



International Organization for Migration (IOM)

Project Proposal:

COORDINATED BORDER MANAGEMENT IN NIGER, MALI, MAURITANIA AND BURKINA FASO

Project Data Table

Project type:	Technical Cooperation on Migration Management and Capacity Building (TC)
Secondary project type:	n/a
Geographical Coverage:	Sahel (Niger, Mauritania, Mali and Burkina Faso)
Executing agency:	International Organization for Migration (IOM)
Beneficiaries:	Local populations in the cross-border communities in Sahel and the governmental agencies responsible for border management namely; Niger: Ministry of Interior; Immigration and border authorities in Niger; communities living at borders with Burkina Faso and Mali; Mauritania: Directorate of Territorial Surveillance (DST: <i>Direction de la Surveillance du Territoire</i>), the Ministry of Interior and Decentralization Mali: Directorate of Border Police (DPAF: <i>Direction de la Police des Frontières</i>), the Ministry of Interior and Security Burkina Faso : Ministry of Interior, Immigration and border authorities, communities living at borders with Mali;
Partner(s):	Niger: Ministry of Interior, Direction Générale de la Police Nationale DGPN (DGPN), Direction de surveillance du Territoire (DST), Nigerien border authorities (borders with Burkina Faso and Mali) ; Mauritania: Ministry of Interior and Decentralization Mali: Ministry of Interior and Security Burkina Faso : Ministry of Interior JICA
Management site:	Niamey, Niger
Duration:	12 months
Estimated budget:	1,425, 000 USD

SUMMARY

The Sahel represents one of the most unpredictable and volatile regions in Africa today. The porous and largely unregulated borders are a major contributing factor to insecurity in the Sahel region. Weak border controls have allowed transnational criminal and terrorist groups (AQIM, MUJAO, Al-Sharia, Boko Haram, Al-Mulathameen Brigades) to expand activities in recent months with relative ease throughout the region with negative impacts for the local populations.

This project will contribute to the enhancement of regional security in the Sahel by developing stronger and more coherent regional approach to border management. More specifically, it will focus on strengthening operational and strategic capacities to foster stronger connections between migration control and law enforcement systems among the States in the Sahel. A parallel JICA funded specific initiative will be closely coordinated in Niger, most fragile country, and closely ensuring resource efficiency and upholding successful results at regional level.

The Project consists of four sets of activities to achieve:

1. Enhancement of migration management procedures, including border management mechanisms as well as modern investigation and risk analysis techniques to counter transnational crimes and intercept possible terrorists crossing the borders;
2. Enhancement of the capacities of border management agencies to collect, analyse and report evidence-based detailed statistics on cross border flows of people, including collection of biometric data;
3. Engagement of cross-border communities in improving border security addressing threats as well as in maximizing the development potential of border management, and
4. Preparedness for sudden changes in cross-border movements, in order protect the human rights of those who cross international borders, as well as to ensure the continued maintenance of the national security and economy of states affected by increased cross border flows.

The project timeframe is 12 months.

1. RATIONALE

States in the Sahel are not sufficiently equipped to effectively control their borders, ensure human security as well as prevent and respond to the various security threats. The recurring displacement of populations across the borders in the region also calls for strengthening the capacity of authorities in humanitarian border management to address sudden changes in cross-border movements.

Border points in the region often lack basic travel document verification tools and are manned for the most part by insufficiently trained staff on passport examination procedures and latest trends of document forgeries. Border posts are also affected by limited communication systems and in urgent need of vehicles to ensure border patrolling. Furthermore, most border points are disconnected from global and national criminal watch-list mechanisms. This creates a severe gap that wanted criminals could take advantage of when in need to move across this region. Moreover, the establishment of official crossing points is not always coordinated with other bordering countries, which contribute to the lack of effective border control mechanisms and further encourages irregular migrations across the border and promotes all forms of cross-border crimes, including smuggling of migrants and trafficking of human beings, in addition to all forms of illegal smuggling of

goods, arms and drugs which is known to be among the main financial sources of international organized crime.

Finally, the widespread flow of arms, drug trafficking, kidnapping and massive inflow of population (with the risk of infiltration of members of these criminal /terrorists groups) have enabled criminal and terrorist groups to maintain a strong presence in the region, effectively competing with national governments for territorial control.

In this context, IOM will work within Niger, Mauritania, Mali and Burkina Faso to assess and enhance their respective border management control mechanisms with the objective to contribute to the enhancement of regional security in the Sahel by developing stronger and more coherent approaches to border management.

This harmonization of capacities and procedures will be facilitated by the information sharing which was introduced in May 2014, as part of the Declaration of Nouakchott during the G5 Sahel¹ Forum. The declaration stressed the need for the Sahel countries to create a common mechanism/platform for information exchange.

The project will pay special attention during design and implementation of the activities to the gender aspect of border management including for victims of trafficking, unaccompanied migrant children as well as victims of exploitation and abuse. National authorities will also be encouraged to ensure gender balance among the participants in trainings. The trainings and activities will also build capacity in how to address gender and age related needs and sensitivities while performing daily duties at the border.

1.1. Countries specificities and synergies

The project targets countries with different contexts and specificities. Initial field assessment will ease the definition of country-tailored baselines, highlighting possible synergies and updated data to ease a harmonized implementation of the activities. However, synergies with already undergoing or planned IOM interventions have been taken into account to adapt activities and outcomes of the project to maximize efficiency of available resources to contribution to the overall objective of this project.

Mali and Mauritania (see Results matrix below) are not included in direct implementation activities under outcome 2 Migration data collection & Analysis, outcome 3 Engagement of cross-border communities in improving border security and outcome 4 Preparedness for sudden changes in cross-border movements, but will contribute to the achievement of the overall objective, as they will be covered under the IOM project funded by Japan in 2015-6 (Grant Aid for Conflict Prevention and Peace-Building). Activities not included for both countries include: development of modules and materials, training or trainers of senior officials, development of SOPs and a bilateral drill shall, and targeting 8 communities for Cross border communities mediation activities.

¹ G5 Sahel : Burkina Faso, Mauritania, Mali, Niger, Tchad

In Mauritania, some border posts with Mali have been constructed or rehabilitate and equipped under projects implemented by IOM. However, Mauritanian government currently does not support the use of MIDAS as its BMIS and thus is not included in activities under outcome 2 Migration data collection and analysis (see Results matrix below). Nevertheless, the synergy with mentioned project Grant Aid for Conflict Prevention and Peace-Building will contribute to the overall objective by the enhancement of its risk analysis system in 2015-2016.

2. PARTNERSHIPS AND COORDINATION

The proposed intervention is in line with the UN Strategy and is also supported by the concerned governments, who met within the G5 Sahel Forum, to discuss regional border management cooperation in Nouakchott, Mauritania in May 2014.

Overall implementation of the project will be carried out at the regional level, with a strong emphasis on supporting the implementation of specific and adapted country level interventions. Border management activities will be conducted in coordination with the respective Ministry of Interior of Niger, Mauritania, Mali and Burkina Faso. Efforts will also be made to coordinate border management activities with JICA's supported initiatives in the sub-region relating to good governance and promotion of rule of law processes, where relevant. Immigration and border management JICA's initiative to be implemented by IOM in Niger addressing Niger specificities, as most fragile and threatened country by increasing cross border flows of the region, will be closely synchronized to strengthen regional impact of parallel and harmonized initiatives. IOM has also initiated a bilateral coordination platform at the regional level with UNODC which will ensure the possibility to include specific cooperation with UNODC within IOM programming. The regional coordination is based on a Global MoU that IOM and UNODC have signed on 17 April 2012.

The project manager will be based in Niamey, with frequent travels in the region to ensure a close collaboration within IOM offices and government authorities in the four countries. Standard equipment, tools, trainings and procedures will be adapted to each specific country context. Best practices adopted in one country might be reproduced in other countries with the aim of enhancing the overall border management capacity through a coordinated approach ensured by the overall IOM supervision.

2.1. Communication and visibility

A project website will be created to enable direct access to project objectives, main activities through official documents, images, and interactive contents to monitor the project implementation. The website will be used also as an internal management tool to allow real-time communication and coordination among project focal points in the selected countries.

Throughout the project, IOM will also ensure that the Government of Japan obtains visibility for funding this initiative in each country as well as at regional level. IOM will closely monitor the use of logos on project deliverables. In addition, it will invite Embassy staff to events and ceremonies associated with the project. During the launch of project (months 1-2), each IOM office will organize launch events with host governments to introduce the activities and its regional approach.

In the central phase (months 3-10), each activity involving government counterparts and border authorities, such as handover ceremonies (rehabilitated border posts, equipment), trainings and regional workshops, will be accompanied by official press releases with local and international media.

In the closing phase (months 11-12), final products, such as reports and standard procedures, will be officially handed over and disseminated among government and technical partners. The final evaluation (see below) will be also carried out to take stock of the project achievements and formulate recommendations for future actions.

3. EVALUATION

An evaluation will be conducted by IOM during the last months of implementation according to established IOM monitoring and evaluation criteria, with a focus on impact that the project had on border management capacities in the targeted countries. This document will guide future interventions with regards to border management in the Sahel. The baselines will be verified and/or established at the beginning of the project implementation.

4. RESULTS MATRIX

	<i>Indicators</i>	<i>Baseline</i>	<i>Target</i>	<i>Assumptions</i>
<p>Objective: To contribute to the enhancement of regional security in the Sahel by developing stronger and more coherent approaches to border management.</p>	<ul style="list-style-type: none"> – Continuous utilization by the governments of Niger, Mauritania, Mali and Burkina Faso of the new approaches, such as coordination mechanisms, SOP and training modules, developed in this project – Continuous contribution by the cross-border communities for the border security 	<ul style="list-style-type: none"> – Border management capacities are limited, border posts are not sufficiently equipped and they are not connected to central border authorities. 	<ul style="list-style-type: none"> – Coordination mechanisms are maintained. – SOP are kept implemented (with necessary periodical review). – Training modules and materials are institutionalized and kept used (with periodical review). – Cross border communities are kept encouraged by the respective government and continue to contribute to border security. 	
<p>Outcome: Existence of strengthened operational and strategic capacities to foster stronger connections between migration and law enforcement systems among the States in the Sahel.</p>	<ul style="list-style-type: none"> – Increase of the number of detected cases at the border posts – Increase of the number of the cases detected through the information from local communities 	<ul style="list-style-type: none"> – Baseline figures shall be identified with a rapid assessment at the initial phase of the project 	<ul style="list-style-type: none"> – 20% increase after the project of the detection of the cases of forged documents, smuggling attempts, arrests of wanted or suspects of transnational crimes, at border posts 	<p>Continuous engagement of Government officials (including Niger, Mauritania, Mali and Burkina Faso) in border management activities throughout the project.</p>
<p>Output1: Enhanced migration management procedures</p>	<ul style="list-style-type: none"> – Number of relevant actors, infrastructure and equipment 	<ul style="list-style-type: none"> – Missing baseline information shall be identified with a rapid 	<ul style="list-style-type: none"> – 1 mapping drafted and shared with relevant 	<ul style="list-style-type: none"> • Continued engagement and support of the concerned governments to improve border management and security through the regional

<p>are introduced in all four countries, including border management mechanisms as well as modern investigation and risk analysis techniques to counter transnational crimes and intercept possible terrorists crossing the borders.</p>	<p>identified along the targeted Sahel borders.</p> <ul style="list-style-type: none"> – Number of regional coordination mechanisms established – Number of Regional coordination meetings held – Number of Training Material on Document Examination Procedures, Modern Investigation techniques and Risk analysis Techniques developed and adopted. – Number of senior officials trained as trainers – Number of junior officers trained in cascade training 	<p>assessment at the initial phase of the project</p>	<p>stakeholders</p> <ul style="list-style-type: none"> – One report with comprehensive analysis and recommendations. – Training modules developed on document fraud, modern investigation and risk analysis techniques and adopted by all target countries – At least 15 senior Border Management and Law enforcement trainers trained (minimum 5 per country: Burkina Faso, Mali and Mauritania) – At least 60 junior officers trained by senior officials in cascade training (minimum 20 per country : Burkina Faso, Mali and Mauritania) 	<p>cooperation and the capacity building of border management officials.</p> <ul style="list-style-type: none"> • A limited turn-over is registered within border officials and trained personnel remains appointed to border management for at least 12 months after the end of the project.
<p>Activities for output 1:</p> <p>1.1. Establish baselines through rapid needs assessments in the field</p> <p>1.2. Map relevant actors, infrastructure and equipment along the targeted Sahel borders</p> <p>1.3. Map regional coordination mechanisms</p> <p>1.4. Organize regional coordination meetings</p> <p>1.5. Develop Training Material on Passport Examination Procedures, Modern Investigation and Risk analysis</p>				<ul style="list-style-type: none"> • Border management and law enforcement officials are available to participate to the planned activities (trainings, seminars). • Availability of qualified experts in each concerned country for the quick development of training modules and materials

Techniques				
1.6. Deliver training of trainers for border management and law enforcement agencies				
1.7. Deliver trainings for border management and law enforcement agencies				
<p>Output 2: The capacity of border management agencies to collect, analyse and report evidence-based detailed statistics on cross border flows of people, including collection of biometric data, is enhanced in the targeted countries.</p>	<ul style="list-style-type: none"> – Number of border posts rehabilitated – Number of border posts equipment delivered – Installation of MIDAS and Interconnection with Interpol Database in all 4 countries – Interconnection between Border Posts and Immigration HQ Installed – number of MIDAS facilities operational in each country – Number of MIDAS senior Administrators trained – Number of MIDAS users trained 	<ul style="list-style-type: none"> – Missing baseline information will be identified with a rapid needs assessment conducted at the initial phase of the project 	<ul style="list-style-type: none"> – 2 border posts rehabilitated – 4 posts equipped with MIDAS: rehabilitated border posts and installed MIDAS hubs (Burkina Faso and Mali) – 2 MIDAS hubs installed at Immigration HQ for centralisation and analysis of migration related data(Burkina Faso and Mali) – Connectivity between Immigration HQ and Border Posts in all border posts – 2 National MIDAS Training facility for continuous learning (one per country) – 10 of senior Administrators trained on MIDAS (at least 5 per country : Burkina Faso and Mali) – 20 junior users trained on MIDAS (at least 10 per country : Burkina Faso and Mali) 	<ul style="list-style-type: none"> • Each government’s continuous support for the use of MIDAS as its border management information system (BMIS). • Maintained socio-political stability around the area of the selected border posts

<p>Activities for output 2:</p> <p>2.1. Establish baselines through rapid needs assessments in the field</p> <p>2.2. Rehabilitate 2 border posts rehabilitation and install 2 MIDAS hubs (1 per country : Burkina Faso and Mali)</p> <p>2.3. Equip border posts and MIDAS hubs (2 per country : Burkina Faso and Mali)</p> <p>2.4. Install MIDAS and Interconnection with Interpol database, inclusive of expert services and post project technical support</p> <p>2.5. Install interconnection between target Border Posts and Immigration HQ</p> <p>2.6. Deliver training on MIDAS</p> <p>2.7. Deliver training on IT skills related to MIDAS</p>				<ul style="list-style-type: none"> • Each government’s decision to the introduction of MIDAS as its border management information system (BMIS). • Direct access for IOM is maintained to allow monitoring of rehabilitation works. • Contractors are locally available.
<p>Output3:</p> <p>Promoted engagement of cross-border communities in improving border security addressing threats as well as in maximizing the development potential of border management, including facilitating mobility for cross-border populations.</p>	<ul style="list-style-type: none"> – Number of cross Border Communities initiatives, including assessments – Number of Awareness campaigns for strengthening local reporting and coordination – Number of participants to Facilitation and Coordination of local meetings, working groups and Consultations – Number of completed workshops on Cross Border Communities mediation – Number of equipment and tools delivered 	<ul style="list-style-type: none"> – To be identified with a rapid needs assessment to be conducted at the initial phase of the project 	<ul style="list-style-type: none"> – One Research report on the role of cross-border communities in improving border security with analysis and recommendations – A minimum of 16 Consultations with cross border communities & local border authorities (2 per country) – 3 cross border communities (other than the areas between Mauritania and Mali) receive targeted information and have a better understanding on how to contribute to improving security in the border areas– how to reach the Border Police to notify 	<ul style="list-style-type: none"> • Maintained socio-political stability around the area of the selected cross border communities • Continuous engagement and support of the concerned governments to improve border management and security through the engagement of cross border communities

			<p>security related information.</p> <ul style="list-style-type: none"> – 100 Cross border community members and local authorities attending workshops – Tools and equipment provided based on research findings (communication means, transportation facilitation- ex motorcycles) 	
<p>Activities for output 3:</p> <p>3.1. Establish baselines through rapid needs assessments in the field</p> <p>3.2. Provide technical support for cross border communities</p> <p>3.3. Conduct awareness campaign and strengthening local reporting and coordination</p> <p>3.4. Facilitate and coordinate local meetings, working groups and consultations</p> <p>3.5. Organize local workshops for cross border communities mediation</p> <p>3.6. Provide equipment and tools to the cross order communities to monitor the security of the border area (communication means, transportation facilitation- such as motorcycles and etc.)</p>				<ul style="list-style-type: none"> • Cooperation by the leaders of the concerned cross border communities • Potential interest to the security issue among local population in cross-border communities • IOM has direct access to cross border communities, with respect to national security procedures, mediation and mechanisms (i.e. military escort where necessary). • Equipment is available in country or is possible to purchase in another country without major delays.
<p>Outputs 4:</p> <p>Enhanced preparedness for sudden changes in cross-border movements, in order to protect the human rights of those who cross international borders, as well as to ensure the continued maintenance of the national security and</p>	<ul style="list-style-type: none"> – SOP available for coordination and collective preparedness, Facilitating bilateral workshops and drills, Training for Trainers and Monitoring of Trainings. – Number of government partners 	<ul style="list-style-type: none"> – To be identified with a rapid needs assessment to be conducted at the initial phase of the project 	<ul style="list-style-type: none"> – 3 national consultations and workshops on SOP carried out – 45 officials from relevant ministries and border agencies trained on development of contingency planning and emergency 	<ul style="list-style-type: none"> • Continuous engagement and support of the concerned governments in this process to develop and implement the SOP and the conduction of drills.

economy of states affected by increased cross border flows.	for national SOP. – Number of participants to National Trainings on the operationalization of the SOP		procedures (6 from each country).	
Activities for output 4: 4.1. Establish baselines through rapid needs assessments in the field 4.2. Provide technical support for migration control, regarding contingency planning: SOP for coordination and collective preparedness, facilitating bilateral workshops and drills, training for trainers and monitoring of trainings 4.3. Develop protocol and SOP: 3 national SOPs				<ul style="list-style-type: none"> • Continuous engagement and support of the concerned border management agencies in the process to develop and implement the SOP and the conduction of drills. • Availability of qualified experts for the quick development of the sub-regional protocol and SOP • Proactive participation of the officials • Existence of an internal process to officially approve the sub-regional protocol in each concerned government

5. WORK PLAN

Activity	Party responsible	Time frame (months)											
		1	2	3	4	5	6	7	8	9	10	11	12
Staff recruitment - project start-up	IOM Niger, Mali, Burkina Faso and Mauritania												
Information to host Governments, initial meetings	IOM – Governments												
Mapping of relevant actors, infrastructure and equipment along the targeted Sahel borders	IOM Niger, Mali, Burkina Faso and Mauritania												
Mapping of regional coordination mechanisms	IOM Niger, Mali, Burkina Faso and Mauritania												
Regional coordination meetings	IOM Niger, Mali, Burkina Faso and Mauritania												
Development of Training Material on Document Fraud, Modern Investigation and Risk analysis Techniques	IOM												
Delivery training of trainers for border management and law enforcement agencies, (ToT plus cascade trainings)	IOM, law enforcement agencies												
Delivery trainings for border management and law enforcement agencies	IOM, law enforcement agencies												
Border post rehabilitation (2)	IOM												
Border posts equipping (2) including anti-fraud equipment	IOM												
Set-up od MIDAS HQ at Immigration	IOM												
Installation of MIDAS and connection with Interpol Database	IOM, immigration authorities												
Instalment of interconnectivity between Border Post and Immigration HQ	IOM, immigration authorities												
MIDAS Training Delivery (45 participants)	IOM												
IT Training related to MIDAS	IOM												
Establishment of one MIDAS Training Facility	IOM, immigration authorities												
Technical Support for Cross Border Communities, including assessment	IOM												
Awareness campaign and strengthening local reporting and coordination	IOM												
Facilitation & Coordination of local meetings, Working Groups & Consultations	IOM												
Trainings on Cross Border Cooperation	IOM												
Cross Border Equipment & Tools	IOM												
SOP for coordination and collective preparedness	IOM												
Development of Protocol & SOP: 3 National SOP	IOM Niger, Mali, Burkina Faso and Mauritania												
National workshops (3 training)	IOM												
Interim and final reports	IOM												

6. BUDGET

Please refer to the attached Project Budget.