United Nations Development Programme

Country: Djibouti

Initiation Plan

Project Title: **Building Resilience and Enhancing Social Cohesion in Djibouti**

Expected UNDAF/CP Outcome(s): **UNDAF Outcome 4: Strengthening population resilience and promoting equitable regional development**

Expected CPD Output(s):

Output 1.1. Enhanced institutional and individual capacities for inclusive access to sustainable livelihoods, inclusive finance, and job opportunities

Output 3.1: National capacities for inclusive and evidence-based governance and development planning, programming and aid coordination are strengthened for sustainable development

Initiation Plan Start/End Dates: **February to December 2021 (10 months)**

Implementing Partner: **UNDP**

Brief Description

Djibouti is a peaceful country in a region prone to internal and inter-state conflicts. Stability and its strategic location enabled the country to be a host for foreign military forces that are engaged in peace operation in the Horn of Africa. However, climate patterns and political dynamics in the region, heavy migration flows from the Horn region and the COVID-19 pandemic have gradually impacted the country social fabric and ultimately created vulnerabilities on people's livelihoods. These have caused inter-communal disputes.

Recently, a few inter-communal tensions have been observed in the triangular border area between Ethiopia, Somalia, and Djibouti where pastoralists reside and make a living mostly by shepherding cattle and camels. The situation could further deteriorate due to various factors, including tensions associated with upcoming elections, resumption of political dialogues, competition over scars natural resources, climate change as a risk multiplier and deteriorating economic conditions. These trends required enhanced engagement and increased the role of the Government of Djibouti, and in particular of the Ministry of Interior, in enhancing social cohesion, and sustaining peace and development in the country.

In response to the current situation, UNDP will undertake a rapid and longer-term conflict assessments, analyse data, and initiate projects to strengthen the capacities of the Government of Djibouti through policy advisory and programming. This effort would enhance the national capacities to address the roots causes of conflicts, monitor conflict dynamics, engage in mediation efforts and sustains peace and security in the borderlands. The project will be implemented in collaboration UNDP Country Offices in Ethiopia, Somalia, as well as the newly established UNDP Africa Borderlands Centre and the Office of the Special Envoy for the Horn, to effectively and jointly assess the local and regional impact of the ongoing disputes, conceptualize and develop conflict prevention and risk mitigation measures.

The project initiation plan will also conduct an institutional capacity assessment of the Ministry of interior and provide capacity strengthening role to the Ministry to improve its ability to respond to the evolving national and regional context.

Programme Period:	10 months
Atlas Project Number:	N/A
Atlas Output ID:	N/A
Gender Marker:	Marker 2

Total resources required	220,000 USD
Total allocated resources:	_____
• Regular	220,000 USD
• Other:	
○ Donor	_____
○ Donor	_____
○ Government	_____
Unfunded budget:	_____
In-kind Contributions	

Agreed by UNDP:

I. PURPOSE AND EXPECTED OUTPUT

1. Situation Analysis

Djibouti is located in the Horn of Africa and it borders Somalia in the south, Ethiopia in the southwest, Eritrea in the north, and the Red Sea, and the Gulf of Aden in the east. The country has a total area of 23,200 square kilometres, which is one of the smallest countries in Africa. Djibouti is predominantly inhabited by two ethnic groups, the Somali and Afar, and Yemeni descent Arabic speaking people. While the country is relatively stable, the impact of climate change as a risk multiplier and political dynamics in the region have gradually affected people's livelihoods and caused tribal disputes at country and regional levels.

The confrontational situation is happening in the triangular border area between Ethiopia, Somalia, and Djibouti where pastoralists reside and make a living mostly by shepherding cattle and camels. Two factors are sought to have increased tribal disputes. One is cattle raids across borders, inciting conflict between multiple ethnic groups on the borderlands. The other factor is the disregard of borders and boundaries due to high competition for scarce natural resources in feeding livestock. The Government of Djibouti estimates nearly 46,000 people would be affected by the conflicts in case the situation worsens.

The Government of Djibouti anticipates an increase in these types of conflicts as the three countries approach the election season[1] further exacerbating existing conflicts in the borderlands. Due to the onset of COVID-19 and other factors, some elections in the region were delayed and political dialogues suspended between the three countries since mid-2020. However, it is expected that reopening political dialogues will influence, and most probably, fuel tensions between the pastoral ethnic groups. Moreover, these tribal disputes have been recurrent in the past few decades, especially in the Afar region crossing Ethiopia and Djibouti due to the scarcity of pastoral resources caused by drought, extensive land use, and expansion of farming in the high lands.

Government Response

- Ministry of Interior (MoI) sought UNDP's assistance in assessing the situation, carrying out an in-depth conflict analysis to identify root causes of conflicts and scoping livelihoods interventions;
- MoI offered UNDP full support to data collection, information sharing and advise;
- MoI coordinates with Somali and Ethiopian counterparts if necessary.

[1] Ethiopia- 5 June 2021, Djibouti 9 April 2021, Somalia (delayed)

UNDP Response

In response to the government's request to assess the conflict and build capacities to prevent future violent conflicts, UNDP aims to provide primarily pre-surge support to the government by undertaking a small-scale conflict assessment. This would help to identify root causes, key actors (tribal, socio-economic political and institutional), stakeholders and entry points developing a longer-term/ongoing analysis for the prevention of violent conflicts. The endeavour would also prompt the support to local capacities for peace. The following efforts are underway as a response to the tribal disputes happening in the borderland area aligned with corporate services offers:

- *Rapid assessment phase:*

- Conduct a rapid conflict assessment that brings more clarity on the local context, including demographic, societal, economic, cultural, political and security situation analyses;
- Identify key national/international actors involved in the tribal disputes through a quick actors mapping exercise to know the landscape;
- Identify the key conflict issues and dynamics (dividers and connectors), the root causes of disputes and measure the local and national capacities for peace.

- *In-depth/structural analysis and programming phase[2]:*

- Scope out the possibility of applying innovative means to track cattle movement and mobility as means for better cattle management and conflict mitigation;
- Develop a capacity development model for the local populations in improving agropastoral harvesting and animal feeding methods to reduce the livestock mobility and initiate a number of trainings[3] to local duty-bearers;
- Establish a risk dashboard to monitor conflict triggers identified through the ongoing analysis;
- Carry out a capacity mapping/assessment, design a capacity development programme, and initiate a number of training[4] modules targeting the Ministry of Internal Affairs(MoI), local authorities and civil society groups, including women, elders, religious leaders and business figures to mediate conflicts and promote social cohesion in the communities;
- Conceptualize a future programme offer that combines social cohesion with livelihood supports for the vulnerable populations in the region.

2. Project Outputs and Activities

<u>Output 1: Undertake a rapid conflict assessment and data analysis to identify root causes of conflict in the borderland areas</u>

Activity 1.1: Conduct a short-term assessment to acquire a detailed understanding of root causes of conflict and of local context dynamics, and the peace and security situation in the borderland area. This includes a mapping of key actors (political, cultural, religious, economic, and societal) reflecting the linkages/correlations between key actors and structural causes of conflicts.

Activity 1.2: identity primary and secondary risk factors along with corresponding indicators to track and monitor through a crisis risk dashboard to continuously improve and support ongoing analysis.

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[2] The primary focus of the 12-month PIP is to carry out the analysis (rapid and in-depth) to inform the development of a longer-term project. The PIP will also include initiation of some activities that can kickstart the longer-term engagement.

[3] Other capital or technological support requirements such as the use of drought resilient crop seeds, access to water and micro-capital support to be scoped during the PIP but carried out during the subsequent offer.

[4] Institutional capacity building and policy advise to be informed by the PIP but carried out during the longer-term project

Output 2: Strengthen capacities of the government to monitor livestock mobility, mediate existing conflicts and prevent future tribal disputes through innovative solutions

Activity 2.1: Develop a coordination platform between the MoI, local authorities and civil society groups[5] as a space for dialogue, facilitating a common understanding of the situation dynamics, and bolster engagement/trust vertically and horizontally (Government, citizen, as well as mong groups).

Activity 2.2: Initiate and cope out the possible application of digital livestock tracking tools to monitor cattle movement as means for better cattle management and conflict mitigation. Establish taskforce for the monitoring of cattle mobility.

Activity 2.3: Provide the MoI and other identified stakeholders with policy advisory and training support, including conflict mediation, prevention, inclusiveness, social cohesion, as well as livelihood and climate adaptation related interventions such as the possible introduction of drought resilient crop seeds, access to water, and or micro-capital support, among others.

Output 3: Reinforce cross-border management for conflict prevention through programming offers

Activity 3.1: Initiate a triangular early warning system that can be implemented as a chain of information communication systems to monitor conflict triggers

Activity 3.2: Develop capacities of local populations in enhancing sustainable crops production and animal feeding that consider communities dynamics and reduce risk of conflict. Support the local populations immediate possible improvement to overcome scarcity of water or causes of social pressure and instruct them the border limits and importance of the border.

Activity 3.3: Provide logistical and operational support for data collection and M&E

II. MANAGEMENT ARRANGEMENTS

The project will be implemented through a direct implementation modality (DIM), namely the requested funding will therefore be fully managed by UNDP Djibouti. The Programme Analyst will serve as focal point and will also be responsible for assuring qualitative management and results of the project with technical support from the portfolio team leaders. The Resident Representative will ensure that the UNDP programme and project management policies and procedures in the Programme and Project Management Section of the Programme and Operations Policies and Procedures are complied with, and the approved resources are used in line with the conditions and instructions by the Crisis Bureau (CB) outlined in the allocation letter, as well as in accordance with UNDP financial rules and regulations as set out in the Financial Resources Management Section of the Programme and Operations Policies and Procedures. The activities will be implemented in close coordination and collaboration with the Ministry of Interior and the local experts to embody whole-of-society approach.

III. MONITORING

UNDP will monitor the project progress based on the indicators in corresponding its baselines and targets. While the project is being implemented, UNDP will monitor the project with various means, including spot checks, reporting, knowledge evaluation tests to the beneficiaries.

The Monitoring Framework is as follows:

Output	Indicator	Baseline	Target
Output 1. Undertake a rapid conflict assessment and	A rapid conflict assessment completed	0	1

[5] NGOs, traditional/cultural/religious leaders, vulnerable groups, and women and youth.

data analysis to identify root causes of the tribal disputes			
	Key actors and issues identified	0	10
	An assessment report developed	0	1
Output 2: Strengthen capacities of the government to monitor livestock mobility, mediate existing conflicts and prevent future tribal disputes through innovative solutions	A risk dashboard established	0	1
	A digital livestock tracking tool applied	0	1
	A task force established and maintained	0	1
	# of members of MoI and local authorities acquired an in-depth understanding of knowledge shared	0	20
Output 3: Reinforce cross-border management for conflict prevention through programming offers	A triangular early warning system initiated and utilized by three countries	0	1
	# of local people acquired knowledge on harvesting and animal feeding	0	50

IV. WORK PLAN

Period[6]: February-December 2021 (10 months)

EXPECTED OUTPUTS *And baseline, indicators including annual targets*	PLANNED ACTIVITIES *List activity results and associated actions*	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Funding Source	Budget Description	Amount
Output 1: Undertake a rapid conflict assessment and data analysis to identify root causes of the tribal disputes *Indicators:* - *A rapid conflict assessment completed* - *Key actors and issues identified* - *An assessment report developed* *Targets:* - *1 rapid assessment* - *1 assessment report containing key actors and issues developed*	Activity 1.1: Conduct a short-term assessment to acquire a detailed understanding of root causes of conflict and of local context dynamics, and the peace and security situation in the borderland area. This includes a mapping of key actors (political, cultural, religious, economic, and societal) reflecting the linkages/correlations between key actors and structural causes of conflicts.	X				UNDP/MoI	CB	Assessment Consultants	$30,000
	Activity 1.2: Identity primary and secondary risk factors along with corresponding indicators to track and monitor through a crisis risk dashboard to continuously improve and support ongoing analysis.	X				UNDP/MoI		Mapping Consultants	$40,000
Output 1: Subtotal									$70,000

[6] Maximum 18 months

Output 2: Strengthen capacities of the government to monitor livestock mobility, mediate existing conflicts and prevent future tribal disputes through innovative solutions *Indicators:* - *A risk dashboard established* - *A digital livestock tracking tool applied* - *# of members of MoI and local authorities acquired an in-depth understanding of knowledge shared* *Targets:* - *1 risk dashboard established* - *1 digital livestock tracking system applied* - *Over 20 members acquired a full understating of shared knowledge*	Activity 2.1: Develop a coordination platform between the MoI, local authorities and civil society groups[7] as a space for dialogue, facilitating a common understanding of the situation dynamics, and bolster engagement/trust vertically and horizontally (Government, citizen, as well as mong groups).		X	X		UNDP/MoI	CB	Technical assistance Consultants	$10,000
	Activity 2.2: Initiate and cope out the possible application of digital livestock tracking tools to monitor cattle movement as means for better cattle management and conflict mitigation. Establish taskforce for the monitoring of cattle mobility		X	X		UNDP		Technical assistance	$10,000
	Activity 2.3: Provide the MoI and other identified stakeholders with policy advisory and training support, including conflict mediation, prevention, inclusiveness, social cohesion, as well as livelihood and climate adaptation related interventions such as the possible introduction of drought resilient crop seeds, access to water, and or micro-capital support, among others.			X		UNDP		Technical assistance Workshops	$10,000
Output 2: Subtotal									$30,000

[7] NGOs, traditional/cultural/religious leaders, vulnerable groups, and women and youth.

Output 3: Reinforce cross-border management for conflict prevention through programming offers *Indicators:* - *A triangular early warning system established and utilized by three countries* - *# of local people acquired knowledge on harvesting and animal feeding* *Targets:* - *1 triangular early warning system established and utilized by three countries* - *Over 50 local people acquired knowledge on harvesting and animal feeding*	Activity 3.1: Initiate a triangular early warning system that can be implemented as a chain of information communication systems to monitor conflict triggers			X	X	UNDP	CB	Technical assistance Consultants	$10,000
	Activity 3.2: Develop capacities of local populations in enhancing sustainable crops production and animal feeding that consider communities dynamics and reduce risk of conflict. Support the local populations immediate possible improvement to overcome scarcity of water or causes of social pressure and instruct them the border limits and importance of the border			X	X	UNDP		Technical assistance Workshops	$30,000
	Activity 3.3: Provide logistical and operational support for data collection and M&E		X	X	X	UNDP		Procurement of goods and services	80,000
Output 3: Subtotal									$120,000
Grand total									$220,000