In the haste to combat the disease, measures may be adopted that trade-off the need to protect public health against ensuring that people are able to meet their basic food and protection needs. In regions such as the Horn of Africa and the Great Lakes, the enforcing such measures is likely to have a disproportionate effect on women, who make up the majority of traders in the extensive network of border markets.

Borderlands development programming to date

12. In 2013, African leaders endorsed *Agenda 2063: The Africa We Want*, a continental statement of intent which set out a blueprint for Africa's development over the next fifty years. Seven overarching aspirations were set out, with Aspiration 2 which focused on an "integrated continent" specifically committing that Africa will "[b]e a continent of seamless borders, and management of cross-border resources through dialogue". This is a critical commitment to borderlands which must not be lost during the implementation of Agenda 2063. Notably however, while Agenda 2063 recognises the importance of managing cross-border resources, it does not explicitly recognise the special needs of borderlands people; compare this to Aspiration 1, which specifically identifies the importance of ensuring that "[c]ities and other settlements are hubs of cultural and economic activities...".

13. Since 2007, the African Union (AU) has been implementing the AU Borderlands Programme (AUBP), with long-term support from the German Development Agency (GIZ). The AUBP works to: (i) assist Member States in delimitation/demarcation/reaffirmation of inter-state boundaries; (ii) promote cross-border cooperation; and (iii) strengthen the capacities of border stakeholders.[13] The AUBP has been active in working with Member States and partners to develop more targeted strategies and policies to address border issues, which in 2020 saw the Assembly of the African Union adopt a new African Union Strategy for Better Integrated Border Governance.[14] This Strategy signalled a paradigm shift for the AU, that recognised African international borders an

asset, a resource and a lever for anchoring public policies at different scales: continental, regional and national. While African borders have been governed in various ways since their creation, the new approach captured in the Strategy promotes a multifaceted and multidimensional approach toward African borders by enhancing their integrative potential. Borders are envisaged as the nodes which connect States' public action in the security, economic, commercial, infrastructural, environmental, and social affairs sectors.

14. A key agenda of the AUBP has been to work with the seven African Regional Economic Commissions on developing and implementing sub-regional approaches to border governance, in support of the overall continental border work. To this end, the AUBP has committed to engaging actively with RECs on border issues. In 2013, the AUBP and RECs developed a joint roadmap defining their roles and responsibilities in terms of border management and identifying interaction tools, and agreed to hold periodic coordination meetings on African border governance to ensure complementarity through smooth exchange, interaction

Photo: UNDP

[13] African Union Border Programme (AUBP) - Uniting and Integrating Africa through Peaceful, Open and Prosperous Borders African Union: Peace and Security Department, http://www.peaceau.org/en/page/27-au-border-programme-aubp viewed 1 June 2020.

[14] Border Governance: Support to the African Union Border Programme GIZ, https://www.giz.de/en/worldwide/15759.html viewed 1 June 2020.

and cooperation.[15] These coordination meetings have been institutionalised, and the next step will be to identify coordination focal points. Nonetheless, the AU and RECs already collaborating and share information on an informal basis. A survey of AU and REC websites suggests however that there is very limited information available about what programming and policies have specifically been developed in support of borderlands. Feedback from the AUBP team indicated that some cross-border cooperation initiatives have already been developed and implemented within the framework of AUBP, primarily in West Africa. For example, Member States have signed bilateral and local cross border cooperation agreements, established local cross border institutions and developed local cross border development plans.

15. Apart from the AUBP's work with RECs, a number of RECs have themselves been engaging with Africa's borderlands. For example, the Inter-Governmental Authority on Development (IGAD) has also been working with partners to develop its own strategies to direct more support toward borderlands in the Horn of Africa.[16] In 2015, under the auspices of IGAD, and in collaboration with the World Bank, the countries of the Horn of Africa introduced a "borderlands partnership". This was designed to provide assistance around four cross-border geographical "clusters" which represented zones that shared resources, services, and cultural values, often bound by clan and/or ethnic networks.[17] In 2018, IGAD Ministers also endorsed a policy framework on informal cross-border trade that aimed to improve cross-border security governance.[18] As noted earlier, COMESA has adopted a charter to help normalize the processing of small-scale trade at the border, which is reported to have reduced harassment and bribe-seeking.[19] COMESA and the East African Community (EAC) have also developed simplified trading regimes to facilitate the formalization of trading businesses without imposing insurmountable regulatory and tax burdens.[20] ECOWAS's website indicates the Commission has also been implementing borderlands programming, focusing on four areas:

1. strengthening cross border cooperation;

2. facilitation of migration across the region;

3. awareness raising and capacity building of key institutions.[21] The Lake Chad Basin Commission has also become increasingly active in addressing border and water disputes across that region, as well as attempting to support countries to work together to address the Boko Haram insurgency.[22]

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[15] "Good Practices Platform on Cross-Border Cooperation in Africa African Union, https://au.int/pt/node/37336 viewed 1 June 2020.

[16] IGAD and Partners for the Development of Borderlands in the Region IGAD, https://igad.int/index.php?option=com_content&view=article&id=1162:igad-and-partners-for-the-development-of-borderlands-in-the-region&catid=43:agriculture-and-environment&Itemid=126 viewed 1 June 2020.

[17] World Bank, n 6, p.20.

[18] Trade Ministers Adopt IGAD Policy Framework on Informal Cross-Border Trade Aimed at Boosting Cross-Border Security Governance IGAD, https://igad.int/divisions/peace-and-security/1872-trade-ministers-adopt-igad-policy-framework-on-informal-cross-border-trade-aimed-at-boosting-cross-border-security-governance viewed 1 June 2020.

[19] World Bank, n 6, p.16.

[20] World Bank, n 6, p.16.

[21] See https://ecpf.ecowas.int/components/cross-border-initiatives/

[22] Transnational Conflict and Cooperation in the Lake Chad Basin (11 March 2015) ECC Library, https://library.ecc-platform.org/conflicts/lake-chad-africa-inter-state-conflicts-and-cooperation viewed 1 June 2020.

Photo: UNDP

16. Over the last decade, UNDP's programming in support of Africa's borderlands – as well as that of many of its UN sister agencies – has been gradually growing, in part in response to the launch of the UN's "Sustaining Peace" agenda in 2015, which called for new approaches to addressing conflict, in particular in complex contexts such as borderlands. In response, the Regional Programme Document for Africa (2018-2021) explicitly recognised Africa's borderlands in a specific regional peacebuilding output, namely:

- **Output 3.3:** The African Union Peace and Security Unit (PSU) and national and sub-national actors are enabled to establish vertical and horizontal partnerships with other critical actors to set-up and support peace infrastructures.

- **Indicator 3.3.1:** Number of interventions across borders 'zooming in' on troubled, underdeveloped borderland areas and national dialogues for peace and reconciliation.

17. In support of the Regional Programme Document for Africa, UNDP has been developing *Africa's Promise: The UNDP Renewed Strategic Offer In Africa*, a more detailed implementing document to guide UNDP's Regional Africa team to provide strategic support to key stakeholders across Africa to achieve the continent's peace and development goals. The Africa Promise document already recognises that UNDP's Africa Borderlands Centre will have a role in supporting African countries to harness their development prospects through their research, horizon scanning and data capacities, and will have a particular role to play in supporting more effective programming in support of peacebuilding, social cohesion and preventing violent extremism.

18. Within the frame of the "Sustaining Peace" agenda, UNDP has recently engaged in a small number of new initiatives and programmes which aim to engage in more effective borderlands work. These projects are all in their relatively early implementation or design stages, and will provide ripe materials for assessing potential good practice and lessons learned that can improve UNDP's future borderlands programming. In fact, the recent development processes surrounding these projects contributed to UNDP's decision to establish a dedicated unit which would have specialist expertise

"The *Africa Promise* document already recognises that UNDP's Africa Borderlands Centre will have a role in supporting African countries to harness their development prospects. "

Photo: UNDP

available to assist UNDP Country Offices to more efficiently design similar programmes in future. Challenges engaging multiple UN Country Offices around one project document, multiple national governments, a diverse collection of local authorities and multiple funders all needed to be managed; the Centre is cognisant of this challenge as it moves forward. UNDP's major cross-border projects are summarised below:

■ In the Horn of Africa, the EU-UNDP Project "Support for Effective Cooperation and Coordination of cross-border Initiatives in Southwest Ethiopia-Northwest Kenya, Marsabit-Borana and Dawa, and Kenya-Somalia-Ethiopia" (SECCCI) aims to address the drivers of conflict and instability, irregular migration and displacement in cross-border areas;

■ The "Regional Stabilisation Facilitate for Lake Chad" project aims to stabilise specific areas cleared of Boko Haram control but where communities remain vulnerable to continued infiltration and attack, and to extend stabilisation activities in states affected by Boko Haram through support for the implementation of the Lake Chad Basin Commission (LCBC) Regional Stabilisation Strategy;

■ The UNDP Sahel Unit based in Dakar is currently finalising the design of the "Liptako-Gourma Stabilisation Facility" project which covers border communities

between Mali, Niger and Burkina Faso. The Project will support the Liptako-Gourma Authority to develop a Stabilisation Strategy and to set up a regional Stabilisation mechanism which will support national authorities to implement short term stability interventions in strategic locations;

■ The UNDP Sahel Unit based in Dakar has been recently established as one of UNDP's Regional Programmes. The Centre will work to strengthen UNDP' partnerships with regional economic institutions through: supporting the G5 Sahel Permanent Secretariat to implement key action plans, in particular in relation to youth and gender, and supporting the establishment of the West African Ministers of Justice's Platform as a specialized institution of ECOWAS.

19. In addition to its specific cross-border programmes, UNDP Country Offices also implement a range of activities which engage with Africa's borderlands via programming within one country only. For example, UNDP has many national projects on peacebuilding, rule of law, local governance, environment and poverty reduction which already include components which focus on outlying regions and could more effectively articulate work streams for the borderlands specifically. UNDP's stream of work on preventing violent extremism also has specific elements of relevance, including in relation to the inclusion of disenfranchised young people. In

Africa, a specific regional project on "Preventing Violent Extremism (PVE) in Africa: A Development Approach" is being implemented, to strengthen development responses and mitigate the growth of violent extremism in Africa. At the regional level the project supports the capacity of the AU and RECs, while at the national level, the project provides technical and financial support to 21 countries. UNDP's work, in partnership with UN Women, on women, peace and security are also highly relevant to borderland regions.

20. UNDP is also implementing a number of proposals funded by the UN Peacebuilding Fund which include borderland components. In Africa, PBF has funded 21 cross-border projects; 11 of them are implemented by UNDP. Notably, in January 2020, PBF released a *Guidance Note on PBF Cross-border and Regional Programmes*, providing tailored guidance that will be of value to the Centre and to UNDP Country Offices in future. The Guidance Note states that "PBF is increasingly investing in cross-border projects [because] most conflict drivers nowadays have either a regional origin or a transboundary/regional impact on neighbouring countries [and] data shows that border areas are often left behind in fragile states...". The Centre will increase its support to UNDP Country Office's in relation to PBF funding proposals to ensure that Africa's borderlands can benefit from the PBF's increased commitment to supporting borderland programming.
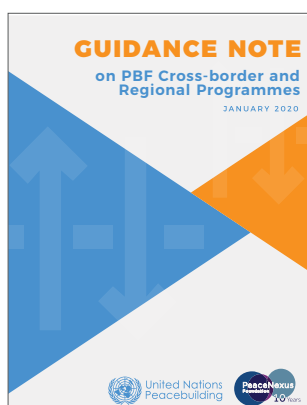
21. Other arms of the UN are also heavily engaged in borderland programming, in particular, those agencies and teams working on peace operations and humanitarian response (e.g. UNICEF, WFP, UNHCR). The UN Secretariat and its peace operations play a major role in addressing conflicts involving borderlands. Special Envoys have been created specifically to engage across borders to address conflict in the Great Lakes region and the Horn of Africa, and there is now a merged UN Office for West Africa and the Sahel. UNDP already collaborates with peace operations and humanitarian actors as part of the overall One UN approach to programming, but the Centre has already recognised that more work can be done to support UNDP Country Offices to most effectively engage such actors in support of better borderlands programming.

Gaps in African borderlands development programming

22. Across Africa, territories close to international borders operate differently – politically, socially, and economically – from state capitals and their surrounding hinterlands. Peripheral regions commonly have a lot in common with territories across the border and are networked into them by personal, familial, and business relationships. Development approaches to date have tended to design progammes around national development plans, which are implemented within national borders and overlook the unique challenges of borderlands and the ways in which they connect to regions outside the national territory. The limited availability of dedicated borderlands programme resources at a regional level to support more systematic engagement (apart from those resources delivered through the AUBP and niche programmes implemented by RECs) has been a critical gap. While relevant borderlands work has been implemented through the AUBP regional platform, fewer resources have been directed explicitly at poverty alleviation and sustainable development programming in these unique regions, leaving many borderland communities under-developed and marginalised from their more urban counterparts.

Photo: UNDP

Photo: UNDP

23. Over the last decade, borderlands have received considerably more attention as part of the conflict prevention, stabilisation and peacebuilding agenda. The most severe and intractable civil conflicts on the continent have spilled across borders. This has drawn increasing attention from governments and development partners, in particular, UN peace operations and the World Bank, who have begun to direct more resources and attention to understanding the causes of borderland conflicts and have started to invest more in prevention and mitigation activities. Peacebuilding efforts have started to take more of a cross-border approach, with UN Special Envoys designated for the Great Lakes region, the Horn of Africa and the Sahel in the last decade, and the recent establishment of the African Continental Free Trade Area (AfCFTA) in 2019 has brought a renewed focus on cross-border trade. However, there remain considerable blindspots in how, and if, borderlands are able to share in the continent's increasing prosperity. The threat of the radicalistion of disaffected men and young people living in borderland regions has also become more apparent over the last decade. A growing field of work focused on preventing violent extremism has seen more analysis and resources channeled towards understanding borderlands and designing more specific programmes to address the needs of people living in these areas.

24. Despite the large number of Africans living in border regions, development efforts and resources continue to focus heavily on cities, large urban areas and national interiors.[23] National Development Plans (NDPs) across the region have tended to focus resources on areas closer to capital cities and/or sub-national and provincial urban centres. Violence, commerce, and governance in territories close to a border are profoundly influenced by what happens on the other side of it, and the livelihoods of borderland inhabitants are woven into cross-border dynamics of trade and mobility. National initiatives can often be blind to this, resulting in limited coordination, mutual suspicion across borders, and the continued marginalization of borderland regions.

Support from development partners has often reflected these national sensibilities, leaving Africa's borderlands under-served by mainstream international development programming which is managed through national government partnerships. Engaging effectively with borderlands will require a different approach that 'joins up' sub-regions across international borders. New government and development initiatives need to recognise these regions as distinct political entities, which require specific engagement, not merely as violent "hot spots" requiring a heavy-handed law and order approach led by the state.

25. At the time of writing, a critical priority requiring more attention and resources is the need to design specific responses to support Africa's borderlands to control the spread of COVID-19. It is essential that a targeted response is crafted for these areas, in line with the core commitment of the 2030 Sustainable Development Agenda to 'leave no one behind'. There is work that the Centre can already build on. The partnership spearheaded by the UNDP Regional Service Center for Africa in cooperation with IGAD (with the support from the SECCCI Project) has specifically focused resources on designing a COVID-19 response in cross-border areas, prioritising: understanding the impact of COVID-19 in cross-borders; providing immediate relief small-scale interventions; and raising public awareness to tackle misinformation. The Centre has already produced a Policy Brief on Programming Issues Regarding COVID-19 and Africa's Borderlands,[24] which was circulated to UNDP CO's in April 2020, with feedback from multiple sources indicating that CO's then used the guidance provided to inform their own COVID-19 funding proposals and programming designs. This can form the basis of further programming work.

[23] Sahn DE, "Urban-Rural Inequality in Living Standards in Africa" (2003) 12 Journal of African Economics 564, https://academic.oup.com/jae/article-lookup/doi/10.1093/jae/12.4.564 viewed 2 June 2020.

[24] See https://www.africa.undp.org/content/rba/en/home/blog/2020/covid-19-and-the-challenge-of-african-borderlands.html for a summary

II. STRATEGY

Theory of change

26. The communities in Africa's borderlands have enormous potential to contribute to the continent's prosperity and peaceful development. However, despite the large numbers of people living in Africa's border regions, the high incidence of violence within them (which affects not only local populations but sets back national development progress more broadly) and the numerous commitments to invest in development efforts which "leave no one behind", investments of time, money and energy in Africa's borderlands remain insufficient. The UN Peacebuilding Fund noted as recently as January 2020 that "data shows that border areas are often left behind in fragile states with limited or no State presence, lower access of border populations to basic services and justice, often leading to higher poverty and unemployment rates, higher gender inequalities and a sentiment of 'abandonment' of the border population."[25]

27. UNDP's decision to establish the Africa Borderlands Centre in 2019 was a recognition of two critical realities: (i) that development in Africa's borderlands is vital to Africa's security, stability and prosperity; and (ii) that insufficient attention and resources are currently being given to addressing the needs of people living in borderlands across the African continent in support of the continental commitment to "leave no one behind" as they implement the SDGs and Agenda 2063. These regions suffer as a result of the apparent paradox that the problems faced by Africa's borderlands are both sub-national and international at the same time. This creates enormous difficulties for the existing architecture of UNDP's

Country Offices, which are designed to deliver national assistance in partnership with national government structures. Even where regional programmes are implemented from regional platforms, they are usually delivered through partnerships with national governments in alignment with national development plans. In practice, these operational challenges have led to the marginailisation of borderlands communities both by governments but also by development partners, including the UNDP to some extent.

28. In response to the challenges outlined above, UNDP determined to establish an Africa Borderlands Centre, mandated to engage in a discrete, impactful set of activities which combine to ensure that Africa's borderlands are given the attention and resources that they deserve, in order to ensure that the people in those regions meaningfully benefit from national development efforts. UNDP is ideally positioned to respond to Africa's borderlands challenges; it is a trusted partner of the AU and its Member States as well as regional institutions, it has a long-term presence in every country on the continent with unrivalled operational capacities, it is a recognised "thought leader" and policy influencer, and has demonstrated experience designing and implementing complex, multi-sectoral, multi-country programming. Furthermore, as described above, UNDP is already implementing a number of cross-border programmes (including through funding from the UN Peacebuilding Fund) from which lessons can be drawn

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[25] "Guidance Note on PBF Cross-Border and Regional Programmes" (UN Peacebuilding Fund, New York, NY, January 2020) at p.1.

and also has relevant experiences gathered from its existing work with the AU Commission Peace and Security Division in relation to continental and sub-regional stabilisation efforts (e.g. in relation to how cross-border programming can be designed and delivered).

29. **From the outset, it was recognised that the Centre would not engage in direct, in-country programming itself.** There are already a multitude of actors working with Africa's inter-governmental and government institutions to support the implementation of development programmes across the continent, including UNDP's own extensive network of Country Offices, and the Centre will not duplicate these efforts. Rather:

> The Africa' Borderlands Centre will operate as an expert resource of intelligence, expertise and experience which supports national governments, inter-governmental agencies, UNDP Country Offices (COs), UN agencies, development partners and other key stakeholders to implement more effective programming and financing in support of the sustainable development of the borderlands in order to action the commitment to "leave no-one behind".

30. **The Centre will operate from a regional platform, working with stakeholders across the African continent.** In doing so, the Centre will collaborate closely with other UNDP regional offices, in particular, the Regional Service Centre based in Addis Ababa, the Sahel Hub based in Dakar and the Africa Finance Sector Hub in Pretoria. The Centre itself will be located in the Nairobi Resilience Hub, in order to embed work on the borderlands inside UNDP's own efforts to support more resilient communities and countries across the continent.

31. **The strategy underpinning the Centre hinges on the assumption that improving outcomes for beneficiaries (civil society organisations, municipal and central government entities, and the borderland communities at large) in Africa's borderlands can be accelerated by supporting key partners – governmental, developmental, private sector and non-governmental - to "do development better".** The problems of the borderlands are highly complex and require specific attention and resources. While a small unit like the Centre does not have the resources alone to make a difference, the Centre's strategy is to offer highly specialised, expert knowledge and technical advice to partners, which will enable the better identification, design, implementation and adaptation of programming and financing to address the very specific, multi-sectoral, multi-faceted requirements of the different borderlands contexts found across the continent. In order to enable the Centre to play this role, the Centre will frame its work around 2 pillars:

Figure 3: Simple Theory of Change

THINKING BETTER
More data
Better analysis
Action-oriented research
Identifying lessons
Testing ideas

DOING BETTER
More effective
borderlands policies
and programming

**BETTER OUTCOMES
FOR PEOPLE LIVING
IN AFRICA'S
BORDERLANDS**

THINKING BETTER: The Centre will be developed as a recognised "thought leader", operating as a regional hub of knowledge and innovation in relation to borderlands issues. The Centre will work with a range of partners, including existing research networks such as ABORNE (the sole think tank explicitly focused on African Borderland issues, and a leading provider of research), as well as African academics, development partners and private sector analysts. In order to "do better", the Centre will also seek to "do differently", by engaging in analysis, research and innovation activities which drill down deeper into the range of complex development issues facing African borderlands to find better and/or different responses;

DOING BETTER: The knowledge creation, collection, synthesis and/or sharing activities of the Centre are action-oriented and will be directly linked to equipping policy and decision-makers with more and better data, analysis, lessons learned and good practice to enable them to "do development better". This will result in improvements in two areas: (i) the Centre will engage in advocacy, knowledge sharing and advice, in support of more targeted policies and planning at the regional and national level to ensure more attention and resources are devoted to borderlands and (ii) the Centre will provide high quality, responsive, carefully calibrated technical advice to UNDP Country Offices and other partners to help design and implement more effective development programmes for the borderlands.

Figure 4: African Borderlands Centre Full Theory of Change

RP-A Vision	**Helping countries eradicate poverty in all its forms, accelerate structure transformation for sustainable development and build resilience to shocks**			
RP-A Pillars	AU and RECS deliver on their mandate, especially cross-cutting issues related to structural transformations and resilience building	Regional growth is inclusive, sustainable and with reduced economic inequalities, characterised by structural transformation		regional institutions sustain peace and build resilience to crises and shocks
Indirect Centre Outcomes	AU and RECS mainstream borderlands into their own policies and programmes	National Governments mainstream borderlands plocies and programmes to support peacebuilding, inclusive growth and leaving no one behind	National Governments work effectively accross borders to implement transformative, joined up borderlands programming	UN peace operations, UNDP and UN agencies wotk with regional bodies and National Governments to mainstream borderlands programming
Centre Outcomes	Key stakeholders across Africa (ie. AU, RECs, UNDP Country Offices, development partners) supported to more effectively engage in borderlands development to ensure that "no-one is left behind" in the achievement of Agenda 2063 and the SDGs			
Centre Outputs	**Thinking Better:** ABU established as a "*thought leader*", delivering cutting edge data, analysis and knowledge on a critical borderlands policy and programming issues		**Doing Better:** ABU established as a hub of high quality technical and policy advice, able to apply evidence-based knowledge to design and deliver innovative programming on borderlands in support of transformative, systematic change	

Centre Activities	Action-oriented analysis and knowledge produced for UNDP COs and partners on key borderlands issues	Transformative approaches to borderlands policy and programming designed, tested and/or scaled up	Good practice and lessons learned collected and shared regarding borderlands programming and implementation	On-demand technical and programming advice provided on borderland issues to UNDP COs and other stakeholders	Evidence-based policy advocacy/ advice/support to regional and sub-regional stakeholders to support main-streaming border-lands issues and approaches	More effective partnerships developed and strengthened in support of more innova-tive border-lands policies, programming and financing

Developmental Challenges   **Programming Challenges**

Borderlands Activities	Weak economic development and illegal economic activities (drugs, weapons, People)	Weak service delivery and weak infrastructure	Weak governance - periphery from centres	Violent conflict, including resource extraction disputes	Weak Social cohesion / complex communal dynamics	UNDP COs primarily deliver national programming - difficult to work across borders	Limited data available or disaggregated to reflect specific challenges of borderlands	Most existing development policies (AU, RECs, UN, partners don't recognise special borderlands challenges

Risks & Assumptions	R: Insufficient programme funding	R: Weak political will / instability	R: Countries resist efforts to work cross-border	A: UNDP COs and partners keen to engage with ABU to prioritise Africa's borderlands	A: If more data / knowledge / lessons available, COs and partners will use it to inform programmes and policies	A: Better informed policies and programmes will lead to better outcomes for people in borderlands

Project Implementation Priorities

32. As described in Figure 5 above and in Part III below in more detail, the Centre will implement two main pillars of work. The Centre's implementation approach will be guided by a more fundamental set of priorities, which call on the Centre to break with a "business as usual" approach and to facilitate the implementation of strategies designed to fundamentally transform the way Africa's borderlands have been engaged in development to date. More specifically, the Centre will prioritise:

Actively advocating for the greater prioritisation of Africa's borderlands in developmental agendas at the national, regional, and international levels: The AUBP has been working for more than a decade to support the prioritisation of Africa's borderlands, but more work remains to be done to achieve this goal. In the context of the SDGs, the Centre aims to proactively support and build on efforts to ensure that the borderlands are mainstreamed into Africa's development programming – whether by African governments, inter-governmental agencies (e.g. AU, RECs), UNDP COs, other UN agencies and othe development partners – in order to meet the commitment to "leave no one behind". Achieving the SDGs in Africa's borderlands requires development thinking that is centred around the idea of reaching those most in need in at-risk geographical localities, even where conflict, terrain and sheer distance make this very difficult;

Designing and supporting bespoke borderland programmes that focus on the most vulnerable groups, especially women and youth populations: Underpinning all of the Centre's work is a commitment to supporting national governments, the AU, RECs, UNDP Country Offices and other partners to focus on the most vulnerable and at-risk populations in Africa. Analysis shows that a large proportion of the people living in Africa's borderlands suffer from extreme poverty and are being left behind as Africa's development moves forward. The Centre will focus on this previously over-looked populations, applying both a gender and social inclusion approach to analyse the specific challenges and vulnerabilities experiences by these communities;

Conducting research into issues of under-development and providing technical support to initiatives that aim to reduce poverty in border regions: The limited data available confirms that Africa's borderlands are already severely under-developed. If the borderlands are to establish a development trajectory sufficient to meet the SDGs, it will be necessary to urgently implement a multi-dimensional approach which harnesses innovation and experimentation to jump-start and then accelerate development progress. Even so, it will take many years, and much trial and error, before sustainability is achieved. Partners must therefore accept the need for longer-term investments informed by data and analysis, innovation and risk-taking in trialling new programme design and implementation approaches;

Supporting regional policy processes and actions and working in close collaboration with Regional Economic Communities: Regional and sub-regional inter-governmental bodies drive formulation and implementation of policies relevant to the borderlands, including on regional integration, resilience-building, trade, food security and agriculture. For example, the AU has a Convention on Cross Border Cooperation, Policy Framework on Pastoralism, Disaster Risk Reduction and the Comprehensive Africa Agriculture Development Programme. A number of specific borderland policy frameworks are also being driven by the Regional Economic Communities (RECs), including for example, the IGAD integration policy, the IGAD Drought Disaster Resilience and Sustainability (IDDRSI) and regional frameworks on animal health, trade and vulnerability, disaster risk management and environmental management. The Centre will work closely and deliberately to support leading inter-governmental bodies to integrate borderlands into their policy and programming frameworks;

Promoting an integrated conflict prevention and peacebuilding approach: The Centre will build on the strategic partnerships between the UN, RECs, AU and key international partners to support integrated peacebuilding programming in line with the AU Convention on Cross Border Cooperation, New Way of Working and in support of the HDP Nexus and Sustaining Peace agenda. Incorporated into this cycle of peacebuilding will be a strong focus on evaluating and sharing good practice on prevention-based approaches to addressing security issues in the borderlands. Notably, border issues are often at the core of conflict, yet most peace settlements usually do not include perspectives from the populations of border areas and/or do not specifically address the local issues that have escalated to violent conflict. The Centre will proactively gather more data on how community-led processes are contributing to conflict prevention and local development, and feedback this knowledge into conflict prevention and peacebuilding processes. The Centre will also harness UNDP's Infrastructure for Peace approaches to strengthen knowledge on mediation and dialogue in the context of border issues in support of the peacebuilding efforts of the UN, AU, RECs and governments;

Situating borderlands responses within UNDP's resilience framework: The Centre will draw on the expertise located within the Nairobi Resilience Hub, where it is located, to ensure that work in Africa's borderlands benefit from UNDP's deep expertise and knowledge of resilience-building. UNDP supports countries across Africa in building their resilience, by strengthening the capacities of national and local authorities to build political will and governance systems that foster positive engagement and stimulates innate capacities of communities and individuals to address multidimensional drivers of risks.

Focusing on youth participation as a critical conflict prevention and development driver: The youth demographics in Africa are startling – a 2019 report found that almost 60% of the population on the continent is under the age of 25, while estimates suggest that by 2030 the share of Africa's youth in the world will increase to 42%.[26] A large portion of these young people live in Africa's borderlands and are currently disenfranchised and poor. This population presents a huge opportunity for Africa to kickstart development through the empowerment of this new cohort of leaders, workers and citizens. Conversely, their exclusion from the benefits of development has negative security implications for borderlands communities which contain large cohorts of disaffected and disengaged young people. It is critical to ensure that young people are a priority target of borderlands programming; youth must be supported to participate more effectively in political, economic and social life;

Ensuring women and girls become more visible in borderlands programming: Existing research indicates that women are heavily impacted by violent conflict in borderlands. They are also key players in the informal trading that occurs throughout Africa's borderlands, but face additional risks of harassment, exploitation and vulnerability as a result of the complex and often illegal nature of cross-border trade. Additionally, they must grapple with many of the same challenges that women across the continent face (e.g. exclusion from decision-making, domestic violence, limited access to financial and other resources, constraining social norms). The intersectionality of exclusion that women and girls must manage in Africa's borderlands has only attracted limited research and resources to date. The Centre will specifically address these gaps as a priority, both through specific knowledge, policy and programming activities, but also through partnerships with organisations such as UN Women and African women's NGOs.

Project Operational Principles

33. The strategy guiding the design and the future work of the Centre is based on a core set of operating principles. which have guided the design of this Programme and will also guide its implementation. These principles aim to ensure that the Project makes a concrete contribution to the development of Africa's borderlands. Specifically:

Engage and commit over the long term with a strategic and agile approach: Resilience-building requires a multi-year, flexible and sustained strategic approach which commits to investing in the borderlands over a much longer-term than ordinary development programmes, which are often designed over a 3-4 year timeframe. Taking into account the relatively low state of development experiences in much of Africa's borderlands, a much bigger and longer investment of time, expertise and resources will be essential. Such investments will need to be "agile", responding quickly and flexibly but also accepting risk and implementing strategies such as "failing fast" which allow new ideas to be trialled, assessed and modified, to ensure that they more effectively bring transformative change;

Build local, national and regional capacities for ownership and leadership: Experience has highlighted that the success and sustainability of support which strengthens resilience depends on the degree of ownership and leadership roles that affected national and local governments, institutions and people are capacitated and willing to assume. The Centre is committed to promoting locally driven responses to challenging borderlands problems, which feed back into : strengthen national and regional policies and programmes;

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[26] Youth Empowerment Office of the Special Advisor on Africa, https://www.un.org/en/africa/osaa/peace/youth.shtml viewed 2 October 2019.

Encourage innovation: The intractable problems facing the borderlands require new ways of thinking and doing – a "business as usual" appraoch has not and will not result in change. In this context, the Centre will facilitate different, more innovative ways of framing, analysing and strategizing the challenges of the borderlands. At the same time, the Centre will work with partners to facilitate the testing and/or scaling of new or improved approaches, with a view to sharing good practice and lessons learned with other stakeholders. In this context, the Centre will join up its efforts to collect and share lessons learned with this innovation agenda by identifying and analysing existing innovative community-led processes in borderlands areas, for example, where local communities are implementing innovative conflict prevention and local development approaches.

Proritise coordination/partnerships: The Centre will work closely with other partners across the continent who have a mandate to support the borderlands, in particular the AUBP and the RECs. During consultations it was recognised that there are a number of players now working in this space; the Centre is committed to partnering with stakeholders already working on these issues. The Centre will prioritise providing services which are useful to African governments and inter-governmental bodies, in recognition of the Centre's commitment to supporting locally-driven development through locally-contextualised approaches. Notably, the AU and a REC are included on the Project Board, to formally encourage such a partnerships approach. The Centre will also proactively engage with UN agencies and development partners working in this area, to improve coordination with a view to harnessing scarce resources for maximum effect;

Avoid duplication: The Centre is committed to adding value to the work of frontline implementation organisations to engage better with borderlands, with a particular focus on supporting UNDP's own Country Offices and regional programme, other UN agencies and UN peacebuilding operations. The Centre will not duplicate existing knowledge and research efforts – there is already too much under-utliised knowledge in the development space and the Centre will not create more. In this context, this Centre recognises that the AUBP is already spearheading research on borderlands and has its own borderlands capacity building strategy, and will coordinate its efforts with the AUBP to promote collaboration and ensure no duplication of efforts. The Centre will focus on harnessing knowledge and expertise, so that critical policy-makers, decision-makers and implementers can quickly access simple, actionable analysis and advice designed to concretely enhance and improve their own efforts. The Centre will also fill expertise and knowledge gaps within UNDPs (and the UN's as appropriate) own programming operations.
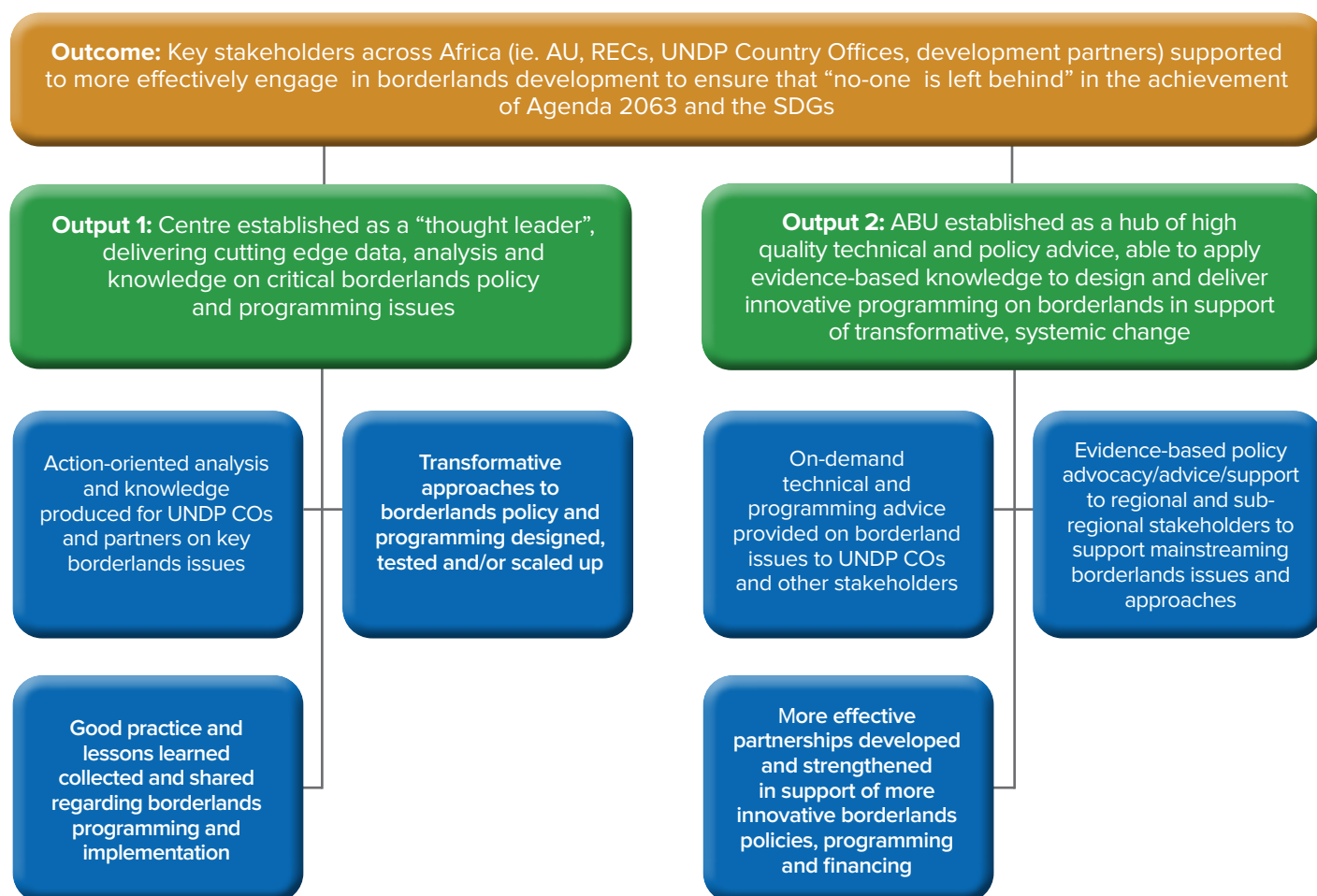
III. RESULTS AND PARTNERSHIPS

Expected Results

34. Over the course of five years, the African Borderlands Centre will direct its efforts to supporting the design and implementation of more effective borderlands policies and programming, including its financing, by key stakeholders across Africa (namely, African governments and officials at all levels, the African Union, RECs, UNDP Country Offices, UN agencies and peace operatons, development partners and non-governmental partners) to ensure that "no-one is left behind" in the achievement of the AU's Agenda 2063 and the SDGs. The Centre's efforts will be delivered as part of a coordinated suite of support provided by UNDP to its national and regional partners.

> ■ **Output 1:** Centre established as a "thought leader", delivering cutting edge data, analysis and knowledge on critical borderlands policy and programming issues

35. As discussed in the preceding sections, there is currently insufficient understanding of and engagement with borderlands issues across Africa. Although countries are all grappling with their own complex borderland dynamics and challenges, there has only been very limited research, data collection and analysis undertaken of these areas, and even this has tended not to be conducted or collated in any systematic kind of way. Macro, comparative analysis generally fails to capture the fine-grained, context specific detail needed to operate effectively in these complex environments. Meanwhile, ethnographic research, where it is conducted, tends to be confined to academic analysis, and the information has not often been synthesised into knowledge that can be easily and effectively utilised by policy-makers to ensure more effective engagement with borderland issues. This was reflected in the experience of UNDP Country Offices shared with the Centre during the development phase of this programme. A survey of UNDP Country Offices across Africa asked staff to identify the services they most wanted the Centre to provide (see section on "Stakeholder Engagement" below for more detail); a majority of responses identified the need for more, and more specific, analysis of borderlands issues, as well as the collecting and sharing of good practices and lessons learned. Output 1 therefore aims to engage in more systematic knowledge collection, synthesis, analysis and sharing, with a focus on being able to provide actionable intelligence, guidance and advice to partners on borderlands issues and approaches. The Centre's knowledge team will be tasked with a range of tasks that will establish the Centre as a "thought leader" in Africa in relation to borderlands issues.

Figure 5: African Borderlands Centre programme summary

Outcome: Key stakeholders across Africa (ie. AU, RECs, UNDP Country Offices, development partners) supported to more effectively engage in borderlands development to ensure that "no-one is left behind" in the achievement of Agenda 2063 and the SDGs

Output 1: Centre established as a "thought leader", delivering cutting edge data, analysis and knowledge on critical borderlands policy and programming issues

Output 2: ABU established as a hub of high quality technical and policy advice, able to apply evidence-based knowledge to design and deliver innovative programming on borderlands in support of transformative, systemic change

Action-oriented analysis and knowledge produced for UNDP COs and partners on key borderlands issues

Transformative approaches to borderlands policy and programming designed, tested and/or scaled up

On-demand technical and programming advice provided on borderland issues to UNDP COs and other stakeholders

Evidence-based policy advocacy/advice/support to regional and sub-regional stakeholders to support mainstreaming borderlands issues and approaches

Good practice and lessons learned collected and shared regarding borderlands programming and implementation

More effective partnerships developed and strengthened in support of more innovative borderlands policies, programming and financing

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Activity Result 1.1: Action-oriented research, analysis and knowledge produced for UNDP Country Offices and partners on key borderlands issues

36. To begin, the Centre will invest energy into mapping the existing knowledge landscape in relation to the borderlands, building on existing efforts by the AUBP and networks such as ABORNE. Some of this work has already been completed during the development of this Project Document, but considerable more systematic mapping must be undertaken to pull together information on a range of topics including: data sources which provide development, economic and financing statistics, as well as insights into conflict drivers and dynamics and their impact on borderlands populations; existing research and ongoing or planned research projects on the borderlands; existing government policies giving borderlands priority attention; development partner programmes related to borderlands across the entire continent; non-government and/or development organisations working with borderlands as a primary part of their mandates; and resources channelled to border areas/or on border issues through funding streams allocated to national development plans and/or regional

programmes. The Centre will explore options not only for collecting such information but also sharing it, for example, through the creation of an online database (ideally as part of a collaborative effort with other borderlands partners, for example, the AUBP which has also indicated an intention to revamp their own online presence).

37. During the development of this Project it has been clear that systematic data collection remains a key challenge across many countries in the region, but particularly in relation to borderlands areas. In some countries, national government data collection still requires considerable support. In most countries, even where data is collected, disaggregation based on demographics is limited and disaggregation which would enable specific data analysis for borderlands regions is almost non-existent. The Centre will work with the AUBP, national and regional government and non-government partners to explore options for strengthening data collection, to enable better collection, sharing and use of data for the better design of borderlands programmes. This effort will tie back to the Centre's innovation agenda, drawing on "big data", "crowdsourcing" and other tech approaches as possible.

38. The Centre will proactively engage in "horizon scanning", to enable more effective forward planning by UNDP Country Offices, who in turn will be positioned to be more responsive to borderlands partners and to drive new agendas, where appropriate. This analysis will support the Centre's conflict prevention and peacebuilding focus, by enabling continuous risks monitoring to identify potential future shocks and offering timely analysis which can enable UNDP to take action early, before events materialize or turn into a protracted crisis. As the Centre designed and rolls out this work, efforts will be made to coordinate with the Continental Early Warning System (CEWS) to ensure the Centre adds value and does not duplicate existing work. As Figure 6 shows, horizon scanning aims to identify emerging changes to help decision-makers plan how to exploit or mitigate these changes in order to secure the most positive outcome. This means systematically monitoring a wide range of information sources and indicators, with the intention of identifying patterns and the 'weak signals' of coming disruptions that could have a transformative impact on border communities in Africa. Information collected through this horizon scanning process will be shared with UNDP Country Offices and other Centre partners in the form of quarterly or half-yearly scenario reports (depending on the amount of information being collected).[27]

39. The Centre will also actively produce new knowledge products in relation to Africa's borderlands, not only through a synthesis of existing information, but also by commissioning new research, as appropriate. The Centre recognises that the AUBP already produced a regular State of the Borders Report and will explore options for collaborating on that knowledge product. The Centre will produce regular policy briefs for the use of UNDP Country Offices and other stakeholders, such as the Policy Brief on Programming Issues Regarding COVID-19 and Africa's Borderlands produced in April 2020,[28] which has been used by COs to inform their own COVID-19 funding proposals and programming designs. The Centre will also support more targeted and contextualised political economy analyses in relation to borderlands issues. Furthermore, consultations with stakeholders have already highlighted areas which would benefit from deeper analysis, and the Centre will progress with these as a priority, namely: mapping key borderland actors working on youth, conflict prevention, PVE and peacebuilding; an assessment of how borderland communities are currently able to build their resilience and support livelihoods amidst conflict; an analysis of the types of governance requiring investment in order to improve the governing of borderlands areas (e.g. border management, border security) underpinned by policy recommendations for action; and a mapping of population movement, cross-border trade and opportunities for AfCFTA in border regions. The Centre will ensure that

Figure 6: Horizon scanning methodology

a consideration of specific relevant gender issues is integrated into the Terms of Reference of all research commissioned and will also target specific resources to exploring priority borderlands gender issues, for example, in relation to trade, violence and decision-making.

Activity Result 1.2: Good practice and lessons learned collected and shared regarding borderlands programming and implementation

40. Complementing the more conceptual, policy-oriented knowledge that will be curated under Activity 1.1, this Activity will focus on identifying and collecting existing good practices and lessons learned in relation to work in the borderlands areas. There are clear lessons that can be learned, both in relation to the types of issues that should be prioritised in these areas (e.g. peacebuilding, strengthening local governance, developing resilient livelihoods, encouraging better youth participation) and the modes of operation that have been most effective (e.g. working with local authorities across borders, partnering with NGOs, providing small grants). The Centre will proactively reach out to partners to identify approaches which are considered good practice and/or resulted in lessons learned, including the AUBP, who have also indicated that they are in the process of establishing a Cross-Border Cooperation Best Practices Platform. The Centre will work implement South-South cooperation approaches, prioritising the sharing of good practice across African borderlands themselves. Special efforts will be made to collect good practice relating to how to effectively integrate gender issues into effective borderlands programming. In the short-term, resources will also be directed at collected good practice on COVID19 responses in the borderlands, in order to more immediately position the Centre to provide

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[27] These reports would include baseline scenarios which analyses and interpret strong signals and alternative scenarios which focus on weak but recognizable signals of change, namely trends, cycles, emerging issues, and wild cards (such as COVID19).

[28] See https://www.africa.undp.org/content/rba/en/home/blog/2020/covid-19-and-the-challenge-of-african-borderlands.html for a summary

evidence-based advice to UNDP COs on how to more effectively support Government responses to COVID19. Stories will be collected as short notes, designed to help UNDP COs and other implementing partners to quickly assess what worked and what did not, and to share ideas that might be useful for their own programming. They will be regularly circulated to the Centre's networks and will also be collected online in a searchable database.

41. The Centre will also develop an online Community of Practice on Africa's Borderlands (COP), linking together national and regional partners, UNDP staff (in Africa and elsewhere) UN agencies and peace operations, academica and development partners with an interest in borderlands issues. The COP will contribute to more joined-up problem-solving. The COP will be used to share experiences and expertise, ask questions and collect answers from field practitioners, and facilitate direct South-South knowledge exchanges between different borderlands implementing teams. UNDP has considerable experience in the "Solutions Exchange" methodology which will be drawn upon to make online information sharing most useful for participants. In a post-COVID-19 world, where air travel and large meetings may remain limited, this form of online knowledge exchange will also be a more effective way of innovating across borders than the more standard model of in-person regional workshops.

42. The Centre will also invest in multi-media approaches to collecting success stories and lessons learned from borderland regions. Experience has shown that short videos can both impart information quickly and easily but are also excellent tools for profiling new ideas. These will be shared on UNDP's online platforms, as well as Facebook and Twitter. The Centre will also explore options for working with partners to engage borderland communities in producing their own multi-media "success stories", as a way of empowering these communities to share their own experiences of life in the borderlands.

Activity Result 1.3: Transformative approaches to borderlands policy and programming designed, tested and/or scaled up

43. One of the most important functions of the Centre will be to work with partners and to encourage them to step back from their existing "business as usual" approaches to development, which up to this point have not operated very effectively to include borderland communities in the benefits of national development progress. The Centre will work with UNDP Country Offices and partners to help seed new ways of thinking about the challenges faced by borderlands and develop better calibrated responses that more effectively respond to their specific, often unique, sets of needs. Most straightforwardly, how can country-orientated programmes do more joined-up work across borders? At a more complex level, how can governments at different levels be supported to address complex border issues, such as the border conflicts that are common between roving pastoral communities and landowners or the special issues thrown up by the calamitous COVID19 pandemic?

44. The Centre will seek to facilitate a more innovative and transformative approach to problem solving in relation to critical borderlands issues by drawing on the expertise of UNDP's existing Global Innovation Team, as well as the existing 27 UNDP Africa Accelerator Labs (and any additional African AccLabs), to identify different methodologies for working with borderlands stakeholders to help them find their own, locally appropriate solutions to the problems they face. Where appropriate, the Centre will also support the convening of in-person gatherings to hash out ideas and approaches in relation to borderland issues. UNDP's convening power allows real thought leaders and policy-makers to come together as problem-solvers. Such convenings will avoid the usual panel discussion approach to information-sharing however, and will be designed to focus more actively on problem-solving and ideas generation. They will bring together different types of stakeholders – national government officials, local level borderland actors, academics,

Photo: UNDP

NGOs, development partners – to share their different perspectives and needs and to work together on both the political aspect of borderland challenges as well as more operational issues. Joining up different stakeholders in this way will help break down problem-solving silos and integrate both political and operational strategies.

> ■ **Output 2:** Centre established as a hub of high quality technical and policy advice, able to apply evidence-based knowledge to design and deliver innovative programming on borderlands in support of transformative, systemic change

45. Output 1 is intended to provide regional and national stakeholders as well as UNDP and development partners with a more solid evidence-base from which to design more effective programming and policy interventions. Building on Output 1, the Centre will draw on the knowledge collected and synthesised to more effectively support programming and policy work across the continent, with a view to ensuring that national and regional policies and programmes more effectively address the specific needs of Africa's borderland communities. Over the medium to long-term, it is anticipated that more effective design and targeting of programmes and policies will lead to the channelling of more resources and services towards the borderlands, and in so doing, will lead to tangible improvements in the lives of people living in borderlands communities.

Activity Result 2.1: Technical and programming advice and catalytic funding provided in support of borderland programming to regional and national partners, UNDP Country Offices and other stakeholders

46. The Centre will provide direct technical advice to UNDP Country Offices and regional programmes across Africa with a view to mainstreaming borderland issues into existing programmes. For example, the Centre will provide technical advice on how activities targeted directly towards borderland communities (including their own indicators for tracking progress) can be specifically integrated into existing/planned peacebuilding, rule of law, local government, service delivery and COVID19 response projects. This advice will be provided on demand, but will also be offered proactively, in cases where the Centre has identified gaps in borderlands programming (e.g. through the research and analysis undertaken under Output 1) that can be addressed through new or better targeted programming directed towards borderlands communities. The Centre will also work proactively with UNDP Country Office teams and regional programmes to develop new UN Peacebuilding Fund (PBF) proposals focused on, or including components dealing with, Africa's borderlands. The Centre would not implement such programmes but will provide ongoing support to UNDP teams to harness such funding windows for the benefit of borderlands communities.

47. The Centre will also provide technical programming advice, as appropriate, to other partners such as inter-governmental organisations, governments, other UN agencies and peace operations, and donors. This offering will grow over time, as the Centre develops and strengthens its networks becomes more visible to partners as a source of expertise on which they can draw, as needed. As part of this engagement with non-UNDP partners, the Centre will also work to broker partnerships between UNDP COs and other agencies and donors, for the benefit of more effective, coordinated borderlands programming. During consultations while developing this project document, this "brokering" role was identified as a potentially critical contribution by the Centre; borderlands issues are complex and involve multiple partners, not least the multiple national governments and UNDP Country Offices involved where cross-border programming is being contemplated. Feedback from some stakeholders indicated that the Centre could play a useful "neutral broker" role in this context, convening key stakeholders as necessary and supporting them to work through challenges and build consensus.

Photo: UNDP

Photo: UNDP

48. The Centre will manage a Borderlands Catalytic Impact Fund in support of borderlands programming, which will be used to support regional and national programming efforts. Experience has shown that many projects have difficulty mobilising due to a lack of funds in the initiation and design stages. In such a complex and novel area, this is an even greater challenge, as it can be difficult to wrest funding away from more traditional areas of work. The Borderlands Catalytic Impact Fund will be used by the Centre to support partners to quickly and responsively progress borderlands initiatives. Funding can be used to support the recruitment of subject matter experts, design consultants and other such specialists, but may also be provide to support dialogues to bring together stakeholders involved in complex borderlands/ cross-border activities. Seed funding may also be provided to help initiate projects, in support of longer-term resource mobilisation. In the short-term, the Centre will proactively fundraise for dedicated resources to support quick-impact, response COVID19 programming in borderlands areas.

49. The Centre will house a small cohort of borderlands experts to provide substantive policy and programme support specific to Borderlands. The Centre will be led by a Chief Technical Advisor, supported by a innovation, research, policy and data team and a programming unit staffed with technical specialists (see Figure 8 below for a staffing organigram). This team will be grown over time, as needs are clarified with UNDP Country Offices and stakeholders, and as funds permit. In order to effectively provide high quality technical advice to partners, while maintaining an agile, lean team structure, the Centre will operate as a form of "clearing house" for borderlands programming requests; the Centre will provide technical advice where it has the capacities, but where it may not have the specialised in-house capacity to provide direct advice, the Centre will work with UNDP's existing Global Policy Network (both at UNDP Headquarters and located in the Regional Service Centre in Addis Ababa) to

coordinate the most efficient technical response. In this context, the Centre will also work with the UNDP Crisis Response Unit to expand their existing roster of quick-response technical experts, to include a cohort of vetted experts who have a specialisation in borderlands programming. This roster will be developed drawing on the advice of organisations such as ABORNE, the leading network of African borderlands researchers.

Activity Result 2.2: Evidence-based policy advocacy towards key stakeholders initiated or supported in order to promote mainstreaming of borderlands issues

50. Complementary to efforts to mainstream borderlands work into UNDP programming and the activities of other key stakeholders, the Centre will also dedicate substantial technical resources to mainstreaming borderlands issues and action into regional policy documents. As appropriate, the Centre will support efforts to implement existing region frameworks and programmes such as the Lake Chad Regional Stabilization Strategy, Horn of Africa Prevention Strategy, Great Lakes Regional Strategic Framework, UN Integrated Sahel Strategy, planned work in Liptako Gourma and initiatives in the Mano River Union. The Centre will work at both regional and national level to raise the profile of Africa's borderlands with influential policy-makers and thought-leaders with a view to integrating the borderlands across the landscape of Africa's key decision-making and policy-development bodies and plans. This strategy is intended to ensure the sustainability of this work over the longer-term, by making work to address the challenges of Africa's borderlands a core component of Africa's sustainable development agenda, at every level of engagement. To this end, the Centre will interact directly with the AU and Regional Economic Commissions (RECs), as well as key development partners and the UN Secretariat (which supports the Special Envoys and peace operations active in many of Africa's most conflicted borderland areas).

51. The Centre will draw on the knowledge and data produced in Output 1 to provide high quality policy inputs and recommendations to key partners, with a view to influencing the direction and content of key regional and national policy documents. At a regional level, as appropriate, the Centre will work with the existing AU Borderlands Programme (including the German Development Agency team which supports the Programme) to offer advice and expertise, and will also engage with the Africa Peer Review Mechanism to promote better tracking of borderlands issues including the disaggregation of relevant data in the context of existing SDGs and Africa 2063 monitoring efforts. The Centre will also grow its partnerships with Africa's REC's over time, in order to support more effective sub-regional policies addressing the borderlands. At the national level, the Centre will work with UNDP Country Offices, the Pretoria Financin Sector Hub and the UNDP Global Policy Network – and through them with key government agencies – to identify whether and how borderlands issues can and should be mainstreamed into national development plans and processes and related sector plans. This work will tie back into the knowledge activities supported under Output 1, in particular, in relation to supporting better and more disaggregated data collection in relation to borderlands communities.

Activity Result 2.3: More effective partnerships developed and strengthened in support of more innovative borderlands policies, programming and financing

52. Complementing the Centre's efforts to promote more effective policies and programes for Africa's borderlands will be a specific stream of work aimed at ensuring that the borderlands benefit from more innovative and sustainable approaches to development financing. Experience shows that it is not enough to have "good ideas" (which will be the focus of the Centre's efforts under Output 1); it is also critical that such ideas can be actioned through the effective and timely application of resources. Africa's borderlands have suffered from a lack of sufficient and/or well-targeting funding. Recognising this, the Centre will work with key International Financial Institutions, in particular the World Bank and African Development Bank, to advocate for more attention and resources to be explicitly directed towards Africa's borderlands. The Centre will also advocate with partners to prioritise the development effectiveness agenda, in particular the Addis Ababa Action Agenda on Financing for Development, in order to ensure more sustainable finance for the borderlands.

53. The Centre will also map private sector impact investment opportunity areas, including potential partners across the continent, potential areas of investment, business models and any specific risks. Such analysis could ground an ongoing discussion with the private sector, including through the African Federation of Chambers of Commerce, with whom UNDP has an MOU. This will reinforce the Centre's efforts to identify and unlock more innovative approaches to financing for development in Africa's borderlands.

54. During the development of this project document, a key service which UNDP Country Offices identified they would like the Centre to offer is assistance in more effectively engaging with development partners and donors in order to facilitate more support and resources for borderlands work. Although UNDP's central Bureau for External Relations and Advocacy (BERA) is broadly mandated to manage UNDP's development partners relationships, at a more specific level, there remains a gap that the Centre can fill in terms of (i) supporting Africa's UNDP Country Offices to more efficiently identify which organisations they can work with if/when they engage in borderlands programming and (ii) facilitating such partnerships with a view to implementing more coordinated borderlands programming. The Centre will strengthen its network of partners to keep apprised of key meetings and conferences relevant to the borderlands. Such meetings provide excellent networking opportunities, can be used to share and collect knowledge and are important venues for raising the profile of Africa's borderlands with influential stakeholders. The Centre will also map existing and planned development partner programmes, at global, regional and national levels, of relevance to borderlands programming and will maintain this information in a searchable database.

Photo: UNDP

55. Drawing on the horizon scanning capacity developed under Output 1.1, the Centre will engage in horizon scanning in relation to financing opportunities for work in support of Africa's borderlands and proactively share that information with UNDP Country Offices and other teams, as useful. In this regard, the Centre will also engage in resource mobilisation efforts in support of its own work and that of UNDP's Country Teams, as appropriate. The Centre is committed to identifying opportunities for accessing new and/or innovative financing for Africa's borderlands, working with potential partners as co-creators in an effort to build a sustainable capacity, housed in the region, that has the knowledge and expertise to effectively strengthen efforts to support development and peacebuilding in Africa's borderlands.

Stakeholder Engagement

56. During the implementation of the Borderlands Centre's Project Initiation Phase (from 2019-2020), the Borderlands Centre engaged with a range of inter-governmental organisations, including the African Union's own borderlands strategy team (which is supported by the GIZ) and representatives from a number of RECs. These consultations strongly confirmed the interest of African inter-governmental organisations in having a dedicated unit established available which would focus attention and resources on Africa's borderlands and be available as a resource for those organisations themselves to call on as well. During the development of the new UNDP Strategic Offer for Africa, consultations were also undertaken which confirmed the importance of ensuring that Africa's borderlands are more effectively integrated into mainstream development programming if African Governments and UNDP are to ensure that "no one is left behind" in achievement of the SDGs. Before this document was finalised, the Centre also actively engaged with the AUBP and IGAD, both of whom provided their comments on the draft document.

Photo: UNDP

57. In terms of engaging UNDP country and regional offices stakeholders, in May 2020, the Borderlands Centre ran an online survey with approximately 50 UNDP Country Office and regional stakeholders, to assess their own perceptions of the value of a specific Borderlands Centre and their key areas of need. Twenty-five responses were received, from 18 countries (including countries hosting regional hubs). The results of the survey were very encouraging:

- 100% of respondents answered YES to the question "Looking to the future, do you think your Country Office and/or partners could benefit from more regional support for borderlands work from a regional UNDP platform (e.g. some form of Borderlands Technical Support Hub)";

- 72% reported that their "UNDP Country Office deliver programming and/or engage in other support in borderland regions;

- 88% advised that "their government sees sub-regional and/or cross-border programming as a priority";

- In the context of a question regarding priority research and data support, COs were particularly interested in: sharing of experiences, lessons learned and good practice re borderlands (87%); tracking ongoing/potential partnerships (78%); collecting/sharing data (65%); horizon scanning (65%). COs were also keen to access technical (e.g. PVE, COVID19 response) and programming advice to support more effective borderlands programming.

58. The Centre also actively engaged a range of stakeholders to ensure that the "service offer" of the Centre matched with the needs of its primary clients. In this context it is notable that the Centre's direct beneficiaries are the UNDP Country Offices, inter-governmental organisations and development partners mandated to deliver programming which should include African borderlands, rather than the people of the borderlands themselves (though ensuring that borderland communities and people are better supported to enjoy the benefits of sustainable human development remains the overarching high-level goal of the Project). This is not to suggest that borderlands communities are not central to the success of this Project, nor that they will not be integrated as a core part of the Centre's work programme. Understanding the unique needs, risks, opportunities and contributions of Africa's borderlands communities is critical to supporting partners to engage in ways that more effectively empower these communities to benefit

> **❝ Understanding the unique needs, risks, opportunities and contributions of Africa's borderlands communities is critical to supporting partners to engage in ways that more effectively empower these communities to benefit from Africa's future prosperity. ❞**

from Africa's future prosperity. Nevertheless, since this is a continental initiative, these border communities can only be effectively reached through support to our development partners and the greater UNDP apparatus in its country offices and regional bodies. As beneficiaries of the Centre, these groups will receive timely and high-quality reseach deliverables based on their specific demand in terms of subject matter and locality. They will also receive technical support in terms of advocacy, project design, knowledge sharing, and best practices.

Partnerships

59. **Partnerships are absolutely critical to the success of this Project,** as the Borderlands Centre is primarily mandated to build strong relationships with a range of key stakeholders and partners who will engage with the Centre – drawing on its advice, analysis and expertise – to more effectively identify, design and implement programming for the benefit of borderlands across Africa.

60. **UNDP Country Offices across Africa are recognised as primary partners for this Project, with whom the Centre will closely work – both by sharing knowledge and expertise but also by drawing on their own in-country experiences and lessons learned for the benefit of others.** As discussed above, the Centre has already surveyed African UNDP Country Offices to identify their needs. The Centre will continue to work closely with African UNDP Country Offices, building networks and development resources on which they can reliably draw. In addition to UNDP Country Offices, the Centre will also work closely with relevant teams and projects located in the Regional Service Centre for Africa and the sub-office in Dakar, Senegal, which also houses UNDP's new Sahel

Hub. The Centre is already located in the sub-office in Nairobi, Kenya which will help facilitate coordination with other technical colleagues and programmes. The Centre will also engage with the Global Policy Network of UNDP specialists who are in UNDP Headquarters, drawing on their expertise to inform project advice and products.

61. The Centre will engage with key government and inter-governmental actors as appropriate, taking into account existing UNDP structures and partnerships. While the Regional Service Centre has primary responsibility for working with the African Union and RECs, nonetheless, the Borderlands Centre will work with the RSC in Addis Ababa to engage in specific policy advocacy with these bodies in relation to borderlands issues. The AUBP will be a critical partner for the Centre in order to ensure that the Centre's work complements existing efforts and adds value rather than duplicated efforts. The Centre will also explore options for more systematically working with the continents RECs, in alignment with their own existing borderlands policies and programmes. The Centre will also work with UNDP Resident Representatives and their teams to engage with national governments, as appropriate, in relation to their own borderland initiatives.

62. While the Borderlands Centre was established to ensure more effective UNDP programming in support of the African borderlands, it also has a broader mandate to support African governments, inter-governmental organisations, UN agencies and other development partners to more actively engage in borderlands support. In this regard:

■ The Centre will explore options for developing more systematic partnerships in relation to borderlands issues with relevant UN Secretariat personnel and initiatives, including the teams supporting relevant Special Envoys and peace operations and the lessons learned unit within the UN Department of Peacekeeping. UN peace operations are required to engage heavily with borderlands in conflict-affected contexts. This experience is critically relevant to the work of the Centre and could offer useful lessons for UNDP Country Offices to draw on. The Centre can also usefully share its own knowledge, data and lessons with UN peace operations;

■ The Centre will also explore options for working with the Regional United Nations Sustainabloe Development Group (R-UNSDG) for Africa, wth a view to integrating borderlands into their Opportunity and Issue Based Coalitions. The R-UNSDG provides a platform for the Centre to more efficiently engage the UN system and could be a good venue for promoting more coordinated UN responses to programming in Africa's borderlands;

Photo: UNDP

■ Where possible and useful, the Centre will engage with other UN agencies working actively in borderlands areas (e.g. UNICEF, WFP, FAO, IOM, UNHCR) to identify their own good practice and lessons learned regarding borderlands programming. These agencies have considerable relevant experience – and often also engage in joint programming with UNDP in complex environments such as the borderlands;

63. The Centre will work very deliberately to forge meaningful, reciprocal partnerships with development and financing partners such as the World Bank and with donors. The World Bank has been one of the few international development organisations that has been more active in support of borderlands in recent years, as part of their broader support for peacebuilding and stabilisation efforts, including through support for some critical knowledge products.[29] Development partner organisations will not be engaged simply as funders but as meaningful partners and co-creators at all stages of research, programme development and programme implementation. As appropriate, the Centre will work with research units houses within development partner organisations, and will proactively share borderlands knowledge as it is collected and created.

64. The Centre will also proactively engage with the private sector, including with a view to facilitating public-private partnerships in support of Africa's borderlands, as appropriate. To date, the private sector has been notable for the negative role it has often played in borderlands development, with extractive industry companies in particular, contributing to conflict, corruption and instability. However, the private sector has a critical role to play in driving inclusive development The Centre will engage with the private sector, including through the African Federation of Chambers of Commerce, with whom UNDP already has an MOU, to identify specific strategies for driving inclusive economic development in the borderlands. The Centre will also develop private sector partnerships aimed at encouraging co-creation of borderlands innovation activities.

65. A critical partner in work progressed under Output 1 will be African academics, think tanks and research institutions. Already, the Centre has been working to develop a partnership with the African Borderlands Research Network (ABORNE).[30] ABORNE is an academic network of over 300 borderland researchers, mostly from African countries. It is the biggest, and perhaps the only, dedicated think tank with experience working directly on borderland issues and has been a major producer of empirical data and theoretical contributions for 15 years. They hold annual conferences and workshops, have a website with an updated bibliography on borderland issues and a live blog. They already have a Memorandum of Understanding (MOU) with the AUBP; the Centre will also explore such options. A more recent addition to the think tank landscape is the Danish Demining Group which recently established the Borderlands Knowledge Hub, which gathers information about border security and management in East Africa (defined as Ethiopia, Kenya, Somalia, and Uganda).[31] It hosts a website (currently a beta version with restricted access format) that includes interactive GIS (global information system) maps visualizing data on conflict patterns, actors, drivers, and contexts.[32] Borderland Dynamics in East Africa, is another research initiative, initiated by the Norwegian Norad as a collaboration between Bergen University, Addis Ababa University (Ethiopia), University of Khartoum (Sudan) and Makerere University (Uganda).[33] The Centre will reach out to African universities and researchers to develop, utilise and/or profile their expertise and knowledge, both to key thought leaders and the global community.

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[29] World Bank, n 6; Comesa - Great Lakes Trade Facilitation Project (GLTFP) Great Lakes Trade Facilitation Project, http://mamumpaire viewed 2 June 2020.

[30] www.aborne.net

[31] World Bank, n 6, p 63.

[32] The beta version of the borderlands hub can be accessed at www.borderlandsknowledgehub.com.

[33] World Bank, n 6, p 61.

Risks and Assumptions

66. The Borderlands Centre will need to manage working with a very wide range of possible partners and stakeholders as well as a very diverse range of country contexts. Delivering an effective Project in this context requires a proper analysis of risks and assumption in order to ensure that strategies for prioritization, implementation and partnership are properly grounded. The Borderlands Centre will maintain the Risk Log attached at Annex 2 and take actions to mitigate risks wherever possible.

67. The Borderlands Centre will also work very closely with UNDP internal partners, inter-governmental organisations, government partners, UN agencies and development partners to track these issues and risks closely and offer technical advice on possible mitigation strategies where possible. The full Risk Log is at Annex 2 below, but key risks include:

■ Targets of the project (in particular, UNDP Country Offices, inter-governmental organisations and development partners) do not actively engage with the Borderlands Centre to draw on their research and technical advice and/or respond to their advocacy for the borderlands;

■ Existing difficulties getting Governments, UNDP Country Offices and other development partners to focus on borderlands – due to the complexity of working across borders and/or the challenge of engaging in areas suffering from severe conflict or with limited governance structures – remain intractable despite the efforts of the Borderlands Centre;

■ Funding is insufficient to enable the Borderlands Centre to most effectively provide timely research and/or programming and technical advice to partners, which undermines partner buy-in for the Project;

■ Competing critical priorities (e.g. to respond to COVID19, climate change) across Africa undermine the commitment and ability of partners (in particular, governments and UNDP Country Offices) to focus on the borderlands and accordingly, to integrate the analysis and advice produced by the Borderlands Centre into their own activities.

South-South and Triangular Cooperation (SSC/TrC)

68. One of the most fundamental strategies underpinning the entire Borderlands Centre programme is to facilitate existing knowledge and expertise *within Africa* regarding support to borderlands, lessons learned and good practice. As part of Outcome 1, which focuses on knowledge gathering and sharing, the Centre is explicitly

> " One of the most fundamental strategies underpinning the entire Borderlands Centre programme is to facilitate existing knowledge and expertise *within Africa* regarding support to borderlands, lessons learned and good practice. "

Photo: UNDP

committed to identifying, analysing and documenting existing African strategies, projects and activities which are aimed at more effectively ensuring borderlands across the region are integrated into sustainable development efforts. To this end, the Centre will actively develop partnerships across the region, both within UNDP but with other UN agencies, inter-governmental bodies, government bodies and development partners, in order to efficiently identify African good practice and lessons learned. The existing AUBP will be prioritised as a critical partner. This knowledge will be disseminated across the Centre's African and global networks, to not only facilitate South-South knowledge exchange, but also North-South learning.

69. As the Centre's networks grow over time, the Centre will also explore options to facilitate people-to-people knowledge exchanges, to facilitate knowledge sharing but also African-based capacity development. As appropriate, the Centre may propose and/or fund such South-South exchanges of personnel, in order to enable different African teams (whether within or outside UNDP) to directly learn from each other. Rather than placing itself at the Centre of all knowledge exchanges, the Centre will operate as a platform which can facilitate such exchanges, with a focus on supporting African stakeholders to benefit from such activities.

Knowledge

70. A substantial focus of the work of the Borderlands Centre will be on facilitating knowledge collection, synthesis and sharing for the benefit of stakeholders, as is described in the Strategy section above in relation to Output 1. In particular, the Borderlands Centre will develop a range of action-oriented knowledge products which will be designed to ensure that stakeholders will be better informed and capacitated to implement strategies, programmes and activities that more effectively ensure sustainable development extends to the borderlands. In particular:

- The Centre will engage in horizon scanning and development intelligence activities which will culminate in quarterly newsletters shared with UNDP Country Offices, regional teams and other development partners. Drawing on feedback from the Centre's target audience, additional briefing materials may be produced to help more effectively inform the work of key policy- and decision-makers in relation to the borderlands;

- The Centre will produce a number of concise, action-oriented policy and programming briefs, on a range of sectoral, thematic and/or geographic issues.

These briefs will be developed in response to feedback from the Centre's borderlands partners regarding topics of interest and areas that require more analysis;

- There are significant data gaps in relation to the borderlands, with the majority of countries not disaggregating key poverty and economic data sufficiently to undertaken effective analysis of the specific needs of borderland communities. The Centre will work with key stakeholders to identify and address these data gaps, as necessary taking into account the work of others. As appropriate, IT solutions will be explored to streamline such data collection and sharing;

- As necessary, the Centre has a small budget to commission discrete pieces of research. This recognizes that while ABORNE and other institutions are undertaking some very useful borderlands research, nonetheless, there remain research gaps which the Centre may need to proactively address. Such research may also be used by the Centre to underpin specific policy advocacy around key borderlands issues.

Sustainability and Scaling Up

71. The Centre has been very specifically designed to complement existing technical and programming support resources within UNDP and other development agencies, and has a specific mandate to implement a local capacity-building approach which will both draw on and support African researchers, policy-makers and implementers to more effectively work on borderlands issues. This effort to ensure ongoing local capacity development is also a strategy for ensuring the Centre's own sustainability — by building the Centre as a trusted partner of African stakeholders who will choose to draw on the knowledge and expertise of the Centre and support its continued existence as a locally-owned resource.

Photo: UNDP

Photo: UNDP

IV. RESULTS FRAMEWORK[34]

Intended Outcome as stated in the Regional Programme Results and Resource Framework	**Output 3.3:** The African Union Peace and Security Unit (PSU) and national and sub-national actors are enabled to establish vertical and horizontal partnerships with other critical actors to set-up and support peace infrastructures
Outcome indicators as stated in the Country Programme Regional Results and Resources Framework, including baseline and targets	**Indicator 3.3.1:** Number of interventions across borders 'zooming in' on troubled, underdeveloped borderland areas and national dialogues for peace and reconciliation. **Baseline:** 0 **Target:** 3
Applicable Output(s) from the UNDP Strategic Plan	**1.1.2** Marginalised groups, particularly the poor, women, people with disabilities and displaced are empowered to gain universal access to basic services[35] and financial and non-financial assets to build productive capacities and benefit from sustainable livelihoods and jobs **1.2.1** Capacities at national and sub-national levels strengthened to promote inclusive local economic development and deliver basic services4 incl. HIV and related services **3.1.1** Core government functions and inclusive basic services restored post-crisis for stabilisation, durable solutions to displacement and return to sustainable development pathways within the framework of national policies and priorities

[34] UNDP publishes its project information (indicators, baselines, targets and results) to meet the International Aid Transparency Initiative (IATI) standards. Make sure that indicators are S.M.A.R.T. (Specific, Measurable, Attainable, Relevant and Time-bound), provide accurate baselines and targets underpinned by reliable evidence and data, and avoid acronyms so that external audience clearly understand the results of the project.

[35] Basic services include social services (e.g. health and nutrition, education, water and sanitation, social housing, vocational training), economic services (including finance), environmental and energy services (e.g. renewables, clean fuels and technology, use of natural resources), and other services (e.g. rule of law and justice). Please note that UNDP focuses primarily on policies and capacities that improve the enabling environment for provision of basic services.

Project title and Atlas Project Number: Africa Borderlands Centre

Output Indicators[36]	Data Source	Baseline		Targets (by frequency of data collection)					Data Collection Methods & Risks
		Value	Year	Year 1	Year 2	Year 3	Year 4	Year 5	
Output 1: ABU established as a "thought leader", delivering cutting edge data, analysis and knowledge on critical borderlands policy and programming issues									
1.1: UNDP COs and other key stakeholders recognise that knowledge produced by Centre is relevant, action-oriented and useful • 0 = May 2020 survey with respondents from 16 COs indicated that UNDP COs did not have access to specialist expertise on borderlands and 100% welcomed a new Borderlands Centre to fill this role • 1 = Respondents from at least 10 partners (UNDP COs/Hub/GPN/UN/ donors) report that they have read/used Centre's knowledge products • 2 = Respondents from at least 20 partners (UNDP COs/Hub/GPN/UN/ donors) report that they have read/used Centre's knowledge products	Perceptions survey Documented feedback from partners	0	2020	-	-	1	-	2	Team collecting information over time Online perceptions survey before mid-term evaluation and final evaluation
1.2: Good practice programming strategies in borderlands identified and effectively tested for scaling up • 0 = No systematic collection of lessons learned or good practice available that is practitioner focused and/or tested for scalability (ABORNE and World Bank have produced academic analysis) • 1 = At least 2 good practice approaches to borderlands programming identified, analysed, tested (if appropriate) and shared with UNDP COs for consideration • 2 = At least 4 good practice approaches to borderlands programming identified, analysed, tested (if appropriate) and shared with UNDP COs for consideration	Case studies Feedback from UNDP COs	0	2020	-	-	1	-	2	Documented good practice approaches captured in writing Feedback from targeted UNDP COs collected by evaluators
Output 2: Africa Borderlands Centre established as a hub of high quality technical and policy advice, able to apply evidence-based knowledge to design and deliver innovative programming on borderlands in support of transformative, systemic change									
2.1. Timely high quality borderlands technical advice provided to at least 10 UNDP Country Offices, leading to implementation of new/improved borderlands programming	Centre service tracker	0	2020	2	4	6	8	10	Centre service tracker Feedback from targeted UNDP COs collected by evaluators
2.2 Borderlands integrated into at least 5 regional and/or national policy documents or programmes due to Centre's advocacy/advice • 0 = AU has AU Borderlands Programme in place, with GIZ support, but could be scaled up + some RECs and other key development partners engaging ad hoc • 1 = Borderlands integrated into at least 2 regional and/or national policy documents or programmes • 2 = Borderlands integrated into at least 5 regional and/or national policy documents or programmes	Centre monitoring data	0	2020	-	-	1	-	2	Copies of Centre's advocacy documents Feedback from AU, RECs and other key stakeholders collected by evaluators

[36] It is recommended that projects use output indicators from the Strategic Plan IRRF, as relevant, in addition to project-specific results indicators. Indicators should be disaggregated by sex or for other targeted groups where relevant.

V. MONITORING AND EVALUATION

72. **In accordance with UNDP's programming policies and procedures**, the project will be monitored through the following monitoring and evaluation plans:

Monitoring Plan

	Monitoring Activity	Purpose	Frequency	Expected Action	Cost
	Track results progress	Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the project in achieving the agreed outputs.	Quarterly, or in the frequency required for each indicator.	Slower than expected progress will be addressed by project management.	None – Project staff
	Monitor and Manage Risk	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required as per UNDP's Social and Environmental Standards. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk.	Quarterly	Risks are identified by project management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.	None – Project staff
	Learn	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the project.	Annually	Relevant lessons are captured by the project team and used to inform management decisions.	None – Project staff
	Annual Project Quality Assurance	The quality of the project assessed against UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to improve the project.	Initial, biannually and closing	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance.	None – Project staff
	Review and Make Course Corrections	Internal review of data and evidence from all monitoring actions to inform decision making.	Annually	Performance data, risks, lessons and quality will be discussed by the project board and used to make course corrections.	None – Project staff
	Project Report	A progress report will be presented to the Project Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.	Annually, and at the end of the project (final report)		None – Project staff
	Project Review (Project Board)	The project's governance mechanism (i.e., project board) will hold regular project reviews to assess the performance of the project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project. In the project's final year, the Project Board shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences.	Specify frequency (i.e., at least annually)	Any quality concerns or slower than expected progress should be discussed by the project board and management actions agreed to address the issues identified.	None – Project Board

Evaluation Plan

Evaluation Title	Partners (if joint)	Related Strategic Plan Output	UNDAF/CPD Outcome	Planned Completion Date	Key Evaluation Stakeholders	Cost and Source of Funding
Mid-Term Evaluation	RSCA and Nairobi Resilience Hub			Commissioned Jan 2023 Completed March 2023	UNDP COs, AU, RECs, random sample of Govt stakeholders, key donors, key academics	15,000 Donor funding
Final Evaluation	RSCA and Nairobi Resilience Hub			Commissioned early April 2025 Completed end-May 2025	UNDP COs, AU, RECs, random sample of Govt stakeholders, key donors, key academics	15,000 Donor funding

Multi-Year Work Plan (1 January 2021 - 30 September 2025)

Outcome: Key stakeholders across Africa (ie. AU, RECs, UNDP Country Offices, development partners) supported to more effectively engage in borderlands development to ensure "no-one is left behind" in the achievement of Agenda 2063 & the SDG										
Expected Outputs	**Planned Activities**	**Year 1**	**Year 2**	**Year 3**	**Year 4**	**Year 5**	**Responsible Party**	**Planned Budget**		
								Funding Source	**Budget Description**	**Amount USD**
Output 1: ABU established as a "thought leader", delivering cutting edge data, analysis and knowledge on critical borderlands policy and programming issues GEN2 (Gender equality as a significant objective)	Activity Result 1.1: Action-oriented analysis and knowledge produced for UNDP COs and partners on key borderlands issues Actions: • Develop 4 Borderlands Centre newsletters per year • Develop 6 Borderlands Research or Policy Briefs per year • Develop 1 flagship borderlands research publication per year and launch • Develop/maintain Centre's borderlands website and social mediate presence into recognised source of info • Develop dedicated partnerships with key global and African academic institutions and think tanks on African Borderlands, including ABORNE • Participate in relevant academic and practitioners conferences • Undertaken analysis of data gaps on key socio-economic and security dimensions of African Borderlands + identify key existing data sources + produce recommendations for possible support nationally/regionally • Develop and operationalise a data aggregation and visualisation dashboard - linking with UNDP's Crisis Risk Dashboard • Support country-level or regional data collection and/or analysis on borderlands areas or issues	300,000.00	300,000.00	300,000.00	300,000.00	300,000.00	UNDP		Consultants	1,500,000
		50,000.00	75,000.00	75,000.00	75,000.00	75,000.00			Conferences	350,000
		80,000.00	80,000.00	80,000.00	80,000.00	80,000.00			Procurement	400,000
		75,000.00	100,000.00	100,000.00	100,000.00	100,000.00			Travel	475,000
		30,000.00	30,000.00	30,000.00	30,000.00	30,000.00			Publication costs (layout, printing)	150,000

[37] Changes to a project budget affecting the scope (outputs), completion date, or total estimated project costs require a formal budget revision that must be signed by the project board. In other cases, the UNDP programme manager alone may sign the revision provided the other signatories have no objection. This procedure may be applied for example when the purpose of the revision is only to re-phase activities among years.

| Expected Outputs | Planned Activities | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 | Responsible Party | Planned Budget | | |
								Funding Source	Budget Description	Amount USD
	Activity Result 1.2: Good practice and lessons learned collected and shared regarding borderlands programming and implementation	150,000.00	150,000.00	150,000.00	150,000.00	150,000.00	UNDP		Consultants	750,000
	Actions: • Inventory of UNDP and other Africa borderlands projects / initiatives developed and maintained online • Minimum 2 lessons learned/good practice borderlands programming case studies published per year and launched	50,000.00	75,000.00	75,000.00	75,000.00	75,000.00			Travel	350,000
	• Develop 2 short borderlands videos per year • Develop and maintain a photography bank of pictures from African Borderlands • Support the production of country-level and regional communications products showcasing UNDP's work on Borderlands	75,000.00	100,000.00	100,000.00	100,000.00	100,000.00			Conferences	475,000
	• Minimum 4 borderlands capacity building webinars per year organised for UNDP COs and other key stakeholders on emerging borderlands issue and/or programming approaches	50,000.00	50,000.00	50,000.00	50,000.00	50,000.00			Procurement (Video / ICT / Comms)	250,000
	• Africa Borderlands Community of Practice (COP) developed and built into recognised source of expertise • COP produces and shares information regularly in response to needs of UNDP COs and other stakeholders • Annual meeting of Community of Practice members • Produce & launch Africa Borderlands Centre Annual Report • Organize awareness and advocacy events around Africa Borderlands	40,000.00	40,000.00	40,000.00	40,000.00	40,000.00			Publication costs (layout, printing)	200,000
	Activity Result 1.3: Transformative approaches to borderlands policy and programming designed, tested and/ or scaled up	150,000.00	200,000.00	300,000.00	300,000.00	300,000.00	UNDP		Catalytic funding for innovation and pilots	1,250,000
	Actions: • Work with UNDP Africa Accelerator Labs to identify and support opportunities to explore specific borderlands ideas	50,000.00	50,000.00	50,000.00	50,000.00	50,000.00			Procurement	250,000
	• Work with UNDP Innovation Team to collect, share and/or test good practice approaches to borderlands innovation	50,000.00	100,000.00	100,000.00	100,000.00	100,000.00			Conferences	450,000
	• Develop private sector partnerships to encourage co-creation of borderlands innovation activities	100,000.00	150,000.00	200,000.00	200,000.00	200,000.00			Consultants	850,000
		20,000.00	20,000.00	20,000.00	20,000.00	20,000.00			Publication costs (layout, printing)	100,000
	• Provide catalytic funding to support piloting and/or adaptation of borderlands innovation programming	50,000.00	50,000.00	50,000.00	50,000.00	50,000.00			Travel	250,000
	Programming Team Chief Technical Advisor P6 (50%)"	150,453.26	150,453.26	150,453.26	150,453.26	150,453.26	UNDP		Staff	752,266
	Knowledge & Innovation Advisor + Project Manager P5 (60%)	163,051.00	163,051.00	163,051.00	163,051.00	163,051.00	UNDP		Staff	815,255
	Policy, Research & Data Officer NOC (100%)	138,171.70	138,171.70	138,171.70	138,171.70	138,171.70	UNDP		Staff	690,859
	Data Analyst NOB (100%)	108,768.41	108,768.41	108,768.41	108,768.41	108,768.41	UNDP		Staff	543,842
	Solutions Mapping Analyst NOB (100%)	108,768.41	108,768.41	108,768.41	108,768.41	108,768.41	UNDP		Staff	543,842
	Communications Officer UNV (50%)	28,141.00	28,141.00	28,141.00	28,141.00	28,141.00	UNDP		Staff	140,705
	Finance/Admin Officer G7 (50%)	64,867.40	64,867.40	64,867.40	64,867.40	64,867.40	UNDP		Staff	324,337
		2,082,221.17	2,332,221.17	2,482,221.17	2,482,221.17	2,482,221.17			Sub-Total	11,861,105.86

Expected Outputs	Planned Activities	Year 1	Year 2	Year 3	Year 4	Year 5	Responsible Party	Planned Budget		
								Funding Source	Budget Description	Amount USD
Output 2: Africa Borderlands Centre established as a hub of high quality technical and policy advice, able to apply evidence-based knowledge to design and deliver innovative programming on borderlands in support of transformative, systemic change Gender Marker: GEN1 (Limited contribution to gender equality)	Activity Result 2.1: Specific borderlands technical, programming, and catalytic funding support provided at design, implementation and monitoring stages	1,000,000.00	1,000,000.00	1,200,000.00	1,200,000.00	1,200,000.00	UNDP		Country Office catalytic funding support	5,600,000
	Actions: • Provide integrated technical advice to at least 8 UNDP COs per year upon request by Centre to support design of projects in African Borderlands (incl re cross-border and sub-regional projects) • Provide technical advice to RECs/AUs and UN system partners, including Special Envoy Offices, incl. in the design of cross-border and sub-regional projects • Provide catalytic financial resources to support the design and start-up of country-level and cross-border projects, including for design consultants, project design workshops, dialogues • Provide technical advisory support for the programme implementation of ongoing Borderlands, cross-border and sub-regional projects • Support UNCTs with the design, implementation and closure of PBF funded cross-border projects in close collaboration with the UN Peacebuilding Fund • Develop a CB expert roster profile on Borderlands and identify at least 5 consultants per year to populate the roster • Support the deployment of quick response expert consultants in support of design, implementation, monitoring and closure of Borderlands, cross-border and sub-regional projects.	100,000.00	100,000.00	100,000.00	100,000.00	100,000.00			Travel	500,000
		75,000.00	75,000.00	75,000.00	75,000.00	75,000.00			Procurement	375,000
		75,000.00	75,000.00	100,000.00	100,000.00	100,000.00			Conferences	450,000
		100,000.00	100,000.00	100,000.00	100,000.00	100,000.00			Consultants	500,000
	Activity Result 2.2: Evidence-based policy advocacy towards key regional and national stakeholders in order to promote mainstreaming of borderlands issues	83,169.00	100,000.00	100,000.00	100,000.00	100,000.00	UNDP		Consultants	483,169
	Actions: • Utilizing Africa Borderlands research, policy and communication products to develop targeted advocacy materials to encourage mainstreaming of borderlands into regional and national development plans and programmes • Participate in / convene meetings and dialogues with AU, RECs, IFIs, UN system and national governments and other key stakeholders to promote and share info re borderlands issues and approaches • Centre actively contributes to key AU, REC and other regional meetings to advocate for more borderlands resources • Represent UNDP a key international meetings and conferences on policy and programming to advocate for new policy and programming opportunities in Africas borderlands drawing on the Centres evidence base	35,000.00	35,000.00	35,000.00	35,000.00	35,000.00			Publication costs (layout, printing)	175,000
		40,000.00	40,000.00	40,000.00	40,000.00	40,000.00			Procurement	200,000
		40,000.00	40,000.00	40,000.00	40,000.00	40,000.00			Travel	200,000
		50,000.00	50,000.00	75,000.00	75,000.00	75,000.00			Conferences	325,000

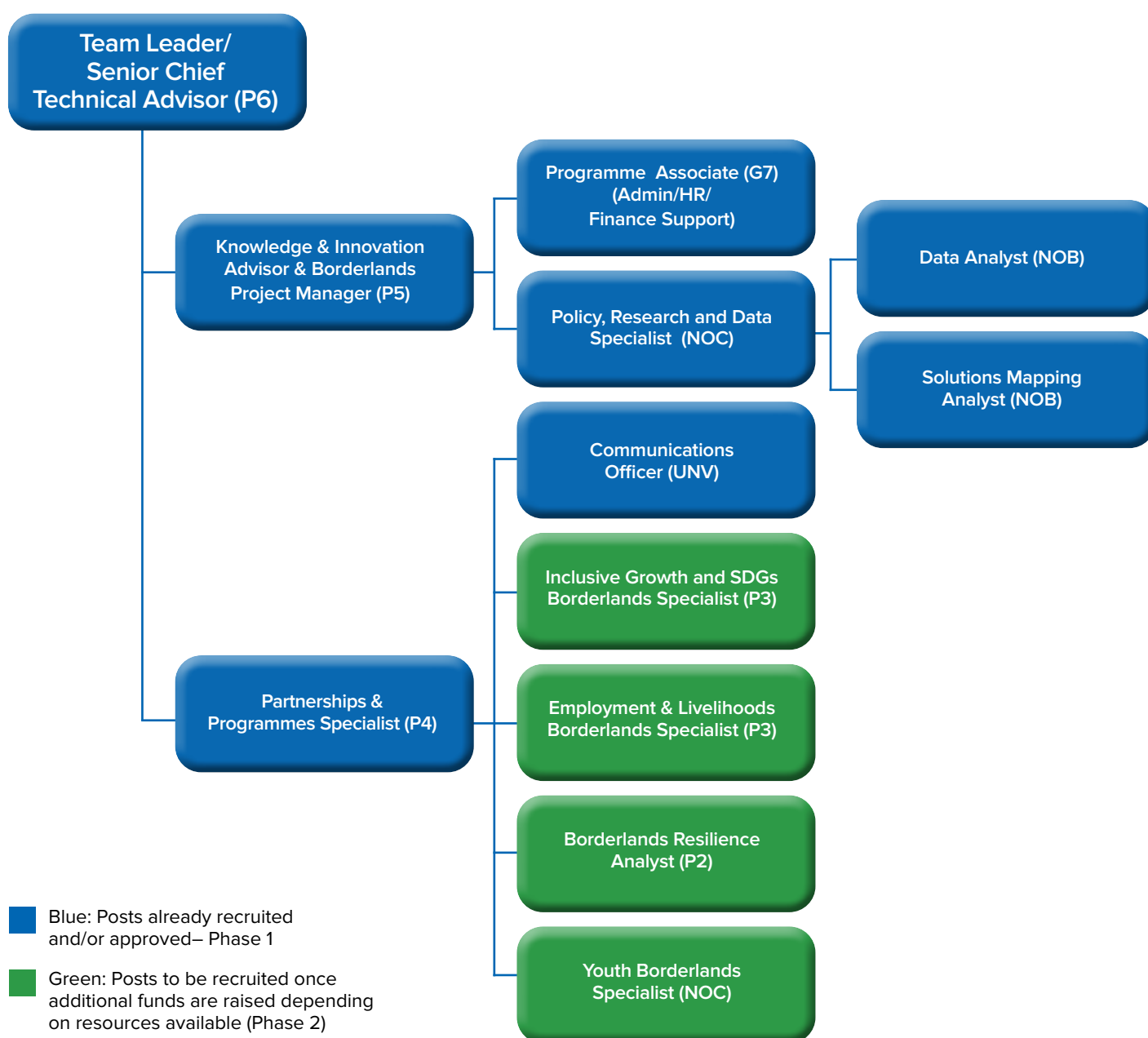| Expected Outputs	Planned Activities	Year 1	Year 2	Year 3	Year 4	Year 5	Responsible Party	Planned Budget		
								Funding Source	Budget Description	Amount USD
	Activity Result 2.3: Effective partnerships developed and strengthened in support of more innovative borderlands policies, programming and financing	75,000.00	75,000.00	75,000.00	75,000.00	75,000.00			Consultants	375,000
	Actions: • Establish and strengthen UNDP's partnerships with the African Union and Regional Economic Communities around programmatic and policy engagement on Borderlands to support more effective UNDP programming interventions • Establish and strengthen partnerships with the UN system, including the R-UNSDG and ECA and International Financial Institutions, including World Bank and African Development Bank around programmatic and policy engagement on Borderlands • Establish and strengthen partnerships with private sector organizations, civil society, think tanks, academia to advance joint policy and programming and knowledge exchange around Borderlands • Establish and strengthen close partnerships with key international development partners to ensure close technical collaboration and advance advocacy for financing development programmes in Borderlands	60,000.00	60,000.00	60,000.00	60,000.00	60,000.00			Conferences	300,000
		30,000.00	30,000.00	30,000.00	30,000.00	30,000.00			Procurement	150,000
		25,000.00	25,000.00	25,000.00	25,000.00	25,000.00			Publication costs (layout, printing)	125,000
		50,000.00	50,000.00	50,000.00	50,000.00	50,000.00			Travel	250,000
	Programming Team Team Leader / Chief Technical Advisor P6 (50%)	150,453.26	150,453.26	150,453.26	150,453.26	150,454.26			Staff	752,267
	Knowledge Specialist & Project Manager P5 (40%)	108,701.06	108,701.06	108,701.06	108,701.06	108,701.06			Staff	543,505
	Communications Officer (50%)	28,141.00	28,141.00	28,141.00	28,141.00	28,141.00			Staff	140,705
	Partnerships & Programmes Specialist P4 (100%)	238,430.79	238,430.79	238,430.79	238,430.79	238,430.79			Staff	1,192,154
	Finance/Admin Officer G7 (50%)	64,868.40	64,867.40	64,867.40	64,867.40	64,867.40			Staff	324,338
	Phase 2 team additions Inclusive Growth & SDGs Borderlands Specialist P3 (100%)		101,188.04	202,376.08	202,376.08	202,376.08			Staff	708,316
	Employment & Livelihoods Borderlands Specialist P3 (100%)		101,188.04	202,376.08	202,376.08	202,377.08			Staff	708,317
	Borderlands Resilience Analyst P2 (100%)		85,757.10	171,514.19	171,514.19	171,514.19			Staff	600,300
	Youth Borderlands Specialist - NOC (100%)		69,085.85	138,171.70	138,171.70	138,171.70				483,601
Monitoring	Perceptions surveys of UNDP COs & key stakeholders Tracking of services provided by Centre to partners	25,000.00	25,000.00	25,000.00	25,000.00	25,000.00	UNDP		Monitoring	125,000
Direct Project Costing	Reimburse Kenya CO for services	50,000.00	50,000.00	50,000.00	50,000.00	50,000.00	UNDP		Services	250,000
Evaluation				40,000.00		40,000.00			Evaluation	80,000
	Sub-Totals Output 1 + 2	4,585,984.68	5,210,033.71	6,007,252.75	5,967,252.75	6,007,254.75				
GMS (8%)		366,878.77	416,802.70	480,580.22	477,380.22	480,580.38			GMS8%	2,222,222
									PROJECT TOTAL	30,000,000.92

Resources Required to Achieve the Expected Results

73. The Centre will have a lean staffing complement, designed around the two outputs articulated above with a very small support team to ensure efficient administration of the programme. The Chief Technical Advisor will provide high level political guidance and engagement, which will be critical in building the profile and respect of partners as the Centre establishes itself. S/he is responsible for the overall management of the programme, in line with the UNDP Accountability Framework. A dedicated Project Manager will be recruited at at a P5 level, to support the Chief Technical Adviser in ensuring that internal project management processes are efficiently followed and senior level leadership is supported on budgeting, monitoring and reporting functions. This advisor will also have strong expertise in Knowledge Management, and will have primary technical responsibility for Output 1. An Operations Specialist (Administration/HR/Finance) will also be recruited to support the Project Manager to discharge those project management duties.

Figure 6: Africa Borderlands Centre Team Structure

Team Leader/ Senior Chief Technical Advisor (P6)

Knowledge & Innovation Advisor & Borderlands Project Manager (P5)

Programme Associate (G7) (Admin/HR/ Finance Support)

Policy, Research and Data Specialist (NOC)

Data Analyst (NOB)

Solutions Mapping Analyst (NOB)

Partnerships & Programmes Specialist (P4)

Communications Officer (UNV)

Inclusive Growth and SDGs Borderlands Specialist (P3)

Employment & Livelihoods Borderlands Specialist (P3)

Borderlands Resilience Analyst (P2)

Youth Borderlands Specialist (NOC)

Blue: Posts already recruited and/or approved– Phase 1

Green: Posts to be recruited once additional funds are raised depending on resources available (Phase 2)

74. The Knowledge and Innovation Advisor (& Borderlands Project Manager) will provide technical leadership to the team devoted to Output 1 on knowledge, comprising a Policy, Research and Data Specialist (NOC), Data Analyst (NOB) and Solutions Mapping Analyst (NOB). Output 2 will be implemented by a cohort of technical specialists, who will be recruited in phases, as funds permit. Output 2 will be led by the Partnerships and Programmes Specialist (P4) who will report to and support the CTA who will be overall responsible for fundraising and partnerships. The P4 will ensure close linkages with the work of Output 1. Over time, it is anticipated that additional specialists will be added, in the next phase, an Inclusive Growth and SDGs Borderlands Specialist (P3), an Employment & Livelihoods Borderlands Specialist (P3), a Resilience and Governance Borderlands Analyst (P2) and a Youth Borderlands Specialist (NOC). In addition, a Communications Officer will be recruited, a critical role in terms of ensuring that the Centre's knowledge and expertise becomes well-recognised across the continent.

75. In addition to the agile team of specialists that will comprise the full time staff of the Centre, the Centre will also draw on a range of expertise to ensure that it delivers joined up, high quality expertise across the multiple sectors that require attention in Africa's borderlands. Specifically:

■ **UNDP Global Policy Network (GPN):** The Centre will work closely with GPN advisors working in headquarters and across UNDP's regional hubs, to ensure it is offering UNDP Africa Country Offices and other partners the best suite of expertise and advice available within UNDP. The Centre budget includes funds to facilitate the involvement of GPN specialists in delivering quick-response support to borderlands activities. The Centre will organise monthly teleconferences with core GPN policy specialists in key areas of relevance to the borderlands, to facilitate intelligence gathering and share information about the Centre's ongoing programme of work, in order to maximise coordination and ensure all knowledge products and technical advice is well-coordinated;

■ **RSCA:** The RSCA is a critical partner to the Centre. A range of Regional Programmes are directly relevant to the work of the Centre (e.g. the regional PVE programme), and will be engaged with on a regular basis, including through RSCA management and team-based meetings. The RSCA will also be a partner in regional advocacy for the borderlands wih the AU, RECs and other continental stakeholders and development partners. The Centre will also draw on the RSCA's Project Management Support Unit for M&E and project oversight advice;

■ **RSCA Gender and Youth Advisors:** The RSCA houses dedicated specialists on gender and youth. These are two critical demographics in the borderlands; these issues will be mainstreamed throughout the Centre's own programme of work. Accordingly, the Centre will systematically engage these advisors, for example, during development of the annual work plan, drafting TORs for knowledge products and to offer advice in integrating gender and youth issues into all key activities;

■ **Narobi Reslience Hub:** The Centre sits inside the NRH. This was a deliberate decision to facilitate close working relationships between the different teams in the Hub. Resilience is at the core of borderlands programming.

Photo: UNDP

■ **Pretoria Financing Hub:** The Centre is committed to supporting not only better policy and programming for Africa's borderlands, but also the more sustainable commitment of resources from national, regional and global partners and the development of more innovative financing responses to their complex challenges. The Hub will be a core partner in working through these issues and developing responses in alignment with the Addis Ababa Action Agenda on Financing for Development;

■ **UNDP Global Innovation Team:** UNDP has invested considerable resources in supporting innovation across its programming. The Global Innovation Team leads this work, with support from out-posted advisors in regional hubs and national innovation teams. In Africa, there are 27 country-level Accelerator Labs, that are overseen by an Accelerator Lab Specialist based in the RSCA. The Centre will draw on all of this considerable expertise for the benefit of catalysing innovative approaches to problem-solving in relation to the borderlands. At this stage, it is not envisaged that dedicated innovation staff will be recruited for the Centre; rather the Centre will leverage both the Global Innovation Team and private sector innovation expertise to help drive this innovation agenda;

■ **UNDP Crisis Bureau:** This Bureau already provides support to UNDP Country Offices in Africa dealing with crisis, including by facilitating the quick deployment of experts through the Crisis Response Roster. The Centre will work to strengthen capacities within the Crisis Bureau in support of borderlands priorities, including by facilitating the mainstreaming of borderlands issues into crisis responses and by proactively adding more borderlands experts to the existing Crisis Response Roster.

76. The Centre requires no major equipment investments, but will have a sizeable travel budget to facilitate the quick delivery of in-country assessments, programme design and implementation support to UNDP Country Offices (and other partners, as appropriate), as well as to enable the team to participate in critical development meetings and academic conferences, in order to raise awareness of the borderlands and influential policy and programming agendas. In the aftermath of COVID19, the Centre will also explore the greater use of online approaches to providing support, where possible. Funds have also been included in the budget to support face-to-face convenings, as useful. It is envisaged that no more than one such convening would be organised per year.

> " **The Centre will have a lean staffing complement, designed around the two outputs articulated above with a very small support team to ensure efficient administration of the programme..** "
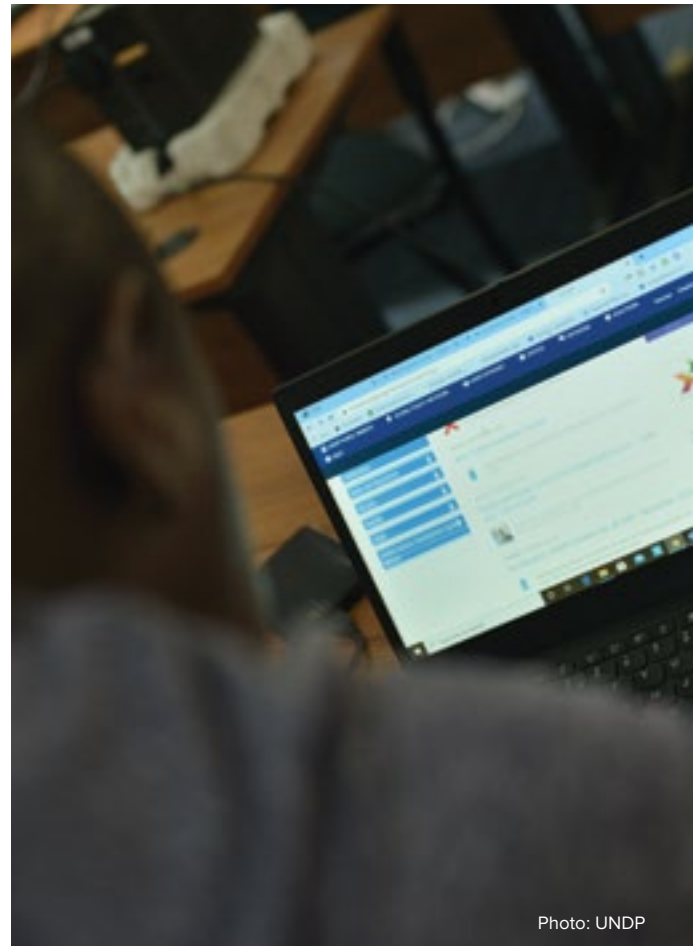

Photo: UNDP

VII. PROJECT MANAGEMENT

Cost Efficiency and Effectiveness

77. **The Centre has been designed as a lean, agile team, with a small number of staff, able to leverage greater impact via a strong partnership and networking approach, which is embedded throughout the programme's design.** The Centre will draw on existing expertise within the RSCA, Nairobi Resilience Hub, Dakar and Pretoria Hubs and the GPN (including the Crisis Bureau) to complement its own internal expertise. This will ensure great efficiency and ensure that limited resources are harnessed for greater effect.

78. **The Centre's theory of change is also based around a strategy that posits that if the Centre can provide better and more timely knowledge in support of the policy and programming work of UNDP Country Offices and other key development partners,** this will have flow on effects by encouraging the more effective use of development resources to alleviate the special needs of Africa's borderlands. The Centre will not duplicate such programming, but seems to maximise the impact of existing resources and programmes for better results.

Project Management

79. **The Centre will be located within the UNDP Nairobi Resilience Hub, to enable the Centre to reciprocally draw on UNDP's resilience expertise, while embedding its own focus on borderlands into UNDP's resilience work.** The Centre will still work closely with the regional programme teams in the RSCA Addis, as well as the Dakar Regional Office and the Pretoria Centre for

Excellence on SDGs Financing. The team will regularly share information formally through the Centre newsletters, but will also informally work closely with other offices to strengthen its networks across the continent. The Centre will also engage with UNDP's central bureaux, in particular UNDP's GPN of technical specialists (including the UNDP Crisis Bureau). It will work with other Regional Service Centres as appropriate, in particular the Regional Bureau for the Arab States which services some members of the African Union who may also have an interest in the Centre's borderlands knowledge and advice.

80. **The Centre will be supported by the RSCA and the Nairobi Resilience Hub, under the existing LSAs and SOPs with Ethiopia and Kena COs, and in particular to the operational transactions, such as finance, HR, procurement and general administration.** A dedicated Centre Administration/Finance Officer has been included in the staffing chart to streamline these interactions and provide a basic level of administrative and financial management autonomy for the Centre.
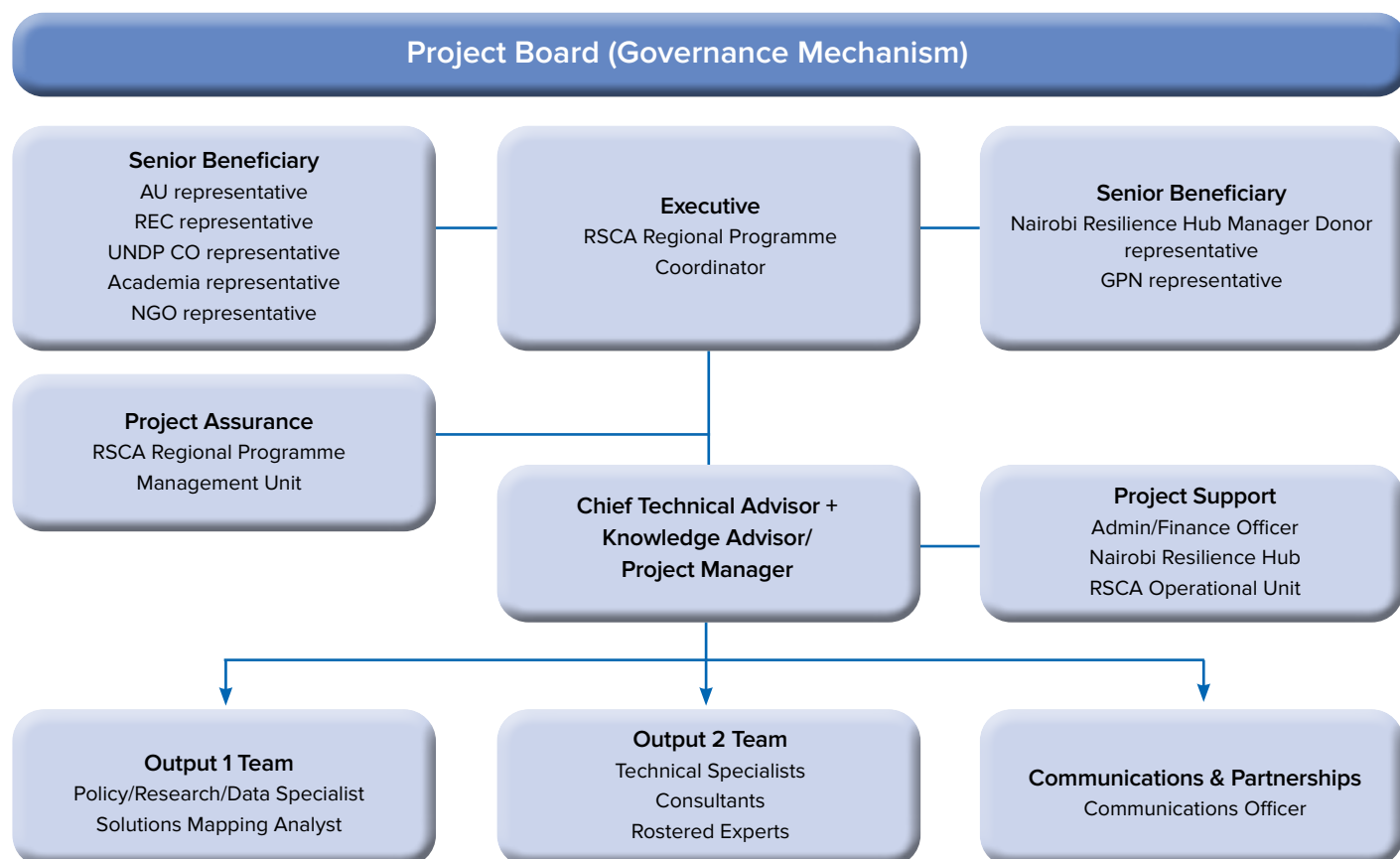
81. **The Centre will also share support for monitoring and evaluation (M&E) and oversight with the RSCA and the Nairobi Resilience Hub.** The Center's M&E functions will be performed by the Communications Officer working with the Administration/Finance Officer, under the guidance of the Project Manager. They will track the RRF indicators, knowledge products and impacts of activities under Output 1, and the interactions with UNDP COs and partners under Output 2, via developed M&E Framework. They will also draw on more expert M&E support from the RSCA, as necessary. Likewise, they will coordinate audit requirements with the RSCA and Nairobi Resilience Hub.

VIII. GOVERNANCE AND MANAGEMENT ARRANGEMENTS

82. Governance of the project is expected to be undertaken by a Project Board, which will convene at least twice a year and more frequently if decided so by the Board. The Project Board is the group responsible for making by consensus, management decisions for a project when guidance is required by the Chief Technical Advisor and/or Project Manager, including a recommendation for approval of project plans and revisions. In order to ensure accountability, Project Board decisions should be made in accordance with standards that shall ensure management for development results, best value for money, fairness, integrity, transparency and effective international competition. In case a consensus cannot be reached within the Board, the final decision shall rest with UNDP. In addition, the Project Board plays a critical role in UNDP-commissioned project evaluations by quality assuring the evaluation process and products, and using evaluations for performance improvement, accountability and learning.

83. The Terms of Reference for the Project Board is at Annex 1 below. The Project Board structure is provided in the diagram below.

84. The Chief Technical Advisor (CTA) operates as the Head of the Centre and is responsible for overall Project implementation. The CTA will provide high level political and technical guidance, as well as being responsible for ensuring that the Project produces the results (outputs) specified in the Project Document to the required standard of quality and within the specified constraint of time and cost. The CTA has the authority to run the project on behalf of UNDP with the constraints laid down by the Project Board and in accordance with the UNDP Programme and Operations Policies and Procedures (POPP). The CTA will report directly to the RSCA Director and head of the Regional Bureau for Africa. The CTA will be supported by the P5 Project Manager, who will be responsible day-to-day operational issues, subject to oversight from the CTA. The Project Manager will report directly to the CTA. The Project Manager will be delegated operational decision-making from the CTA, as appropriate. The Project Manager will provide fortnightly reports to the Head of the RSCA Regional Programme, to ensure that the Centre's work feeds into and learns from other relevant programming.

Project Board (Governance Mechanism)

Senior Beneficiary
AU representative
REC representative
UNDP CO representative
Academia representative
NGO representative

Executive
RSCA Regional Programme Coordinator

Senior Beneficiary
Nairobi Resilience Hub Manager Donor representative
GPN representative

Project Assurance
RSCA Regional Programme Management Unit

**Chief Technical Advisor +
Knowledge Advisor/
Project Manager**

Project Support
Admin/Finance Officer
Nairobi Resilience Hub
RSCA Operational Unit

Output 1 Team
Policy/Research/Data Specialist
Solutions Mapping Analyst

Output 2 Team
Technical Specialists
Consultants
Rostered Experts

Communications & Partnerships
Communications Officer

IX. LEGAL CONTEXT

85. This project forms part of an overall programmatic framework under which several separate associated country level activities will be implemented. When assistance and support services are provided from this Project to the associated country level activities, this document shall be the "Project Document" instrument referred to in: (i) the respective signed SBAAs for the specific countries; or (ii) in the Supplemental Provisions to the Project Document attached to the Project Document in cases where the recipient country has not signed an SBAA with UNDP, attached hereto and forming an integral part hereof. All references in the SBAA to "Executing Agency" shall be deemed to refer to "Implementing Partner."

86. This project will be implemented by UNDP ("Implementing Partner") over the course of the Project in accordance with its financial regulations, rules, practices and procedures.

X. RISK MANAGEMENT (UNDP DIRECT IMPLEMENTATION MODALITY)

87. UNDP as the Implementing Partner will comply with the policies, procedures and practices of the United Nations Security Management System (UNSMS.)

88. UNDP as the Implementing Partner will undertake all reasonable efforts to ensure that none of the [project funds]³⁸ [UNDP funds received pursuant to the Project Document]³⁹ are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.

89. Social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (http://www.undp.org/ses) and related Accountability Mechanism (http://www.undp.org/secu-srm).

90. UNDP as the Implementing Partner will: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other project stakeholders are informed of and have access to the Accountability Mechanism.

91. In the implementation of the activities under this Project Document, UNDP as the Implementing Partner will handle any sexual exploitation and abuse ("SEA") and sexual harassment ("SH") allegations in accordance with its regulations, rules, policies and procedures.

92. All signatories to the Project Document shall cooperate in good faith with any exercise to evaluate any programme or project-related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to project sites, relevant personnel, information, and documentation.

93. UNDP as the Implementing Partner will ensure that the following obligations are binding on each responsible party, subcontractor and sub-recipient:

a. Consistent with the Article III of the SBAA [*or the Supplemental Provisions to the Project Document*], the responsibility for the safety and security of each responsible party, subcontractor and sub-recipient and its personnel and property, and of UNDP's property in such responsible party's, subcontractor's and sub-recipient's custody, rests with such responsible party, subcontractor and sub-recipient. To this end, each responsible party, subcontractor and sub-recipient shall:

   i. put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;

   ii. assume all risks and liabilities related to such responsible party's, subcontractor's and sub-recipient's security, and the full implementation of the security plan.

b. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of the responsible party's, subcontractor's and sub-recipient's obligations under this Project Document.

c. In the performance of the activities under this Project, UNDP as the Implementing Partner shall ensure, with respect to the activities of any of its responsible parties, sub-recipients and other entities engaged under the Project, either as contractors or subcontractors, their personnel and any individuals performing services for them, that those entities have in place adequate and proper procedures, processes and policies to prevent and/or address SEA and SH.

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38 To be used where UNDP is the Implementing Partner

39 To be used where the UN, a UN fund/programme or a specialized agency is the Implementing Partner

d. Each responsible party, subcontractor and sub-recipient will take appropriate steps to prevent misuse of funds, fraud or corruption, by its officials, consultants, subcontractors and sub-recipients in implementing the project or programme or using the UNDP funds. It will ensure that its financial management, anti-corruption and anti-fraud policies are in place and enforced for all funding received from or through UNDP.

e. The requirements of the following documents, then in force at the time of signature of the Project Document, apply to each responsible party, subcontractor and sub-recipient: (a) UNDP Policy on Fraud and other Corrupt Practices and (b) UNDP Office of Audit and Investigations Investigation Guidelines. Each responsible party, subcontractor and sub-recipient agrees to the requirements of the above documents, which are an integral part of this Project Document and are available online at www.undp.org.

f. In the event that an investigation is required, UNDP will conduct investigations relating to any aspect of UNDP programmes and projects. Each responsible party, subcontractor and sub-recipient will provide its full cooperation, including making available personnel, relevant documentation, and granting access to its (and its consultants', subcontractors' and sub-recipients') premises, for such purposes at reasonable times and on reasonable conditions as may be required for the purpose of an investigation. Should there be a limitation in meeting this obligation, UNDP shall consult with it to find a solution.

g. Each responsible party, subcontractor and sub-recipient will promptly inform UNDP as the Implementing Partner in case of any incidence of inappropriate use of funds, or credible allegation of fraud or corruption with due confidentiality.

Where it becomes aware that a UNDP project or activity, in whole or in part, is the focus of investigation for alleged fraud/corruption, each responsible party, subcontractor and sub-recipient will inform the UNDP Resident Representative/Head of Office, who will promptly inform UNDP's Office of Audit and Investigations (OAI). It will provide regular updates to the head of UNDP in the country and OAI of the status of, and actions relating to, such investigation.

h. UNDP will be entitled to a refund from the responsible party, subcontractor or sub-recipient of any funds provided that have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document. Such amount may be deducted by UNDP from any payment due to the responsible party, subcontractor or sub-recipient under this or any other agreement.

Where such funds have not been refunded to UNDP, the responsible party, subcontractor or sub-recipient agrees that donors to UNDP (including the Government) whose funding is the source, in whole or in part, of the funds for the activities under this Project Document, may seek recourse to such responsible party, subcontractor or sub-recipient for the recovery of any funds determined by UNDP to have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document.

Note: The term "Project Document" as used in this clause shall be deemed to include any relevant subsidiary agreement further to the Project Document, including those with responsible parties, subcontractors and sub-recipients.

i. Each contract issued by the responsible party, subcontractor or sub-recipient in connection with this Project Document shall include a provision representing that no fees, gratuities, rebates, gifts, commissions or other payments, other than those shown in the proposal, have been given, received, or promised in connection with the selection process or in contract execution, and that the recipient of funds from it shall cooperate with any and all investigations and post-payment audits.

j. Should UNDP refer to the relevant national authorities for appropriate legal action any alleged wrongdoing relating to the project or programme, the Government will ensure that the relevant national authorities shall actively investigate the same and take appropriate legal action against all individuals found to have participated in the wrongdoing, recover and return any recovered funds to UNDP.

k. Each responsible party, subcontractor and sub-recipient shall ensure that all of its obligations set forth under this section entitled "Risk Management" are passed on to its subcontractors and sub-recipients and that all the clauses under this section entitled "Risk Management Standard Clauses" are adequately reflected, *mutatis mutandis*, in all its sub-contracts or sub-agreements entered into further to this Project Document.

ANNEX 1: PROJECT BOARD TERMS OF REFERENCE

Overall responsibilities

The Project Board is the group responsible for making by consensus management decisions for a project when guidance is required by the Technical Advisor, including recommendation for UNDP/Implementing Partner approval of project plans and revisions. In order to ensure UNDP's ultimate accountability, Project Board decisions should be made in accordance to standards that shall ensure best value to money, fairness, integrity transparency and effective international competition.[40] In case a consensus cannot be reached, final decision shall rest with the UNDP RSCA Director. Project reviews by this group are made at designated decision points during the running of a project, or as necessary when raised by the Technical Advisor. This group is consulted by the Technical Advisor for decisions when PM tolerances (normally in terms of time and budget) have been exceeded.

Based on the approved Annual Work Plan (AWP), the Project Board may review project workplans when required and authorize any major deviation from these agreed quarterly plans. It is their authority that signs off the completion of each quarterly plan as well as authorizes the start of the next quarterly plan. It ensures that required resources are committed and arbitrates on any conflicts within the project or negotiates a solution to any problems between the project and external bodies. In addition, it approves the appointment and responsibilities of the Technical Advisor and any delegation of its Project Assurance responsibilities.

Composition and organization

This group contains three roles, including:

1. **An Executive:** individual representing the project ownership to chair the group.

2. **Senior Supplier:** individual or group representing the interests of the parties concerned which provide funding and/or technical expertise to the project. The Senior Supplier's primary function within the Board is to provide guidance regarding the technical feasibility of the project.

3. **Senior Beneficiary:** individual or group of individuals representing the interests of those who will ultimately benefit from the project. The Senior Beneficiary's primary function within the Board is to ensure the realization of project results from the perspective of project beneficiaries.

Specific responsibilities:

Initiating a project

- Agree on Technical Advisor's responsibilities, as well as the responsibilities of the other members of the Project Management team;
- Delegate any Project Assurance function as appropriate;
- Review the Progress Report for the Initiation Stage (if an Initiation Plan was required);
- Review and appraise detailed Project Plan and AWP, including Atlas reports covering activity definition, quality criteria, issue log, updated risk log and the monitoring and communication plan.

Running a project

- Provide overall guidance and direction to the project, ensuring it remains within any specified constraints;
- Address project issues as raised by the Technical Advisor;
- Provide guidance and agree on possible counter-measures/management actions to address specific risks;
- Agree on Technical Advisor's tolerances in the Annual Work Plan and quarterly plans when required;
- Conduct regular meetings to review the Project Quarterly Progress Report and provide direction and recommendations to ensure that the agreed deliverables are produced satisfactorily according to plans;
- Review Combined Delivery Reports (CDR) prior to certification by the Implementing Partner;
- Appraise the Project Annual Review Report, make recommendations for the next AWP, and inform the Outcome Board about the results of the review;
- Review and approve end project report, make recommendations for follow-on actions;

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[40] UNDP Financial Rules and Regulations: Chapter E, Regulation 16.05: a) The administration by executing entities or, under the harmonized operational modalities, implementing partners, of resources obtained from or through UNDP shall be carried out under their respective financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. b) Where the financial governance of an executing entity or, under the harmonized operational modalities, implementing partner, does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition that of UNDP shall apply.

- Provide ad-hoc direction and advice for exception situations when Technical Advisor's tolerances are exceeded;
- Assess and decide on project changes through revisions.

Closing a project

- Assure that all Project deliverables have been produced satisfactorily;
- Review and approve the Final Project Review Report, including Lessons-learned;
- Make recommendations for follow-on actions to be submitted to the Outcome Board;
- Commission project evaluation (only when required by partnership agreement);
- Notify operational completion of the project to the Outcome Board.

Executive

The Executive is ultimately responsible for the project, supported by the Senior Beneficiary and Senior Supplier. The Executive's role is to ensure that the project is focused throughout its life cycle on achieving its objectives and delivering outputs that will contribute to higher level outcomes. The Executive has to ensure that the project gives value for money, ensuring a cost-conscious approach to the project, balancing the demands of beneficiary and supplier.

Specific Responsibilities (as part of the above responsibilities for the Project Board)

- Ensure that there is a coherent project organisation structure and logical set of plans
- Set tolerances in the AWP and other plans as required for the Technical Advisor
- Monitor and control the progress of the project at a strategic level
- Ensure that risks are being tracked and mitigated as effectively as possible
- Brief Outcome Board and relevant stakeholders about project progress
- Organise and chair Project Board meetings

The Executive is responsible for overall assurance of the project as described below. If the project warrants it, the Executive may delegate some responsibility for the project assurance functions.

Senior Beneficiary

The Senior Beneficiary is responsible for validating the needs and for monitoring that the solution will meet those needs within the constraints of the project. The role represents the interests of all those who will benefit from the project, or those for whom the deliverables resulting from activities will achieve specific output targets. The Senior Beneficiary role monitors progress against targets and quality criteria. This role may require more than one person to cover all the beneficiary interests. For the sake of effectiveness the role should not be split between too many people.

Specific Responsibilities (as part of the above responsibilities for the Project Board)

- Ensure the expected output(s) and related activities of the project are well defined;
- Make sure that progress towards the outputs required by the beneficiaries remains consistent from the beneficiary perspective;
- Promote and maintain focus on the expected project output(s);
- Prioritise and contribute beneficiaries' opinions on Project Board decisions on whether to implement recommendations on proposed changes;
- Resolve priority conflicts.

The assurance responsibilities of the Senior Beneficiary are to check that:

- Specification of the Beneficiary's needs is accurate, complete and unambiguous;
- Implementation of activities at all stages is monitored to ensure that they will meet the beneficiary's needs and are progressing towards that target;
- Impact of potential changes is evaluated from the beneficiary point of view;
- Risks to the beneficiaries are frequently monitored;

Where the project's size, complexity or importance warrants it, the Senior Beneficiary may delegate the responsibility and authority for some of the assurance responsibilities (see also the section below).

Senior Supplier

The Senior Supplier represents the interests of the parties which provide funding and/or technical expertise to the project (designing, developing, facilitating, procuring, implementing). The Senior Supplier's primary function within the Board is to provide guidance regarding the technical feasibility of the project. The Senior Supplier role must have the authority to commit or acquire supplier resources required. If necessary, more than one person may be required for this role. Typically, the implementing partner, UNDP and/or donor(s) would be represented under this role.

Specific Responsibilities (as part of the above responsibilities for the Project Board)

- Make sure that progress towards the outputs remains consistent from the supplier perspective;
- Promote and maintain focus on the expected project output(s) from the point of view of supplier management;
- Ensure that the supplier resources required for the project are made available;
- Contribute supplier opinions on Project Board decisions on whether to implement recommendations on proposed changes;
- Arbitrate on, and ensure resolution of, any supplier priority or resource conflicts
- The supplier assurance role responsibilities are to:
- Advise on the selection of strategy, design and methods to carry out project activities;
- Ensure that any standards defined for the project are met and used to good effect;
- Monitor potential changes and their impact on the quality of deliverables from a supplier perspective;
- Monitor any risks in the implementation aspects of the project.

If warranted, some of this assurance responsibility may be delegated (see also the section below)

Project Assurance

Overall responsibility: Project Assurance is the responsibility of each Project Board member, however the role can be delegated. The Project Assurance role supports the Project Board by carrying out objective and independent project oversight and monitoring functions. This role ensures appropriate project management milestones are managed and completed. Project Assurance has to be independent of the Technical Advisor; therefore the Project Board cannot delegate any of its assurance responsibilities to the Technical Advisor. A UNDP Programme Officer typically holds the Project Assurance role. The implementation of the assurance responsibilities needs to answer the question "What is to be assured?" The following list includes the key suggested aspects that need to be checked by the Project Assurance throughout the project as part of ensuring that it remains relevant, follows the approved plans and continues to meet the planned targets with quality.

- Maintenance of thorough liaison throughout the project between the members of the Project Board;

- Beneficiary needs and expectations are being met or managed;
- Risks are being controlled;
- Adherence to the Project Justification (Business Case);
- Projects fit with the overall Country Programme;

- The right people are being involved;
- An acceptable solution is being developed;
- The project remains viable;
- The scope of the project is not "creeping upwards" unnoticed;
- Internal and external communications are working;
- Applicable UNDP rules and regulations are being observed;
- Any legislative constraints are being observed;
- Adherence to RMG monitoring and reporting requirements and standards;
- Quality management procedures are properly followed;
- Project Board's decisions are followed and revisions are managed in line with the required procedures.

Specific responsibilities would include:
Initiating a project

- Ensure that project outputs definitions and activity definition including description and quality criteria have been properly recorded in the Atlas Project Management module to facilitate monitoring and reporting;
- Ensure that people concerned are fully informed about the project;
- Ensure that all preparatory activities, including training for project staff, logistic supports are timely carried out.

Running a project

- Ensure that funds are made available to the project;
- Ensure that risks and issues are properly managed, and that the logs in Atlas are regularly updated;
- Ensure that critical project information is monitored and updated in Atlas, using the Activity Quality log in particular;
- Ensure that Project Quarterly Progress Reports are prepared and submitted on time, and according to standards in terms of format and content quality;
- Ensure that CDRs and FACE are prepared and submitted to the Project Board and Outcome Board;
- Perform oversight activities, such as periodic monitoring visits and "spot checks";
- Ensure that the Project Data Quality Dashboard remains "green".

Closing a project

- Ensure that the project is operationally closed in Atlas;
- Ensure that all financial transactions are in Atlas based on final accounting of expenditures;
- Ensure that project accounts are closed and status set in Atlas accordingly.

ANNEX 2: RISK MATRIX

#	Description	Risk Category	Impact & Likelihood	Risk Treatment / Management Measures	Risk Owner
1	Inadequate response to resource mobilisation efforts hampers Centre's capacity to support UNDP COs & host governments.	Financial	I = 5 L = 3	Early engagement with donors to promote co-creation of ProDoc, in order to encourage early funding support	Centre CTA
2	Lack of buy-in from UNDP COs taking advantage of the Centre's services	Organisational + Strategic	I = 4 L = 2	Centre reached out to UNDP COs (through surveys and interviews) to include their views in the ProDoc design, in order to encourage their ownership and buy-in	Centre CTA
3	Changing political environments and national priorities, undermining or compromising ability to raise profile of borderlands over time.	Strategic + Political	I = 4 L = 2	Specific activity in the ProDoc focused on advocacy towards AU, REC and key development partners, with a view to ensuring borderlands continue to be recognised as a key African priority	Centre CTA
4	Changing priorities within the international community, weakening efforts to incorporate borderlands into sustainable development and peacebuilding agendas	Strategic + organisational	I = 3 L = 1	ProDoc embedded in existing development and peacebuilding frameworks. Specific activity in ProDoc focused on partnerships, in order to ensure that borderlands become embedded as a priority for other UN agencies and development partners	Centre CTA
5	Challenges in identifying highly qualified and experienced borderlands specialists with whom to partner for rapid deployment.	Operational	I = 3 L = 1	Developing relationship with ABORNE to tap into the existing network of experts. Prodoc also highlights importance of development partnerships with African academic institutions	Centre CTA
6	Weak inter-agency engagement from partners at headquarters and country level, with limited interest in Centre's borderlands advice and research	Strategic	I = 4 L = 2	Centre leadership already seeking to engage with UN agencies – presented Prodoc to HQ peacebuilding group and will continue to keep them updated. Centre Newsletter will also be shared with key UN agency partners to keep borderlands visible on their agendas. Specific efforts will be made to reach out to PBF.	Centre CTA