Final Evaluation of the Cross–Border Cooperation Between Ethiopia and Kenya for Conflict Prevention and Peacebuilding in Marsabit-Moyale Cluster

Basic Report Information:

Project Title:	Cross-border cooperation between Ethiopia and Kenya for Conflict Prevention and Peacebuilding in Marsabit-Moyale cluster
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Collaborating Partners:	The National Treasury and Planning, Ministry of Foreign Affairs and International Trade and IGAD
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Foreword

It gives us great pleasure at the UNDP Office to help Kenya and Ethiopia in community based peacebuilding initiatives across their common borders. It is significant to note that the two Kenyan and Ethiopian communities in Marsabit and Moyale under the aegis of UNDP and EU, have engaged in grassroots peacebuilding for sustainable development which can be replicated in the Horn of Africa and beyond.

Kenyan and Ethiopian leaders need to be commended for a great job done by seeking harmony among different transboundary communities. May there be sustainable peace in the countries and beyond. This report will help many organizations engaged in peace and security initiative in Africa. Enjoy reading and implementing the great ideas contained in the report.

Fisseha Mekonnen

Programme Specialist- Governance and Capacity Development, UNDP Ethiopia.

Table of Contents

Acronyms and Abbreviations

ADR	Alternative Dispute Resolution
ASALs	Arid and Semi-Arid Lands
AU	African Union
AWP	Annual Work Plan
CEWARN	Conflict Early Warning
CIDP	County Integrated Development Plan
CIFA	Community Initiative Facilitation and Assistance
COMESA	Common Market for East and Southern Africa
CSOs	Civil Society Organizations
CTA	Chief Technical Advisor
DPCs	District Peace Committees
ETFA	Emergency Trust Fund for Africa
EU	European Union
EUTF	European Union Trust Fund
EWR	Early Warning Response
EWS	Early Warning System
FAO	Food and Agriculture Organization
FCDC	Frontier Counties Development Council
GIS	Geographical Information System
GPF	Global Peace Foundation
GPLC	Global Peace Leadership Conference
HOA	Horn of Africa
HODI	Horn of Africa Development Initiative
IEBC	Independent Electoral and Boundaries Commission
IGAD	Inter-Governmental Authority on Development
IOM	International Organization for Migration

LPAC	Local Project Appraisal Committee
MCA	Member of County Assembly
MOSS	Minimum Operating Security Standards
MP	Member of Parliament
MYWO	Maendeleo Ya Wanawake Organization
NGO	Non-Governmental Organization
NPRs	National Police Reservists
NSC	National Steering Committee
OLF	Oromo Liberation Front
PAR	Participatory Action Research
P/CVE	Prevention and Countering of Violent Extremism
PLWD	Person Living with Disability
PMU	Programme Management Unit
PSF	Private Sector Foundation
SECCCI	Support for Effective Cooperation and Coordination of Cross-border Initiatives
SDG	Sustainable Development Goal
SIDA	Swedish Development Agency
SMT	Security Management Team
UN	United Nations
UNCT	United Nations Country Team
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Security Service
UNICEF	United Nations Children's Fund
WHO	World Health Organization

1. EXECUTIVE SUMMARY

This is a report for the Final Project Evaluation of the Final Evaluation of the "The Cross – Border Cooperation Between Ethiopia and Kenya for Conflict Prevention and Peacebuilding in Marsabit-Moyale IGAD- Cluster 2. The main objective of the evaluation was to assess and review "the Cross – border cooperation between Ethiopia and Kenya for Conflict Prevention and Peacebuilding in Marsabit-Moyale Cluster" and find out whether the objectives of the project were met. The evaluation assessed the impact of the conflict prevention programmes as well as the livelihood projects implemented in collaboration with partner agencies to improve the socio-economic conditions of communities on both sides of the border.

The evaluation was aligned to three basic steps: conceptualization, collection of data, data analysis, and reporting. At first instance the evaluation reviewed the project achievement using the DAC criteria which captured relevance, efficiency, effectiveness, impact and sustainability of the project. This went beyond and investigated how well the project adopted human rights based approach, gender equality and equity principles in her execution approaches. The evaluator deployed mixed methods of data collection methods that entailed thorough review of all relevant sources of information including documents prepared during the project period, project reports, Mid-Term Review Report, activity reports and the result and Logframe framework developed during the project inception phase. The consultant adopted a collaborative and participatory approach which guaranteed close engagement with the Project Team, government counterparts (Ministry of Devolution and ASALs, County Government of Marsabit in Kenya, and Ministry of Peace and Regional Governments of Oromia/Somalia) in Ethiopia, the UNDP Country Offices, and project key stakeholders. Key Informant Interviews (KIIs) were conducted with various stakeholders who had project responsibilities, including but not limited to the national/local governments, key experts in the subject area, Project Team, project stakeholders, academia, local government and CSOs, among others. Similar interviews were also conducted with representatives of the County Government of Marsabit of Kenya as well as the regional governments of Oromia, Somali and Borana and Dawa Zones of Ethiopia.

The project design and strategy were relevant and effective in contributing to peace building and prevention of violent conflict with the cross border communities thus yielding the reported results realized at the end-of-project in various implementation areas. This can be attributes the achievements to proper planning of the cross border peace initiatives, participation of local government officials and community members who were capacity built on conflict prevention, peacebuilding, small arms control, on citizen participation in peacebuilding and social cohesion. The peace committee members in Marsabit County, Borana and Dawa Zones were very instrumental in championing for peace initiatives, even though in small scale. The project strategy of adopting tangible peace dividends such as the distribution of energy saving stoves and motor cycles which were delivered played a catalytic and motivational role to the beneficiaries to see through the lenses of peacebuilding beyond conflicts to gainful engagement in their communities, a strategy that effectively averted the focus form violence to being productive at household levels

The overall project management as outlined in the Project Document was generally effective, even though the responsibilities and reporting lines were in some instances not clear to allow transparent and timely decision-making. Equally, the coordination mechanism among the two UNDP COs in implementing the

project was not very efficient and a lot more could have been done to improve the coordination. This is despite the competent administrative/operational support provided by UNDP.

The findings are clear pointers of the project milestones realized overtime since its inception to the end. The major findings include;

1. The evaluation established that political leaders and cross boarder traders had significant roles in either contributing to escalation or de-escalation of conflict and peace efforts, a factor which should have been considered and mainstreamed into the project design and implementation strategy to reinforce relevance of the project. It was evident that such leaders and traders contributed to interfering with peace efforts due to selfish interests.

2. It was evident that the project leveraged on the financing from EU which made it possible to roll out the implemented activities. The project demonstrated efficiency since the resources were prudently invested to realize the reported out puts and outcomes, an aspect which is very useful in informing similar nature of cross broader interventions whose designs may heavily borrow from this project. However, the project ought to have strengthened coordination and collaboration between the project stakeholders and lead agencies for more efficient delivery.

3. Despite the impact demonstrated by the project, emerging social issues, especially COVID-19, floods and locusts' invasion which were not foreseen at the start of the implementation weighed down the progress made towards impact. These were not captured in the project theory of change under risks and assumptions, but had a significant negative impact on the project

4. To reinforce sustainability, it is important to mainstream local issues from the view point of the local beneficiaries and stakeholders hence a more participatory approach. Evidently, the project implementation was largely dominated by UNDP without directly involving the local civil society organizations (CSOs) and communities extensively. As a result, it did not fully realize technical knowledge transfer hence impacting negatively on sustainability due to lack of stakeholders' ownership and commitment to carry forward the project ideals after the exit of UNDP. Moreover, the support to Peace Committees and Local communities at the grass roots who understand the conflict dynamics in their communities were not very consistent owing to the nature of their work that involved traversing the extensive and difficult terrains while undertaking peace building activities without sufficient support from UNDP and the local Government. Their support could culminate to a stronger structure that would potentially sustain the project actions in the local communities for posterity.

5. In terms of gender mainstreaming, the project endeavored to empower women to reduce the challenges they face through community mobilization and sensitization. The project put into consideration gender equality and some of the activities deliberately targeted the women. In the livelihood components, the energy saving stoves (Jikos) were particularly distributed to the women households. The inclusion of women in peace committees, and the peace dividends for instance deliberately target women. Despite these efforts, it was still not very easy to incorporate women meaningfully in the leadership and decision making spaces. At various levels of engagement, indicators

of women participation were also evident, for instance, in every workshop, the project ensured that women were well represented, and their issues properly addressed.

6. It was clear from the evaluation that the project by and large adopted human rights based approach to interventions and ensured that disadvantaged and marginalized groups accessed benefits from the project. A case in point is that of Sakuye, and Watta who are minority/marginalized groups in Marsabit and were meaningfully engaged by the project in championing for the peace dialogue meetings and consultations. Both women and youth who in most instances were the most vulnerable population affected by conflicts were consulted, made presentations to project their voices , and were involved in many conflict resolution capacity-building sessions organized by the project.

    An array of lessons can be learnt from the project as outlined in summary below;
    *   Leadership and cooperation of both countries is very critical in implementing peace building programmes in the region.

    *   Despite the positive impacts of devolution of governance in Kenya, it has also been one of the factors for increased conflicts as communities are now fighting over devolved resources.

    *   Community leaders have a lot of power and influence compared to the government. Accordingly, it is important to keep these in mind when designing such programmes.

    *   Conflict resolution, management and lasting peace requires identifying and understanding of the root causes of the conflict which are best uncovered through all-inclusive intercommunity dialogue and inclusive participation.

    *   Gender mainstreaming in peacebuilding is an innovative approach that should be factored in right from the project design

    *   Establishing the local peace committees is an important action in peacebuilding and strengthening its role in the communities to provide the needed sustainability at the community level.

    *   Strong coordination and integration among key stakeholders make the implementation of peace building and conflict resolution projects more successful.

    *   Peacebuilding is a process, and requires time and patience.

The following recommendations are summarily proposed for the project
*   Factor in the role of politicians and influential traders in enhancing and promoting peace building efforts in conflict resolution peace building initiatives.

*   Similar projects should have risk management plans and establish strategies and mitigation measures against such disrupters as the COVID-19 pandemic, floods and locusts.

*   Extensively, involve the local CSOs to help such projects fully realize technical knowledge transfer thus enhance sustainability.

- The governments should initiate cross-border flagship development initiatives as joint activities that can be implemented by local communities and the governments on both sides of the border.

- Build more partnerships and consortia approach for rapid scale up and expansion of outcomes and impacts.

- Target the local/Regional Governments in cost sharing matrix for resource mobilization.

- Explore Public Private Partnerships for future resources mobilization.

- Support the inclusion of local community peace declarations into legal framework through financing of conflict sensitive policies at local Members of County Assembly Chambers.

- The formation of strong local structures such as local peace committees to roll out community based activities enhances adoption, ownership, relevance and sustainability.

- Empower and promote traditional or alternative dispute resolution mechanisms besides capacity building of the peace structures like Peace Committees, Women Groups, and Youth through sustainable financing modalities

- Donors should allow funds to flow to project end for the sustainability of gains made instead of starting and not finishing peace building initiatives.

- Detailed and efficient linkages between different levels of governments, private sectors, non-governmental organizations should be put in place

2. INTRODUCTION

2.1 Development context

The Kenya-Ethiopia border which stretches over a length of 861 Kilometres is home to about nine tribes which share similar characteristics in terms of culture, livelihoods, religion, and language. The international boundary between Kenya and Ethiopia transverse through Mandera, Turkana, Wajir and Marsabit counties in Kenya and Borana and Dawa zones and South Omo zone on the Ethiopian side. On the Kenyan side, Marsabit County shares the largest portion of the boundary with Borana zone with the largest portion of the boundary on the Ethiopian side.

Conflicts in this area have been driven by a wide spectrum of problems including but not limited to shortage of pasture, and water, cattle rustling, politics of ethnicity and political / administrative boundary disputes. The people in this area have contended with violent resource-based conflicts, poverty, climate-induced forced migration, and chronic unemployment that expose the youth to radicalization. The result is an ever-increasing forced displacement of people within the region and beyond, with enormous humanitarian consequences.[1] The present situation in Marsabit County and Borana / Dawa Zones of Ethiopia is still described by poverty, historical marginalization, violent conflicts and uneven development. Rivalry for, and conflict over, the use and management of resources in border areas, such as pasture, water, and
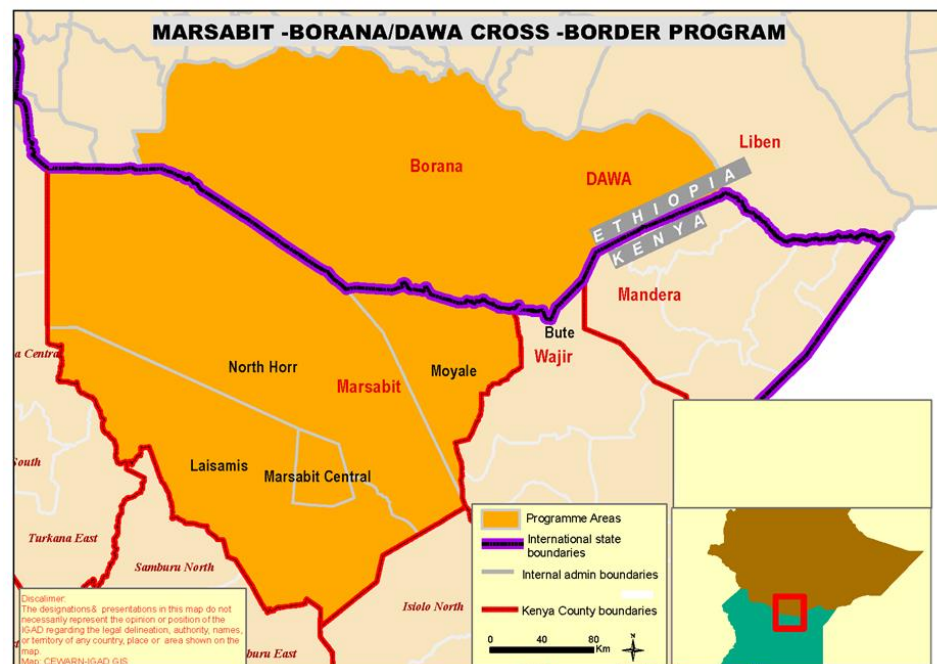
other resources, has amplified tension between the numerous communities in the region and intensified the need for cross-border and area-based development strategies and cooperation to bring about sustainable peace and development in this part of Ethiopia and Kenya[2]. Agreed the fact that pastoralism is the main source of income for the communities who live in this region, competition over control and access to natural resources such as pasture and water have contributed to violent conflicts in the region. The circumstances are aggravated by the fact that the existing scarce resources are under increasing pressure

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1 Rono Faith (2013) https://www.standardmedia.co.ke/article/2000100273/Ethiopian-insurgents-olf—not part of Moyale killings-locals claim.

2 Marsabit County. Revised First County Integrated Development Plan. Country Integrated Development Plan. 2013-2017.

due to climate change, population growth, illegal trade, small arms trade, migration route to neighbouring and other countries, route for non-identified armed groups, etc.

2.2 Problems Addressed by the Project

The border region is characterized by high temperatures and occasional drought with high frequency and intensity[3]. This has resulted to climatic shocks leading to drought and flush floods and thereby exacerbating scarcity of resources. The region is noted to be facing drought after every two to three years with the recent one experienced in 2019. In Marsabit County, the drought depleted all the pasture land and dried up 90% of the water sources.[4] As a result of the climate change, the communities have found themselves in acute and abject poverty with little to no prospects and a widespread sense of exclusion that can lead to displacement, discontent and radicalization. The border regions are further characterized by poorly developed infrastructure and historically underprivileged owed to decades of economic marginalization. Its location also places the region furthest from the most developed areas within the two countries with Moyale being at 776.2 km from Nairobi, the capital city of Kenya while the capital of Borana Zone lies 474 km from Addis Ababa, capital city of Ethiopia. Over the years, the border region of Kenya and Ethiopia has faced protracted internecine conflict among the communities. The conflicts have been driven by a plethora of problems with the major one being scarcity of pasture and water, cattle rustling, politics of ethnicity and political/administrative boundary disputes.[5]

The recent trends of violence have, however, been blamed on political provocations as the 2022 General Election approaches. These unrests rose up after peace talks conducted by the regional and local security teams, National Integration and Cohesion Commission (NCIC), local leaders and other peace campaigners in the county, failed to bring positive results. Previous conflicts (May, June 2021) saw the use of heavy artillery and weapons by the clashing communities resulting to major loss of lives and massive destruction of property. The conflict strategy has also changed with the clashes mostly targeting women and children as well as burning of homes and schools. In 2005, clashes erupted in the border between Turkana and Ethiopia resulting to the death of 69 people. The political leaders from the different sides then engaged on blame games. According to a Member of Parliament (MP) from the Turkana side, "The clashes have stopped our Turkana people from fishing, they have thrown us out of the pastures, and we can't access the waters. We allowed our communities to continue fighting and competing over clashes".[6] On 25th July 2012, clashes erupted between the Garri and Borana communities in Moyale. This particular clash was noted to be the worst in the history recent violence in the region since it continued for at least three days. The clashes were centered on Moyale area ultimately leading to at least twenty people dead and homes in Chamuq and Shawabarre villages completely burnt down. Other sources estimate that the death could be as high as 120. On 28th July, the Kenya Red Cross Society (KRCS) announced that more than 20,000 fled into Kenya to escape the fighting resulting to a humanitarian crisis which needed a quick intervention. Both Ethiopian

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[3] *https://library.ecc-platform.org/conflicts/drought-and-conflict-across-kenyan-ethiopian-border*
[4]*https://www.nation.co.ke/counties/marsabit/Anxiety-as-Marsabit-drought-worsens/3444778-5218604-n0isbe/index.html*
[5] *http://news.bbc.co.uk/2/mobile/africa/4679205.stm*
[6] *http://journals.cambridge.org/abstract_S0002020616000019*, *Boundary-Making and Pastoral Conflict along the Kenyan–Ethiopian Borderlands*

and Kenyan governments responded by closing their open border for a week.[7] On 13th December 2018 in Moyale, clashes erupted between the same communities of Borana and Garre resulting to 20 deaths and over 60 people injured. Few days later on 17th December, a deadly shoot out took place in Bekelle Molla Hotel in Moyale claiming lives of a number of civilians. What was more worrying about this particular incidence was that there were talks between regional security forces of the two worrying communities having a meeting to establish peace in the particular hotel that was attacked.[8]

An analysis of the clashes on the Kenya-Ethiopia border has noted that the deep rooted cause of the disputes to include; competition over resources such pasture, land and water sources, political and administrative boundaries, ethnic or clan based rivalries that lead to communal revenge attacks, harmful traditional practices such as cattle rustling, weakened traditional conflict resolution mechanisms and weakness of governance and rule of law structures. The two National governments, regional and local governments have noted with dismay the effects of the protracted conflicts to the development of region including impact on trade and regional integration.

Due to the protracted situation in the region, a new narrative of peace along the Kenya-Ethiopia border had to be written. A cross-border peace and development initiative was conceived by the Kenyan and Ethiopian governments in December 2015 that can be used as platform for sensitizing communities and local governments in both sides of the border and bring peaceful coexistence. UNDP, in cooperation with the Governments of Ethiopia and Kenya, and the Intergovernmental Authority on Development (IGAD), proposed the implementation of the Cross-border cooperation project between Ethiopia and Kenya for conflict prevention and peace building particularly focusing on Marsabit-Moyale cluster.

2.3 Project Description and Strategy

The Cross-border cooperation between Ethiopia and Kenya for Conflict Prevention and Peace building in Marsabit-Moyale cluster is a three-year project (with an additional six months' no-cost extension) which began in February 2018. It was initiated as a response to the Memorandum of Understanding (MoU) signed by the Governments of Ethiopia and Kenya to promote sustainable peace and socio-economic development in the border region of both countries. The project focused on supporting the implementation of peace building and prevention of violent conflict initiatives aimed at reducing vulnerability and increasing resilience of communities affected by conflict in the border areas of Marsabit County, Kenya and the Borana and Dawa Zones, Ethiopia.

The overall objective of the project is conflict prevention and peace building thereby reducing vulnerability, forced displacement, irregular migration and increasing resilience of communities living in the border regions of Marsabit County, Borana and Dawa Zones of Ethiopia. More specifically, the project aims to address factors that inhibit development, including violent and protracted conflicts; climate risks and environmental degradation; poor governance; political and economic marginalization evidenced by

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[7] https://en.wikipedia.org/wiki/Moyale_clashes#:~:text=The%20Moyale%20clashes%20were%20a,exacerbated%20by%20recent%20drought%20conditions
[8] https://www.africanews.com/2018/05/06/ethiopia-s-moyale-hit-by-heavy-inter-ethnic-fighting-casualties-reported//

persistent poverty, discrimination along gender and ethnic lines, protracted displacement, and, increasingly, insecurity associated with the operation of transnational organized crime and terrorist groups.

The objectives of the project are in line with the Government of Kenya's (GOK) strategy under the MTP III 2018-2022 of the Sector Working group on Security, Peace Building and Conflict Resolution that emphasizes the importance of addressing cross-border conflicts and regional instabilities as well as strengthening early warning systems. The objectives of the project are also well aligned with Growth and Transformation Plan II & III and other subsequent national and regional plans of Ethiopia. GTP II aims to spur economic structural transformation and sustain accelerated growth towards the realization of the national vision to become a low middle-income country by 2025 through sustaining the rapid, broad based and inclusive economic growth. The project is also meant to foster peaceful co-existence, environmental protection and livelihood improvements, trade and development in the border regions, with the aim of addressing the root causes of the recurrent conflicts and socio-economic development gaps observed in the regions. The programme also aims at building cross-border sustainable peace and bolster socio-economic development that will transform the border regions and stabilize the current tension caused by resource-based conflict on Kenya-Ethiopia borderline.

Theory of Change ((TOC)
The project focused on supporting the implementation of peacebuilding and prevention of violent conflict initiatives aimed at reducing vulnerability and increasing the resilience of communities affected by the conflict in the border areas of Marsabit County, Kenya and the Borana and Dawa Zones, Ethiopia.

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Geographic and Beneficiary Targeting
The activities under all the Outcomes focused on the local level whereas at the same time focusing on the Ministry of Peace, Regional Governments/County to promote security and social cohesion in the conflict-

prone region of Marsabit, Borana and Dawa in Oromia and Somali regions in Ethiopia and Marsabit County in Kenya. The project targeted local governments, community representatives/leaders and elders as well as other community actors including women, youth at the community level.

Implementing Partners

At the national level, the project operated based on signed formal partnership agreements between the UNDP Ethiopia and the Ministry of Peace, which is the key governmental partner, for the implementation of this project. On the Kenyan side, UNDP Kenya signed a project document with Ministry of DEVOLUTION and ASSALS. Other state stakeholders including Borana, Dawa Zonal Administrations, Marsabit County, CSOs and the University of Bule Hora partnered with UNDP in implementing the project. At Oromia and Somali regional level, the project was engaged with Regional Presidents Offices, Regional Security and Administration Bureau, Women, Children and Youth Affairs Bureaus, and traditional and youth leaders as well as religious leaders.

2.4 Purpose and Objectives of the Final Evaluation

The main objective of the evaluation is to assess and review "the Cross – border cooperation between Ethiopia and Kenya for Conflict Prevention and Peacebuilding in Marsabit-Moyale Cluster" and find out whether the objectives of the project have been met. The evaluation will assess the impact of the conflict prevention programmes as well as the livelihood projects implemented in collaboration with partner agencies to improve the socio-economic conditions of communities on both sides of the border.

The main users of the evaluation will be the Governments of Ethiopia and Kenya, relevant UN agencies; the donor (European Union) and the county government of Marsabit as well as the Oromia and Somali Regional Governments of Ethiopia. The evaluation exercise will inform all partners about the overall impact of the project and if the stated objectives, outputs and activities achieved and implemented according to the stated plans. Non-Governmental Organizations (NGOs) which deal with cross border issues will also benefit from the evaluation report's recommendations. The evaluation would also be beneficial to the cross-border communities as they would have an opportunity to explain the benefits of the project and perhaps clarify what else would benefit them for future consideration. The evaluation is being undertaken to achieve the following specific objectives:

a) To review the project and its implementation concerning the following critical aspects:
- Efficiency in terms of delivery of outputs and the use of inputs.
- Effectiveness in terms of achievement of the objectives.
- Results and impact of the project in terms of enabling local government and communities the skills and knowledge as regards peacebuilding, conflict prevention; management; peace dividends and livelihood creation programmes.
- The relevance of the project in bringing about peace and tranquility among the cross-border communities.
- Sustainability in terms of the likelihood of the continuation of project gains- initiated activities and/or the benefits of the project beyond the project life.

b) To identify good practices in project implementation and advance suggestions and recommendation to improve the quality and impact of future similar capacity building and livelihood creation project

c) To review activities that were not implemented and provide recommendations for future such endeavours; and

d) To assess the needs, if any, and suggest workable recommendations for the future similar cross-border project.

Evaluation Criteria and Key Guiding Questions

The evaluation examines the overall contribution of the project to the building and consolidation of peace efforts at the cross-border region between Ethiop and Kenya (Oromia and Somali). Particularly the evaluation focuses on the project contribution in building the national, regional and local state capacity to institutionalizing and strengthening efforts towards peacebuilding and conflict management system, to facilitate community dialogue on peace, strengthening national, regional and inter-regional cooperation, establish and strengthen the national and regional CEWARN Facilities, and conflict resolution mechanisms by engaging and putting women and youth at the core of its activities. The comprehensive questions answered are based on the OECD DAC evaluation criteria and the UN Evaluation Group standards (including those on gender mainstreaming), which have been adapted to the context at hand.

2.4 Scope and Methodology

Principles of Design and Execution

The final evaluation provides evidence-based information that is credible, reliable and useful. The consultant reviewed all relevant sources of information including documents prepared during the project period, project reports, Mid-Term Review Report; activity reports and any other materials considered useful for this evidence-based review. The consultant further reviewed the result and Logframe developed during the project phase and gives a realistic assessment of these documents. The consultant held interviews with stakeholders, including but not limited to the national officials, key experts in the subject area, UNDP project team and CSOs. Additionally, the consultant interviewed representatives of the County of the government of Marsabit of Kenya as well as the regional governments of Oromia, Somali, Borana and Dawa Zones of Ethiopia, Moyale – Somali and Moyale – Oromia district officials.

The final evaluation report provides an opportunity for the implementers, donor and other stakeholders to examine and understand as systematically and objectively as possible, the relevance, effectiveness, efficiency, appropriateness and sustainability of the Cross Border Project in supporting the implementation of peacebuilding and prevention of violent conflict initiatives and in reducing vulnerability and increasing the resilience of the targeted communities. While undertaking this exercise, the consultant followed a collaborative and participatory approach ensuring close engagement with the Project Team, government counterparts (Ministry of Devolution and ASALs, County Government of Marsabit in Kenya, and Ministry of Peace and Regional Governments of Oromia/Somalia) in Ethiopia, the UNDP Country Offices, and project key stakeholders. Engagement of stakeholders was vital to the success of the evaluation exercise. Stakeholder involvement included interviews with stakeholders who have project responsibilities, including

but not limited to the national/local governments, key experts in the subject area, Project Team, project stakeholders, academia, local government and CSOs, etc. Additionally, the consultant conducted interviews with representatives of the County of the government of Marsabit of Kenya as well as the regional governments of Oromia, Somali and Borana and Dawa Zones of Ethiopia.

The final evaluation report describes the full approach taken and the rationale for the approach, making explicit the underlying assumptions, challenges, strengths and weaknesses about the methods and approach of the review. The end of Project evaluation was carried out following UNDP Evaluation guideline, Evaluation Norms. The evaluation was carried out in accordance with UNDP Evaluation guideline, Evaluation Norms, ethical standards as well as OECD/DAC evaluation principles and guidelines and in full compliance with the DAC Evaluation Quality Standards. The evaluation employed a collaborative and participatory approach using mostly qualitative methods. It assesses the overall performance of the intervention – intended and unintended, long-term and short-term, positive and negative effects; together with the project's targets and its strengths and weaknesses, participation and inclusion.

The evaluation had three key approaches: a theory-based evaluation approach, a process evaluation approach and an impact evaluation approach.

To ensure the evaluation is an opportunity for learning, the relevant project staff, partners, and beneficiaries were involved as much as possible in the exercise. The consultant employed a vigorous approach suitable for the scope of the project, available resources, and intended audience. For that reason, the evaluation adopted both qualitative and quantitative methods to collect and analyze data from both primary and secondary sources. The methodology was participatory, engaging different stakeholders in meaningful and appropriate ways to ensure inclusion, reflecting on and respecting stakeholder diversity (especially gender, age, region etc.) as a minimum. Triangulation (of important findings by source, method) was adopted and the data collection methods included but were not limited to desk review and key informant interviews / structured individual interviews. The tools are further detailed and elaborated herein.

Content analysis and other appropriate qualitative data analysis procedures such as coding based on themes were used to analyze the data generated from documents, FGDs and KIIs.

The evaluation was undertaken in three basic steps: conceptualization, collection of data, data analysis, and reporting. It is mainly during the first phase that the individual aspects of implementation were decided. The collection phase will be crucial for gathering reliable information. The analysis and dissemination will be important in converting the evaluation findings into a knowledge and information asset for the Recipient UN Organizations and the donor.

Data Collection Approaches and Techniques

The COVID-19 pandemic has brought a new shift and norm in terms of conducting data collection. This means that the consultant made use of remote data collection. This entailed using various methods and tools e.g., virtual meetings and interviews (mainly telephone, WhatsApp video, and Skype/Zoom to have a personal touch) with the project stakeholders. The availability of internet connectivity determined the use of these interactive and semi-interactive voice responses. Particularly, the consultant employed a selection

of data collection techniques and methodologies, key among which include informant interviews (KIIs) and focus group discussion.

Besides helping in the development of the data collection tools, relevant literature and existing project documents was examined to build into primary information from the meetings and interviews with key stakeholders. There was special emphasis on the proposal and contracts, Logical framework, Theory of Change, Monitoring tools, Mid-Term Review Report, Quarterly progress reports, Annual Report, Annual Work Plans, Audit reports, Stories of Change, Monitoring reports prepared by the project and Financial and Administration guidelines used by Project Team. KIIs and discussions were held by the consultant with selected project staff, selected project beneficiaries, local partners, local leaders, and other key stakeholders in the region. The consultancy also made use of focus group discussions to dialogue with the project beneficiaries at the community level.

Limitations to the Evaluation

The COVID-19 situation remained the greatest risk to the execution of the Final Evaluation. It was carried out at a time when there was a restriction of movement in and out of hotspot counties including the capital Nairobi, and a 10.00 PM to 4.00 AM countrywide curfew. The consultant mitigated this by observing the WHO, GOE and GOK advisories and conducted meetings and interviews remotely (Skype/Phone/Zoom) and as appropriate.

The unavailability of some respondents to provide information due to their busy schedules and other activities was also a great limitation. The outbreak of fighting in some parts of the project area during the data collection meant most of the leadership and members of the peace committees could not be reached to participate in the evaluation as scheduled. The meetings were therefore mostly rescheduled and accomplished.

The evaluation was based on self-reports by project staff of their activities which may have been subject to positive response bias and thus may over-report results. They would have wanted to be perceived in the most positive light and therefore overestimated their achievement. The study thus corroborated responses and the validity of responses by seeking from other stakeholders' clarification and further information as appropriate. Self-report being retrospective relies on the memories of the respondents which may or may not be totally reliable. Limited information was thus enhanced through triangulation and employing qualitative approaches to enable an in-depth understanding of the evaluation questions under investigation. Project documents were examined where information gaps existed in the project staff's responses. The evaluation was also limited by inability to access quantitative information such as financial reports which was enhanced through qualitative approaches to enable an in-depth understanding of the questions under investigation.

2.5 Structure of the report

Besides the preliminary section that provides the basic report information namely, the title of UNDP supported cross border project, the project ID, time frame and date of the evaluation, project area, executing agency/implementing partner and other project partners, evaluation team members and acknowledgements, this report is structured into five main sections; the Executive Summary, Introduction, Findings, Conclusions and Recommendations.

The introduction section outlines the purpose of the final evaluation and objectives, scope and methodology, specifically the principles of design and execution, evaluation approach and data collection methods, and limitations to the evaluation. The project description and background context are also included here, specifically the development context, the problems that the project sought to address threats and barriers targeted, the project description and strategy, the project implementation arrangements, timing, milestones and main stakeholders.

The Findings section highlights the project relevance, effectiveness, efficiency and sustainability. The relevance specifically elicits the project strategy, design and results framework/Log frame. The effectiveness of the progress is analysed by accentuating the progress towards results, progress towards outcomes and highlights the remaining barriers to achieving the project objective. The project efficiency is explained through a description of the project implementation and adaptive management arrangements that includes work planning, the project finance and co-financing, project-level monitoring and evaluation systems, stakeholder engagement, reporting and communications. The project sustainability is reviewed by examining the financial risks to sustainability, socio-economic risks to sustainability, institutional framework and governance risks to sustainability and environmental risks to sustainability.

The conclusions and recommendations section comprise comprehensive, balanced and evidence-based statements connected to the final evaluation's findings and highlight the strengths, weaknesses and results of the project. These are followed by recommendations which are essentially corrective actions for the design, implementation, monitoring and evaluation of the project, actions to follow up or reinforce initial benefits from the project and proposals for future directions underlining main objectives.

3. FINDINGS

A. Relevance

3.1 Project Strategy

Project Design

The main problem addressed by the project were the skirmishes and violent conflicts that have continued for years in the Kenya-Ethiopia border area and inhibited significant cross-border socio-economic activities. A similarly significant problem is that the pastoralists hardly recognize local and national boundaries and will take their cattle where pasture is available. In the process, they get into conflict with other communities at and across the border. Different communities inhabit the vast border strip with a great potential to advance beneficial integration between the two countries, but this has been hampered by persistent conflict in the area. Northern and North Eastern Kenya have been marginalized and historically underprivileged for decades because of Sessional Paper Number 10 of 1965 on African Socialism and its Application to Planning in Kenya by which the government focused development in the highly productive areas while excluding this region[9]. This same situation faced South Eastern Ethiopia[10]. Furthermore, the border regions are located away from the center of the countries; in Ethiopia it is about 700km from Addis Ababa and on the Kenya side it is 600Km from Nairobi. The other main objective of the project is therefore to address the inequality in these parts of Kenya and Ethiopia.

This project was meant to be catalytic and to trigger an engagement with the community to create peace and social cohesion. It was intended to develop partnerships to solve and deal with the conflicts. This initiative started in 2014 in response to the 2013-2014 Moyale conflicts which had a cross border aspect. The governments of Kenya and Ethiopia with the initiatives of UN Kenya and Ethiopia teams started the programme in partnership with IGAD and an MOU signed in 2015 between the two countries. The objective of the programme is therefore to promote sustainable peace, improve local governance and strengthen the resilience of communities affected by conflict and other recurrent shocks in the Marsabit County of Kenya and Borana/Dawa Zones of Ethiopia. Improving their livelihood was an integral component of the project because the conflicts in the areas are usually over scarce resource particularly water and pasture since most of the community members are pastoralist.

The underlying assumptions of the project Theory of Change

The underlying assumptions of the project Theory of Change is that **If** communities in the cross-border area of Marsabit County of Kenya and Borana and Dawa Zones of Ethiopia are supported to agree on peacemaking and establishment of trust building mechanisms through peace committee members, capacity building programmes, sensitization and cultural exchange programmes and traditional conflict resolution mechanisms, **then** cross-border and inter-communal conflicts will be reduced and they will be less likely to engage in violent conflict. **If** this is further entrenched by a process of interdependency and

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[9] Obama, B.H. (1965). Problems Facing Our Socialism. *East Africa journal East African Journal*, July, p. 26-33 July, p. 26-33

[10] Woodward, P. (2013). Crisis in the Horn of Africa: Politics, Piracy and the Threat of Terror. New York: I.B. Tauris.

mutual sharing of institutional infrastructure, social services, then co-existence will be peaceful, durable and productive.

The Theory of Change assumed that dwindling economic prospects for the people and rivalry over limited resources is possibly the most evident cause of violent conflict in the region. Given the fact that animal rearing is the main source of income, competition over access to scarce natural resources such as pasture and water contributes to violence among pastoralist communities. These scarce resources are increasingly fought over due to climate change and population growth. It was assumed that once the capacity of the community, peace committees, county government and regional governments was built, they would be adequate to bring peace in the area. The project assumed that as long as the peace of structures and infrastructure for maintaining peace in the locality and the key institutions and stakeholders were strengthened, peace would be enhanced and the rule of law reinforced.

These assumptions largely remained correct even though certain unforeseen factors came into play. The management of county government resources following the introduction of devolved governance in Kenya for instance exacerbated politically instigated ethnic divisions. This struggle to capture political power, thus the benefits of finite county resources was not adequately thought through at the design of the project. The demarcation of boundaries on the Kenya side, a role of the Independent Elections and Boundaries Commission (IEBC) and attendant inter-ethnic hostility have also remained a conflict causing blemish that were also not reflected upon during the project design. Additionally, while the project mapped out some zones as conflict hot spots, the conflict in the area is ostensibly systemic and contagious, i.e. conflict in one area affects the peace situation in another area. The other challenge previously not anticipated is the role of politicians and some traders who are interfering with peace efforts due to selfish interest. This is not captured in the theory of change. The capacity of local institutions, due to staff turnover, lack of understanding of this kind of innovation and intervention, proper understanding of the context, and the challenge of bringing all stakeholders together was also not well reflected upon.

There were different interests from different stakeholders and institutions that needed to be taken into consideration during implementation to enhance local ownership. The local government institutions, the religious institution, traditional mechanisms, youth groups and women groups have their own interests. Bringing together all these stakeholders to have a common understanding, a common vision, and also to ensure local ownership was a major challenge.

Similarly, the project did not initially take into account the challenges of Covid-19. The Covid-19 was completely new, was never anticipated or expected. The implications of Covid-19 were tremendous on the project. Accordingly, the project couldn't be implement as planned and even the donor reduced the budget significantly because the spending was kind of low in year 1 and 2 (prior to Covid-19). The pandemic inhibited the implementation of many of the project activities especially given that the project required the staff on the ground. Most of the activities could not be implemented virtually as it for instance required physical contact to do sensitization and to implement the various livelihood initiatives.

The huge expectation in the community in terms of appropriate peace dividends for the youth and women was also not originally anticipated by the project. Initially, this was not part of the peacebuilding project

but UNDP tried to accommodate it. The project thus faced the challenge of how to address the need for livelihoods; the need for strengthening entrepreneurship among the youth and women, which directly or indirectly contribute to the mitigation of conflicts. Besides, the project did not have a clear understanding about pastoralists communities in different localities, especially the different ways to address their livelihood issues.

The original project document did not take off since it was extremely expensive and the two governments did not honour their pledges. In Ethiopia, this was occasioned by the change of government which came with a lot of restructuring, during which there was also violence with communities fighting over boundaries. Kenya too did not contribute the USD 50 million required from each government towards the project funds despite expressing commitment to the project. Subsequently, the project did not get any money from both governments. Fortunately, EU was willing to support the peace building and conflict prevention, and contributed Euros 63 million distributed across the border regions between three clusters Ethiopia and Kenya, Ethiopia and Somalia and Ethiopia, Kenya and Somalia. The Moyale - Marsabit cluster was given Euros 3.5 million to focus on cross border peace building and conflict management. UNDP Service Centre was allocated funds to work with IGAD on capacity building and coordination of all the three clusters (Omo/Turkana, Moyale/Marsabit and the Mandera Triangle). The RSCA only got funding for the SECCCI project, at around 9.5 million, with other funds allocated to other EUTF funded projects. UNEP was also brought onboard to address watershed management and water diplomacy issues.

While the programme initially sought to address communal and cross border conflicts that emerge due to marginalization and limited resources, emerging issues such as of COVID-19, floods and locusts' invasion that were not foreseen have had a significant negative impact to the project implementation. The outbreak of COVID-19 disease has for instance negatively impacted the effective and smooth implementation of the project. Fundamentally, the crisis caused by the outbreak has interrupted the implementation of certain activities, due to government restrictions that have been ordered to contain the spread of the virus, such as the implementation of quarantines that reduce the mobility of project staff, the establishment of protocols that limit cross-county movement, and border restrictions, among others.

Against this backdrop and conscious of these unanticipated factors affecting the project implementation, the existing approved project workplans were revised, balanced against these risks and assumptions, and some adjustments introduced to facilitate implementation of project activities even amidst the pandemic. For instance, the short-term UNDP COVID-19 response support implemented selected/repurposed project activities as reflected in the project acceleration plan, based on the outcomes of a risk assessment. Furthermore, in consultation with and approval by the donor, some support was redirected towards ensuring continuity of critical government functions at Zonal and Woreda levels in line with their response plans. Large meetings or training sessions were also postponed as these would breach the social distancing rules. However, project facilitated ways and means to ensure regular communication with project team and Country Offices through innovative virtual IT solutions

While relative peace now prevails in most areas in the cross-border region, sporadic clashes have continued in some areas which the local residents believe to be mainly politically instigated. At the time of the final evaluation, there were conflicts in some parts of Ethiopia which led to loss of several lives.

The project strategy was nevertheless fundamentally relevant given the trends and development in peace building and prevention of violent conflict in the project area. Its objectives were aligned to various national and regional instruments and frameworks. That can also be linked with the efforts of IGAD. The entire programme portfolio remains pertinent to the local communities as well as the national, regional and devolved governments' development needs and priorities. The project for instance addressed the regional Ethiopia Government priorities especially water resources, stability and peace, schooling, health and infrastructure.

The project interventions remained high level, characterized by meetings targeting political leadership both at County and National levels without adequately consulting stakeholders at the grassroots level. An even more effective route towards expected or intended results that the project could have considered was increased local level stakeholder participation to enhance local ownership. This would have been better than the mode of implementation which took the approach of more hotel conferences and boardroom meetings. It would have been better for the project to target local communities directly in their neighborhoods since that is where violent conflicts occur. Working at grassroots level to target the victims and/or perpetrators and actors in peace and conflict dynamics in the region would have been more effective because it would tackle real issues such as banditry and general criminal tendencies that are rampant in hard to reach areas. Better still, the project could have worked more with local structures such as peace committees, council of elders and other relevant grassroots structures to implement the project. The peace committees were for instance closer to the communities and understood the root causes of conflict:

> *"My role as the chairman of the peace committee is to conduct capacity building at grassroots level, conducting peace dialogues and creating awareness about community peace agreements especially on the Dilo – Dukana Declaration which has been instrumental in recovery of stolen animals and reduction of livestock theft and killings that occur across the border"*
> Mr. Galm Dabasso, Chairman-Peace Committee and Traditional Elder, Marsabit County.

On the flipside, the County Government may not have been best positioned to implement the project because of the existing political interests and rivalries of office holders in the county. The National Government working through the National Cohesion and Integration Commission has conducted various community reconciliation dialogue meeting, but there still is the need for a multiagency approach towards conflict mitigation through bodies such as the interreligious bodies, council of elders, youth and women organizations in the Moyale cluster.

The programme portfolio integrated six components including peace building, livelihood, cross border partnerships and natural resource management, which were very crucial in addressing the existing conflicts. The programme was also relevant to the two national governments' needs besides contributing to the SDGs particularly SDG 16 of the 2030 Sustainable Development Agenda. The priority of any government is to have its citizen live together peacefully without loss of life and property. In the circumstance of Kenya, the programme was in line with the national government Vision 2030 and MTP III development strategies. At county level, it contributed to the achievement of devolution and County Development Plans whose implementation requires peace and stability. It undeniably supported the

development and implementation of Marsabit County CIDP especially such aspects as peace building and capacity building of the devolved unit. The programme is entrenched in the policy of the county government thus the capacity building and sensitization of the MCAs to include peace issues in policies at the local level. On the Ethiopian side, it aligned to the transformation agenda. At the continental level, it contributed to AU's Agenda 2063 which Kenya ratified.

The coordinated action by the cross-border intervention facilitated effective synergies between the border communities, the local governments, and regional governments. The intervention has to that extent been supportive to both governments in respect of peacebuilding:

> *"This was a very important and relevant project to the Government of Ethiopia. The peacebuilding and conflict transformation across the borders is very important to our government which finds it very important to supplement the government policies. This is because the government alone cannot implement its own policies without the intervention of international organizations, donors, and the civil society organizations".*

Dr. Temesgen Bayissa, Advisor, Oromia Regional Government, Ethiopia.

Nevertheless, the effort may not be sufficient as there are other intervention programs that need to be in place. For example, there was need to provide support in maintaining the rule of law. This is because the common borders are exposed to different illegal activities such as circulation of small arms and criminals crossing borders. There was need to integrate and coordinate efforts to maintain sustainable peace along the common borders through maintaining rule of law and governance. Likewise, there was inadequate continuous follow up by the project, which is critical in maintaining and implementing projects along such borders.

The perspective of those impacted by the project were sought and integrated in the programme design. A stakeholder analysis was done to identify and consult stakeholders. This ensured all those that are affected negatively or positively by the project are consulted before strategies for implementation were decided. A Participatory Action Research was also conducted at the initial stage while designing the programme to identify the main problem and triggers of the conflicts. The project was to that extent informed by the needs of the people.

Results Framework/Log frame

The project targets were generally "SMART" even though some amendments or revisions should have been made to the targets. While the project's objectives and outcomes or components were overall clear, some were neither practical nor feasible within the project's time frame due to external environmental factors such as floods and the Covid-19 pandemic. This was more due to the persistent clashes that have continued to be witnessed in some of the project areas. Security issues thus needed to be taken into consideration before setting targets. Additionally, the COVID-19 pandemic, floods and locusts have led to the delay in the implementation of some of the planned activities. These resulted in specific amendments or revisions to the targets. More assumptions should thus have been added, taking into account the emerging issues. Having been made earlier, some of the indicators also needed to be made responsive to the evolving situation. This should have been done by revising them based on the findings and recommendations of the MTR.

B. Effectiveness

3.2 Progress towards Results

Progress towards outcomes analysis
Inception Phase

A significant proportion of the initial project activities were undertaken with resultant expected outputs and outcomes realized. A stakeholders' identification, assessment and consultative meeting was undertaken on 3rd and 4th May 2018 in Moyale, Kenya. In order to develop evidence-based policies through collecting baseline and additional data to fine-tune activities and the log-frame, an initial baseline was conducted in Marsabit, Kenya and Borana Zone, Ethiopia. An assessment and Consultative Mission was also undertaken to Marsabit County and Moyale Town of Ethiopia and Kenya.

A political analysis of the region was done leading to an understanding of the dynamics of the conflicts, the causes, the communities living in the area and previous efforts to resolve conflicts in the area. Additionally, a GIS mapping done of the area provided spatial data for example on the migration route of the pastoralists and the conflict hotspots, locations of rivers, water boreholes, deserts, roads, and infrastructure. This information helped the project develop the intervention strategy complete with the challenges, the different stakeholders and their role and the resources available in the region. Comparisons were also made of the Kenya and Ethiopia sides to understand the different dynamics. As well, the analysis helped in identifying the issues and dynamics at the local level and to establish systematic linkages with other interrelated levels of conflict dynamics. These linkages were important, as all of these different levels impact on each other.

Assessment and building the capacity of local administrative bodies and local governance systems in the region

An assessment of the local government administrative policy structure was conducted in May 2018 and the mechanisms for translating these policies and structures into operational and implementation strategies assessed in a workshop held in 2019 in Yabello Ethiopia region of Borana Zone. This led to a better understanding of the capacity of local governments to prevent conflict and promote sustainable peace. An inclusive community/social mobilization for the implementation of transparent and accountable governance system was also conducted in June and July 2019. A peace dialogue was also conducted in Marsabit.

In the first year of project implementation, the Moyale Cluster Office was opened and the programme agreement signed, stakeholders' assessment workshop convened (attended by 87 participants – 23 F), and the Local Programme Appraisal Committee (LPAC) meeting held in August 2018 in Nairobi-Kenya as internal processes before the commencement of the project. This was attended by 13 participants drawn from National Government, County Government and UN Kenya. A capacity building forum for policy makers was earlier held in April 2019 in Addis Ababa to build the capacity of local and regional leaders and policymakers through training and technical assistance on good governance and peacebuilding. This was a high-level Regional Conference on Sustainable Peace for the Cross-Border communities of Moyale. The conference had more than 150 participants including high-Level officials from the Federal Democratic

Republic of Ethiopia, the Republic of Kenya, EU, UN, religious and traditional leaders, the youth and women representatives, faith-based organizations, civil society organizations, local media, and business community representatives and other stakeholders. Recognizing that most conflicts are man-made, local leaders in cross-border agreed to end the conflicts to allow for initiation of programs that go beyond the border areas. In line with one of the conference recommendations, national government withdrew all the guns in the county given to National Police Reservists (NPRs). The Government of Kenya deregistered all the NPRs guns in the county and called for fresh registration all guns for easy monitoring and deployment of joint community NPRs. The disarmaments and crackdown on illegal firearms which were in the hands of the communities previously brought about the silencing of guns, leading to a period of relative peace in Marsabit County. A side event held on 10th July 2019 in Nairobi, Kenya brought together high-level leadership of both Kenya Government led by Cabinet Secretary for Devolution and ASALs, Governors of Marsabit and Mandera Counties, the Deputy President of Oromia Regional Government of Ethiopia, Ethiopian Ambassador, representatives of UNRC Kenya, Ethiopia and South Africa, EU Ambassador and UN Regional Bureau for Africa Director. At this even, deliberations recognized scarcity of water resources as a persistent issue that leads to the intermittent conflicts in the cross-border regions of Kenya and Ethiopia. This created an immediate need for communities in focus and ownership of the goal of the Kenya-Ethiopia Cross-Border Programme. It was during this global event that the Secretary General of UN declared and recognized the experiences of Kenya-Ethiopia Cross-Border Programme as the most innovative and best practice approach towards sustainable development for borderlands communities.[11]

The Moyale Cluster Office, established right after the launching of the project, congealed the presence of the programme in the field and facilitated effective implementation of the activities from the field. During the first year of implementation, a relative peace prevailed in Marsabit County and the incidents of violent conflict went down by about 85% according to the Marsabit County Commissioner. In line with one of the conference recommendations, the national government of Kenya withdrew all the guns in the county given to NPRs.

The EU-Cross Border Horn of Africa Programme was launched in UN Gigiri, Nairobi at signing ceremony on 21st May 2019; an event that brought together several high-level stakeholders from the National Governments of Kenya and Ethiopia, the Regional Governments of Marsabit, Mandera and Turkana Counties, UNRC Teams from both Kenya and Ethiopia and European Union Ambassadors. The project has therefore brought together different local community stakeholders and leaders to dialogue on peace building initiatives. This helped to both ensure transparency and accountability in governance, and reinforce the capacities of stakeholders to resolve their conflicts peacefully through greater agency and stronger relationships of trust.

Designing and training on policy development framework and planning for cross-border peace initiatives

Capacity building programmes was designed after the assessment of stakeholders' capacity needs and gaps, providing for regional and county assembly members in policy formulation and legislation on peace building and conflict management. A training workshop was for instance held for the MCAs in Isiolo, Kenya

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[11] http://www.ipsnews.net/2019/04/kenya-ethiopia-cross-border-initiative-move-towards-sustainable-peace/

in November 2019 and another was planned to be held in Ethiopia in 2020. The MCAs were also trained in methods and ways of designing and implementing relevant policies that support peace. The capacity building workshop for MCAs of Marsabit County declared that the immediate cessation of community retaliation missions is a very vital action towards conflict prevention and management in the county. The MCAs also agreed on the making of conflict sensitive policies as equally significant for conflict prevention and management. The MCAs have enacted laws which enhance accountability, transparency and inclusivity, the lack of which fans conflicts and instability. The cessation of retaliations as agreed by all leadership present at the forum therefore greatly contributed to the calm witnessed in the regions of Marsabit County for several months.

On the Kenyan side, security is not a devolved function, but it is the role of National government. In Marsabit, it has tended to be highly politicized leading to the efforts by the county government being looked down upon by some leaders. This makes the efforts of peace building very difficult. The support from UNDP which is seen to be neutral is quite useful in finding solutions to the peace and security issues. An intercommunity dialogue has also been held that brought together all leadership and communities at a forum. Participants had open discussions on what they thought are the causes, triggers, and dynamics of conflicts in the area. An agreement of ceasefires followed, amongst which forceful disarmaments was agreed in Marsabit County. The implementation of disarmaments and crackdown on illegal firearms in the hands of the communities brought the relative silencing of guns in Marsabit County, which lasted several months.

There were plans to train the policy makers on monitoring of peace initiatives and to facilitate the development of a Monitoring and Evaluation framework. This activity was planned for the fourth quarter in year one but was postponed to the first and second quarters of year three but was not done when the project abruptly came to an end. An annual forum for senior policy makers to review and evaluate the project outcomes and lessons learned was also planned for the fourth quarter of year two but was re-planned and conducted in the first quarter of the third year.

The project also strengthened the skills and knowledge of local government officials and policy makers from both regions on the techniques of mediation and negotiation skills, and conflict sensitive development for sustainable peace and social cohesion in the fourth quarter of first year. The outcome of such trainings has been that the security personnel have been more cooperative with local communities in handing surety matters. In general, capacity of different government actors was enhanced through providing trainings on various issues including conflict sensitive development planning, conflict transformation and peacebuilding, conflict prevention, dialogue facilitation and rule of law, and communication. These trainings also enhanced the capacity of the participating organizations to develop and use the sum of their human and organisational capital to minimize negative and maximize positive impacts on the conflict dynamics of the environment(s) where they work.

There has been better cross-border community cohesion and integration that has been instrumental in tracing and recovery of stolen and/or stray livestock and handing over the same to the rightful owners, thus reducing violent cross-border conflicts in the area. This has also resulted into fewer incidents of criminals' activities such as carjacking and motorcycle theft as reported by a member of a peace committee.

These trainings have also led to improved awareness among participants thus enabled them to carry out transformative, gender responsive and inclusive conflict management and peacebuilding initiatives in their relevant organizations. The trainings have also led to increased understanding of peacebuilding issues and strategies and capacity to address and implement them. There is consequently increased mass awareness around the need for peace in the region.

Supporting and strengthening cross-border collaboration and conflict prevention.

A training on cross-border policing and early warning was conducted for border security agencies in the region at Yabello in Ethiopia from 24th-26th Dec 2019 and attended by 53 participants (11 females). The training also included lessons on conflict sensitivity, local conflicts prevention, management, transparent, accountable Governance, and alternative dispute resolution as well as revival and strengthening of traditional conflict resolution mechanisms.

Benchmarking/exposure tours from both regions was sponsored in August 2018 to facilitate inclusive community/social mobilization for the promotion of peacebuilding and conflict prevention.

A one-day workshop was conducted for peace committee members and representatives of all communities in Marsabit in November 2019 to support youth for peace programmes. This had a special focus on youth in schools, and out of school in both regions. This provided avenues towards sustained peace through building the capacity of elders, youth, women, leaders and religious leaders to be peace champions. Communities living in the border regions now have means to solve their conflicts through the established peace committees. The establishment and training of the peace committees and engaging them on early warning indicators and peace building efforts was important to get a change in the community. Some of the peace committee members even so feel inefficiently aided to perform their role. They decry the lack of facilitation to transverse the vast and difficult terrain:

> *"The major undoing for us was lack of funding of peace committees which have remained rather dormant due to unavailability of resources to enable us to engage effectively and deal with emerging peace and conflict dynamics at grassroots level. Our attempt to access resources to enable us to do our work was very bureaucratic if not impossible".*
> **Mr. Galm Dabasso, Chairman-Peace Committee and Traditional Elder, Marsabit County.**

Residents were also trained on community policing within their communities and along the border in Moyale area and its vicinities in January 2019 in Hawassa. This was attended by 75 representatives. Community policing is working very well in Ethiopia, an initiative similar to *Nyumba Kumi* in Kenya. These two approaches were nonetheless not integrated to have similar approaches in peace building across the borders. If unified, communities would have their own regular meetings to enhance peace and more consistently solve conflicts among themselves.

In order to strengthen the operation of local peace committees of Marsabit, Borana and Dawa Zone for sustainable peace, the project provided the necessary enabling equipment. Three sets of office equipment (computers and Printers) and 30 Walkie Talkie communication equipment were to be provided to reinforce the operational capacity of local peace committees. Although part of the equipment was to be procured in the first year, there were delays due to conflict in the area and later COVID 19. Later, in June, 2021, 40 Computers, 7 Printers, 40 Tables and 40 Chairs were distributed.

There however still a strong need to improve the livelihood conditions of the communities along the borders to reduce poverty resulting from the adverse climatic conditions in the region. There is therefore the need of designing joint development projects. For example, the need to establish joint schools and health facilities, watering points etc.

Training the community members on the role of local community, elders, and faith-based organization in peace building and social cohesion.

The project supported cultural activities and award ceremonies by supporting the Marsabit-Lake Turkana cultural festival held in June 2018 and December 2019 to promote annual social cohesion and integration. The 2018 festival was attended by over 1500 participants and the 2019 festival attended by 2000 participants. These were important in peace building efforts since the events brought together all communities in the county and across the border of Marsabit from Ethiopia and Isiolo County to showcase their culture. The communities have more similarities than the differences hence can work together to have a longer lasting peace. The festivals have created interaction and cohesion and in so doing contributing to peaceful coexistence. They help to prevent, manage, resolve and eventually transform violent conflicts in the region.

Other festivals were held to sensitize women and youth on leadership roles, the impact of which women and youth are now willing and bold enough to want to participate in leadership positions and decision making at all levels besides holding leaders accountable. Women now more openly come up to take leadership positions whenever opportunities allow. These have further stimulated dialogue, co-existence, leadership and sustainable development in the communities.

While the role of elders to solve conflicts and restore peace is a responsibility that has been passed from one generation to another, over time, some members of the community have lost trust on elders' capacity to resolve disputes and ensure peace. Working with traditional leaders and elders in conflict management helped the project expand knowledge on how to use traditional conflict resolution mechanism in peacebuilding initiatives.

The project has trained councils of elders and religious leaders who feel the project has greatly empowered them to be at the forefront in creating mediation and enhancing peace. Communities have improved their capacity to solve disputes through the elders. The project has therefore been helpful to the members of the community in strengthening the dispute resolution mechanisms.

A leaders' workshop on conflict prevention through good governance was held in Ethiopia town of Yabello in December 2019 which enhanced the participants' cohesion building skills. This was highly needed in Borana and Dawa Zones and across the borders. Previously, conflict resolution was largely left in the hands of the two governments especially through the police but currently, the council of elders of both countries have met and are working together to see peace building initiatives.

Peace Committee members were also trained on the role of women and youth in peace building and reconciliation, an activity partially covered by the festivals even as it was also planned for during the third year. However, not every Peace Committee member received all the training neither were they involved in all the critical activities. Some of the peace committee members also felt inadequately supported to

undertake the programme activities even though they were integral in the success of the project. Thus, there was need to facilitate the peace committees to transverse the community, undertaking peace building activities. This also calls for enhanced efforts to support the improvement of infrastructure through the development of communication and road networks.

Through a peace education programme aired on local radio, in which all leadership and community representatives of the large, massive, varied and dynamic Marsabit County participated, the Kenya-Ethiopia Cross-Border Programme enhanced the spirit of reaching the furthest first; a principle in line with United Nations' global goals. The programme reached an estimated population of about 500,000 people living in Kenya and across the near Ethiopian border. Subsequently, most members of the Borana, Gabra, Oromo, Gurreh and Somali communities were reached with peace education and now recognize the value of peace and security.

Supporting the operations of peace committees in Marsabit County and Borana and Dawa Zones

A peace forum was held in Marsabit County in November 2018 in Moyale Town in the third quarter of year one to train Peace Committee Members (520 participants - 50% females and including special groups and adolescents) and other stakeholders from both regions on inclusive conflict prevention mechanisms, transparent management, peace building and service delivery. The peace forums brought together different community members to talk about the importance of peace in the region and how to build cohesion and peaceful coexistence. The local and community engagement resulting from the project created harmony and cohesion; a positive progress in peace building. Subsequent to the training, the trained peace committee members delivered messages of peace and how to sustain the relative peace obtained. The trainings reinforced their capacities to commence reconciliation and respond to the emerging peace and security challenges arising from the emergence of the pandemic and the soon to be held national elections in Kenya.

Empowering women, youth and local communities' networks as lead actors for community based early warning systems through training and provision of basic resources.

During the peace forum held in Marsabit County in November 2018 in Moyale Town, partnerships were established and strengthened between non-state actors to transform patriarchal structures (council of elders, political parties, business leaders, academia, etc.) to publicly promote peace and national cohesion. The project also created awareness to influence patriarchal structures that inhibit women's public participation. This was done in the third year of implementation. The promotion of inclusive representation of women, youth and vulnerable groups in both regions' peace structures and resource management and cross-border committees was partially addressed by the training in Marsabit.

The project has also supported community peace radio channels to promote peace and reconciliation on both sides. It also supported innovative technologies including telephony, social media and radio and to support enhanced local early warning delivery systems. Specifically, peace education programme interviews covered about 50 participants for FM radios being aired to reach at least 500,000 targeted cluster population. A local FM radio programme on COVID19 awareness creation campaign ran from Aug 2020- Oct 2020 and covered Marsabit Kenya and Borana Zone/Dawa Zone. 19 participants drawn from Marsabit County who comprised representatives of Health Professionals, County Government Executives,

National Government Leaders, Education Experts, Religious Organizations, Women Groups, Youth, Peace Committees, Community Elders, Physically Challenged People and Business Communities facilitated the programs.

The frequency and intensity of conflicts has gone down, granted, one cannot resolve conflict within a day. The intervention has managed to reduce conflict and cattle rustling in the area. The regional conferences brought together elders, leaders, women, and youth leaders to discuss peace building and conflict management in the area. Empowering local communities to participate in the process increased the likelihood that top-down policies will meet the changing needs of the communities, thereby increasing their legitimacy and sustainability. Peace and stability have been restored in many parts of the area, which means that everyone can now concentrate on their source of livelihood and earn a living. Children can also go to school and life can continue normally.

Strengthening early warning and early response systems
The project supported grass root early warning systems at the local levels (the County and regional offices) for citizen information through the local FM radio programme interviews on peace education. These have turned out to be tools of capacity building. A training on grassroots Early Warning Situation at Woreda Level through Innovation Technologies was conducted from 14th to16th December 2020 in Moyale Ethiopia and attended by 74 participants drawn from Borana and Dawa Zones. These helped to improve their understanding on early warning information gathering, analysis and dissemination and gender focused early warning indicators.

As part of the bigger program, IGAD has supported the development an early warning and early response system in the area. Under the auspices of IGAD, CEWARN assumed the mandate of developing a robust conflict early warning and response mechanism.

Besides promoting peace and reconciliation on both sides, the peace education programme interviews also enhances local early warning delivery systems. When there were clashes between the Borana and Degodia communities in Moyale in June, 2020; clashes that were sparked by conflicts over pasture and water, the rapid intervention by both county governments and peace committees quickly reconciled the communities. Previously, there were also conflicts between the Borana and Gabra around a dam called Aro-Girftu and the peace committees, elders and the leaders responded swiftly and did mediation between the communities speedily ended of the clashes.

However, there remains a need to make the early warning system more digital, and more vibrant to enhance its ability to respond earlier. Future projects should have a more elaborate governance structure and resource for early responses:

> *"The project should have identified hotspots areas, districts and zones and regions in which we need to work more intensively…therefore increased the amount of resource as well as technology selection that would fit to the region and the nation".*
> **Mr. Megbaru Ayalew, Director General, Early Warning, Response & Sustainable Solutions, Ministry of Peace, Ethiopia.**

The project closely worked with IGAD to make sure they are part and parcel of the program. There was staff positioned in Moyale from IGAD who worked closely with the project, ensuring the regional entity is part of the program.

Due to insecurity in the project area, the MOUs between communities across the borders on the modalities of reconciliations could not take place and were planned for year three.

Effective utilization of limited resources, delivery on peace dividends and effective management of natural resources

Since the midterm review, the project has enhanced the delivery of peace dividends and for instance supported the youth from both the Ethiopian side and the Kenyan side through livelihoods initiatives. The project has supported some income generating activities and capacity building trainings for the youth. It has trained youth on business plan development, and they have developed business plans.

It was essential to address the root causes and not the symptoms of the conflicts and insecurity in the region. When communities are in hunger, they may easily get involved in unlawful activities. There was need to identify the root cause and tackle them such as poverty and the fragile living conditions to alleviate conflicts and insecurity. Across the world, communities having good livelihood conditions have no reasons to be involved in clashes. To augment the peace and security in the region, development targeting water, pasture and livestock and agro-processing development projects required to be implemented in the area to add value to peace initiatives.

A new approach to stop conflicts occurrence was for that reason the introduction of more livelihood strategies to the communities, especially the youth and women who form the greater part of the most vulnerable individuals in the society during conflicts. Livestock marketing was thus encouraged and enhanced between the communities in Kenya and Ethiopia. This has created harmony and peace between the communities as they can now trade together. In the past, the focus was more on buying guns to harm or protect themselves, but this has now shifted to doing business.

Pastoralists have not been trained in hay making and storage as intended due to insecurity and is instead planned for the third year of implementation. Similarly, the planned support to pastoralists to grow grass during wet seasons, the provision of 120 hay bailing machines to the pastoralists (40 in each target regions) and establishment of hay storage facilities (26 in each target region) could not take place due to insecurity.

There were plans to provide sewing machines for women groups and train them on tailoring. The project also intended to organize youth groups and open cyber cafes, provide women with milk cooling machines but could not do all this because of COVID-19 and the conflicts. The services such as the distribution of coolers were not done also due to the budget reductions yet these require huge sums of money. The fact that these activities were not carried out led to the project losing the opportunity to benefit from the dividends' direct and positive impact on the sustainability of the peacebuilding process.

Communities were trained on effective natural resource management and households (women) provided with energy saving jikos (stoves). The households received jikos as a demonstration on how to save energy and protect the environment. An all-stakeholder representation, including members of over fourteen (14)

communities of Marsabit County, representatives of Marsabit Interfaith Council and representatives of the Peace Committees from all the four Sub- Counties forum took place in Marsabit in November 2019 in which 70 motor bikes were launched. These were distributed to youth groups to use as taxis for income generation with the goal of reducing poverty and enhancing peace dividends while the 500 energy saving jikos are to be delivered to women. A further 200 more Jikos were also provided to women in the last year of project implementation in Kenya. Another 200 Energy Saving Jikos were also given to the women to be equally divided between both Borana and Dawa Zones of Ethiopia as additional Peace dividends in 2021. These dividends were distributed based on some agreed participatory criteria overseen by representatives of all project stakeholders. This was greatly cherished by the Governor, Senator, Local area MPs and the over 600 participants present at the event who represented all the diverse communities of Marsabit County. Present at the event were UN Teams, National Government Representatives from Kenya Ministry of Devolution and ASALs and EU Deputy Ambassador. The jikos help to reduce environment degradation as well as protect the health of women and was replicated on Ethiopian. The youth reached during the final evaluation contrariwise expressed the desire to be supported with technical skills and funding to start businesses.

The project supported the rehabilitation of social services including water services in June 2021 and distributed 50 Hand Water Pumps for Borana Zone Water offices, 50 Hand Water Pumps for Dawa Zone Water offices, 2 Generators for Borana Zone Water office, 1 Generator for Dawa Zone Water office, 2 Mechanical Water Toolbox for Borana Zone Water offices, 1 Mechanical Water toolbox for Dawa Zone Water offices, 2 Welding Machines for Borana Zone Water offices, 1 Welding Machine for Dawa Zone Water offices, 10 Plastic Water Tanks for Borana Zone Water offices, 1 Mechanical Water Toolbox for Moyale Water offices,1 Welding Machines For Moyale Water offices and 1 Mechanical Tool Box For Yabello water offices. Focus group discussions with community groups indicated the rehabilitation of water infrastructure affected by the conflicts and improved access to water has helped in managing displacement and conflict. Lack of development opportunities, they stated, are the causes of the violent conflicts, which can be taken up areas of focus for future interventions.

There was also an additional provision and distribution of peace dividends items to Both Borana and Dawa Zones Administration offices. These included 20 Motorcycles to Borana Zone, the 40 Computers to Borana Zone, 7 Printers to Borana Zone, 40 Tables to Borana Zones, 40 Chairs to Borana Zone, 20 Motorcycles to Dawa Zones, 40 Computers to Dawa Zones, 7 Printers to Dawa Zones, 40 Tables to Dawa Zones and 40 Chairs to Dawa Zones.

The distribution of the Motorbikes and Jikos was done later than planned since the intended committee for distribution with a clearly set criteria was assembled late since most processes and operations of the County government in Kenya were interrupted by the COVID-19 outbreak.

While livestock value chains remain the mainstay of the local communities' livelihoods, community needs for economic empowerment are yet to be tackled. The project sought to empower community members to rely on sources of income other than livestock. Encouraging cross-border trade especially by building the capacity of the communities, particularly the youth to acquire business skills would for instance reduce the over reliance on the traditional livestock value chains. This would ultimately reduce the conflicts

perpetrated by the energetic but idle youths. The youths are the majority in this region and over the years, unemployment rate has risen among this group. Without support to get a decent livelihood, they will pose a risk to peace building efforts. Those with skills should be supported to start their business or linked to employment opportunities.

Despite the programme promoting peace building, access to resources such as water has been a hindering factor. Water has been identified as a central cause of the conflict, thus the need to invest more in water programmes. The extreme poverty and economic issues at the community and the household level remains critical. There is therefore need to design an intervention for this problem; it needs serious consideration in future programs.

The trade between the border communities is not yet well supported by the government policies yet improving these interactions would be very good for peace among the local communities. In addition, not much has been done towards changing the border communities' attitude towards peaceful coexistence. Attitude change is not easy hence building the confidence and the trust among the border communities remains a challenge.

The project has all the same done its best despite the challenges. It could have done better were it not for Covid. Almost for a year, not much could be done. For conflict and resolution projects, three years is a short time, and it would have been better to have five years. Therefore, granted that the period was short, and a year was lost, what the project achieved in two years is still laudable.

Project Management Unit Established/Sustained
The project tracked results progress by collecting and analysing data against the results indicators to assess the progress of the project in achieving the agreed outputs. This included audits conducted in accordance with UNDP's audit policy to monitor and manage financial risk. Likewise, good practices and lessons were captured regularly and integrated back into the project. Progress reports were produced annually and presented to the Project Board and key stakeholders, as well as the donor. This consisted of progress data showing the results achieved against pre-defined annual targets at the output level. As part of the project Monitoring and Evaluation, the midterm review was for instance planned for year two of implementation and was done.

Two annual narrative and financial reports, two UNDP Policy Briefs Policy Issue No: 8/2018; UNDP Policy Issue, no: 4/2018, and the Proceedings of the end of project stakeholders' conference, have been produced. The programme implementation team used Twitter and Facebook accounts to provide short updates about project activities, meetings and visits. The UN official website was also used to enhance the visibility and contribution of EU to the programme. EU logos were put on computers bought for the programme as well as on vehicle, motor bikes and jikos that were acquired for the programme for the Marsabit-Moyale Cluster. In all press releases, EU contribution was highly recognized and mentioned.

By and large, the project has created adequate mechanisms to mediate and solve conflicts between the communities in Marsabit and those of Ethiopia thus meeting the need to educate the community on peace building. Apart from the renewed clashes witnessed in Marsabit in June 2020, relative peace prevailed in the County and the incidents of violent conflict went down in the second year of the programme a great

deal. This was as a result of the complete ceasefire and forceful disarmaments implemented by Kenya National Government forces from November 2019. This suggests the work accomplished by the project has nonetheless led to significant advances towards peacebuilding. In addition, the intensity of conflicts between the communities along the Ethiopia-Kenya border specifically in Borana/Dawa Zones subsided significantly. The participants of the workshop on local conflicts managements and good governance in Yabello-Ethiopia universally testified that the conflicts in the region was on a comparatively peaceful phase in this habitually conflict prone region. The frequency, magnitude, intensity and impact of cross border conflicts have reduced although not as much as was intended since the project has not been implemented to its full scale:

> *"The most remarkable results in peacebuilding and prevention of violent conflicts is the reduction of the perennial cross-border livestock theft in the area. The cross-border peace committees are very effective especially in Zone 4 and Zone 5 where there is a remarkable reduction of cross-border incidents".*
> **Mr. Galm Dabasso, Chairman-Peace Committee and Traditional Elder, Marsabit County.**

The first year was nonetheless very challenging especially on the Ethiopian side because of the change in government. The communities were at conflict between themselves and with the government and the project could not do much. Another instance is the MCA's training that was planned in Moyale, but conflicts erupted between the Borana and Gabra. Therefore, the MCAs could not travel and the meeting had to be postponed and was held in Isiolo, a different location one month later. There were still conflicts in the region at the time of the FINAL EVALUATION with killings reported between the Borana and Gabra. These clashes are reportedly politically instigated.

Leaders reportedly use their cronies to incite communities to fight amongst themselves due to own selfish interest. Due to these inter-communal mistrusts, animosity and violence, the project has not implemented much in the first year as planned.

The other challenge is that because of violent extremism, the Dawa Zone which is close to Somalia has Al-shabab operating in the region. Often, it was difficult to implement the project in this zone due to the terrorist threat. The project tried to overcome this by inviting the community to the Borana Zone for project activities. Dawa Zone was even so not in the initial project plan but to meet political interests, the project was designed to include Dawa Zone. Still, not much was done in this zone as compared to the two other zones.

Remaining barriers to achieving the project objectives
Despite the results achieved (the project has contributed to relative peace), insecurity remained the greatest barrier and challenge in achieving the project objective during the implementation period. Politicians and some traders persistently interfered with peace efforts due to selfish interest. Poorly defined boundaries between communities, with past experiences of shifting boundaries, and the manipulation of ethnic loyalties for political gain have been deeply damaging for Marsabit's stability and longer-term peace. Until the demarcation of boundaries, particularly in Marsabit is accomplished, politicians will continue to incite their followers to violence. What some leaders see as improper creation of administrative units fuel

deep conflict and hatred between the communities. The struggle to capture political power, thus benefit from the county limited resources continues to hinder peace building efforts especially in Marsabit County.

C. Efficiency

3.3 Project Implementation and Adaptive Management

Management Arrangements

The project was the only one of its kind in the Horn of Africa when it was designed. The project was the most effective in terms of ensuring some level of national, regional, and local ownership and engagements. It also had an effective Government-NGO coordination forum for sharing lessons, best practices that was also used for strategic engagements. This project partly contributes to the umbrella programme called SECCCI. Cluster 1,2, 3 and the project implemented by NGOs across the Ethiopia-Kenya border and Ethiopia-South Sudan are examples with similar nature. It was intended to be coordinated by the two national governments and three local governments, UN and IGAD. Coordinating all these institutions, harmonizing and working together was a major challenge for the project. The steering committee was supposed to coordinate and there was a taskforce made up of experts from Marsabit County and the Borana Zone. Sensitization meetings were held, and a work plan developed but then it was not easy to coordinate. There were also unexpected changes in the government structures in the two countries after the program had been conceived. For instance, in Kenya, the program was initially under the Office of the President, but it was later moved to the Ministry of Devolution and ASALS. In Ethiopia, it was in the Office of Foreign Affairs, but it was later moved to the Ministry of Peace. The Ethiopia Ministry of Peace being newly established and having a number of departments and leadership was for instance not efficiently aligned with the project. Once moved from one government department to the other, programming turned out to be complex as understanding and working relationships had to be built a new.

The UNDP Regional Service Centre which had the role of coordination helped in ironing out the nascent coordination issues faced. It is important to have a well thought implementation structure which involves all stakeholders at the local and national level. This is because any change of government creates a lot of turnover for the knowledgeable stakeholders.

Nonetheless, the coordination mechanism between the two UNDP country offices was for some time very cumbersome. There were the two governments with multiple layers of actors to take care of; the federal government, regional governments in Ethiopia, the donor administration, and the national and county governments in Kenya, all with no clarity of roles or responsibilities. Even the steering committee did not meet as frequently as was expected, meeting only twice, as it was not easy to convene the meetings. This would have been the right body to provide timely guidance on management issues.

The office established by UNDP accommodated the entire project team. Each team had a line supervisor and understood their job descriptions. The system was transparent and consultative. However, the procurement office was shared and may have affected procurement efficiency.

Work planning

Due to the uniqueness of the project, it took a long time to kick off at the start. The coordination was a challenge between the national and local governments of the two countries, the UN country teams for the two countries.

The project work-planning processes was results-based with the most effective sequencing of actions to reach the intended project objectives. The project's results framework was well used as a management tool to plan and track progress. There were however delays in the implementation. While most of the initial project activities were undertaken resulting in the achievement of expected outputs and some of the outcomes, the first year was nevertheless very challenging. This was particularly so on the Ethiopian side because of the change in government. The communities were at conflict between themselves and with the government resulting in interruptions in implementation. Being close to the border with Somalia, Dawa Zone continued to witness violent extremism by the Al-shabab operating the region. Consequently, not much has been done in this zone as compared to the other zones.

Some of the planned activities that delayed or were postponed include an annual forum for senior policy makers to review and evaluate the project outcomes and lessons learned; the conflict sensitive development for sustainable peace and social cohesion training; the MCA training that was planned in Moyale but postponed and was later held in a different location; the provision of communication equipment to strengthen the operation of local peace committees pastoralists training in hay making and storage; the provision of hay bailing machines to the pastoralists and establishment of hay storage facilities could also not take place as planned due to insecurity. The plans to provide sewing machine for women groups and train them on tailoring, the plan to organize youth groups and open cyber cafes, provide women with milk cooling machines could also not be affected in time because of COVID-19 and the conflicts. The large number of activities not carried out suggests not all the projects outcomes could be realised.

Finance and co-finance.

The project had a project team consisting of a Finance Officer, Project Manager, Programme Assistant, and a Programme Specialist who were in charge of the finances to watch over the effectiveness of the intervention from the financial angle. This way, the project ensured there was no resource wastage.

The project was designed to have appropriate financial controls, including reporting and planning, that allowed management to make informed decisions regarding the budget and allow for timely flow of funds. Annual narrative and financial reports were prepared and audited by UNDP. However, the flow of funds was sometimes problematic. The implementation of the activities was, for illustration, done by the team in Moyale on the Ethiopian side yet the project team had to make requests to Ethiopian UNDP. These were structural challenges which got activities delayed due to the stringent authorization processes.

Appropriate and relevant changes were made to fund allocations as a result of budget revisions. Due to COVID-19, the project for instance approached and requested EU to allow reprogramming some of the budget to respond to the pandemic. EU for instance then allowed the training of border immigration officials to enhance surveillance capacity and secondly to contract a local FM Radio to sensitize the community on the COVID-19 pandemic. The budget was later revised several times due to the Covid-19 pandemic. A no cost extension was also granted to the project. The delivery rate was really low, and the

donor was not happy thereby reducing the budget. For that reason, major activities were not done due to the financial implications.

The project did not get any type of co-financing even from the two governments. Some finances were even so received from the Swiss government to support staff salary up to USD 70,000, but not in the form of co-financing.

Project-level monitoring and evaluation systems

The monitoring tools used provided the necessary information; were adequate and captured most relevant information that informed project reviews where necessary. The team used mainly face to face interviews, consultative meetings and local languages in data collection; which were efficient and cost-effective.

The project activities were monitored through reporting, physical supervision, meetings and discussion with target community which supported revising some of the project activities as necessary. The monitoring tools used during the period of project implementation provide the necessary information. These involved key partners and were in essence efficient and cost-effective with sufficient resources allocated and utilized efficiently.

Although the project team did not meet some of the reporting requirements asked for by the EU, for example year 2 financial report was provided almost 1 year after the original deadline, the lessons derived from the adaptive management process were documented and shared with key partners. Nonetheless, appropriate means of communication were established to express the project progress and intended impact to the public.

The finance resources allocated to M&E were also essentially adequate. The stakeholders were involved in the project level M&E and were also part of the midterm evaluation.

Stakeholder engagement

The project developed and leveraged the necessary and appropriate partnerships with direct and tangential stakeholders. In terms of government actors, some level of political commitment was secured. The project also worked with the traditional leaders and elders, tapping into their indigenous knowledge. This helped in identifying traditional conflict resolution mechanism that were incorporated in the peace building efforts. Youths were also engaged being a key source of conflict. The project built their capacity to engage in peace building efforts. In order to have genuine and lasting peace in this area it was imperative to involve the different actors who have stake and influence in the community. The local and national government stakeholders therefore supported the objectives of the project and continued to have an active role in project decision-making that supported efficient and effective project implementation. The stakeholder involvement accordingly contributed to the achievement of project objectives.

Coordination among the different actors and stakeholders involved in the project was in the beginning nonetheless insufficient to maximize positive project results. This is notwithstanding the ample awareness and capacity among the various stakeholder groups for them to benefit as intended. Coordinating all these institutions, harmonizing and working together was a major challenge for the project before the UNDP Regional Service Centre helped in ironing out the nascent coordination issues faced. The coordination was not efficacious also owing to the high turnover of staff at the UNDP offices. Staff were transferred and the

project had to keep on sensitizing the incoming staff making harmonization a difficult encounter. Sensitization of the incoming staff especially through workshops could have come in handy. But the Covid-19 hindered physical meetings and sessions.

This nonetheless improved and the close cooperation between the various stakeholders; the local governments of Ethiopia, the local governments of Kenya, peace committees of Kenya, the peace committees of Ethiopia, the civil society and the universities helped the project cope with some of the implementation challenges. UNDP played a key role in the establishment and steering of a GO-NGO coordination forum creation aimed at sharing lessons, best practices, and was used for strategic engagements.

Reporting

Annual narrative and financial reports were made and shared with the donor by UNDP, although in some instances did not meet some of the reporting requirements asked for by the EU. Management changes were reported by the project management and shared with the Project Board as appropriate. Lessons learnt were also routinely shared to appropriate parties including the stakeholders and EU. A case in point is the replication of a similar effort on the West Pokot, Turkana and Karamojong borders whereby learning from the project is replicated. An Annual Review meeting and internalization of end of project conference was held from 26th-27th July 2021 and attended by 64 Participants drawn from UN, IGAD, Local NGOs, National Governments of Kenya and Ethiopia, Regional Governments of Oromia, Somali, County Government of Marsabit, Local Government of Borana and Dawa Zones of Ethiopia, Peace Committee, Youth and Women.

Communications

Communication with stakeholders was generally effective. They were engaged in the activities but occasionally since some of the stakeholders, especially in government would be busy, they failed to take active part. Stakeholders were however largely content with how the project communicates with them. This was regular and effective with no stakeholders left out of communication. This contributed to increased awareness of project outcomes. Proper means of communication, including a Web presence were established to express the project progress and intended impact to the public. The contribution of EU to the programme was also mentioned on most articles published in news as well as in social media.

D. Sustainability

3.4 Sustainability

Development and Global Environmental Benefits Sustainability

The programme was relevant to the government needs, it contributed to SDGs and particularly SDG16 of the 2030 Sustainable Development Agenda of the United Nations, and at Continental level, it contributed to Agenda 2063 which Kenya ratified. It was therefore contributing to sustainable development benefits besides contributing to increased income from sustainable use of natural resources. The youth are supposed to use the Motorcycles as taxis to earn an income while the women given jikos are contributing to sustainable use of natural resources. The trainings given to members of communities on environmental

management will lead to increased and lasting work quality, cost savings, time savings (reduced animal grazing), increased incomes, reduced conflicts over grazing land and ultimately peace in the long term

Financial risks to sustainability

Both countries have a lot of needs among the communities that cannot fully be addressed by the governments. The two governments committed to the project through the Ministry of Devolution and ASAL in the Kenyan side and Ministry of Peace in the Ethiopia side. They found the project important for conflict resolution and peace management as well as improved livelihood of the communities living at the border areas. They have therefore committed to continue with the project and also chip in some money which the however did not do as expected at the project on-set. The government of Ethiopia for instance has peacebuilding initiatives that work closely with community level actors, identifying cultural values that enhance peacebuilding. The government has relied more on traditional approaches to problem solving as opposed to modern means. The governments are however struggling with resources and have a lot of needs to meet yet such a project is a huge investment. In this regard, as much as they would like to continue to work towards similar objectives, it might be difficult. Partners could come in and support in fulfilling such needs.

Socio-economic risks to sustainability

There is no risk that the level of stakeholder ownership (including ownership by governments and other key stakeholders) will not allow for the project outcomes/benefits to be sustained. The various key stakeholders see that it is in their interest that the project benefits continue to flow besides the enough public/stakeholder awareness in support of the long-term objectives of the project.

Contrariwise, the project did not attract more partners to scale up and expand the impact. To attract further support to sustain the benefits beyond UNDP support, there was need to show results. The project financing was primarily from EU and UNDP. There was nevertheless some non-financial contribution from government actors. UNDP has reconsidered sustainability beyond the donor funding, looking at the project beyond the cross-border aspect. Just before COVID-19, the project had plans to bring together relevant UNDP resident staff from all the Horn of Africa (HOA) countries to deliberate on the programme with a view to sourcing for resources. This did not effectively take off.

Government ownership is very important and critical in such a program. The local government should own the project; without that it would not be sustainable. From the word go, the project had an MOU with the two governments creating that ownership in principle. Even so, when the project started there, there were challenges in terms of financing the project from the governments. As well, the two governments may not have provided the requisite guidance and strategies adequately. At the final review conference, both governments acknowledged the mistakes and the need to learn from the mistakes. They noted that the government should play the leading role in the implementation of the project since UNDP is just providing facilitation and supporting. From the conference, the two governments committed themselves to take up the project actively and move it forward in terms of resource mobilization, approaching donors and proper coordination and management of the project.

The project sought to create enough stakeholder ownership to allow benefits of the projects to be sustained. This was to help create partnership between the project and the local, regional and national

government. The community has been sensitized and have been part and parcel of the project thereby creating the ownership aspect. The project was thus effective in terms of ensuring some level of national, regional, and local ownership and engagements..

Institutional framework and governance risks to sustainability

The existing legal frameworks, policies and governance structures do not pose any risk to the sustenance of the project. The programme is framed within established legal framework at the national and regional governments. The signing of the big program documents by the former Ethiopian Prime Minister and the president of Kenya became the basis for any policy framework that supports any intervention in the area, is a very important structure.

When the local and regional leaders on the Ethiopia side changed due to change of the government, there was a high turnover of those who had initiated and understood the project. The new leaders were nonetheless adequately introduced to the project and engaged to support its implementation. They were appropriately orientated to the project.

While the required systems and mechanisms for accountability, transparency are in place, technical knowledge transfer may not have been fully realized given the project design. The project was implemented directly by UNDP without involving the local CSOs extensively.

The Africa Borderline Center established by UNDP and which is concerned with activities similar to those of the Cross Border Project will heighten the sustainability on the program.

Political risks to sustainability

The general relationship between the two governments is at its best. The engagement between the two governments has been going on over a long time and the project benefited from the long history of good relationship between the two countries. There is therefore no political risk on that front that may jeopardize the project.

While there is political will to work with communities, appreciating local culture and customs to create lasting peace, there remains internal political risks that could jeopardize the project benefits. These include the conflict in Ethiopia that now includes the northern and southern parts of the country including the Borana zone. The Oromo Liberation Front have intensified their activities and are said to have struck joint activities with the Tigray Forces and now operating together in Borana zone. The general instability in the horn of Africa will also affect the sustainability of the project outcomes because of the arms coming in to the project area. These fuel conflicts between the government and the various groups and in the process conflicts between the communities. The government is all the same dedicated and committed to transparency and general interest of the public.

The coming general elections in Kenya and the already heightened political campaigns, laced with ethnic undertones may also jeopardize the relative tranquility brought about by the project.

Floods and the uncontrolled spread of locust's invasion remains the greatest environmental risks that may also jeopardize sustenance of project outcomes. Above and beyond this, the introduction and distribution of the energy saving stoves stands out as an immense contribution to environmental sustainability.

E. Catalytic Effect

The project was to some degree financially and programmatically catalytic to the extent the project related activities were catalytic in shaping UN's support. The project funding has been used to scale-up other peacebuilding work and to create broader platforms for peacebuilding. The Africa Borderland Center is for instance basically a cross border project courtesy of the current project. This regional center, which is located in Nairobi covers the Great Lakes region, Horn of Africa and West Africa.

Similarly, based on the project model, the president of Kenya and that of Uganda signed an MoU for the Karamoja cluster in 2019 which further shows increased understanding of the importance of cross border programs. The two governments have taken the experience and lessons from the Kenya-Ethiopia program and initiated similar projects. There is a plan to initiate a similar program for the Mandera triangle covering Kenya, Somalia and Ethiopia. The UNDP teams from the three countries will come together to discuss and agree on how to initiate a cross border project for the horn of Africa.

F. Gender Equality

In the cross-border region, due to culture, women are generally relegated and oppressed. One of the underlying challenges in women's participation is the long-existed traditional system that tends to exclude women. Due to cultural, societal and community discernments of the role of women in the society, women continue to be denied access to planning and decision-making forums that make crucial choices and decisions on issues that affect their lives, notwithstanding the fact that the health, livelihoods, and life-chances of women and the youth (both girls and boys) are often most affected by conflict and human insecurity. This project nonetheless tried to empower the women to reduce the challenges they face through community mobilization and sensitization. The project put into consideration gender equality and some of the activities deliberately target the women. In the livelihood components, the energy saving stoves (Jikos) were particularly distributed to the women households. The inclusion of women in peace committees, and the peace dividends for instance deliberately target women. However, the communities are still resisting the idea of including women in peace committees due to their patriarchal nature. In areas where peace committees have already been established, it has not been easy to incorporate women. This, will possibly be realised when the term of a committee comes to an end. The project could identify and work with respected elders to boldly address traditional customs, attitudes and practices that undermine rights of women.

Gender was thus certainly mainstreamed in the project; for instance, in every workshop, it was made certain that women were well represented, and their issues properly addressed. The project was also to liaise and collaborate with UN women to implement some of the project activities. The two agencies even had missions to the border regions together to assess the challenges women face at the border region and

solutions to address the challenge. However due to Covid-19, most of these planned joint activities were not implemented.

The inclusion of women and having conversations on conflict resolution and peacebuilding is a big step forward in a social environment where women are customarily excluded from governance, peacebuilding process and conflict resolution.

G. Human Rights

The disadvantaged and marginalized groups have also benefited from the project. Sakuye, and Watta are for instance minority/marginalized groups in Marsabit and they played an important role in the peace dialogue meetings and consultations. They were seen to be the neutral during community peace dialogues or interventions of any kind, thereby playing a crucial role of mediation.

Both women and youth as the most vulnerable population affected by conflicts and have been consulted, made representations, and had been involved in many conflict resolution capacity-building conferences provided by the project. Besides, they benefited from capacity building on peace building, the provision of motorbikes for income generating activities and capacity building on business development as peace dividends. Over 500 youth in and out of schools and women respectively were targeted at development of their entrepreneurial skills and self-employment.

H. Coordination

The project worked in coordination with IGAD, SECCCI and other EUTF supported projects in the region for instance IGAD supported the establishment of the Early Warning System. However, a critical gap during the implementation of the project was a lack of coordination between and among key stakeholders and the government, being a major central steering body. The linkages between different levels of governments, private sectors, nongovernmental organizations, regional organizations like IGAD, and UNDP was thus not well established throughout the lifecycle of the project. This calls for enhanced coordination between peace committees and the government structure at all levels besides sound coordination mechanisms at the local level that could continuously interact across the bordering areas.

Partnership
The project was implemented by the Ethiopia and Kenya governments in partnership with UNDP country offices of Ethiopia and Kenya. The local authorities and communities were all conversant with the project documents and project intervention areas for development. The peace committees, youth, and women were engaged in peacebuilding and conflict prevention through the umbrella of the project. The partnership of religious leaders was also highly valued in the implementation process of the project specifically under the banner of Marsabit County Interfaith Council stakeholders. However, there was lack of good coordination between and among key stakeholders and the government, being a major central steering body. The two governments did not seem to directly own their core mandates towards security and peacebuilding to complement and motivate the good initiatives put in place by the project.

4. CONCLUSIONS AND RECOMMENDATIONS

4.1 Conclusions

A. Project Strategy

The original project assumptions largely remained correct except the previously unpredicted role played by the scramble for the management of county government resources following the introduction of devolved governance structure in Kenya in exacerbating politically instigated ethnic divisions. Similarly, the critical function of the Independent Electoral and Boundaries Commission (IEBC) in the demarcation of boundaries on the Kenya side to prevent inter-ethnic hostility may not have been considered during the project design. The part played by politicians and some traders who interfered with peace efforts due to selfish interest was equally not considered. Emerging issues such as of COVID-19, floods and locusts' invasion were as well not predicted but have had a remarkable impact on the project. The project has however made some adjustments to mitigate the impacts of COVID-19 pandemic among the key stakeholders. A COVID Response Plan was developed and executed to mitigate the impact of the pandemic and accelerate project delivery.

The project strategy was fundamentally relevant given the trends and development in peace building and prevention of violent conflict in the project area. Even though sporadic clashes continued in some areas along the border, the project provided the most effective route towards peace building and succeeded in bringing communities together to discuss peaceful coexistence. Besides stability and peace, it effectively addressed some of the regional priorities of livelihoods and economic empowerment.

B. Progress towards Results

Based on the log frame indicators, a lot was achieved by the end-of-project with UNDP supported work contributing to significant changes. For instance, the trainings have seen the leaders actively participating the de-escalation of the violence promoting peace in the area and they fully understand that their full engagement and working together in synergy influences positive results and deters dissidence. The project thus strengthened the skills and knowledge of local government officials and policy makers from both regions on the techniques of mediation and negotiation skills, and conflict sensitive development for sustainable peace and social cohesion. Also, the local radio programme interviews on peace education have also turned out to be a very successful capacity development strategy for key grassroots stakeholders like peace committee, women, youth, elders, leaders and people living with disabilities who also double as community mobilizers towards social cohesion building. While in some program areas the UNDP performed particularly well, some elements of the program have not worked well. The local CSOs were not extensively involve to help the project fully realize technical knowledge transfer thus enhance sustainability. The peace committees were not well facilitated to transverse the community, undertaking peace building activities while traditional or alternative dispute resolution mechanisms were not well utilized. The coordination between different levels of governments, private sectors, non-governmental organizations and the project were not well done. Indeed, in some instances, there would have been more effective ways of addressing the peacebuilding problem and satisfying the needs.

The planning for cross border peace initiatives was for instance effectively conducted and was useful towards realizing the project goals. Similarly, local government officials and community members were

trained on conflict prevention, peacebuilding, small arms control, on citizen participation in peacebuilding and social cohesion. The peace committee members in Marsabit County, Borana and Dawa Zones were also trained and mobilized to function on their roles in peace initiatives. As a result, they functioned in their role in peace initiatives. Likewise, local communities (with a focus on youth and women) were trained in environmental management and on conflict early warning systems (EWS) resulting in them effectively reinforcing environmental management practice.

Tangible peace dividends such the distribution of energy saving stoves and motor cycles have also been delivered to local communities although the haymaking, equipping milk coolers have not been effective as peace dividends. There have been several barriers to and challenges in achieving the project objective during the project implementation period. From these, key lessons and best practices were acquired that are worth taking forward.

The establishment of the Moyale Cluster Office congealed the presence of the programme in the field and facilitated the effective implementation of the activities from the field. The initial project activities have to some extent been accomplished resulting in the realization of a number of the expected outputs and outcomes. A political analysis of the region, GIS mapping and a baseline assessment were done leading to an understanding of the conflict dynamics.

An assessment of the local government administrative policies, structures was conducted as well as a capacity building forum for policy makers was held leading to the recognition of the issues that leads to the intermittent conflicts in the cross-border regions of Kenya and Ethiopia. Peace forums were held, bringing together different community members to talk about the importance of peace in the region and how to build cohesion and peaceful coexistence. These facilitated the design of conflict sensitive policies that the leaders agreed on for conflict prevention and management. The project therefore successfully united different local community stakeholders and leaders to dialogue on peace building initiatives. The coming together of local leaders resulted into cessation of retaliations and added to the tranquil witnessed in the regions of Marsabit County for several months. The project facilitated intercommunity dialogue that brought together all leadership and communities on to the table. A Grand Intercommunity Peace Conference to resolve conflicts was held in Moyale Ethiopia from 7th-10th March 2019 and attended by over 700 Participants. The implementation of disarmaments and crackdown on illegal firearms in the hands of the communities brought relative peace in Marsabit County lasting several months. The dialogues have increased awareness amongst communities of different groups and raised the level of trust within them.

Training on cross-border policing and early warning was conducted for border security agencies in the region as well as benchmarking/exposure tours for peace committees from both regions. Workshop conducted provided avenues towards sustained peace through building the capacity of elders, youth, women, leaders and religious leaders to be peace champions. Kenyan communities were trained in community policing within their populations and along the border. A similar model worked very well in Ethiopia even though these two approaches were not integrated to have similar approaches in peace building across the borders. The training provided to peace committees and councils of elders and religious leaders greatly empowered them to be at the forefront in creating mediation and enhancing peace, improving community capacity to solve disputes through the elders.

The project has as well provided some of the necessary enabling communication equipment with the intention of strengthening the operation of local peace committees.

Cultural activities and award ceremonies were supported by the project to promote annual social cohesion and integration through interaction thus contributing to peaceful coexistence. Through the festivals, women and youth were sensitized on leadership roles, enabling them to participate in leadership positions and decision making at all levels besides holding leaders accountable.

Most members of the Borana, Garbra, Oromo, Gurreh and Somali communities were reached with peace education and now recognize the value of peace and security as a result of the peace education programme aired on local FM radio in which all leadership and community representatives of the large, massive, varied and dynamic Marsabit County participated. The Kenya-Ethiopia Cross Border Programme therefore enhanced the spirit of reaching the furthest first; a principle in line with United Nations' global goal. Through the local FM radio programme interviews on peace education, the project also supported grass root early warning systems at the local levels.

To address the root causes and not the symptoms of the conflicts and insecurity in the region, the project tackled poverty and the fragile living conditions to alleviate conflicts and insecurity. The project trained communities on effective natural resource management, provided energy saving jikos (stoves) and distribute motor bikes to youth groups. This helped reduce environment degradation, protected the health of women and provide the youth with alternative livelihoods strategies. However, at the community level, people are not aware of any law that guides environmental management practice that focus on grazing patterns which prohibits locals from grazing around villages with human settlement. There is therefore a need to involve elders and resource management committees to control pasture and water use by locals.

The project tracked results progress by collecting and analysing data against the results indicators to assess the progress of the project in achieving the agreed outputs. Annual narrative and financial reports and UNDP policy briefs were produced. The project used Twitter and Facebook accounts to provide short updates about project activities, meetings and visits whereas the UN official website and EU logos were used to enhance visibility and the contribution of EU to the programme.

Insecurity was the greatest barrier and challenge in achieving the project objective by the end of the project implementation period. The continued conflict made it difficult to effectively implement all the planned activities in time. For instance, some of the trainings and meetings could not take place as planned. Politicians and some traders obstinately inhibited peacebuilding efforts, thanks to self-centered interest. Demarcation of boundaries particularly on the Kenya side is not yet accomplished with a finality and politicians continue to incite their supporters to violence. The scramble for political power, especially with the impending general elections in 2022 may reverse peace building efforts especially in Marsabit County.

C. Project Implementation and Adaptive Management
The overall project management as outlined in the Project Document was to a great extent effective, especially due to the quality of execution by UNDP, working together with key stakeholders. Apparently, the responsibilities and reporting lines were in some instances not clear to allow transparent and timely decision-making. Equally, the coordination mechanism among the two UNDP COs in implementing the

project was not very efficient and a lot more could have been done to improve the coordination. This is despite the competent administrative/operational support provided by UNDP.

There were delays in project start and implementation owing to several causes but most of which the project effectively resolved. While no significant changes were made to the project's results framework/ logframe from the project start, appropriate and relevant budget revisions were made resulting in changes to fund allocations. Still, the project employed sound financial management, especially with reference to the cost-effectiveness of interventions. There were for instance appropriate financial controls, including reporting and planning which enabled management to make informed decisions regarding the budget, ensuring timely flow of funds

The start of the project was very challenging particularly on the Ethiopian side because of the change in government where the communities were at conflict between themselves and with the government thus the project could not do much. Owing to inter-communal suspicions, hostility, violence, violent extremism in the Dawa Zone which is close to Somalia where Al-shabab is operating, the locust invasion and COVID-19, much of what was planned in the first year was not implemented. There were delays and postponement of various planned activities, for instance the MCA training that was planned in Moyale but conflicts erupted between the Borana and Gabra and had to be relocated and done on a different date. Pastoralist were also not trained in hay making and storage as intended due to insecurity. Women groups were not provided with sewing machine nor trained on tailoring. The project also intended to organize youth groups and open cyber cafes, provide women with milk cooling machines but could not do all this because of COVID-19 pandemic and the conflicts.

The project was designed with a well thought implementation structure which involved all stakeholders at the local and national level. UNDP office established an office which accommodates the entire project team, with each team understanding their job descriptions with clear lines of supervision. The system worked in a transparent and consultative mode. The local and national government stakeholders however did not have a very active role in project decision-making to support the efficient and effective project implementation. The coordination among the different actors and stakeholders involved in the project was also not sufficient enough to maximize positive project results.

The project had a results-based work-planning processes with the most effective sequencing of actions which helped reach the intended project objectives despite the slight delays in the implementation. The project had a finance officer in charge of the finances and project monitoring and evaluation to keep an eye on the effectiveness. To capture most relevant information, the project has adequate monitoring tools to provide the necessary information.

Other than the funding from EU, the project did not get any type of co-financing; not even the funding from the two governments. Some USD 70,000 was however received from the Swiss Government to support staff salary but not in the form of co-financing.

The project developed and leveraged the necessary and appropriate partnerships with direct and peripheral stakeholders especially government actors with whom some level of political commitment was been secured. The different actors who had a stake and influence in the community were involved to have

genuine and lasting peace in this area. This saw the project build their capacity to engage in peace building efforts thus contribute to the progress towards achievement of project objectives. As afore mentioned, coordination among the different actors and stakeholders involved in the project was in the beginning nonetheless insufficient to maximize positive project results. The stakeholders were effectively engaged in the activities, contributing to their increased awareness of project outcomes. On the other hand, since some of the key stakeholders, especially in government were at times busy, they occasionally failed to actively participate in all activities.

D. Sustainability

The project contributed to sustainable development benefits through some of the activities such as the rehabilitation of social services including water services, provision and distribution of additional peace dividends items, provision of business skills development and the provision of startup capitals/seed funding for small business. These contributed to increased income from sustainable use of natural resources that brings with it global environmental benefits. As well financial and economic resources may still be available even as the funding has ended. Even so, there remains social or political risks that could jeopardize sustainability of project outcomes. The level of stakeholder ownership (including ownership by governments and other key stakeholders) is even so fairly sufficient to allow for the project outcomes/benefits to be sustained.

The project therefore significantly contributed to sustainable development benefits besides increased income from sustainable use of natural resources. However, excluding potential resources from donors and income generating activities, financial resources from government are not likely to be adequate. The two national and the regional governments have a lot of needs among the communities that they cannot fully address and are struggling with meagre resources. Their efforts focus mostly on the development and improvement of livelihood of the communities within their capacities thus a project of this magnitude is so huge an investment beyond their means.

At the level of the two governments, there is no political risk that may jeopardize the project's sustainability since the general relationship between the two governments is at its best. Similarly, the various key stakeholders see that it is in their interest that the project benefits continue to flow hence there is currently no risk that the level of stakeholder ownership will not be adequate to allow for the project outcomes. The existing legal frameworks, policies and governance structures do not pose any risk to the sustenance of the project even though weakness in the local governance structures may risk the peace in the region.

The introduction and distribution of the energy saving stoves stands out as a huge contribution to environmental sustainability even though floods and the spread of locusts' invasion remain the greatest environmental risks that may jeopardize sustenance of project outcomes.

E. Catalytic Effect

The project is financially and programmatically catalytic to the extent that project related activities are effective in shaping UN's support. While the project funding has not been directly used to scale-up other peacebuilding work, it helped to create a broader platform for peacebuilding.

F. Gender Equality

Relevant gender issues were included in the project design and implementation as seen in the way it purposely included and targeted women in the various activities. As a result, the project promoted positive changes in women participation in the peacebuilding process.

Women and Youth were engaged as key community stakeholders in deterring violent conflict in Ethiopia - Kenya Cross-border region. As the most vulnerable population affected by conflicts, they have been consulted, and have been involved in many conflict resolution capacity-building conferences provided by the project. The underlying assumption was that women involved in these processes will help bring about a lasting peace that will be advantageous to the empowerment, inclusion and protection of women. Research points to the increased likelihood of reaching an agreement and of the longevity of the agreement if women are involved in the peace process[12]. The project supported capacity building training on business skills development for over 480 youth in and out of schools and women respectively targeted at development of their entrepreneurial skills and self-employment. The provision of Business Skills Development for the out of schools' young men and women from both Borana and Dawa Zones was done from April to July 2021 in Moyale Ethiopia for 480 Participants (75% women). Engaging in issues of entrepreneurship offered the chance to improve social cohesion and promote inclusion by providing at-risk youth with a sense of identity, solidarity, confidence and the opportunity to develop the same values.

The project also assisted the development of their respective business plans which are now under procurement for already approved funding through the project. The women also received 500 energy saving stoves (jikos) as an initiative towards environmental conservation under the peace dividends activities. Nonetheless, more could still be achieved through increased civic education to women on peace building and development, Encouragement of girl child education initiatives to boost women's literacy levels and the enactment of policies which gives a legal advantage to women involvement in decision making and more legislature representations at all levels of governance.

G. Human Rights

The disadvantaged and marginalized groups including the youth and persons with disability have substantially benefited from the project.

H. Coordination

The project has been working in coordination with IGAD, supported projects in the region, especially with regard to conflicts early warning systems.

I. Partnership

The implementation of the project was based on a partnership between governments, UNDP country offices, local authorities and communities that included peace committees, religious leaders, youth, and women. The coordination between and among key stakeholders and the government, was nonetheless not

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[12] O'Reilly, M., Súilleabháin, A. Ó., & Paffenholz, T. (2015). Reimagining peacemaking: Women's roles in peace processes. New York: International Peace Institute, 11-13. https://www.ipinst.org/wp-content/uploads/2015/06/IPI-E-pub-Reimagining-Peacemaking.pdf

the best. There was no direct ownership of core mandates towards security and peacebuilding by the governments.

4.2 Lessons Learned

A key lesson worth taking forward is that leadership and cooperation of both countries is very critical in implementing peace building programmes in the region. The buy-in and support from the national and county government is very important thus projects need to consider the change of government at local and national government levels. Sometimes when a new government comes on board, it abolishes all the plans and strategies of the predecessor. A case in point is the Ethiopian side where the project was initially working with the Ministry of Federal Affairs at the national level but when the new government came in, it abolished that ministry and created a new one; the Ministry of Peace. This meant that the project had to start rebuilding relationships a fresh.

Another lesson is that despite the positive impact of devolution, it has also been one of the factors for increased conflicts as communities are now fighting over devolved resources. Similarly, picked up is that community leaders have a lot of power and influence compared to the government. Accordingly, it is important to keep these in mind when designing such programmes.

Conflict resolution, management and lasting peace requires identifying and understanding the root causes of the conflict which are best uncovered through all-inclusive intercommunity dialogue and inclusive community/ social mobilization, which provides a chance to dig deeper and reveal underlying issues. The experience obtained from the project in working with local leaders, including women has generated an important lesson towards establishment of strategies that integrate traditional conflict management on a sustainable basis.

Gender mainstreaming in peacebuilding is an added element that can be considered as innovative approach. Building the capacity of stakeholders in gender mainstreaming both within the project, and among stakeholders thus helps the partners to mainstream gender in peacebuilding projects and thus needs to be replicated in future programs.

Establishing the local peace committees is an important thing in peacebuilding and strengthening its role in the community provides the needed sustainability at the community level.

The implementation of the project was initially challenged by a number of factors including poor coordination, emergence of the COVID 19 pandemic that has caused shifting of activities and introducing new priority areas, delays in decision-making due to communication gaps between different stakeholders. Despite these, due to the project flexibility, strategies were developed to respond to new circumstances, consulted among the UNDP implementing partners and government institutions.

Strong coordination and integration; ensuring ownership of national and local governments and communities; working with non-state actors and academia; targeting women and youth engagement in activities; and building upon local traditional structures (religious leaders, clan leaders, etc.) would make the implementation of peace building and conflict resolution projects more successful.

4.3 Recommendations

Key project stakeholders: To achieve more in peace building, there is need for more empowerment and promotion of traditional or alternative dispute resolution mechanisms besides capacity building of peace structures like Peace Committees, Women Groups, and Youth through sustainable financing modalities.

Exit strategies: Future programming should include support for the inclusion of local community peace declarations into legal framework through financing of conflict sensitive policies at local Members of County Assembly Chambers and other local governments.

Inclusion of the political class and influential traders: The assumptions of cross-border peace projects need to factor in the role of politicians and influential traders in enhancing and promoting peace building efforts. The final evaluation findings noted that the influence of political class both in power and those interested in joining elective positions cannot be overlooked in similar interventions. There is need for peace building projects to rethink and strategize on how to include and engage the influential politicians not in power and traders as key stakeholders that will support in achieving the project objectives.

Development of Risk Management Plan: There is need for similar projects to develop a risk management plan and establish strategies and mitigation measures. The two main external risks that have negatively impacted on this project included the COVID-19 pandemic and the locust invasion in the Horn of Africa. The COVID-19 resulted in the tentative suspension and postponement of project activities while hugely impacting on the economy of both countries.

Extensively involvement of the local civil society organizations (CSOs) and local stakeholders: The project was implemented directly by UNDP without much involvement of the local CSOs. Peace building projects should be designed to extensively involve the local CSOs to fully realize technical knowledge transfer thus enhance sustainability.

The ownership of peace building initiatives should be bottom-up, starting from the community thus engagement of the community should be done at the outset and along the implementation process. The community on the ground are closer to the events and first to get information about the triggers or the signals of the conflict down there. The paradigm should shift to mobilize the local communities, to empower and capacitate them to come together to discuss to their issues, rather than imposing any different force from the outside. The local communities mainly require technical and budget support.

Cross-border flagship development initiatives: Because both governments have been working together for peace and security in the border areas, they should focus on the development and improvement of livelihood of the communities within their capacities. Since it had limited time and resources, this project needs to be scaled up by the governments for sustainability. The governments should introduce joint activities that can be implemented by local communities and the governments on both sides of the border. Communities from across the border have often shared resources, including water sources.

Draw more partners to scale up and expand the impact: Even though there was some non-financial contribution from government actors, the project financing was primarily from EU and UNDP. Such a project ought to draw more partners to scale up and expand the impact. This is more so due to the need to look at the project beyond the cross-border aspect and therefore have donors who would support a wider expanded programme. Future projects may also target the local/regional Governments in cost

sharing matrix for resource mobilization besides exploring Public Private Partnerships for future resources mobilization.

Collaboration: Detailed and efficient linkages between different levels of governments, private sectors, non-governmental organizations, regional organizations like IGAD, and international organizations like UNDP should be established throughout the lifecycle of the development projects.

Facilitation of the peace committees: There is a need to better facilitate the peace committees to transverse their communities. Undertaking peace building activities also requires the improvement of infrastructure through the development of communication and road networks.

Annexures

UNDP - CROSS BORDER PROJECT END TERM EVALUATION

Project title: Cross-border Cooperation between Ethiopia and Kenya for Conflict Prevention and Peace Building in Marsabit-Moyale Cluster

Interview Guide: Executive (Project Board and IGAD/ CEWARN) and UNDP project staff (UNDP ET and KEN project staff, UNDP, Service Centre, ADD staff, PMU in Moyale)

Time: 1 to 1$^{1/2}$ hours

A. Project Strategy

Project design:

1) What is the main problem the project sought to address?
   a. What were the underlying assumptions of the project Theory of Change?
   b. Which assumptions have been found to have been incorrect?
   c. What changes have been experienced in the context?
   d. What have been the effects of the incorrect assumptions or changes in the context on the achievement of the project results as outlined in the Project Document?
2) How relevant was the project strategy used in the implementation?
   a. What were the critical trends/ developments in peace building and prevention of violent conflict in the project area that had implications for UNDP's work?
   b. In your view, how relevant was the UNDP's program portfolio to;
      i) Needs of the beneficiaries' needs/priorities;
      ii) National development priorities/policies?
      iii) Regional development priorities/policies?
      iv) Devolved development priorities/policies?
   c. In your view, were there any other products and services the UNDP could have offered to communities in order to meet their peace building and prevention of violent conflict needs?
3) Did the project strategy provide the most effective route towards expected/intended results?
   a. What lessons from other relevant projects were incorporated into the project design?
   b. How did the project address Country/County and regional governments' priorities?
      i) How relevant was the project concept in line with the national sector development priorities and plans?
      ii) How relevant was the project concept in line with County priorities as outlined in County Integrated Development Plan?

4) How inclusive was the process of project decision making, especially during the design?
   a. Did this take into consideration those who would be affected by the project?
5) Was a gender mainstreaming strategy included during the project design, and how?
6) How would you rate UNDP's *responsiveness* to the peace building and prevention of violent conflict needs in the project area?

Results Framework/Log frame:

7) Do you regard the entire project targets "SMART"?
   a. Were the project's objectives, outcomes and components clear, practical and feasible within its time frame?
   b. What SMART 'development' indicators were not considered? (e.g. sex disaggregated indicators and indicators that capture development benefits)
   c. What specific amendments/revisions were made to the targets and indicators?
8) To what extent has the progress so far made catalyzed beneficial development effects?
   a. To what extent has income generation been enhanced?
   b. To what extent has gender equality and women's empowerment been enhanced?
   c. To what extent has governance improved?

B. Progress Towards Impact

Outcomes:

9) What progress, based on the log frame indicators, has been made towards the end-of-project targets?
   a. What are the most significant changes that UNDP supported work has contributed to?
   b. In what program areas has UNDP performed particularly well and why?
   c. What elements of the program have not worked well and why?
   d. Would there have been a more effective way of addressing the problem(s) and satisfying the needs?
10) Was the capacity of local institutions for conflict prevention assessed at the project inception?
    a. What were the results of the assessment?
11) Was a policy development framework successfully realised?
    a. How useful has this been during the project implementation?
12) Was the planning for cross border peace initiatives effectively conducted?
    a. How has this been useful towards realizing the project goals?
13) Were local government officials and /community members trained on conflict prevention, peacebuilding and small arms control?
    a. What has been the key outcome of the trainings?
14) Were community members trained on citizen participation in peacebuilding and social cohesion?
    a. How effectively have they been participating in these?

b. What has been the key outcome of the trainings?

15) Were peace Committee members in Marsabit County, Borana and Dawa Zones trained and mobilized to function on their roles in peace initiatives?
    a. How effectively are peace committee members functioning in their role in peace initiatives?

16) How effectively were Local communities (with a focus on youth and women) trained in environmental management and on conflict early warning systems (EWS) and attend annual policy dialogues for conflict prevention?
    a. How effectively have they reinforced environmental management practice?
    b. How effectively utilized conflict early warning systems (EWS)?
    c. Have they attended policy dialogues for conflict prevention? With what results?

17) To what extent has IGAD's Conflict Early Warning and Response Mechanism been strengthened for conflict prevention?

18) What tangible peace dividends have been delivered to local communities?

19) How effective have the haymaking, equipping milk coolers and the distribution of energy saving stoves as dividends been?
    a. What benefits have been realised in the communities as a result of these?

20) What were the main barriers to and challenges in achieving the project objective during the project implementation period?

21) What are the key lessons and best practices that are worth taking forward?

C. Project Implementation and Adaptive Management

Management Arrangements:

22) How effective was the overall project management as outlined in the Project Document?
    a. Were there any changes made on the project management and were they effective?
    b. Were responsibilities and reporting lines clear?
    c. Was decision-making transparent and undertaken in a timely manner?

23) How efficient was the coordination mechanism among the two UNDP Cos in implementing the project?
    a. What could have been done to improve the coordination?

24) How efficient was the administrative/operational support provided by UNDP?
    a. What areas could have been done better?

Work Planning:

25) Were there any delays in project start and implementation?
    a. What were the causes?
    b. How were they resolved?

26) Were work-planning processes results-based?
    a. If not, how was work planning re-orientate to focus on results?

27) Was the sequencing of the action the most effective one to reach the intended project objectives?

28) Were any changes made to the project's results framework/ logframe since project start?

Finance and co-finance:

29) What financial management did the project have, especially with reference to the cost-effectiveness of interventions?
30) Were there budget revisions and what changes were made to fund allocations as a result?
    a. How appropriate and relevant were such revisions?
31) Did the project have the appropriate financial controls, including reporting and planning?
    a. Did this allow management to make informed decisions regarding the budget and allow for timely flow of funds?
32) Was co-financing used strategically to help the objectives of the project?
    a. Did the Project Team meet regularly with all co-financing partners in order to align financing priorities and annual work plans?

Project-level Monitoring and Evaluation Systems:

33) How were the project activities monitored (reporting, physical supervision, meetings, discussion with target community)?
    a. Did these support revising some of the project activities?
    b. Was there a monitoring framework developed and agreed upon at the beginning of the project?
    c. Was there any deviation from what has been planned?
34) Did the monitoring tools used during the period of project implementation provide the necessary information?
    a. Did they involve key partners?
    b. Were they aligned or mainstreamed with national systems?
    c. Did they use existing information?
    d. Were they efficient? Were they cost-effective?
    e. Were additional tools required?
35) Was the financial management of the project monitoring and evaluation budget efficient?
    a. Were sufficient resources allocated to monitoring and evaluation?
    b. Were these resources allocated effectively?
    c. Were these resources utilized efficiently?

Stakeholder Engagement:

Project management:

36) Did the project develop and leverage the necessary and appropriate partnerships with direct and tangential stakeholders?

Participation and country-driven processes:

37) Did local and national government stakeholders have an active role in project decision-making that supported efficient and effective project implementation?

Participation and public awareness:

38) To what extent did stakeholder involvement and public awareness contribute to the progress towards achievement of project objectives?

Coordination:

39) Was there sufficient coordination among the different actors and stakeholders involved in the project to maximize positive project results?
   a. Was there sufficient awareness and capacity among the various stakeholder groups for them to benefit as intended?

Reporting:

40) How were changes/developments reported by the project management and shared with the Project Board?
   a. How well did the Project Team and partners undertake and fulfil reporting requirements?
   b. How did they address poorly rated PIRs, if applicable?
41) How were lessons derived from the adaptive management process documented and shared with key partners?

Communications:

42) Was project communication with stakeholders regular and effective?
   a. Were any key stakeholders left out of communication?
43) Did communication with stakeholders contribute to a rise in their awareness of project outcomes and activities and investment in the sustainability of project results?
44) Were proper means of communication established to express the project progress and intended impact to the public? (External project communication).
   a. Is there a web presence, for example?
   b. Did the project implement appropriate outreach and public awareness campaigns?

D. Sustainability

Development and Global Environmental benefits

45) To what extent did the project contribute to sustainable development benefits?
   a. To what extent did the project contribute to increased income from sustainable use of natural resources?
   b. What is the magnitude of any such increased income?
   c. What is the distribution of any such increased income?
   d. What is the sustainability of any such increased income?
   e. What could have been done to improve sustainability?
46) To what extent did the project contribute to sustainable global environmental benefits?
47) What were the risks identified in the Project Document, Annual Project Review/PIRs and the ATLAS Risk Management Module?
   a. Were these the most important risks?
   b. Were the risk ratings applied appropriate and up to date?

    c. If not, explain why?

Financial risks to sustainability:

48) What financial and economic resources are available when the funding will have ended?
    a. Were there resources from multiple sources, such as the public and private sectors, income generating activities?
    b. Was there other funding that is likely to be available for sustaining project's outcomes?

Socio-economic risks to sustainability:

49) Are there any social or political risks that could jeopardize sustainability of project outcomes?
50) What is the risk that the level of stakeholder ownership (including ownership by governments and other key stakeholders) would be insufficient to allow for the project outcomes/benefits to be sustained?
    a. Do the various key stakeholders see that it was in their interest that the project benefits continue to flow?
    b. Is there sufficient public / stakeholder awareness in support of the long-term objectives of the project?
    c. What is the possibility that beneficiaries can sustain the benefits beyond UNDP support?
    d. Have exit strategies been developed and discussed with the beneficiaries? Have these been implemented? Which ones and how?

Process-related risks to sustainability:

51) What are the challenges, and the key lessons learnt that are worth considering to ensure sustainability and ownership of the project by the target beneficiaries?
    a. What are the major areas of concern?
    b. What recommendations can be made for sustainability of the project with regard to focus, relevance/ value adding, strategy, policies, approaches etc.?
52) Were lessons learned documented and shared/ transferred to appropriate parties who could learn from the project and potentially replicate and/or scale them?

Institutional Framework and Governance risks to sustainability:

53) Are there legal frameworks, policies, governance structures and processes that pose risks that may jeopardize sustenance of project benefits?
54) Are the required systems/ mechanisms for accountability, transparency, and technical knowledge transfer in place?

Environmental risks to sustainability:

55) Are there any environmental risks that may jeopardize sustenance of project outcomes?

E. Catalytic Effects

56) Was the project financially and/or programmatically catalytic? How?
    a. To what extent were the project related activities catalytic in shaping UN's support?

57) Has the project funding been used to scale-up other peacebuilding work?
   a. Has it helped to create broader platforms for peacebuilding?

F. Gender Equality
58) To what extent are relevant to gender issues included in the project design and implementation?
   a. Are the gender aspects of the project being monitored effectively?
59) Is there a gender marker data assigned to this project?
   a. Is it representative of reality?
60) To what extent has the project promoted positive changes in women participation in the peacebuilding process?
   a. Were there any unintended effects?

G. Human Rights
61) To what extent have disadvantaged and marginalized groups benefited from the project?

H. Coordination
62) To what extent has the project been working in coordination with IGAD, SECCCI and other EUTF supported projects in the region?

The END

UNDP - CROSS BORDER PROJECT END TERM EVALUATION

Project title: Cross-border Cooperation between Ethiopia and Kenya for Conflict Prevention and Peace Building in Marsabit-Moyale Cluster

Interview / Discussion Guide: Peace Committees (Members of the Cross-Border Peace Committees)

Time: 1 to 1$^{1/2}$ hours

Preliminary;

What was your role in the cross border project?

A. Project Strategy

Project design:
   1) What are the current trends / developments in peace building and prevention of violent conflict situation in your area that are related to UNDP's work?
      a. In your view, how important has UNDP's program been to beneficiaries' peace building and prevention of violent conflict needs/priorities?

b. Which products & services did UNDP offer to the communities to best serve their peace building and prevention of violent conflict needs?

c. Do the beneficiaries feel they own the project?

d. Were your views considered during project design processes?

2) To what extent were the project interventions useful to you as members of the peace committee?

a. How have the interventions met your felt peace building and prevention of violent conflict needs?

b. What other needs or things do you feel should have been taken into account during the project interventions?

3) How would you rate UNDP's responsiveness to the peace building and prevention of violent conflict needs in the project area?

a. What areas of project focus do you think the project did not give adequate attention to?

b. What areas of relevance do you think the project did not give adequate attention to?

c. What areas of value adding do you think the project did not give adequate attention to?

d. What areas of strategy, policies, approaches etc. do you think the project did not give adequate attention to?

B. Progress Towards Results

Progress Towards Outcomes:

4) What are the most significant changes that UNDP supported work has brought /contributed to?

a. On what program areas has UNDP performed particularly well and why?

b. Overall, what are the significant success stories?

c. What elements of the programs have not worked well or should have been done differently during the project implementation period?

i) Would there have been, a more effective way of addressing the problem(s) and satisfying the needs?

5) Were local government officials and /community members trained on conflict prevention, peacebuilding and small arms control?

a. What has been the key outcome of the trainings?

6) Were community members trained on citizen participation in peacebuilding and social cohesion?

a. How effectively have they been participating in these?

b. What has been the key outcome of the trainings?

7) Were peace Committee members in Marsabit County, Borana and Dawa Zones trained and mobilized to function on their roles in peace initiatives?

     a. How effectively are peace committee members functioning in their role in peace initiatives?

8) How effectively were Local communities (with a focus on youth and women) trained in environmental management and on conflict early warning systems (EWS) and attend annual policy dialogues for conflict prevention?
     a. How effectively have they reinforced environmental management practice?
     b. How effectively have they utilized conflict early warning systems (EWS)?
     c. Have they attended policy dialogues for conflict prevention? With what results?

9) What tangible peace dividends have been delivered to local communities?
     a. How effective have the haymaking, equipping milk coolers and the distribution of energy saving stoves been as dividends?
     b. What benefits have been realised in the communities as a result of these dividends?

C. Project Implementation and Adaptive Management

Stakeholder Engagement:
     Participation and public awareness:

10) To what extent did your involvement contribute to the progress towards achievement of project objectives?
     Coordination:

11) What were the coordination mechanisms for different actors and stakeholders involved in the project to maximize positive project results?
     a. Was there sufficient awareness and capacity among the various stakeholder groups for them to benefit as intended?

Communications:

12) How regular was the project communication with the peace committee? What were the channels used for communication?
     a. Which key stakeholders were involved in communication?

13) What were the means of communication established to share the project progress and intended impact to the public?
     a. is there a web presence?
     b. What outreach and public awareness campaigns did the project implement?

D. Sustainability

Development and Global Environmental Benefits Sustainability

14) Which sustainable development(s) has the project contributed to?
     a. To what extent has the project contributed to increased income from sustainable use of natural resources?
     b. What is the magnitude, distribution and sustainability of any such increased income?
     c. How can the benefits of this project be sustained?

15) what were the social and political risks that slowed the achievement of the project outcomes?

16) Were there any impediments to stakeholder ownership (including ownership by governments and other key stakeholders) that negatively affected the achievement of project outcomes/benefits?
   a. What interests of the peace committees were addressed by the project? Which ones were not addressed?
   b. What are the public / stakeholder awareness in place in support of the long-term objectives of the project?
   c. How can the peace committee sustain the benefits beyond UNDP support?
      What are the exit strategies in place for the peace committee to sustain the benefits of the project once UNDP exits? How do you intend to implement them?

F. Gender Equality

17) To what extent are relevant to gender issues included in the project design and implementation?
   a. Are the gender aspects of the project being monitored effectively?

18) To what extent has the project promoted positive changes in women participation in the peacebuilding process?
   b. Were there any unintended effects?

G. Human Rights

19) To what extent have disadvantaged and marginalized groups benefited from the project?

The END

UNDP - CROSS BORDER PROJECT END TERM EVALUATION

Project title: Cross-border Cooperation between Ethiopia and Kenya for Conflict Prevention and Peace Building in Marsabit-Moyale Cluster

Interview / Discussion Guide: Local Communities (Elders, Women, Youth and Religious Leaders)

Time: 1 to 1 1/2 hours

A. Project Strategy

Project design:

1) In your view, how important has UNDP's program to been your conflict prevention and peace building needs/priorities?
   a. Which products & services should UNDP have offered to the Elders/Women/Youth in order to best serve their conflict prevention and peace building needs?
   b. Do you feel you own the project?
   a. Were your views considered during project design processes?
2) To what extent do you regard the project interventions as having been useful to you as members of the community?
   a. Have the interventions met your felt conflict prevention and peace building needs?
   b. What are the community emerging needs or things that you feel should be taken into account for future interventions?
3) What recommendations can you make to UNDP with regard to focus, relevance/ value adding, strategy, policies, approaches etc.?

B. Progress Towards Results

Progress Towards Outcomes:

4) What are the most significant changes that UNDP supported work has brought to you/contributed to?
   a. On what program areas has UNDP performed particularly well and why?
   b. Overall, what are the significant success stories?
   c. What elements of the programs have not worked well during the project implementation period?
   d. Would there have been, a more effective way of addressing the problem(s) and satisfying the needs?
5) Were you trained on citizen participation in peacebuilding and social cohesion?
   c. How effectively have they been participating in these?
   d. What has been the key outcome of the trainings?

6) How effectively were you (with a focus on youth and women) trained in environmental management and on conflict early warning systems (EWS) and attend annual policy dialogues for conflict prevention?
   d. How effectively have they reinforced environmental management practice?
   e. How effectively have they utilized conflict early warning systems (EWS)?
   f. Have they attended policy dialogues for conflict prevention? With what results?
7) What tangible peace dividends have been delivered to local communities?
   c. How effective have the haymaking, equipping milk coolers and the distribution of energy saving stoves been as dividends?
   d. What benefits have been realised in the communities as a result of these dividends?

C. Project Implementation and Adaptive Management

Stakeholder Engagement:
   Participation and public awareness:
8) To what extent has your involvement contributed to the progress towards achievement of project objectives?

Communications:
9) Has the project communication with the community been regular and effective?
   a. Were there any key stakeholders left out of communication?
10) What were the means of communication established to share the project progress and intended impact to the public?
   a. Was there a web presence?
   b. What were the project outreach and public awareness campaigns that were put in place?

D. Sustainability

Development and Global Environmental benefits Sustainability
11) How has the project contributed to sustainable development benefits?
   a. To what extent has the project contributed to increased income from sustainable use of natural resources?
   b. What is the magnitude, distribution and sustainability of any such increased income?
   c. What could be done to improve sustainability?

Socio-economic risks to sustainability:
12) What social or political risks may jeopardize the sustainability of project outcomes?
13) Is there adequate community ownership of the project to allow for sustainable outcomes/benefits?
   a. Were your interests taken into account that enabled the project benefits to flow as required?

b. Was there sufficient public / community awareness in support of the long-term objectives of the project?

c. How can you sustain the benefits beyond UNDP support?

d. Were the project exit strategies developed and discussed with you? Were these implemented? Which ones and how?

F. Gender Equality

14) To what extent are relevant to gender issues included in the project design and implementation?

    c. Are the gender aspects of the project being monitored effectively?

15) To what extent has the project promoted positive changes in women participation in the peacebuilding process?

    d. Were there any unintended effects?

G. Human Rights

16) To what extent have disadvantaged and marginalized groups benefited from the project?

The END

UNDP - CROSS BORDER PROJECT ENDTERM EVALUATION

Project title: Cross-border Cooperation between Ethiopia and Kenya for Conflict Prevention and Peace Building in Marsabit-Moyale Cluster

Interview Guide: <u>CSOs</u>

Time: <u>45 Mins to 1 hour</u>

A. Project Strategy

Project design:
1) What is the relevance of the project strategy?
    d. What critical trends/ developments in peace building and prevention of violent conflict did the project address?
    e. In your view, what was the relevance of UNDP's program portfolio to;
        i) Beneficiaries' needs/priorities;

        ii) National/regional and devolved development priorities/policies

    f. In your view, how did the products & services offered by UNDP to the communities best serve their needs?
2) How useful were the project interventions to CSOs in the region?
    a. What needs of CSOs did the interventions address?
    b. Kindly identify the interventions that were most appreciated (why and why not)?
    c. Which were emerging needs or issues that were taken into account during the intervention period of the project?
3) How do you rate UNDP's responsiveness to the peace building and prevention of violent conflict needs in the project area during the implementation period?
    a. What were the major areas of concern?
    b. What changes were necessary for consideration during project implementation in regard to focus, relevance/ value adding, strategy, policies, approaches etc.?
    c. How did UNDP respond to these in regard to focus, relevance/ value adding, strategy, policies, approaches etc.?
Results Framework/Log frame:
    a. Are the project's objectives and outcomes or components as you them clear, practical, and feasible within its time frame?
    b. To what extent has the project led to beneficial development effects (i.e. income generation, gender equality and women's empowerment, improved governance etc...) that should be included in the future project results framework?
        i. Have the broader development and gender aspects of the project been achieved?

    ii.   To what extent has gender equality and women's empowerment been enhanced?

    iii.   To what extent has governance improved?

B. Progress Towards Results

Progress Towards Outcomes:

4) What are the most significant changes that UNDP supported work has contributed to?

    a. On what program areas has UNDP performed particularly well and why?

    b. Overall, what are the significant success stories?

    c. What are the challenges and lessons learnt during the project implementation?

    d. What are your recommendations for improvement?

5) How can the project benefits be further expanded?

C. Project Implementation and Adaptive Management

Communications:

6) How regular and timely was the project communication with your organization?

    a. Which key stakeholders may have been left out of communication?

7) What means of communication were established to share the project progress and intended impact to the public/stakeholders?

    a. Is there a web presence, for example?

    b. Were there appropriate outreach and public awareness campaigns for the project implementation?

D. Sustainability

Development and Global Environmental benefits Sustainability

8) Did the project contribute to sustainable development benefits?

    a. How did the project contribute to increased income from sustainable use of natural resources?

    b. What was done to improve sustainability?

Socio-economic risks to sustainability:

9) What were the social or political risks that slowed down or blocked the sustainability of project outcomes?

10) What was your organization's interest to ensure that the project benefits continued to flow?

    a. Was there sufficient public / stakeholder awareness to support the long-term objectives of the project?

    b. What possibility is there that the local CSOs can sustain the benefits beyond UNDP support?

    c. Are there exit strategies in place and have they been discussed with the local CSOs? How are they going to be implemented?

11) Was there enough coordination among the different actors and stakeholders involved in the project to maximize positive project results?

12) Was there enough awareness and capacity among the various stakeholder groups for them to benefit as intended?
   a. What about in your organization?
13) To what extent was your organization consulted during the design and implementation stages of the project?
14) Did the project seek to promote and build the capacities of your organization and how?
   a. What about the capacities of other organizations?

F. Gender Equality

63) To what extent are relevant to gender issues included in the project design and implementation?
   a. Are the gender aspects of the project being monitored effectively?
64) To what extent has the project promoted positive changes in women participation in the peacebuilding process?
   a. Were there any unintended effects?

G. Human Rights

65) To what extent have disadvantaged and marginalized groups benefited from the project?

The END

UNDP - CROSS BORDER PROJECT END TERM EVALUATION

Project title: Cross-border Cooperation between Ethiopia and Kenya for Conflict Prevention and Peace Building in Marsabit-Moyale Cluster

Interview Guide: Government (County Government of Marsabit, Kenya, Regional Governments of Ethiopia, National Governments of Ethiopia and Kenya)

Time: 1 to 1$^{1/2}$ hours

A. Project Strategy

Project design:
1) Was the project strategy relevant?
   a. In your view, how relevant was UNDP's program portfolio to;
      i) Beneficiaries' needs/priorities?
      ii) National/regional development priorities/policies?
      iii) Devolved development priorities/policies?
   b. In your view, which products & services should UNDP have offered to the communities in order to best serve their needs?

2) How did the project address your Country/County and regional governments' peace building priorities?
   b. Did the government feel they own it?
   c. Was the project concept in line with your national (regional) sector development priorities and plans?
   d. Was the project concept in line with your County priorities as outlined in the County Integrated Development Plan?
   e. Were your perspectives considered during the project design processes?
3) To what extent do you regard the project interventions as having been useful to you as the beneficiaries?
   a. Have the interventions met your felt peace building and prevention of violent conflict needs?
   b. Were the interventions the most appreciated (why and why not)?
   c. What were your peace building and prevention of violent conflict needs or things that you needed to be taken into account for future interventions?
4) How do you rate UNDP's responsiveness to the peace building and prevention of violent conflict needs in the project area?
   a. What were the major areas of concern?
   a. What recommendations could be made for the project period with regard to focus, relevance/ value adding, strategy, policies, approaches etc.?

Results Framework/Log frame:
5) Has the progress so far lead to beneficial development effects?
   a. To what extent has income generation been enhanced?
   b. To what extent has gender equality and women's empowerment been enhanced by the project?
   c. To what extent has governance improved?

B. Progress Towards Results

Progress Towards Outcomes:
6) What are the most significant changes that UNDP supported work contributed to?
   a. On what program areas did UNDP perform particularly well and why?
   b. Overall, what are the significant success stories?
   c. What elements of the programs have not worked well or should have been done differently during the project implementation period?
   d. Would there have been, a more effective way of addressing the problem(s) and satisfying the needs?
7) In what ways could the project have further expanded these benefits (the aspects of the project that have already been successful)?

C. Project Implementation and Adaptive Management

    Participation and country-driven processes:

8) Did you support the objectives of the project?
   a. Did you have an active role in project decision-making that supported efficient and effective project implementation?

    Participation and public awareness:

9) To what extent did your involvement and public awareness contribute to the progress towards achievement of project objectives?

    Coordination:

10) Was there sufficient coordination among the different actors and stakeholders involved in the project to maximize positive project results?

Communications:

11) Was project communication with your office regular and effective?
    a. Were any key stakeholders left out of communication?
12) Was there proper means of communication established to share the project progress and impact to the public?
    a. Was there a web presence, for example?
    b. Did the project implement appropriate outreach and public awareness campaigns?

D. Sustainability

Development and Global Environmental benefits Sustainability

13) To what extent did the project contribute to sustainable development benefits?
    a. To what extent did the project contribute to increased income from sustainable use of natural resources?
    b. What is the magnitude of the increased income?
    c. What is the distribution of the increased income?
    d. What is the sustainability of the increased income?
    e. What could be have been done to improve sustainability?
14) To what extent did the project contribute to sustainable global environmental benefits?

Financial risks to sustainability:

15) Are financial and economic resources likely to be available once the funding has ended?
    a. Are there potential resources from other sources (the public and private sectors, income generating activities) once the funding has ended for sustaining project's outcomes?

Socio-economic risks to sustainability:

16) Are there any social or political risks that may jeopardize sustainability of project outcomes?

17) What is the risk that the level of stakeholder ownership (including ownership by governments and other key stakeholders) would be insufficient to allow for the project outcomes/benefits to be sustained?
   a. Does the government (local/national) see that it is in their interest that the project benefits continue to flow?
   b. Is there sufficient public / stakeholder awareness in support of the long-term objectives of the project?
18) What is the possibility that the government (local/national) could sustain the benefits beyond UNDP support?
19) Have exit strategies been developed and discussed with the government (local /national)?
   a. How are these to be implemented?
   b. Which ones and how?

F. Gender Equality
20) To what extent are relevant to gender issues included in the project design and implementation?
   a. Are the gender aspects of the project being monitored effectively?
21) To what extent has the project promoted positive changes in women participation in the peacebuilding process?
   b. Were there any unintended effects?

G. Human Rights
22) To what extent have disadvantaged and marginalized groups benefited from the project?

The END

Annex 6. Project Information Table

Contributing Outcome (UNDAF/CPD, RPD or GPD):	By 2021 Kenya and Ethiopia are peaceful, secure and inclusive	
Indicative Output(s):	a) Government and non-state actors have technical and financial capacity to promote reconciliation, social cohesion and integration through dialogue, mediation/alternative dispute resolution (ADR); b) Government institutions have capacities for formulation and implementation of gender and human rights responsive strategies and action plans on Prevention and Countering of Violent Extremism (P/CVE).	
Total resources required:		USD 2,037,238[13]
	Kenya	USD 974,682
	Ethiopia	USD 1,633,649
	UNDP TRAC:	
	EU:	EUR 2 million [14]
	Government (10%)	
Unfunded:	GOK	

Table 1 Project Information (Source: Project Document)

Annex 7. List of Stakeholders reached

Name	Region	Position/Role
Dr. Asfwa Kumsa	Kenya	UNDP project staff
Dida Galm	Kenya	Capacity Development, Peace Building and Conflict Prevention officer, UNDP Kenya, Moyale Field Office.
Shimels Assefa	Ethiopia	Team Leader-Governance and Capacity Development, UNDP Ethiopia.
Fisseha Mekonnen	Ethiopia	Programme Specialist- Governance and Capacity Development, UNDP Ethiopia.
Dr. Temesggn Baysa	Ethiopia	Advisor, Oromia Regional Government, Ethiopia.
Megbaru Ayalew	Ethiopia	Director General, Early Warning, Response & Sustainable Solutions, Ministry of Peace
Ali Ibrahim Dida	Kenya	Representative of CSOs
Hon. Galmo Boru	Kenya	County Chief Officer For Culture, Gender Inclusivity, Women and Vulnerable Groups like People Living With Disabilities
Jeremy Lethany	Kenya	Representative of Cohesion Department of The Marsabit County Government
Mohammed Hapicha	Ethiopia	Dawa Zone Dept Administrator
Habibo Jattani	Ethiopia	Moyale Woreda Women's affairs Head
Tiya Miyo	Ethiopia	Borena Zone Women affairs Head
Dabala Ayano	Ethiopia	Moyale Woreda Sport Commission – Borena
Galma Dabaso	Kenya	Traditional Leader – Marsabit
Halkano Dida	Kenya	Peace committee member – Marsabit
Mohammed Guyo	Kenya	Peace Committee member – Marsabit

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[13] Kenya CO EU Budget. Total EU Funded Cross Boarder Budget for Ethiopia and Kenya= US$4,455,750
[14] EU contribution in 2020.

Annex 8. Results Matrix (Achievement of outcomes against End-of-project Targets)

Project Strategy		Indicator[15]	Baseline Level[16]	End of project Target	End of project Achieved
Objective:					
Outcome 1: Improve the capacity of local governments to prevent conflict and promote sustainable peace	**1.1** Capacity of local institutions for conflict prevention assessed	**1.1.1** Capacity Assessment Reports finalized/published /disseminated.	No capacity assessment report yet		38
		1.1.2 Drivers of conflict and conflict prone areas identified.	One participatory action research conducted on drivers of conflict prone areas		0
	1.2 Delivery of policy development framework and planning for cross border peace initiatives conducted.	**1.2.1.** Policy and legal frameworks developed on conflict prevention.	No policy framework.		0
		1.2.3. Planning and M&E tools for enforcement of Legal framework developed for peace building.	No baseline survey report and M&E tools	0	0
Outcome 2: Enhance peace and strengthen community resilience to prevent conflict and withstand shocks	**2.1** Local government officials and /community members are trained on conflict prevention, peacebuilding and small arms control.	**2.1.1.** No local government officials trained on conflict prevention and small arms control.	0		34
		2.1.2. Number of community members trained on peace initiatives in the region	0		116
		2.1.3. Number of police posts equipped with communications equipment.	0		0
		2.1.4. Number of people benefiting from capacity building.	0		150
	2.2. Community members trained on citizen participation in peacebuilding and social cohesion.	**2.2.1.** Number women and youth who are trained on participation in democratic governance and electoral process	0		80
		2.2.2. Number of social and cultural activities organized for community peacebuilding.	0		1
	2.3. Peace Committee members in Marsabit County, Borana and Dawa Zones trained and mobilized to	**2.3.1.** Number of peace committee members trained on their roles.	0		145 (50+80+15)
		2.3.2. Number of women and youth elected into peace committees.	0		0

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[15] Populated with data from the Log frame and scorecards
[16] Populated with data from the Project Document

	function on their roles in peace initiatives.				
	2.4. Local communities (with a focus on youth and women) trained in environmental management and on conflict early warning systems (EWS) and attend annual policy dialogues for conflict prevention.	**2.4.1.** Annual policy dialogues held.	0		1
		2.4.2. Conflict early warning systems being used.	0		1
		2.4.3. Number of youth engaged EWS and environmental management.	0		0
		2.4.4. Number of Women engaged in resource managements and EWS activities.	0		0
	2.5: IGAD's Conflict Early Warning and Response Mechanism strengthened for conflict prevention.	**2.5.1.** Number of additional areas being covered by IGAD's EWRS	0		0
		2.5.2. Equipment provided for conflict prevention.	0		294
		2.5.3. Number of successful information sharing incidences.	0		2
	2.6 Tangible peace dividends (such as hay making and equipping milk coolers) are delivered to local communities with a focus on effective natural resource management	**2.6.1.** No/of Hay made & stored by pastoralists.	0		0
		2.6.2. Number of Milk coolers in the region.	0		0
		2.6.3. No of boreholes rehabilitated.	0		0
		2.6.4. Number of people trained on management of resources.	0		
Outcome 3: Enhance efficiency and effective delivery of outputs and activities on conflict and peacebuilding	**3.1** Project management unit established	**3.1.1**. Number of staff hired	0		3
		3.1.2. Rate of delivery	2%		
	3.2. Monitoring, Evaluation and Reporting	**3.2.1.** Impact and timely delivery of outputs/activities	0		