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Border Management and Visa

Study Border Management (BM) in AFRICA

Final Report

Nigeria
Senegal

Ethiopia
Kenya

South Africa

How to define priorities
Regions to focus on
Is the EU's IBM model suitable for Africa?
Elements to take into account when formulating comprehensive BM strategy in Africa
Quick needs assessment
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African Union
EU
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List of Acronyms

ACBC: Africa Capacity Building Centre
AfT: Aid for Trade
AMU: Arab Maghreb Union
AU: African Union
AfDB : African Bank of Development
AUBP: African Union Border Progamme
BCP: Border Crossing Point
BM: Border Management
CBC: Cross Border Cooperation
CEN SAD: Community of Sahel Saharan States
COMESA: Common Market for Eastern and Southern Africa
CPMPETE: Competitiveness Trade Expansion Progamme
DCI: Development Cooperation Instrument
DEVCO: Development and Cooperation
DFID: Department for International Development
EAC: East African Community
EEAS: European External Action Service
EC: European Commission
ECCAS: Economic Community of Central African States
EDF: European Development Fund
ENI: European Neighborhood Instrument
ENPI: European Neighbourhood Partnership Instrument
ESA IO: Eastern and Southern Africa-Indian Ocean
E-SWS: Electronic Single Window System
EU: European Union
EUROMED : Euro Mediterranean Partnership
GIZ: Gesellschaft für Internationale Zusammenarbeit
IBM: Integrated Border Management
IFS: Instrument for Stability
IGAD:Intergovernmental Authority on Development
IOC: Indian Ocean Commission
IOM: International Office for Migration
NIF: Neighbourhood Investment Facility
PIF: Pacific Island Forum
RECs: Regional Economic Communities
SADC: Southern African Development Community
UN: United Nations
UNODC: United Nations Office for Drug and Crime

Executive summary

The aim of this study is to provide ICMPD with background information on the state of play in North and Sub Saharan Africa. National, sub-regional and continental peculiarities as well as possible interventions of ICMPD in the area of (integrated) border management in Africa will be analysed.

The Specificity of African borders lies in their artificial nature, since they were drawn by the former colonial powers. Despite this lack of legitimacy, the African Union itself sees the preservation of the existing borders as a matter of international security. Strong cultural ties exist between African states, and movement of people is more intense than in any other region in the world.

There is great room for improvement in terms of Border Management in the continent. Important delays, outdated equipment, lack of human, material and financial resources and capacity make legitimate border crossing a real challenge.

However, some regional initiatives are already in place. Most African states are reassembled under Regional Economic Communities (RECs), which aim, among others, to alleviate barriers and promote trade. The European Union use the RECs demarcations to approach the continent. For the sake of clarity, ICMPD could use the same method. Is it also important to note that North Africa is generally understood as part of the Middle East, and funding mechanisms and strategies differ from the ones used for the rest of the continent. Indeed, it seems that the priority in North Africa is to rebuild stability after the Arab Spring, although projects in Sub Saharan Africa aim to encourage development and economic integration.

Quick needs assessments, based on existing research and publications from the main development partners, were carried for all African regions. Key countries were identified and their gaps and needs were assessed. It was noticed that Africa suffers from broadly homogenous issues, such as a lack of institutional and operational capacity, outdated infrastructure, difficulties to implement relevant legislation, and in some cases, lack of legal framework regulating migration. ICMPD should seek to develop an IMB model for Africa that would fit into African reality, taking into consideration the limitations and reality on the ground (lack of basic resources and capacity, sometimes vague legislation, weak training and education). It would be advisable to improve the mechanisms already in place rather than simply importing and implementing a European IBM model which will not function effectively in Africa.

IOM is the organization which has the strongest experience in terms of Border Management. UNODC also has a Border Management component, but it is far more limited.

In terms of funding, both prospective bilateral donors were identified. Geographic instrument related to migration were also acknowledged, namely the European Neighbourhood and Partnership Instrument (ENPI-or ENI from 2014), for North African countries and the European Development Fund (EDF) for Sub Saharan Africa. Relevant thematic instruments are the Instrument for Stability (IFS) and the Migration component of the Development Cooperation Instrument (DCI). Since details of the EU budget for the 2014-2020 financial period are not fully available, our analysis was based on the current financial period (2007-2013). However, continuity is to be expected and the information provided will be reliable enough to help ICMPD plan an effective strategy for its future involvement in the area of IBM in Africa.

Introduction

Internal, regional and out-of-Africa migration is occurring on a scale larger than in any other region in the world. Movement of people caused by wars, ethnic fighting, drought, but also to cross-border economic activity and pastoralist traditions. For many African people, migration is seen as a coping strategy for ecological and economic downturns.[1] Despite this, only a quarter of the continent's 80,000 km political land borders are demarcated[2]. The African Union itself sees this situation as a threat to peace and security and recognizes the importance of effective Border Management Initiatives in order to promote stability.

This study will highlight the key regions and countries concerned with migration issues, possible opportunities for ICMPD's involvement , and the current state-of advancement in the field of (I)BM. The role and place of the key actors in the field will also be addressed, and possible strategic partners will be identified. Finally, for the purpose of a comprehensive and adequate approach to (I) BM in Africa, the report will include possible bilateral and multilateral funding.

The first part of the study will describe the current situation in the African continent in relation to Border Management. It will identify regional structures in places, such as relevant Regional Economic Communities (RECs), which would help ICMPD understand how to approach the continent. The state of advancement per region in relation to Border Management will be discussed and key countries with need of Border Management initiatives will also be assessed. Possible areas of ICMPD involvement will also be identified in the form of a Quick Needs Assessment. The second part of the report will focus on prospective development partners' strategies and involvement in the continent. The role of IOM, UNODC, the African Union and the EU will be highlighted. Regional offices to contact for cooperation on the field will be identified. The third part of the report will focus on EU funding instruments available for BM operations in Africa.

The report will focus on the whole African continent, which includes both Sub Saharan and North Africa. Although realities between these two regions can differ, North Africa is also an area of great relevance for ICMPD's involvement in the field of Border Management.

Finally, although many definitions of Integrated Border Management coexist, the reference used throughout this report will be the EU's definition to IBM as described in the Guidelines for Integrated Border Management in European Commission External Cooperation.

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[1] IOM, *Africa and the Middle East* (online). 2012. Available at:
http://www.iom.int/cms/en/sites/iom/home/where-we-work/africa-and-the-middle-east.html (accessed 7 April 2013).

[2] African Union. *Border Issues in Africa and the role of the AUBP* (online). 2010. Available at:
http://www.iss.co.za/siteimages/RoleAUBP.pdf (accessed 3 April 2013).

Points covered:

- Specificities of African borders
- Regional demarcations according to the main development partners
- Relevant African Regional Trading Blocs (RECs) and information regarding their Border Management policies.

I. Overview of Border Management in Africa

Colonisation and 'artificial' borders

Africa is renowned for its arbitrary borders, which have been artificially drawn by colonial powers in the end of the XIXe century. With 44% of them drawn as straight lines, it is clear that the current borders have separated population of similar cultures into different states and gathered prospective enemies under the same realm.

Language map of Africa
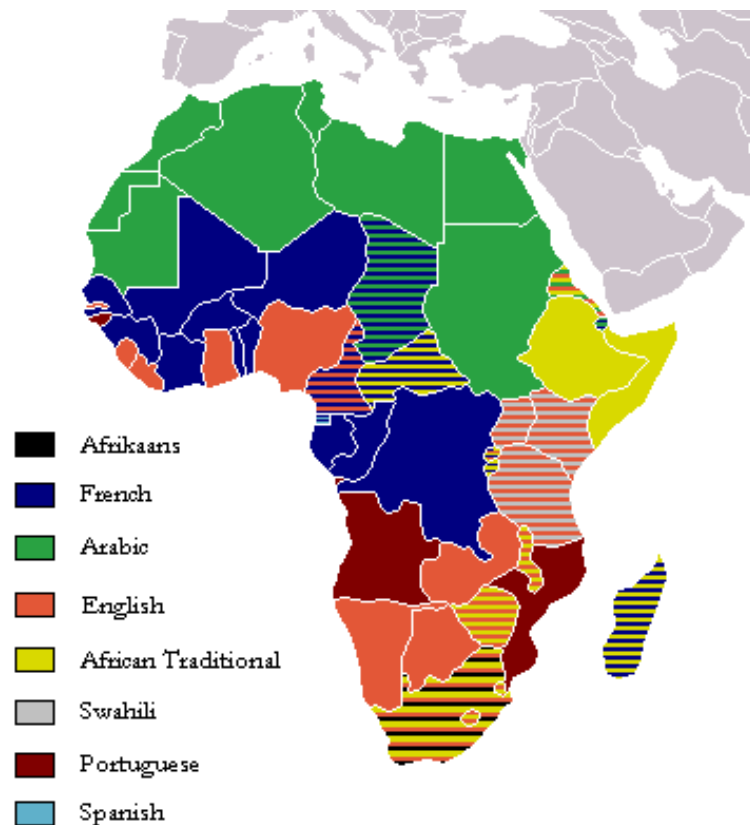
Despite this, African borders have known very little change since independence. The only four cases of state size alteration since then were the merger of former British and Italian Somaliland in 1961, Tanganyika and Zanzibar in 1964, the secession of Eritrea from Ethiopia in 1993 and of South Sudan from Sudan in 2011. The proportion of secessionist conflicts among all types of armed conflicts is significantly lower in Africa than in Asia, Europe or the Middle East.[3] Instead, instability in Africa comes mostly from civil war and other domestic factors.

So, despite their artificial nature, African borders are relatively stable. The African Union (AU), which was at the time called 'Organisation for the African Union' (OAU), participated in building state stability by officially recognizing

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[3] Englebert, P. *Africa: Unity, Sovereignty and Sorrow*. Colorado. Lynne Rienner.2009.

African borders as legitimate and giving itself the mission to defend their integrity[4]. A positive effect to this situation is that customs and cultural identities can be shared across borders and create synergies, as it is the case in West Africa. Moreover, English and French are still used as official languages in most African countries, making intra state cooperation easier.[5]

Border Posts and Checkpoints

Most movement of goods and people in Africa occur within the Region (intra-regional migration)[6] and most trade in Africa is operated via trucks and land border crossing points[7]. Habiba Ben Barka, Senior Planning Economist at the Africa Development Bank (AdB) reports an important lack of coordination in and between border agencies, which leads to congestion and delays, and thus have a negative impact on international trade. Inconsistency at the border is illustrated by an ESA BMO report stating that the average waiting time for a truck or container to cross the border in Africa can range from 3 minutes to 2.8days.

Overstretch in manpower, infrastructure available, outdated procedures, corruption and illegal trading also leads to congestion and delays[8]. The African Development Bank even states that instead of protecting the country's border and facilitating legal movement of good and people, many border checking points in Africa can instead be an obstacle to the free movement of goods and people. [9]

II.   Approaching the African Continent

How to approach Africa in a way that would be relevant to BM

Sub Saharan Africa is generally approached through a West/East/Central/South division by most development partners, including the EU and the UN. The European Commission also uses a West/ South-East/Central/South approach which takes into consideration existing trade mechanisms. For clarity purposes ICMPD should draw on what is already implemented on the ground. It will make it easier to use already existing mechanisms for coordination with other institutions. Moreover, since Regional Economic Communities have an interest in facilitating trade, and might be interested in Integrated Border Management, a regional approach will be more pertinent.

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[4] African Union, *AU in a Nutshell* (online). 2013. Available at: http://www.au.int/en/about/nutshell (accessed 25 February 2013).

[5] Africa Media. *Africa Expat-United States and Africa* (online).2007. Available at: http://africamedia.typepad.com/my_weblog/2007/11/advanced-maps-o.html (accessed 15 March 2013).

[6] Adepoju. A. *The Future of Migration Policies in Africa*. Geneva. IOM. 2010.

[7] Barka.A.B (2012) *Border Posts, Checkpoints and Intra-African Trade-Challenges and Solutions*. Tunis. African Development Bank. 2012. p 5.

[8] Barka.A.B (2012) *Border Posts, Checkpoints and Intra-African Trade-Challenges and Solutions*. Tunis. African Development Bank. 2012. p 5.

For the European Commission, North Africa is not understood as part of the African region and is put together with the Middle Eastern region. However, UNOCD and IOM put Africa and the Middle East as one department, North Africa and the Middle East being a sub category of this section.

Regional Demarcation according to the EU

❖ Note: due to their membership in several Regional Economic Communities, some countries appear in different regions.

Central Africa: Cameroon, Central African Republic, Chad, Congo, Democratic Republic of Congo, Equatorial Guinea, Gabon, São Tomé e Príncipe.[10]

Eastern and southern Africa and Indian Ocean (ESA-IO region): Member states of COMESA, EAC, IGAD and IOC: Angola, Burundi, Comoros, Democratic Republic of the Congo, Djibouti, Egypt, Eritrea, Ethiopia, France/Reunion, Kenya, Madagascar, Malawi, Mauritius, Namibia, Rwanda, Seychelles, Somalia, South Sudan, Sudan, Swaziland, Tanzania, Union of Comoros, Uganda, Zambia, Zimbabwe.

Southern Africa (SADC): Angola, Botswana, Democratic Republic of the Congo, Lesotho, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia, Zimbabwe.

West Africa (ECOWAS+ Mauritania): Benin, Burkina Faso, Cape Verde, Cote d'Ivoire, Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone, Togo.

European Neighborhood and Partnership Instrument (ENPI)-South:
Algeria, Egypt, Israel, Jordan, Lebanon, Morocco, Occupied Palestinian Territory, Syria, Tunisia[11].

Regional demarcation according to IOM

Central and West Africa: Benin, Burkina Faso, Cameroon, Cape Verde, Central African Republic, Chad Côte d'Ivoire, Democratic Republic of the Congo, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Mauritania, Niger, Nigeria, Republic of the Congo, Senegal, Sierra Leone, Togo.

East Africa: Burundi, Djibouti, Ethiopia, Kenya, Rwanda, Somalia, South Sudan, Tanzania, Uganda.

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[10] European Commission. *Programme Indicatif Regional 10e FED-Afrique Centrale* (online). 2007. Available at: http://eeas.europa.eu/delegations/tchad/documents/more_info/programme_indicatif_regional_10ieme_fed_fr.pdf (accessed 25 February 2013).

[11] Europeaid. *Our Neighbourhood and Russia-Country Cooperation* (online). 2012. Available at: http://ec.europa.eu/europeaid/where/neighbourhood/country-cooperation/index_en.htm (accessed 12 March 2013).

Southern Africa: Angola, Botswana, Comoros, Lesotho, Madagascar, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Zambia, Zimbabwe.

Middle East and North Africa: Algeria, Bahrain, Egypt, Iraq, Jordan, Kuwait, Lebanon, Libya, Morocco, Sudan, Tunisia, Yemen, Syria.

III.   Structures in place: Regional Economic Communities (RECs)

Issues

There is at least fourteen Regional Economic Communities (RECs) in Africa, and many countries are part of multiple trading communities at the same time. This situation increases costs of doing business by denying producers economies of scale that come with large scale production, imposing tariffs and other trade barriers, raising freight costs and slowing down business by imposing numerous paperwork requirements. [12]
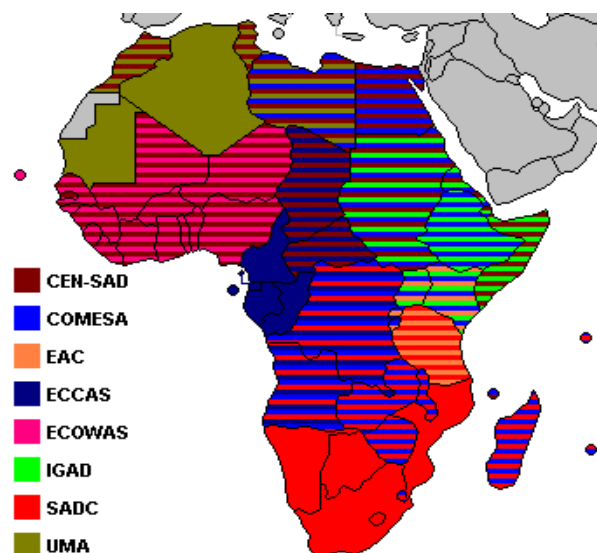
Main Regional Economic Communities

However, the RECs are a useful way to approach Africa, since Border Management projects are often implemented according to a regional framework.

Only eight Regional Trading Communities are officially recognized by the African Union:

The Arab Maghreb Union (UMA); Community of Sahel Saharan States (CEN SAD); Economic Community of West African States (ECOWAS); East African Community (EAC);Inter Governmental Community on Development (IGAD); Common Market for Eastern and Southern Africa (COMESA); Economic Community of Central African States (ECCAS); Southern Africa Development Community (SADC).

Given the funding strategy of the European Union, which focuses more on Western and Eastern-Southern Africa (respectively €571 million and €619 million for the 2007-2013 period of the 10th EDF), the most relevant trading blocs to approach would be: ECOWAS (West Africa): EAC (East Africa), COMESA (East and Southern Africa).

 ❖ Note: discussions are taking place concerning the merging of COMESA, SADC and EAC into TFRA (Tripartite Free Trade Area). If this materializes, it will be a great Opportunity for ICMPD's involvement. However, so timeline is set.

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[12] Anonymous. Overlapping trading blocs stand in the way of Africa's integration (online). *Africa Daily*. 12 October 2010. Available at:
 http://www.businessdailyafrica.com/-/539552/1030870/-/6sn4c2z/-/index.html (accessed 17 April 2013).

Regional Economic Communities (RECs) recognised by the African Union

Economic Community of West African States/ Communauté Economique des Etats d'Afrique de l'Ouest (ECOWAS/ CEDEAO)

Member states : Benin, Burkina Faso, Cape Verde, Cote d'Ivoire, Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone, Togo.
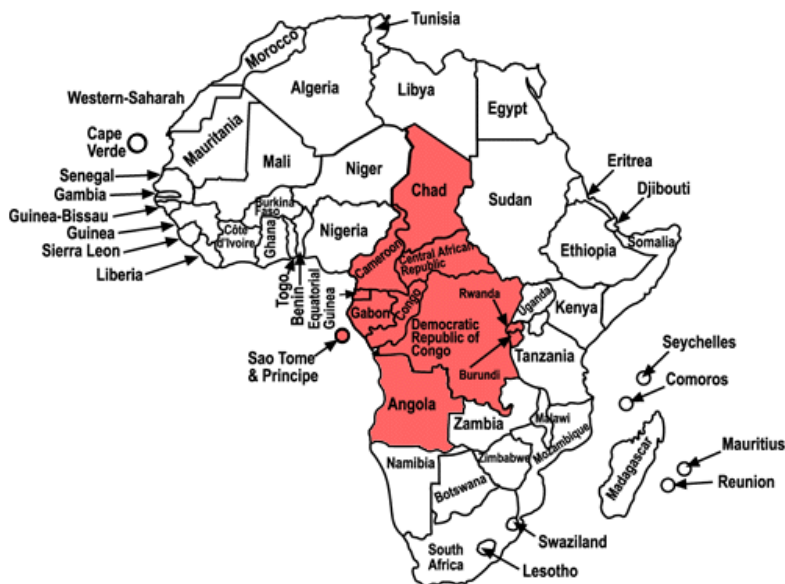
Economic Community of Central African States/ Communauté Economique des Etats de l'Afrique Centrale (ECCAS/CEAAC)

Member States: Angola, Burundi, Cameroon, Central African Republic, Chad, Congo, Democratic Republic of the Congo, Equatorial Guinea, Gabon, Sao Tomé et Principe.

East African Community/ Communauté d'Afrique de l'Est (EAC/CAE)

Member states: Burundi, Kenya, Rwanda, Tanzania, and Uganda

Inter-Governmental Authority on Development (IGAD)

Member states: Djibouti, Eritrea, Ethiopia, Kenya, Somalia, Sudan, Uganda

Note: Cooperation is practically stopped in the current time. Some states are concentrating on other blocs such as the EAC, and other countries do not fully participate in IGAD development due to internal problems.

Common Market for Eastern and Southern Africa /Marché Common de l'Afrique Orientale et Australe (COMESA)

Member states : Angola, Burundi, Comoros, Democratic Republic of the Congo, Djibouti, Egypt, Eritrea, Ethiopia, Kenya, Madagascar, Malawi, Mauritius, Namibia, Rwanda, Seychelles, Sudan, Swaziland, Tanzania, Uganda, Zambia, Zimbabwe.

Community of Sahel-Saharan States (CEN-SAD)

Member states: Benin Burkina Faso, Central African Republic, Chad, Comoros, Eritrea, Djibouti, Egypt, Gambia, Ghana, Guinea, Guinea-Bissau, Ivory Coast, Kenya, Liberia, Libya, Mali, Morocco, Niger, Nigeria, Senegal, Sierra Leone, São Tomé and Principe, Somalia, Togo, Tunisia, Sudan.

Southern African Development Community (SADC)

Member states: Angola, Botswana, Democratic Republic of Congo (DRC), Lesotho, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Tanzania, Zambia, Zimbabwe.

Arab Maghreb Union/l' Union du Maghreb Arabe (AMU/UMA)

Member states: Algeria, Libya, Morocco, Tunisia, Mauritania.

Note: The Union has only reached a symbolic stage and is currently inactive due to political tensions between Morocco and Algeria over the Western Sahara issue.

PART II. BORDER MANAGEMENT NEEDS IN ARICA

Points covered:

> - Background information and BM needs per region
> - Background information and BM needs per country
> - Regions to focus on
> - IBM Model for the continent
> - Quick needs assessment of BM in the continent
> - Possibilities for ICMPD's involvement

I.   Key migration and Border Management facts per Region

North Africa

North African countries represent at the same time, points of origin, transit and destination for irregular and regular migration, especially originating from Sub Saharan Africa. According to IOM, irregular migration will continue to remain a challenge in the region. The 2011 uprisings highlighted and in some cases exacerbated migration related challenges but political changes which came with the Arab Spring have also created opportunities for intraregional cooperation.

BM needs:

- Legal framework**:** enforcing the legal framework already in place.
- Organisation / structure of border agencies: better cooperation between border agencies of neighbouring countries; avoid duplication of procedures.
- Operational issues: preventing Irregular Migration from Sub Saharan Africa and neighbouring countries; monitoring, securising and managing labour migration which has increased since the Arab Spring; better managing internal and cross border displacement.
- Training needs: increase the capacity of border staff to deal with the large amount of migrants and refugees coming from neighbouring countries and Sub-Saharan Africa.
- Infrastructure and equipment: necessary infrastructure to cope with the level of migration flow coming from neighbouring countries.
- International cooperation: increase trust between national and European border authorities.

West Africa

West Africa experiences intraregional, continental and international migration. IOM reports that people and goods have traditionally enjoyed freedom of movement without border restrictions.[13] Intra-regional migration is more common in West Africa than anywhere else in the continent. Approximately 3% (i.e. 7.5 million) of West Africans are migrants, compared to 2% in Africa as a whole and 0.5% in the EU.[14] The legal framework for free movement of people in ECOWAS countries is already in place, and the strong cultural and historical links between inhabitants of the region makes state cooperation possible. The most important obstacles for the establishment of IBM in the region are conflicts due to the pressure on land and natural resources, poor infrastructure, administrative procedures, national compartmentalization and lack of capacities and continuity in cross-border operations.[15]

BM Needs**:**

- Legal framework**:** make the division of tasks between directorates; clearer and improve their coordination; ratify ECOWAS protocols and conventions; raise public awareness on existing policies related to Border Management and free movement of persons.
- Organisation / structure of border agencies: better cooperation between Border agencies of neighbouring countries; avoid duplication of procedures.
- Operational issues: address corruption, harassment and extortion issues at Border Crossing Points; address the issue of the porosity of the borders.
- Training needs: training of border officials on updated Border Management and administrative procedures; improve capacity for cross border operations.
- Infrastructure and equipment: need for adequate financial and human resources in order to efficiently implement regional integration programmes and monitor progress; important need for better infrastructure.
- International cooperation: better monitoring of progress relating to implementation of regional policies; improve intra regional dialogue, improve regional cooperation in implementation of joint policies; better coordination between ECOWAS and the West African Economic Monetary Union; use the Rabat process as an opportunity to get support for ECOWAS priorities**.**

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[13] IOM. *Where we work- Central and West Africa* (online). 2013. Available at: http://www.iom.int/cms/west-africa (accessed 17 April2013)

[14] OECD. *Atlas on Regional Integration in West Africa-Migration* (online). 2006. Available at: http://www.oecd.org/regional/atlasonregionalintegrationinwestafrica.htm (accessed 12 March 2013).

[15] Association of European Border Regions. *Final report- A Contribution to the regional integration process* (online). 2012. Available at: http://www.oecd.org/regional/atlasonregionalintegrationinwestafrica.htm (accessed 02 February 2013).

East Africa

This region experiences movements of refugees and mass displacements both within and outside its borders as a result of drought, desertification and civil and guerrilla wars. Labour migration also occurs due to the booming economies of some of its member states. National governments have agreed that there is a need for an evidence-based comprehensive frameworks for migration management in the region. [16]

BM needs:

- Legal framework: needs for improved migration policy framework; avoid duplication and overlapping between the different Regional Trading Communities (RECs).[17]
- Organisation / structure of border agencies: better coordination between border agencies.
- Operational issues: coordinate border management mechanisms that have been put in place between the RECs, especially for countries which belong to both COMESA and the EAC; address corruption and harassment issues at BCPs.
- Training needs: help border authorities manage the high level of mixed migration flows.
- Infrastructure and equipment: need updated equipment that could efficiently manage the high volume of migratory flows.
- International cooperation: increased coordination and dialogue between member states and between COMESA and the EAC.

Central Africa

The European Commission describes Central Africa as a region 'marked by hotbeds of political instability' which has a long way to go to achieve peace and good governance. [18] Challenges to effective migration and Border Management in the region are due to limited research, the lack of reliable migration data and information and the urgent need for national and regional migration policy frameworks. [19] Weak institutional structures and too many initiatives for regional integration owing to the absence of an agreed

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[16] IOM. *Where we work-East Africa* (online). 2012. Available at :
http://www.iom.int/cms/en/sites/iom/home/where-we-work/africa-and-the-middle-east/east-africa.html
(accessed 17 April 2013).
[17] IOM. *Where we work-East Africa* (online). 2012. Available at :
http://www.iom.int/cms/en/sites/iom/home/where-we-work/africa-and-the-middle-east/east-africa.html
(accessed 17 April 2013).
[18]EU. *Central Africa* (online). 2012. Available at:
http://ec.europa.eu/development/icenter/repository/summary_central_africa_rsp10_en.pdfk (accessed 18 March 2013).
[19] IOM. *Central and West Africa* (online).2012. Available at: http://www.iom.int/cms/west-africa (accessed 18 March 2013).

definition of the region's borders are also in cause. Among other things, the region suffers from poor transport infrastructure; a multitude of tariff and non-tariff barriers to trade and too little intra-regional trade despite national economies being very open to the global market. [20]

BM needs:

- Legal framework: efficient legislation regarding regional migration policy frameworks; strengthen the weak existing institutional structures; ensure the efficient implementations of regional agreements on Border Management.
- Organisation / structure of border agencies: strong need of making border agencies more efficient at virtually every level.
- Operational issues: the region has currently a greater need for border control than border management; rampant corruption issues must be addressed.
- Training needs: capacity training of Border and Human Resource staff.
- Infrastructure and equipment: address the extremely low quality and amount of infrastructure; need to address financial constraints and issues related to understaffing.
- International cooperation: address the lack of political will for Integrated Border Management and cooperation in the region through dialogue and dissemination of information; more frequent inter ministerial meetings in order to start opening up on Border management matters; revitalisation of established community mechanisms on migration and other stagnated programs.

Southern Africa

The region's mining, manufacturing and agricultural sectors, especially in South Africa, Zambia (copper), Botswana (diamonds) and Angola (oil) attract unskilled migrants, mostly coming from West Africa and the Horn of Africa.[21] Policy concerns include emphasis on bilateral agreements among neighbouring countries and attempts to harmonize policies and legislation pertaining to migration among the Southern African Development Community (SADC) member states and with the East African Community (EAC) and the Common Market for Eastern and Southern Africa (COMESA). [22] The African Development Bank also points out that SADC countries are characterized by a lack of coordination between their different border agencies, which leads to duplication

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[20] EU. *Central Africa* (online). 2012. Available at:
http://ec.europa.eu/development/icenter/repository/summary_central_africa_rsp10_en.pdfk (accessed 18March 2013).

[21] IOM. Where we work-Southern Africa (online). Available at :
http://www.iom.int/cms/en/sites/iom/home/where-we-work/africa-and-the-middle-east/southern-africa.html (accessed 18 March 2013)

[22] IOM. Where we work-Southern Africa (online). Available at :
http://www.iom.int/cms/en/sites/iom/home/where-we-work/africa-and-the-middle-east/southern-africa.html (accessed 18 March 2013)

of procedures. Although some countries have entered into agreement to harmonize procedures, little progress has actually been made on the ground. [23]

<u>BM needs</u>

- Legal framework: strengthen bilateral agreements in place; harmonise legislations relating to Border Management.
- Organisation / structure of border agencies: coordinate the various border agencies in place and help them define their role in order to avoid overlapping.
- Operational issues: better coordinate the different border agencies' activities and strengthen existing efforts in place; more systematic control of the customs areas; ensure different border agencies share collected information in order to ease procedure.
- Training needs: administer basic training for border staff in order to help them deal with movements of goods and people in a timely manner; address corruption issues as well as mechanisms favouring it.
- Infrastructure and equipment: equipment that would help accelerate processes at border crossing points; help demarcate and control customs areas at border posts; make sure that infrastructure are practical and designed to cope with the high volume of crossing of goods; strong need for information technology infrastructure.
- International cooperation: help strengthen regional coordination already in place, cooperate on the type of travel documentation required per country and try to come up with a harmonized solution.

II. Key states players with need for Border Management

- ❖ Note: Border management is an issue in most African countries and capacity building is needed virtually anywhere. Thus the following list is not exhaustive, but highlights only the key countries in Africa with needs of border management

North Africa

- **Algeria**

Algeria is a country of transit for irregular migrants from Sub Saharan Africa wanting to reach Europe. This influx of irregular migrants is causing important social and economic strains on the country. However, Algeria is also increasingly becoming a destination country due to the hardening entry policies into Europe. The country supports international cooperation on migration and development and promotes a common

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[23] Barka.A.B (2012) *Border Posts, Checkpoints and Intra-African Trade-Challenges and Solutions*. Tunis. African Development Bank. 2012. p 8.

regional approach on migration issues and management by participating in dialogue initiatives in Africa and Mediterranean countries.[24]

BM needs: capacity building of migration officials and acquisition of appropriate infrastructure for the management of migratory flows (especially irregular); better coordination and dialogue with sending countries and the EU agencies.

- **Libya**

Due to its geographical position and the fact that it shares land borders with six countries, Libya is seen as a gateway between Africa and Europe. Moreover, post-crisis Libya faces added challenges in migration flows. While regular and irregular migrants fled Libya during the revolution, a high number of irregular migrants remain in the country. The new government aims to better address migration challenges and areas such as counter-trafficking, and assisted voluntary return of sub-Saharan African people who are in living in irregular circumstances or in detention in the country. However, institutional fragility can still be felt and need to be taken into account.[25]

BM needs: development of capacity for enhancing border security in the short term; need for a sustainable Integrated Border Management (IBM) concept and strategy.[26]

- **Morocco**

Morocco is an important county of transit and origin for migrants aiming to reach Europe. Migration was traditionally directed towards France, Belgium and the Netherlands. However, low skilled migrants increasingly settle in Spain or Italy. Immigration mainly originates from Sub-Saharan Africa, where migrants attempt to reach Europe illegally or stay in the country. According to the Moroccan ministry of Interior, there is between 10,000 and 20,000 irregular migrants in the country. The overall number of people emigrating outside Morocco was estimated at 140,400 in 2009 by the OECD. In 2002, a specific direction under the Ministry of Interior has been dedicated to migration and border control. Consequently, a strategic framework for the management of migration, focusing particularly on counter-smuggling was elaborated. [27][28]

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[24] IOM. *Where we work-Algeria* (online). 2012. Available at: http://www.iom.int/cms/en/sites/iom/home/where-we-work/africa-and-the-middle-east/middle-east-and-north-africa/algeria.html (accessed 19 March 2013).

[25] IOM, *Where we work-Libya*. 2011. Available at: http://www.iom.int/cms/libya (accessed 19 March 2013).

[26] Council of the European Union, *EU prepares support for Border Management in Libya* (online). 2013. Available at: http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/EN/foraff/135129.pdf (accessed 31 March 2013).

[27] IOM. *Where we work, Morocco* (online). 2012. Available at: http://www.iom.int/cms/morocco (accessed 04 April 2013).

[28] Consortium for Applied Research on International Migration. *CARIM Migration Profile-Morocco* (online). 2009. Available at: http://www.carim.org/public/migrationprofiles/MP_Morocco_EN.pdf (accessed 04 April 2012).

BM needs: improve legislative frameworks to deal with transit and irregular migration, clearly define policies that regulate the entrance, residence and departure of foreign nationals, set out or reinforce cooperative mechanisms with countries of origin (Sub Saharan Africa) and destination (Europe).

- **Tunisia**

Tunisia is a country of immigration and transit, mainly for irregular migrants from the Maghreb and Sub-Saharan Africa aiming to reach Europe. Tunisia has also experienced an upsurge in immigration since the 2011 Libyan crisis, after which nearly 350,000 people fled Libya via the Tunisian border in the course of a few months, but have since returned to their country of origin or been resettled in third countries as refugees. The gap between strong migration pressure and limited legal migration channels is a source of tension in Tunisia. Migration is included in the national priorities of the newly appointed government.

BM needs: capacity building of border officials and proper infrastructure allowing managing migratory flows (especially irregular); improving the existing legislation regarding legal migration, cooperation with neighbouring countries.

West Africa

- ❖ Note: It seems that most West African countries do not have well defined migration policies and tend to rely on ECOWAS in order to coordinate these matters.

- **Ivory Coast**

The country has a unique role as an economic engine in West Africa, a port of access to international trade to several landlocked countries, and a history of deep integration with other countries through trade. However, Ivory Coast has no clear national migration policy. Existing texts emphasize on the regional management of migration through ECOWAS. Mechanisms regulating departure and returns have not yet been put in place despite the increasing movement of people to and from the country. Moreover, there is no ministry specifically dealing with the phenomenon of migration, those management has been built around several ministries, which often interfere with each other in areas of overlapping competences. [29]

BM needs: draft a clear migration policy and assist the government in its implementation; ensure clearer regional coordination is taking place, review existing legislation and ensure that tasks between ministries do not overlap, facilitate information sharing and communication between these ministries.

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[29] IOM. *Migration in Cote d'Ivoire-National Profile* (online). 2009. Available at:
http://www.iomdakar.org/profiles/content/migration-profiles-cote-divoire (accessed 06 March 2013).

- **Gambia**

Due to its sea access, the country is an important route for internal and regional migration to Europe, and especially Spain. However, most outward migration flows are primarily directed to Senegal and other ECOWAS member states. There is a strong need of improving Border Management initiatives, since the lack of both coast and land patrols as well as the porous borders and incoherent control mechanisms make irregular movements extremely challenging to contain. [30]

BM needs: capacity building of border management staff and increase of coast and land patrols, improve control mechanisms at entry and exit points.

- **Nigeria**

Due to the size of its population, its economic climate, and porous borders, Nigeria is experiencing high internal and external migration. Immigration is mostly regional, with 75 % of immigrants coming from the ECOWAS region. Nigeria is also one of the few countries in West Africa to have developed a draft national policy on migration. The policy covers migration and development as well as cross-cutting social issues, national security and irregular movement, forced displacement, the human rights of migrants, organized labour migration, internal migration, the national population, migration data and statistics, and funding for migration management.[31]

BM needs: strengthen the capacity of the border agencies to efficiently manage borders, ensure the implementation of the draft national policy on migration, and ensure the efficient establishment of the agency/commission dealing with the management of migration policies at the national level.

- **Senegal**

Due to its geographical position, Senegal is mainly a country of transit for people aiming to reach the Maghreb and then EU countries. Despite this, Senegal has neither a formal migration policy nor a structure dedicated to the management of migration, which is instead spread around different ministries. Bilateral agreements with France, Spain and Italy aiming to better manage migration flows have been signed. However, Senegal still remains a country where mobility is intense and positively considered. IOM reports that the attempt to accommodate this culture and cooperation with European migratory policies has often proved challenging. [32]

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[31] IOM. *Migration du Ghana -Profile National* (online). 2009. Available at: http://www.iomdakar.org/profiles/content/migration-profiles-ghana (accessed 06 March 2013)

[32] IOM. *Migration du Sénégal-Profile National (*online). 2009. Available at: http://www.iomdakar.org/profiles/content/migration-profiles-senegal (accessed 06 March 2013).

BM needs: enhance the capacity of border guards and necessary infrastructure to deal with irregular and regular migration flows, cooperation with the European Union concerning the management of irregular migrants, reinforcement of regional initiatives to share responsibilities with ECOWAS member states, assist in the drafting and implementation of a national migration policy Senegal can realistically commit to.

East Africa

- ### Ethiopia

Due to its central location in the horn of Africa, Ethiopia has developed into a major "migration hub "along the Eastern African migration routes for both transit and irregular migration. The country's long and permeable borders drive Ethiopia to be particularly affected by irregular border crossing. In December 2011 alone, 200,000 refugees, mainly coming from Somalia and Sudan, were present in the country. Ethiopian nationals also account for a large proportion of asylum seekers and refugees in neighboring countries due to national and regional instabilities.[33][34]

BM needs: increase border guards capacity to deal with the flow of refugees and illegal migrants; provide necessary infrastructure to make the borders less permeable.

- ### Kenya

Despite being a regional hub for trade and finance in East Africa, Kenya faces great strains in the area of Border Management due to its proximity to politically unstable and economically weak countries. As a result, Kenya is perceived as a safe haven for refugees in time of conflict, and received an estimated 402,905 refugees in 2011. The country is also is among the top 10 destination country for migration in Africa[35]. National authorities are also challenged in terms of irregular migration management, document security, internal as well as international trafficking.[36]

BM needs: increase the capacity of border guards in the area of document security, management of refugee flows and prevention of trafficking; provision of necessary infrastructure of deal with these challenges.

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[34] Central Intelligence Agency. *Country Fiche-Ethiopia* (online) 2013. Available at:
https://www.cia.gov/library/publications/the-world-factbook/geos/et.html (accessed 08 February 2013).
[35] Ratha.D, Mohapatra.S, Ozden.C, Plaza. S, Shaw.W, Schimeles.A. *Leveraging Migration for Africa*. Washington. World Bank.2011. p 18.

Southern Africa

- ### South Africa

As the economic hub in the region, South Africa faces many migration related challenges such as irregular migration, inadequate migration management policies and border management processes for the emigration of skilled nationals. Regular and irregular migration from neighbouring countries is quite important. Since 2007, South Africa supports large numbers of refugees and asylum seekers from the Democratic Republic of the Congo, Somalia, Burundi and other states in Africa. The country even resorted to placing 2000 soldiers along the border to apprehend the thousands of Zimbabweans fleeing economic dysfunction and political persecution. [37]Finally, South Africa's immigration system offers hardly any route for legal immigration, often leaving illegal migration as the only possible alternative.

BM needs: reframe migration management policies and processes in order to encourage the regular migration of skilled migrants.

III.   Addressing Africa's Border Management issues

How to define priorities

In terms of (Integrated) Border Management strategy, it is important to operate and propose actions according to existing frameworks in order to be successful, relevant an cost effective. Moreover, BM being a sensitive area, ICMPD should be wary not to appear to impose its own agenda. Instead, it must place itself as a service provider that will capacitate target countries to achieve the BM objectives they have themselves set.

ICMPD should also align its actions according to the main donor's priorities for more efficiency and relevance. In this case, the EU is the main provider of Development Aid.

According to this logic, documents that would help ICMPD define national and regional priorities are:

Regionally:

- European Unions' Regional Indicative Programme (Currently the 10th EDF, and 11th EDF from 2014-2020).
- Africa-EU Strategic Partnership and especially the partnership on Migration, Mobility and Employment.
- African Union's New Partnership for African Development priorities.

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[37]Martin.G. More SANDF troops for the borders (online). *Defence Web.* 28 November 2012. Available at: http://www.defenceweb.co.za/index.php?option=com_content&task=view&id=28694&Itemid=188 (accessed 15 April 2013).

<u>Nationally</u>:

- National Priorities and Objectives developed through the Poverty Reduction Strategy Papers (PRSP).
- European Union's National Indicative Programmes.
- ICMPD should intervene in Africa with a regional approach in mind, and all national actions should follow the logic of this regional approach.

Regions to focus on

<u>North Africa</u>: Strong Development Partners interest for the region after the Arab Spring.

<u>West Africa</u>: high donors' interest and high political will on the ground (€571m accorded to the region under the 10th EDF). Border Management projects are needed and ICMPD could see West Africa as region of priority.

<u>East Africa</u>: High donors' interest for the region (€645m accorded to East and Southern Africa under the 10th EDF) and high political will on the ground to harmonise border management policies in order to improve regional trade. Despite significant coordination issues-especially regarding COMESA- ICMPD could see East Africa as a priority.

<u>Central Africa</u>: large operations in Central Africa is not advisable due to the lack of funding available for the region (€165m under the 10th EDF) and the lack of both political will and infrastructure, which will made operations too risky. Thus ICMPD should not see Central Africa as a priority. Small initiatives can still be done, as long as they are not too ambitious.

<u>Southern Africa</u>: relatively weak funding available for the region (€ 116 million under the 10th EDF), but BM actions are still needed, especially in South Africa, with is an important country of Immigration.

Is the EU's IBM model suitable for Africa?

The realities on the ground differ so much between the two continents that a European based model for IBM is unlikely to work in the Africa. Most African states experience issues such as power shortage, limited availability of trained staff or human resource, lack of IT related, high cost of building infrastructure, and technical capacities to maintain electronic systems. So, setting a framework for a very advanced IBM model will be too expensive, and will most certainly end up being counterproductive due to the very different reality in the continent.

Instead of purely applying the European IBM model to Africa, if would be more advisable to develop an African tailor made model, taking into considerations the realities on the ground and work around them. This way, border management will be more cooperative, and will ensure African ownership of the process.

Such idea is also present at the institutional level. For instance, the African Common position on migration paper, which was published by the African Union after negotiations with representatives on 42 African states, highlighted the need to facilitate ownership of migration processes by African countries through the promotion of capacity building initiatives at the national, regional and continental level. [38]

The AU also emphasized the necessity to develop a comprehensive and integrated approach to migration, with long lasting impact. This approach needs to be based on actions that shall be taken at national, continental and international levels.[39] It is also important to see the project as linked with trade facilitation, which is, in the framework of the regional trading blocs, a strong driver for action when it comes to Integrated Border Management and facilitation of border crossing in general.

Elements to take into account when formulating comprehensive BM strategy in Africa

- Migration data collected at the border and by African States are not always reliable.[40]
- Most African countries currently lack the human resources and institutional capacity to formulate and implement synchronized migration policies[41]. Thus, one needs to be cautious about government statements as there is sometimes a difference between what is stated and what can actually be delivered. [42]
- There is an important lack of coordination on the ground: several agencies are often involved in dealing with issues relating to migration, resulting in its uncoordinated implementation.[43]
- The high staff turnover weakens the possibility of institutional memory.
- Corruption is a prevalent issue all over the continent and can lead to sever delays in processes.

Due to these limitations and particularities, ICMPD should come forward with initiatives focusing on securing basic BM needs and proceed step by step.

Quick needs assessment

Legal framework (e.g. laws, regulation, also including strategies)

- Regional Trading Communities (RECs) already have existing legislative framework aiming at facilitating cooperation in terms of Border Management.

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[38] African Union. *African Common position on Migration*, Banjul, African Union. 2006. p 7.

[39] African Union. *African Common position on Migration*, Banjul, African Union. 2006. p9.

[40] Adepoju. A. *The Future of Migration Policies in Africa*. Geneva. IOM. 2010.

[41] Adepoju. A. *The Future of Migration Policies in Africa*. Geneva. IOM. 2010.

[42] Adepoju. A. *The Future of Migration Policies in Africa*. Geneva. IOM. 2010. p7.

[43] Adepoju. A. *The Future of Migration Policies in Africa*. Geneva. IOM. 2010.

However, there is a need to harmonize and reinforce these frameworks which often overlap and create inefficiency.

- Help individual states to draft a national policy on migration in order to share responsibilities regarding Border Management matters. At the moment, most states do not see the need to have a national policy on migration as this is done at the regional level.

Organisation / structure of border agencies

- Reorganize the structure of border posts in order to make them for efficient. The African Development Bank is in favour of implementing joint border posts in order to diminish delays and bottlenecks at the borders and avoid duplication of procedure.
- Modernization of border procedures, which in most cases are outdated.

Operational issues (e.g. management of BCPs, border surveillance)

- Better coordination, increased cooperation and dialogue between Border Crossing Points (BCP) of neighbouring countries.
- Need to reduce opportunities for corruption of border agents during procedure.

Training needs

- Very Important need for capacity building related to trade facilitation and customs.[44]
- Training of state officials (immigration agencies/customs), as most African countries lack the human resources and institutional capacity to formulate and implement synchronized migration policies[45].
- Capacity needs of border police and other border agents to deal with and understand border crossing procedures.
- Capacity building in the institutional and human resources level. [46]

Infrastructure and equipment

- Enhance data collection, retrieval, analysis and dissemination.
- Update infrastructures, taking into account relativities on the ground (power shortages, limited capacity of maintenance).

International cooperation (bilateral/ multilateral; participation in international fora, etc.)

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[44] Association of European Border Regions. *Final Report-Opportunities for Cross Border Cooperation in West Africa* (online). 2010. http://ec.europa.eu/regional_policy/international/pdf/Final_Report_CBC_WA_EN_6-0.pdf (accessed 3 April 2013).

[45] Adepoju. A. *The Future of Migration Policies in Africa*. Geneva. IOM. 2010.

[46] Adepoju. A. *The Future of Migration Policies in Africa*. Geneva. IOM. 2010.

- Improve stakeholders' involvement and participation (e.g.: forums on policy dialogue that engage all stakeholders, especially policy makers, politicians, civil society and the media).
- Improved collaboration between and within government agencies dealing with migration matters in order to palliate the lack of synergy and coherence, and duplication of efforts and activities.
- Strengthen national and sub national administrative structures, including most African institutions.
- Assistance in the implementation of national and regional Border Management related legislation.

Possible involvement for ICMPD

- In terms of Legal and normative framework: ICMPD could develop IBM strategies and update the already existing ones.
- In terms of training of immigration and customs officials: ICMPD could focus on customs officials at first and focus on other agencies afterwards.
- In terms of enhancing data collection retrieval and dissemination: ICMPD could provide risk analysis including risk assessment and risk management.
- Improve Human Resources and government official's technical and professional skills.

PART III. DEVELOPMENT PARTNERS

Points covered:

- Main Development partners' strategies with regards to border management in Africa
- Development partner's offices and points of contact in the region
- Relevant funding mechanisms

I. Key Players in the Field and their Policies regarding (I) BM

African Union

The African Union (AU) is the principal organisation for the promotion of socioeconomic integration across the continent. It serves as a forum that enables Member States to adopt coordinated positions on matters of common concern to Africa.[47]

The institution faces organisational and financial difficulties. For instance, at the time of the 2006 Banjul Summit, only twelve countries had paid their contributions for the year. Endemic poverty and civil conflict among member states also contribute to the fragility of the institution. This means that the AU has a limited scope of impact and is somehow dependent on the will of key countries in order to implement policies.

- **African Common Position on Mobility and Employment**

Relevant initiatives for (I)BM: During the meeting on Mobility and Employment, which took place in, Banjul, Gambia in the 26-29 June 2006, members of 42 African countries recognized the need to ensure coordination in the development of common regional policies for the management of migration within the RECs.[48]

- **African Union Border Programme (AUBP)**

AUBP, which started in 2007 aims to 'transcend the borders as barriers and promote them as bridges'. [49]This statement indicates that the AU sees the current situation as negative, and would be in favour of facilitated procedures for border crossing. This is supported by the AUBP vision which is: "A united and integrated Africa with peaceful, open and prosperous borders", and 'the promotion of regional and continental integration as a tool in the structural prevention of conflicts in Africa.[5051]

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[47] African Union. *AU in a Nutshell* (online). 2013. Available at: http://www.au.int/en/about/nutshell (accessed 3 April 2013).

[48] AU. *African Common position on Migration*, Banjul, African Union. 2006. p 7.

[49] African Union (2007) *Home* (online). 2013. Available at: http://aubis.peaceau.org/ (accessed 08 March 2013).

[50] AUBP. *AUBP Overview (*online). 2013. Available at: http://www.aborne.org/african-union-border-programme.html (accessed 08 March 2013).

[51] African Union. Declaration on the African Union Border Programme and its implementation modalities as adopted by the conference of African ministers in charge of border issues held in Addis Ababa (Ethiopia) on 7th

<u>Strategic Objectives of the AUBP</u>:

1. Facilitating and supporting the delimitation and demarcation of African boundaries where such exercise has not yet taken place.
2. Reinforcing the integration process within the framework of the Regional Economic Communities (RECs) and other large- scale cooperation initiatives.
3. Developing, within the framework of the RECs and other regional integration initiatives, local cross-border cooperation.
4. Building the capacities of member states in border management, as well as in border studies and research.
5. Advising the Commission and other organs of the African Union on border-related matters."[52]

<u>Relevant actions:</u>

<u>Borders delimitation:</u> work with states in order to help with state delimitation demarcation and management of African borders; help countries find funds to finance borer delimitation activities.

<u>Borders and Regional Trading Communities:</u> facilitate local initiatives that promote cross border cooperation within the RECs; establish regional funds to finance cross border cooperation projects; convention on cross border cooperation already prepared; ensure that cross border cooperation is included in all major international initiatives in the continent; facilitate information sharing within the RECs

<u>Capacity:</u> development of African capacities in border delimitation, demarcation and management: inventory of African institutions that offer training in these domains, exploring avenues for collaboration with relevant training centers outside Africa, and designing a capacity building programme; building networks and establishing partnerships with research and training institutes to build the capacities of member states to delimit, demarcate and manage their boundaries.

<u>Possible involvement for ICMPD:</u>

- **Borders and Regional Trading Communities:** assist the AU in ensuring cross border cooperation are included in RECs legislation; help in information sharing between RECs.

- **Capacity:** Set ICMPD as a partner for capacity building in terms of border management and boundaries delimitation initiatives, help the AU in designing capacity building programmes.

June 2007. 2007. Available at: http://www.africa-union.org/root/au/publications/PSC/Border%20Issues.pdf (accessed 3 April 2013).
[52] AUBP. *AUBP Overview (*online). 2013. Available at: http://www.aborne.org/african-union-border-programme.html (accessed 08 March 2013).

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- **AU: 15th Africa EU joint task force meeting** (14-15 February 2013, Addis Ababa, Ethiopia)

In the partnership no 7, "Migration, Mobility and Employment", the priorities for 2013 and were, among others, the set up of a 'technical meeting on facilitating mobility and employment through enhanced border management" which will be taking place in July 2013. Others meetings with the AUC and the Regional Trading Blocs (RECs) will take place on the theme of 'engaging the private sector in advancing mobility.

Others AU departments of interest for BM: Trade and Industry Department>Division of Customs.

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EU

- **EU's Global approach to migration**

<u>Description</u>: The Global Approach to Migration is, since 2005, the EU's framework for dialogue and cooperation with non-EU countries of origin, transit and destination. It enables migration and asylum issues to be addressed in a comprehensive way.

<u>Main priorities</u>: identification of common interests and challenges. It has evolved into focusing on three main goals:

- Improving the organisation of legal migration and facilitated mobility.
- Preventing and reducing irregular migration in an efficient yet humane way.
- Strengthening the synergies between migration and development.

Strengthening international protection systems and the external dimension of asylum, as well as respect for the rights and dignity of migrants are also seen as essential cross-cutting points.[53]

<u>Initiatives</u>: Initiatives have ranged from bilateral and sub-regional to continental dialogue and cooperation. There is now a broad range of regional processes, including notably the Rabat Process and the EU-Africa Partnership on Migration, Mobility and Employment in the South. Border management and Migration projects in Africa are addressed by DG Home (international affairs), EEAS and DEVCO. [54]

- **Africa EU Partnership> Partnership on Migration, Mobility and Employment**

The Africa EU Partnership is the main framework for cooperation the African continent.

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[53] Africa EU Partnership. *Africa EU Partnership on Migration Mobility and Employment* (online). 2010. Available at: http://www.africa-eu-partnership.org/migration-mobility-and-employment (accessed 17 April 2013).
[54] Europeaid. *Migration and Asylum* (online). 2012. Available at: http://ec.europa.eu/europeaid/what/migration-asylum/index_en.htm (accessed 13 March 2013).

Current action plan: 2nd Action Plan 2011-2013 (3rd actions plan not yet available).

The Strategy's Second Action Plan sets out cross cutting issues and eight areas for strategic partnership for 2011-13m and 'Migration, Mobility and Employment' is one of them.[55]

Description: The priority 1 of the partnership sets out the framework for Border Management initiatives. Some of its objectives would be to *facilitate mobility and free movement of people in Africa and the EU and to better manage legal migration between the two continents.* The long term goal of the Partnership is to respond to the challenges and maximise the benefits of international migration

Legal framework: Tripoli Declaration, November 2006

Relevant expected outcomes for BM:

-Enhanced cooperation on migration management in Africa and the EU Further reduction of obstacles to free movement of people within Africa and within the EU

- Enhanced mechanisms to facilitate circular migration between Africa and the EU

Relevant activities:

-Advance progress towards the implementation of the AU Migration Policy Framework, in particular in the field of capacity building

-Promote regional schemes to enhance cooperation between countries of origin, transit and destination on migration and development along migratory routes

-Further improve joint action on fighting illegal immigration, human smuggling and human trafficking

-Promote dialogue and cooperation on visa issues with a view to facilitating mobility between Europe and Africa, giving a priority to officials involved on a regular basis in the Africa-EU partnership; Identify mechanisms and projects that facilitate circular migration between Africa and the EU.

Overview of Existing EU projects in Africa

- **Union for the Mediterranean (UfM)/ EUROMED**

Formerly known as the Barcelona Process, or EUROMED, cooperation agreements were re-launched in 2008 as the Union for the Mediterranean (UfM). The Union for the Mediterranean promotes economic integration and democratic reform across 16 neighbours to the EU's south in North Africa and the Middle East.

How can ICMPD get involved: already involved

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[55] Africa-EU partnership. *Africa-EU Strategic Partnership* (online). 2013. Available at: http://www.africa-eu-partnership.org/africa-eu-strategic-partnership (accessed 11 March 2013).

- **EU-African Migration and Development Process (Rabat Process)**

Description: the Rabat process brings together the countries of the West-African migration route. Its objectives are to (1) organise legal migration by facilitating exchanges between the various parties involved in mobility, providing national and regional institutions with the means and capacities to implement mobility policies. It also (2) fights against irregular migration by improving border management, the efficiency of admission procedures and return conditions of irregular migrants, reinforcing the protection for vulnerable groups and by rendering civil registers secure and to streamline their management. Finally, it also strengthens the synergies between migration and development.[56]

Relevant countries involved: Benin, Burkina Faso, Cameroon, Cap Verde, Central African Republic, Chad, Congo, Democratic Republic of the Congo, Egypt, Gabon, Gambia, Ghana, Guinea-Bissau, Guinea, Guinea Equatorial, Ivory Coast, Liberia, Libya, Lithuania, Mali, Mauritania, Niger, Nigeria, Senegal, Sierra Leone, Togo and Tunisia.

How can ICMPD get involved: already involved

- **EU Migration missions** (DG home)

Description: develop dialogue on migration with authorities in non-EU countries and facilitate closer and concrete cooperation with EU States and the Commission at the local level.

Relevant countries involved: missions were carried out in Cape Verde, Ethiopia, Ghana, Mauritania, Nigeria, Senegal, South Africa, Tanzania, Kenya, and Cameroon among others.

- **Mobility partnerships** (DG Home)

Description: framework for dialogue and cooperation between the EU and its States on the one hand, and non-EU countries on the other. The three areas of cooperation are: legal migration, migration and development and the fight against irregular migration.

Relevant countries involved: in the African continent, partnerships are only implemented in Cap Verde.[57]

- **Cooperation platforms on migration and development** (DG Home)

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[56] Euro-African Migration and Development Process. *The Process* (online). 2013. Available at: http://www.dialogueeuroafricainmd.net/web/the-rabat-process (accessed 13 March 2013).

[57] European Commission. *Home Affairs- Specific Tools* (online). 2012. Available at: http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/international-affairs/global-approach-to-migration/specific-tools/index_en.htm#1 (accessed 13 March 2013).

Description: with the aim of gathering non-EU country representatives, EU States, the European Commission and international organizations, the cooperation platforms would strengthen cooperation on migration between actors in a country or region.[58]

- **ACP-EU dialogue on Migration** (DG Home, DEVCO, EEAS)

Description: focus on the strengthening of the operational aspects of the implementation of the Article 13 of the Cotonou Cooperation Agreement (provisions on migration).

African countries covered: ACP countries (most Sub Saharan Africa).

- **National and regional projects funded under geographic and thematic instruments (see chapter III)**

Relevant EU priorities per region

Northern Africa**:** The EU has called for further economic integration between the countries of Maghreb on 19 December 2012. [59] Concerning the post Arab Spring reconstruction, the commission has stated that if would give clear support to the people in the Southern Mediterranean in terms of management of migration flows.[60]

Eastern and Southern Africa - Indian Ocean (ESA-IO): Regional Economic Integration (assistance regarding the completion of the customs union and common market with implemented rules and standards). (85% of the budget). A sum of €645million is earmarked for the region under the 10th EDF.[61]

Southern Africa (SADC): Trade and regional integration (85% of the budget), Trade and international Cooperation (15% of the budget). A sum of €116 million is earmarked for the region under the 10th EDF[62]

Central Africa: boost intra-regional trade and bring about economic growth (€97 million). A sum of €165 million is earmarked for the region under the 10th EDF.[63]

[58] European Commission. *Home Affairs- Specific Tools* (online). 2012. Available at: http://ec.europa.eu/dgs/home-affairs/what-we-do/policies/international-affairs/global-approach-to-migration/specific-tools/index_en.htm#1 (accessed 13 March 2013).

[59] Maghreb Arabia. *L'UE appelle à l'intégration économique des pays du Maghreb* (online). 2013. Available at: http://www.magharebia.com/cocoon/awi/xhtml1/fr/features/awi/features/2013/01/04/feature-04 (accessed 13 March 2013).

[60] European Policy Centre*. Today's displacement challenges - Asylum and migration in Europe, one year after the 'Arab Spring'*, (online). 2012. Available at: http://www.epc.eu/events_rep_details.php?cat_id=6&pub_id=1430 (accessed 15 April 2013).

[61] EU. *Regional Strategy Papers Under the 10th EDF-East Africa* (online). 2012. Available at: http://ec.europa.eu/europeaid/where/acp/overview/rsp/rsp_10th_edf_en.htm (accessed 11 March 2013)

[62] EU. *Regional Strategy Papers Under the 10th EDF-East Africa* (online). 2012. Available at: http://ec.europa.eu/europeaid/where/acp/overview/rsp/rsp_10th_edf_en.htm (accessed 11 March 2013)

[63] EU. *Regional Strategy Papers Under the 10th EDF-East Africa* (online). 2012. Available at: http://ec.europa.eu/europeaid/where/acp/overview/rsp/rsp_10th_edf_en.htm (accessed 11 March 2013)

West Africa: Support to regional integration, competitiveness, EPA negotiations, connectivity. A sum of €571 million is earmarked for the region under the 10th EDF.[64]

Pacific region: Regional economic integration is being boosted across the Pacific for 14 ACP members of the Pacific Islands Forum (PIF) and East Timor. A sum of €95 million is earmarked under the 10th EDF.[65]
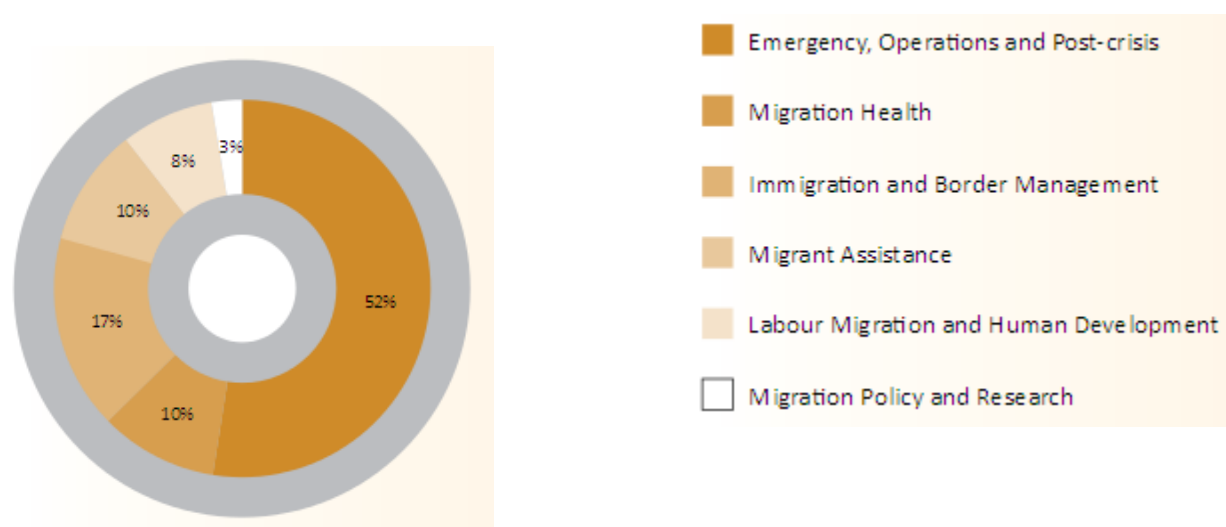
EU Delegations in Africa

North Africa: Algeria, Egypt, Morocco, and Tunisia (accreditation: Libya).

Sub Saharan Africa: Angola, Benin, Botswana (SADC), Burkina Faso, Burundi, Cameroon, Cap Verde, Central African Republic, Chad, Democratic Republic of the Congo, Congo, Djibouti, Eritrea, Ethiopia, Gabon (accreditation São Tomé and Principe and Equatorial Guinea), Gambia, Ghana, Guinea Republic, Guinea Bissau, Ivory Coast, Kenya (accreditation Somalia), Lesotho (accreditation Swaziland),Liberia, Madagascar, Malawi, Mali, Mauritania, Mauritius (accreditation Comoros, Seychelles and dependencies, responsibilities Mayotte, Reunion,) , Mozambique, Namibia, Niger, Nigeria (ECOWAS), Rwanda, Senegal (accreditation: Gambia),Sierra Leone, South Africa, South Sudan, Sudan, Swaziland, Tanzania, Togo, Uganda, Zambia, and Zimbabwe. [66]

International Organization for Migration (IOM)

IOM's 2013 funding requirements for Sub Saharan Africa

Emergency, Operations and Post-crisis

Migration Health

Immigration and Border Management

Migrant Assistance

Labour Migration and Human Development

Migration Policy and Research

[64] EU. *Regional Strategy Papers Under the 10th EDF-East Africa* (online). 2012. Available at: http://ec.europa.eu/europeaid/where/acp/overview/rsp/rsp_10th_edf_en.htm (accessed 11 March 2013)
[65] EU. *Regional Strategy Papers Under the 10th EDF-East Africa* (online). 2012. Available at: http://ec.europa.eu/europeaid/where/acp/overview/rsp/rsp_10th_edf_en.htm (accessed 11 March 2013)
[66] European Union External Action. *EU Delegations* (online). 2013. Available at: http://eeas.europa.eu/delegations/index_en.htm (accessed 13 March 2013).

Programmatic area	uSD
Emergency, Operations and Post-crisis	229,670,000
Migration Health	46,670,000
Immigration and Border Management	75,020,000
Migrant Assistance	44,055,000
Labour Migration and Human Development	36,950,000
Migration Policy and Research	13,250,000
Total funding requirements	445,615,000

[67]

Most of IOM's required funding for Sub Saharan Africa in 2013 is planned to go to Emergency, Operations and Post Crisis and Border Management is the second most important area in the region (17% of total funding requirements for the region).

IOM overall's strategy for Sub Saharan Africa

IOM's aim in Sub Saharan Africa is to enhance regional integration and economic cooperation. These points are also in accordance with objectives set by the African Union and the Regional Trading Communities. Actions and projects will be implemented with the aim of developing these two components.

After an analysis of the IOM Migration Initiatives paper for 2013, IOM's strategic approach to the continent could be defined as follows:

Align priorities to the main donors' intraregional and interregional strategies: IOM explains that its priorities are in line with the European Union's European Development Fund (EDF), the European union–Africa strategic Partnership, including the Migration, Mobility and Employment Partnership (see relevant chapter for details) and regional indicative program under the 10th EDF. Finally, it also takes into account the African Union's new Partnership for Africa's Development priorities.

This means that IOM's strategy could be to propose projects directly according to donors' strategy and would not set its own objectives and activities solely based on their own assessment in the field offices. Although this approach could be criticized, it ensures better cost effectiveness and relevance for both IOM and the donors.

Favour Regional approach: on its website, IOM explains that the organization sees regional programs coordinated with the Regional Trading Blocs as a preferred option and strategy. IOM justifies its choice by saying that this approach has more sustainable outcomes for the RECs, governments and donors alike. So, although it still acts in individual countries, most of the time, the actions undertaken are done in the context of a broader regional agreement.

Work on the National perspective: IOM's strategic approach to Border Management aims to be integrated and regional. Thus, national programs and initiatives which take place are most of the time part of a regional logic. IOM is using national priorities and

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[67] IOM, *Migration Initiatives 2013 in Support of Development*. Geneva. IOM. 2012. p 18.

objectives as defined by the Poverty Reduction Strategy Papers and the United Nations Development assistance framework. Thus, national actions in key countries are in proportion to the level of priority of the region. At the national level, IOM prefers to work in partnership with the relevant ministries and institutions rather than coming up with readymade solutions that might not be applicable on the ground.

Relevant initiatives across the whole African Continent: capacity building in Immigration and Border Management is defined by IOM as one of the areas which has cross cutting relevance across the whole African continent.

Overview of IOM's current Border Management related Projects in Sub Saharan Africa

Programme/Project: capacity building for Border Management in Malawi, Mozambique, the United Republic of Tanzania and Zambia

Description: the aim is to strengthen the capacities of the Governments of Malawi, Mozambique, the United Republic of Tanzania and Zambia for the effective management of irregular immigration, including smuggling and trafficking in human beings particularly along their shared borders

Budgeted resources: USD 459 700

Programme/Project: Enhancing Migration Management in Nigeria

Description: To enhance the capacity of the Government of Nigeria to better manage migration in order to maximize the country's development potential.

Budgeted resources: USD 5 091 500

Planned national Border Management related projects for 2013 include: Angola, Burkina Faso, Burundi, Chad, Congo, Democratic Republic of the Congo, Djibouti, Guinea, Kenya, Liberia, Mali, Mauritania, Mauritius, Mozambique, Namibia, Nigeria, Rwanda, Senegal, Sierra Leone, Somalia, South Africa, South Sudan, Togo, Uganda, Tanzania, Zambia, Zimbabwe.

Countries with Border Management related projects of more than USD 1,500,000 for 2013 appeal: Congo: USD 23,620,000; Democratic Republic of the Congo: USD 6,000,000; Djibouti: USD 3,000,000; Mali: USD 2,500,000; Mauritania: USD 6,000,000; Nigeria: USD 3,000,000; South Sudan: USC 6,500,000; Uganda: USD 7,600,000; Zambia: USD 2,500,000.

Countries Border Management related projects ranging from 1,000,000 to 1,500,000 for 2013 appeal: Angola (USD 1,500,000); Burkina Faso (USD 1,500,000); Chad (USD

1,000,000) Liberia (USD 1,000,000); Rwanda: USD 1,000,000; Senegal: USD 1,000,000; Somalia: USD 1,000,000.[68]

IOM's 2013 funding requirements for Sub Saharan Africa

Emergency, Operations and Post-crisis

Migration Health

Immigration and Border Management

Migrant Assistance

Labour Migration and Human Development

Migration Policy and Research
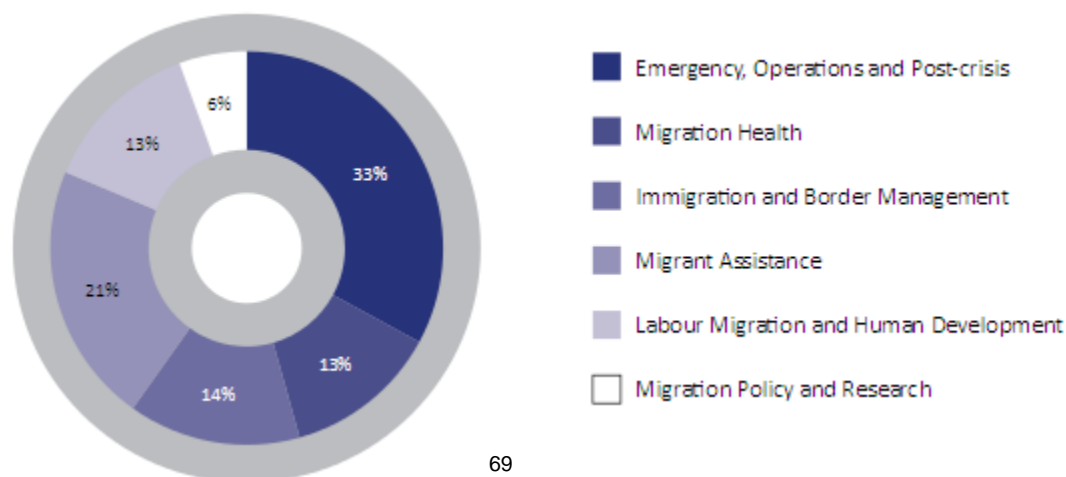
[69]

Programmatic area	uSD
Emergency, Operations and Post-crisis	54,300,000
Migration Health	21,000,000
Immigration and Border Management	23,400,000
Migrant Assistance	35,375,000
Labour Migration and Human Development	21,650,000
Migration Policy and Research	9,200,000
Total funding requirements	164,925,000

Despite reconstruction taking place after the Arab Spring, Border management is only third on IOM's priority list in terms of funding requirement. USD 23, 4 million are required for Immigration and Border management in the North Africa and Middle East region, which represent only 31% of the USD 75, 02 million requested for Sub Saharan Africa.

IOM overall's strategy for North Africa and the Middle East

Post crisis management plays a great part of IOM's strategy in Northern Africa. The organization aims to help rebuild and stabilize countries that have undergone challenges during the Arab Spring.

After an analysis of the IOM Migration Initiatives paper for 2013, IOM's strategic approach to the continent can be defined as follows:

Migration Management: IOM seeks to help the region in its border management initiatives through the development of a comprehensive rights-based approach to migrant assistance, for instance, by providing legal, economic and social initiatives aiming at retaining people living in migration prone areas.

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[68] 68 IOM, *Migration Initiatives 2013 in Support of Development*. Geneva. IOM. 2012. p 11.

[69] 69 IOM, *Migration Initiatives 2013 in Support of Development*. Geneva. IOM. 2012. p 10.

Emergencies/ Transition: IOM aims to promote stability in a transition period through interventions on quick-impact income-generating activities, enhanced service delivery and the provision of psychosocial support. IOM will also promote longer-term stability and socio-economic development. The organization will also continue to support projects to promote community stabilization in displacement- and return-affected communities.

Regional dialogue: IOM is working with the League of Arab States to strengthen collaboration in the areas of, among others, border management. Partnerships are also forged with the private sector, where best practices and financial support can be exchanged.

Regional programmes linked to BM: According to IOM, reliable data and stronger coordination among border agencies and States are of primary importance in North Africa. IOM s aims to strengthen national capacities to collect, share and analyse data on migration flows at the national and regional levels. A comprehensive technical needs assessment of the Border Management Information System is also planned.

Overview of IOM's current Border Management related Projects in North Africa

Programme/Project: Community stabilization and Enhancement of Migration Management in Egypt, Libya and Tunisia

Description: this project aims to facilitate the smooth transition for sustainable recovery in Egypt, Libya and Tunisia by strengthening capacities and mechanisms to address labour market gaps. Among others, support will be provided to the Governments in strengthening migration related policies, legislation and a national capacity in the management of migration flows.

Budgeted resources: USD 3, 410, 000

Countries with Border Management related projects of more than 1,500,000 for 2013 appeal: Libya (USD 6, 500, 000; Tunisia (USD 2,000,000).

Other countries with Border Management related projects for 2013 appeal: Egypt (USD 900,000).

IOM regional offices in Africa:

- IOM Regional Office for East and Southern Africa: Pretoria, South Africa
- IOM Regional Office for Middle East and North Africa: Cairo, Egypt
- IOM Regional Office for Central and West Africa: Dakar, Senegal
- Country Office with Coordinating Functions for the Horn of Africa: Nairobi, Kenya
- IOM Africa Capacity Building Centre (ACBC): Moshi, Tanzania

Conclusion strategy IOM

IOM seems to favour a regional rather than country based approach, although it is mostly involved at the country level. In terms of funding, Sub- Saharan Africa is a priority region. The organization also seems to adapt its strategy to the funding partner's strategies, although this is not clearly stated. It also seeks to work in close partnership with local authorities, and projects are drafted in field offices. It has offices in most countries of Africa. One of their strategies is to build a national presence which allows them to build working relationship with the government and civil societies of the countries. Thus, it might be a good idea to work in partnership with IOM during field missions.

UNODC

UNODC's strategy in terms of Border Control

UNODC's strategy in terms of border control is to strengthen the legal and technical capacity of target countries. This is done through providing relevant equipment to establish border lines, and enhancing cross-border cooperation arrangements as well as support for cross-border sharing of information and expertise.

Just as with IOM, UNODC's strategy is to work closely with the governments and other key partners on the ground and promote regional cooperation and coordination among the countries of the continent. [70]

A sub regional border control framework is currently being established for North Africa, the Eastern Mediterranean, and for the Gulf States through the Gulf Cooperation Council Information and Coordination Centres.[71]

UNODC's strategy in terms of border control fit ICMPD's agenda, and cooperation could be sought, especially on the field. However, Border control is actually a very small strategic component for the organisation. At this time, only Southern Africa has such a component in place. Thus, border management related projects might be very scarce.

- **Sub Saharan Africa**

According to UNODC's website, it seems that only Southern Africa has a Border management component.

Southern Africa> Border Control department

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[70] UNODC. *Building Capacity for Border Control* (online).2013. Available at: http://www.unodc.org/middleeastandnorthafrica/en/regional-programme-framework/trafficking-crime-and-terrorism/border-control.html (accessed 28 March 2013).

[71] UNODC. *Building Capacity for Border Control* (online).2013. Available at: http://www.unodc.org/middleeastandnorthafrica/en/regional-programme-framework/trafficking-crime-and-terrorism/border-control.html (accessed 28 March 2013).

Short overview of UNODC's projects

Project: Southern Africa: *'Strengthening Law Enforcement Capacity (Border Control Operations) and Criminal Justice Response to Smuggling of Migrants and Trafficking in Persons*'

Description: support the implementation of South Africa's National Integrated Border Management Strategy for the period 2008-2010 by providing technical assistance that promotes cooperation, coordination, mutual support, information sharing and joint operations between applicable agencies. EU funded project. [72]

Status: (closed). 2008-2010.

- **North Africa and Middle East**

North Africa and Middle East> Regional Programme> Trafficking, crime and terrorism> Border Control

Short overview of projects

Programme title: 'Building Capacity for Border Control'

Description: strengthening border control capacities of national and regional law enforcement bodies, including the provision of relevant equipment to establish effective border lines to strengthen border surveillance, and the establishment of cross-border cooperation arrangements as well as support for cross-border sharing of information and expertise. [73]

UNODC offices in Africa

- Southern Africa: Pretoria, South Africa

- Eastern Africa: Nairobi, Kenya

- West and Central Africa: Dakar, Senegal

- Middle East and North Africa: Cairo, Egypt

Former colonial powers

In its 2011 DACS report, the OECD states that the multilateral system is generally seen by bilateral donors as offering an appropriate vehicle for tackling global issues. This is because the multilaterals donors have the capacity to implement and coordinate large

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[72] UNODC. *Southern Africa-Border Control* (online). 2013. Available at:
http://www.unodc.org/southernafrica/en/bc/index.html (accessed 14 March 2013).
[73] UNODC. *Middle East and North Africa- Border Control* (online). 2013. Available at:
http://www.unodc.org/middleeastandnorthafrica/en/regional-programme-framework/trafficking-crime-and-terrorism/border-control.html (accessed 14 March 2013).

scale projects and allow for economies of scale. [74]So, the bulk of Border Management projects, and especially if related to Integrated Border Management, might be funded multilaterally due to their cost and wide ranging impact.

France

Description: development assistance funds are channeled through three different ministries: Economy, Foreign Affairs and Interior. In terms of Migration and border management related issues, the ministry of Interior would be the most relevant body to approach. For instance, in the 2010 financial year, the country contributed to the African Development Bank for its migration and development related projects, and also funded projects related to the relocation of migrants and other bilateral initiatives related to migration.[75]

However, France is reported to have a very multilateral profile (one of the top five donors to the Global Fund, European Development Fund and IDA). So, bilateral funds available for Border Management related projects are likely to be quite small. For instance, the 2010 budget for development assistance from the Ministry of interior was €30 million.

United Kingdom

Description: the UK provides development assistance through the UK Government Department for International Development (DFID). Border management related projects are likely to be found under the Aid for Trade (AfT) department. So unlike France, which sees border management as a security imperative, the United Kingdom is interested by Border Management in third countries in the scope of trade facilitation and liberalization.

Initiatives and Programmes:

African Free Trade Initiative: support integration and provide technical expertise to unlock issues that continue to hold back economic growth across the region.

East Africa

Regional East Africa Integration programme and Trademark East Africa programs: achieve a reduction in the average trade transport costs in East Africa through better border management by 5-10%, and agree common procedures across East African countries for transport and logistics.

DFID also signed formal agreements with host East African governments that focus on enhancing domestic harmonization through establishing electronic single window

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[74] OECD. *2011 DAC Report- Multilateral Aid* (online). 2011. p 17. Available at: http://www.oecd.org/dac/aid-architecture/49014277.pdf (accessed 14 March 2013).

[75] OECD. *2011 DAC Report- Multilateral Aid* (online). 2011. p 17. Available at: http://www.oecd.org/dac/aid-architecture/49014277.pdf (accessed 14 March 2013).

systems (e-SWS) and international harmonization via the use of one-stop border posts (OSBPs).[76]

West Africa: Sierra Leone: DFID support is helping to automate customs clearing procedures to reduce waiting times from six days to two days by 2012.

Southern Africa: Zambia and Zimbabwe (Chirundu border): support of the creation of a 'one-stop border post' to streamline customs' procedures and cut red tape. [77]

Germany

Most of Germany's development aid is channeled through GIZ.

GIZ Relevant departments: Economic Development and Employment> Shaping Migration for Sustainable Economic Development

Security, reconstruction and peace> Crisis prevention

Projects: Support to the African Union Border Programme (2008- 2015)[78] . Focus on border delimitation and demarcation, cross border cooperation, institution-building and capacity development, in particular at the AU level.

> ➢ Contact: Mr. Mamadou Diarrassouba
>   mamadou.diarrassouba@giz.de

Other donors

A closer analysis at IOM's anticipated voluntary contributions for 2013 could help identify member states which have a particular interest in funding migration related programs (European countries with important prospective contributions are highlighted). [79]

From the table provided by IOM, European states with a seemingly important interest in funding migration related projects are: Austria, Belgium, Czech Republic, Denmark, Finland, Germany, Greece, Ireland, Italy, Netherlands, Norway, Sweden, Switzerland, and the United Kingdom.

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[76] Compete Africa. (2012) *East Africa Trade Hub-Integrated Border Management* (online). 2012. Available at: http://www.competeafrica.org/Files/JBC_IBM_Briefer_Sept_2012_edited.pdf (accessed 14 March 2013).
[77] DFID. *Trade* (online). 2011. Available at: http://www.dfid.gov.uk/What-we-do/Key-Issues/Economic-growth-and-the-private-sector/Trade/ (accessed 14 March 2013).
[78] GIZ. *Support to the African Union Border Programme* (online). 2013. Available at: http://www.giz.de/themen/en/31046.htm (accessed 14 March 2013).
[79] IOM. *Programme and Budget for 2013* (online). 2013. p 84. Available at: http://www.iom.int/files/live/sites/iom/files/About-IOM/governing-bodies/en/council/101/MC_2349.pdf (accessed 26 March 2012).

ANTICIPATED VOLUNTARY CONTRIBUTIONS TO THE
OPERATIONAL PART OF THE BUDGET FOR 2013

	Unearmarked[1] USD	Earmarked USD	Total USD
MEMBER STATES			
Argentina		19 152 700	19 152 700
Australia		50 365 100	50 365 100
Austria[2]	167 000	1 967 500	2 134 500
Belgium[2]	844 000	6 130 400	6 974 400
Belize		5 000	5 000
Brazil		1 692 500	1 692 500
Canada		28 674 800	28 674 800
Chile		335 000	335 000
Colombia		23 230 100	23 230 100
Costa Rica		5 000	5 000
Côte d'Ivoire		76 300	76 300
Czech Republic[2]		1 587 100	1 587 100
Denmark[2]		1 459 800	1 459 800
Dominican Republic		5 000	5 000
El Salvador		69 100	69 100
Finland[2]		2 577 700	2 577 700
France[2]		263 500	263 500
Germany[2]		7 249 800	7 249 800
Greece[2]		2 068 500	2 068 500
Guatemala		5 000	5 000
Honduras		3 043 500	3 043 500
India		954 600	954 600
Ireland[2]		1 982 300	1 982 300
Italy[2]		3 420 600	3 420 600
Japan		12 523 600	12 523 600
Jordan		80 000	80 000
Kenya		239 200	239 200
Latvia[2]		174 000	174 000
Lithuania[2]		458 700	458 700
Malta[2]		235 200	235 200
Mexico		33 400	33 400
Netherlands[2]		12 675 600	12 675 600
New Zealand		1 039 800	1 039 800
Nicaragua		5 000	5 000
Norway		11 185 300	11 185 300
Panama		5 000	5 000
Paraguay		75 700	75 700
Peru		30 584 700	30 584 700
Poland[2]		190 800	190 800
Portugal[2]		689 600	689 600
Romania[2]		280 500	280 500
Slovakia[2]		250 100	250 100
Spain[2]		690 800	690 800
Sweden[2]		4 722 300	4 722 300
Switzerland		4 634 900	4 634 900
Thailand		1 929 900	1 929 900
Trinidad and Tobago		26 600	26 600
Turkey		210 400	210 400
United Kingdom[2]		5 494 800	5 494 800
United States of America	1 183 000	242 423 700	243 606 700
Uruguay		951 500	951 500
Total – Member States	**2 194 000**	**488 132 000**	**490 326 000**

From the table provided by IOM, non European countries with a seemingly important interest in funding migration related projects are: Argentina, Australia, Canada, Colombia, Japan, Peru and the United States of America.

Name of development offices per country : Australia (AusAID) ; Belgium (BTC) ;Canada (CIDA, DFAIT) ; Denmark (DANIDA) ; Ireland (IrishAid), Italy; Finland ; Japanese International Cooperation Agency (JICA); The Netherlands ; Norway (NORAD) ; Sweden (Sida; Ministry for Foreign Affairs); Switzerland (SDC; Human Security Division); United States Department of State (USAID).

Short overview of projects:

USAID through 'COMPETE' (Competitiveness and Trade Expansion Programme) participates in IBM in East Africa. The focus is on domestic border post integration (DBPI) through establishing and supporting Joint Border Committees (JBCs).[80]

The Japanese International Cooperation Agency (JICA) signed formal agreements with host East African governments that focus on enhancing domestic harmonization through establishing electronic single window systems (e-SWS) and international harmonization via the use of one-stop border posts (OSBPs).[81]

II. Funding mechanisms and practical information

Points covered:

- Existing (Integrated) Border Management related programmes and frameworks
- Relevant funding mechanisms in place

EU's funding instruments (2007-2013)

To date, relevant arrangements in the framework in the post-2013 financial perspectives comprise:

- the European Development Fund (EDF)

- the Development Cooperation Instrument (DCI), in its geographic and thematic components

- the European Neighbourhood Policy Instrument (ENPI, which will change into ENI-European Neighbourhood Instrument- in the next financial period)

- the Instrument for Stability (IFS)

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[80] USAID. *East Africa Trade Hub-Integrated Border Management* (online). 2012. Available at: http://www.competeafrica.org/Files/JBC_IBM_Briefer_Sept_2012_edited.pdf (accessed 14 March 2013).
[81] Compete Africa. (2012) *East Africa Trade Hub-Integrated Border Management* (online). 2012. Available at: http://www.competeafrica.org/Files/JBC_IBM_Briefer_Sept_2012_edited.pdf (accessed 14 March 2013).

- the European Instrument for Democracy and Human Rights[82]

EU Geographic Instruments (2007-2013)

Funding Instrument	Geographical zone	countries covered	Average annual funding	Total funding available for 2007-2013
European Neighbourhood and Partnership Instrument (ENPI)	Algeria, Armenia, Azerbaijan, Belarus, Egypt, Georgia, Israel, Jordan, Lebanon, Libya, Moldova, Morocco, the Palestinian Authority, Russia, Syria, Tunisia and Ukraine	17	€1.6 billion	€ 11,181 billion
European Development Fund (EDF)	African, Caribbean and Pacific (ACP) countries and the overseas territories of EU Member States	79	€3.7 billion	€ 22.7 billion
Development Co-operation Instrument (DCI)	Latin America, Asia and Central Asia, and the Gulf region and South Africa.	47	€ 1.4 billion	€ 10,057 billion[83]

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[82] European Union. financing the Africa-EU Partnership (online). 2013. Available at: http://www.africa-eu-partnership.org/financing-africa-eu-partnership (accessed 11 March 2013.

[83] Europeaid. Geographic Instruments (online). 2012. Available at: http://ec.europa.eu/europeaid/how/finance/geographic_en.htmhttp://ec.europa.eu/europeaid/how/finance/geographic_en.htm (accessed 12 March 2013).

Relevant EU thematic instruments (2007-2013)

Funding Instrument	Geographical zone covered	Average annual funding	Total funding available
DCI-Migration and asylum	All countries, except EU and industrialised countries	€ 60 million	€ 384 million for the period 2007-2013
Instrument for stability	All countries, except EU and industrialised countries	€290 million	€ 2.062 billion for 2007-2013[84]

EU Funding Mechanisms for Africa-EU Partnership (2007-2013)

Description: overarching political framework guiding the relations between the two continents. It was adopted in December 2007 in Lisbon by 80 African and European Heads of States and Governments.

❖ Note: Council of the European Union, Statement 31 January 2013: 'EU prepares Support for Border Management in Libya'. This press release states that the EU plans to fund a Civilian Common Security and Defense Policy mission to support capacity building for border management in Libya. [85]

European Union: the geographical instruments (2007-2013)

- **European Development Fund (EDF)** *€22.7 billion*

Description: It is the main instrument for the EU's cooperation with Developing countries. Areas of focus are economic development, social and human development and regional cooperation and integration. The Strategies and Indicative Programs define the specific areas of cooperation for each country is jointly elaborated with

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[84] Europeaid. *Thematic instruments and programmes*, (online). 2012. Available at:
http://ec.europa.eu/europeaid/how/finance/thematic_en.htm (accessed 12 March 2013).
[85] Council of the European Union. *EU prepares support to Border Management in Libya* (online). 2013. Available at:
http://www.consilium.europa.eu/uedocs/cms_data/docs/pressdata/EN/foraff/135129.pdf (accessed 11 March 2013).

partner countries and regions (look at *country strategy* papers and *regional strategy papers*).[86]

African countries covered: most

- **European Neighbourhood and Partnership Instrument** (ENPI). *€11.2 billion*

Description: main financial mechanism through which assistance is given to the European Neighbourhood Policy (ENP) Partner Countries, as well as Russia.[87] The ENPI can provide support to electoral observation and post-crisis missions and to disaster preparedness.[88] Around 90% of its funds are used for country-specific initiatives and regional actions involving two or more partner countries. The remaining 10% are reserved for specific new areas of joint activity, namely cross-border co-operation (CBC), and specific initiatives like the Neighbourhood Investment Facility (NIF).[89]

African countries covered: Morocco, Algeria, Tunisia, Libya, and Egypt.

- **Development Cooperation Instrument (DCI)**. Geographic program: €10 billion

Description: Launched in January 2007, the Development Co-operation Instrument (DCI) covers three components: geographic programs, thematic programs and programs of accompanying measures for the 18 *African, Caribbean and Pacific* (ACP) Sugar Protocol countries.[90]

Border management component: Geographic programs: 'trade and regional integration', thematic programs: 'migration and asylum'. [91]

EU Thematic instruments for external action (2007-2013)

- **Development Cooperation Instrument (DCI) thematic program on Migration and Asylum**. €384 million.

Description: support third countries in their efforts to ensure better management of migratory flows. While covering all facets on the migratory phenomenon (migration and development, labour migration, illegal migration and trafficking, migrants rights, asylum

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[86] EU. *Financing the Africa-EU Partnership* (online). 2013. Available at: http://www.africa-eu-partnership.org/financing-africa-eu-partnership (accessed 11 March 2013).

[87] EU Neighbourhood Info Center. *About the ENPI* (online). 2013. Available at: http://www.enpi-info.eu/main.php?id=402&id_type=2 (accessed 12 March 2012).

[88] EU. *European Neighbourhood and Partnership Instrument* (online). 2012, available at: http://ec.europa.eu/europeaid/how/finance/enpi_en.htm (accessed 11 March 2013).

[89] EU. *European Neighbourhood and Partnership Instrument* (online). 2012, available at: http://ec.europa.eu/europeaid/how/finance/enpi_en.htm (accessed 11 March 2013).

[90] EU. *Development Cooperation Instrument-DCI* (online). 2012. Available at: http://ec.europa.eu/europeaid/how/finance/dci_en.htm (accessed 11 March 2013).

[91] EU. *Development Cooperation Instrument-DCI* (online). 2012. Available at: http://ec.europa.eu/europeaid/how/finance/dci_en.htm (accessed 11 March 2013).

and international protection), the thematic program is particularly directed to capacity building and focuses mostly on Africa as well as the 'Eastern route'. [92]The activities covered are defined through multi-annual thematic Strategy Papers and Multiannual Indicative Programs and further detailed in annual action programs.[93]

Areas of focus:

- Fostering the links between migration and development

- Promoting well-managed labour migration

- Fighting illegal immigration and facilitating the readmission of illegal immigrants

- Protecting migrants against exploitation and exclusion and supporting the fight against trafficking in human beings

- Promoting asylum, international protection and the protection of the stateless persons

African countries covered: most Sub Saharan and Northern African countries [94]

- Instrument for Stability (IFS). *€2.1 billon.*

Description: strategic tool designed to address global security and development challenges in complement to geographic instruments, notably in the fields of disarmament, maritime security, linkages between organised crime and terrorism, including drugs issues, crisis management, post-conflict rehabilitation and reconstruction and uprooted people.

Border management component: The IfS-financed project also aims to build capacity and fostering cooperation on sub regional and continental level including law enforcement and Customs agencies and relevant authorities in charge of National Strategies for Small Arms and Light Weapons.[95]

African countries covered: most

Other EU instruments: external dimension of internal policies

In addition to the instruments specifically designed for the external action of the European Union, certain community instruments focusing on internal policies also have

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[92] EU. *Financing the Africa-EU Partnership* (online). 2013. Available at: http://www.africa-eu-partnership.org/financing-africa-eu-partnership (accessed 11 March 2013).
[93] EU. *Financing the Africa-EU Partnership* (online). 2013. Available at: http://www.africa-eu-partnership.org/financing-africa-eu-partnership (accessed 11 March 2013).
[94] Europeaid. *Migration and Asylum Thematic Programme (online)*. 2012. Available at: http://ec.europa.eu/europeaid/how/finance/dci/migration_en.htm (accessed 12 March 2013).
[95] EU. *Financing the Africa-EU Partnership* (online). 2013. Available at: http://www.africa-eu-partnership.org/financing-africa-eu-partnership (accessed 11 March 2013).

an external component. In the thematic areas in their remits, they can therefore also contribute to support external action.

- **EU funding framework for Northern African countries**

Future Developments: ENPI (European Neighbourhood and Partnership Instrument) will from 2014 be replaced by the European Neighbourhood Instrument (ENI), which will provide increased support to 16 partner countries. The new instrument will be increasingly policy-driven and provide for greater differentiation, more flexibility, stricter conditionality and incentives for best performers, reflecting the ambition of each partnership.

 The ENI will continue to provide the bulk of funding to the European Neighbourhood countries, essentially through bilateral, regional and cross border co-operation programmes.[96]

Proposed budget for the period 2014-2020 (East and South): €18.2 billion.[97]

What's next? 11th EDF and the EU's next financial period (2014-2020)

External Action: The Commission proposes to establish a proactive agenda of mutual interests with third countries, with a specific focus on strategic partners.
Budget proposed by the European Commission for External Action: €70billion, in which €30.3billion is proposed under the 11th EDF.

- Development Cooperation Instrument – €20.6billion
- European Neighbourhood Instrument – €16.1billion
- Instrument for Stability – €2.5billion
- European Instrument for Democracy and Human Rights – €1.4billion

The proposed budget for 2014-2020 higher than the 2007-2013 budget. For instance, the Development Cooperation Instrument (DCI)'s budget has nearly doubled, coming from €10.057 billion to €20.6 billion. The 11th European Development Fund (EDF)'s budget reached €30.3 billion against €22.7 billion under the current financial period. However, details on the available funding for Migration and Border Management activities will only be known once the budget for the 2014-2020 financial period is made public.

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[96] EU Neighbourhood Info Centre. *The New European Neighbourhood Instrument: Providing Increased Support to the EU's Partners* (online). 2011. Available at: http://www.enpi-info.eu/mainmed.php?id=27348&id_type=1&lang_id=450 (accessed 12 March 2013).
[97] EU Neighbourhood Info Centre. *About the ENPI* (online). 2013. Available at: http://www.enpi-info.eu/main.php?id_type=2&id=402#Objectives (accessed 12 March 2013).

Conclusion

This report highlighted the general situation in Africa with regards to Border Management in view of ICMPD's further involvement in the region.

The first part of the report showed that some Border Management initiatives are already in place in the continent. Most African countries are part of Regional Economic Communities (RECs). While some are in a more advanced state than others, one of their goals is to facilitate movement of goods and people. Although most actions take place nationally, the European Union prefers a regional rather than a patched up approach to Africa, and regional demarcations are roughly done according to the REC's. So, for the sake of clarity and in order to align itself with funding opportunities, ICMPD shall approach the African continent in the same way. This means that national actions can still take place, but it would be preferable for them to bear a regional logic.

A quick analysis of key countries highlighted some cross cutting issues to be addressed. For instance, many states do not have a clear legislation regarding Border Management and tend to leave these matters to their Regional Trading Communities they belong to. There are also challenges regarding the application of existing legislation, since regional policies are not efficiently implemented at the national or local level. Repartition of duties between border agencies is often unclear, and cross border cooperation still presents great challenges across the continent. Finally, most African countries lack the institutional, technical and human resource capacity to draft or implement effective Border Management policies.

However, it was observed that a purely European IBM model is unlikely to work in the continent due to basic issues such as power shortage, lack of capacity to maintain advanced computerized systems or the high turnover of border officials. Thus, ICMPD should focus on improving what is already on the ground, taking into consideration regional specificities. An African model for IBM could be developed by both ICMPD and local governments. The focus could be on very basic issues, such as provision of electricity or basic training.

In the second part of this report, prospective development partners were identified and their strategy in terms of Border Management was analysed. It was seen that IOM seems to be the most relevant partner to approach, due to its involvement in the field of border management and its infrastructure in place, with offices open in most countries. UNODC also has a border management component, but it is very small compared to IOM's. It was also seen that IOM's strategy was to focus on regional rather than purely national programmes, and that its set of priorities was decided in accordance with the African Union's and the major donor's priorities. Prospective bilateral donors were also

identified. It was also noted that West Africa (ECOWAS) and East and Southern Africa (EAC, COMESA) currently receive the greatest attention in terms of multilateral funding.

The third part of the report focused on funding mechanisms of the European Union. Since the 2014-2020 budget is still under negotiations the focus was on the 2007-2013 budget. Several funding mechanisms were identified, namely the European Neighbourhood and Partnership Instrument (ENPI) for North African countries, which will change into "European Neighbourhood Instrument", or ENI from 2014, The European Development Fund (EDF) for Sub Saharan countries and the Development Cooperation Instrument (DCI) for South Africa. Relevant thematic instruments are the Development and Cooperation Instrument (DCI) on migration and the Instrument for Stability (IFS) which covers most developing countries. These funding instruments are likely to remain roughly similar during the 2014-2020 period. ICMPD should use this time to gather institutional knowledge and agree on a broad strategy in order to be prepared by the time the budget is officially approved.

Next Steps

Strategy

Preparation:

- Follow EU's regional and Sub Regional divisions in order to go in line with funding opportunities.
- Need for a regional but also sub regional perspective.
- Take into consideration cross regional cooperation.
- Sub regionally, work with key countries.
- Priorities: North Africa and West Africa. Maybe East Africa. Must be in line with EU funding priorities.
- Could publish ICMPD's strategy paper for BM in Africa (with all our partners being involved). ICMPD should analyze the trends in place and formulate its strategy accordingly in order to be relevant.
- Could draft a study on the cost of Border assessment in Africa.

Framing: Main entry points for Border Management are security and trade facilitation, maybe also the rule of law, good governance (e.g.: corruption at the border) and 'BM and development' (e.g.: taking into account the realities of people living at the border).

Next steps-short term

- Institutional aspect: Gather existing projects and data on Africa. Produce a table of ongoing projects to have more visibility on what we are doing in the continent including ideas about what we could pursue.
- Facilitate in house process: set up small task force on BM in Africa with regular meetings to get on the same page. And reflect on how to go forward.
- Ask Brussels team to monitor and report on advancements regarding funding, and maybe create a donors' maps.

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