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Resilient nations.*

October 12, 2018

Your Excellency the Ambassador
Japan Embassy
Ghana

**Final Report: STRENGTHENING BORDER CONTROL CAPACITIES AGAINST
EXTREMISM AND TERRORISM IN WEST AFRICA AND THE SAHEL**

Reference is made to the support provided by the Government of Japan to Kofi Annan International Peacekeeping Training Centre through UNDP for the project “Strengthening border control capacities against extremism and terrorism in West Africa and the Sahel”, April 2017 to June 2018.

I am pleased to submit herewith the Final Report for the above-mentioned project. The attached financial report is an interim report, the final financial report will be submitted in February 2019 at the close of UNDP’s financial year.

The report presents the outcomes of the project as of June 30, 2018 and provides an overview of the achievements, challenges, lessons learned, and recommendations.

I thank the people and Government of Japan for its contributions to UNDP and look forward to strengthening our partnership in support of development in Ghana.

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Steve Ursino
Country Director oic
UNDP Ghana

Attached:
Final Report
Interim Financial Report
M & E Report
Training reports and course manuals (on a pen drive submitted with the hard copies)

FINAL REPORT

**United Nations Development Programme
Ghana**

STRENGTHENING BORDER CONTROL CAPACITIES AGAINST EXTREMISM AND TERRORISM IN WEST AFRICA AND THE SAHEL



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Reporting Period	April 2017 to June 2018
Donor	Government of Japan
Country	Ghana
Project Title	Strengthening border control capacities against extremism and terrorism in West Africa and the Sahel
Project ID ((Atlas Award ID) Outputs (Atlas Project ID and Description) Plan and/or CPD Outcomes	00102788; 00104708 Strengthening Border Control Capacities against Extremism and Terrorism in West Africa and the Sahel. SP; Outcome: It seeks to improve state responses within the context of rising radicalization, extremism and terror attacks orchestrated partly by domestic and transnational criminal networks in West Africa.
Implementing Partner(s)	Kofi Annan International Peacekeeping Training Centre
Project Start Date	April 2017
Project End Date	June 2018
Work Plan Budget	USD370.000
Revenue received	Regular USD 00.00 Other Donor USD 370,000.00 Total USD 370,000.00
Unfunded budget	USD 0.00
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1. Executive Summary

The Kofi Annan International Peacekeeping Training Centre in Partnership with the United Nations Development Programme (UNDP) and the Government of Japan (GoJ), implemented a project on “Strengthening border control capacities against extremism and terrorism in West Africa and the Sahel” to provide border security management capacity training for seven (7) member states of the Economic Community of West African States (ECOWAS) from April 2017 to March 2018. The project beneficiary countries were Ghana, Burkina Faso, Cote d’Ivoire, Mali, Niger, Nigeria and Senegal. These countries were selected to participate in the project because they experienced terror attacks or are located close to countries that recently experienced terror attacks.

The project provided technical capacity development training on border security management to officers from the police, immigration, military, customs, intelligence services, drug law enforcement agencies and gendarmerie from the beneficiary countries. In doing so, the project sought to improve state responses within the context of rising radicalization, extremism and terror attacks orchestrated partly by domestic and transnational criminal networks in West Africa.



Overall, 86 border security management personnel were trained on techniques for preventing radicalization and extremist penetration into the respective national territories. These trainings were delivered through three (3) separate capacity development training courses organized in Ghana, Mali and Burkina Faso. Additionally, the project developed and disseminated a documentary to highlight the impact of the project activities and the contribution of Government of Japan, in collaboration with its partners, in enhancing security in West Africa.

2. Planned Project Objective

The objective of the Project was to develop technical capacities of operational level (i.e. mid-career officials) border security personnel and thereby, strengthen national institutional capacities to manage issues relating to radicalization, extremism, criminal investigation and terrorism in West Africa and its Sahel territories through Border Security Management (BSM) capacity development training.

3. Project Output Results

As planned, the project enhanced the knowledge of border security officials in the participating countries who are expected to lead in preventing cross-border movement of extremists and also, cross-border spread of terrorism into their respective countries. The trainings promoted a shared understanding of the principles for curbing transnational extremism and terrorism in the context of ECOWAS’ related efforts. With the knowledge acquired from the project, the officials are contributing to restoring security and order in affected border regions where incidences of terrorism have already occurred. This is expected to help prevent cross-

border movement of extremists as border security management professionalize their operations by using knowledge gained from the trainings. The table below presents a snapshot comparison of planned targets against actual results achieved by the project (*see Annex 2 for detailed table*):

OUTPUTS	TARGET	ACTUAL RESULT	Remarks
<p>Output 1: A course package on border security management designed in English and translated into French</p>	<p>Target (2017): A course package on border security management designed in English and translated into French</p>	<p>A course package on border security management designed in English and translated into French. Course design workshop report available</p>	<p>The workshop was conducted, and course presentations developed out of the deliberations of the workshop. The course review workshop report; the initial course presentations in English and the translated versions in French are available.</p>
<p>Output 2: Organize three (3) capacity development training courses in three participating countries</p>	<p>Target (2017): 3 (90 West African border security personnel including civil society actors will be trained by this project)</p>	<p>Three separate training courses were organized in Ghana, Mali, and Burkina Faso. 86 participants West African border security personnel including civil society actors were trained by this project</p>	<p>An unforeseen strike by Customs in Mali resulted in no participants from Customs attending the training. The separate course reports are available upon request. The associated lessons learned incorporated into this report</p>
<p>Output 3: Project Management arrangements including personnel costs</p>	<p>Results Indicator 3.1. project proposal including theory of change produced; project work plan; monitoring and risk plans produced; terms of reference for manager and officer produced;</p>	<p>A project monitoring report was produced and appropriate staffing arrangements in line with project document pursued.</p>	<p>The monitoring report is annexed to this report.</p>
<p>Output 4: visibility, Sustainability, communication, administration and visibility</p>	<p>Design a sustainability plan including periodic engagement with participating countries, UNDP staff, and Japanese officials; Develop a communications plan that also ensures the visibility of the Government of Japan for the project</p>	<p>Staff of UNDP and KAIPTC visited Japan for an intensive engagement that explored ways of further strengthening the existing partnership through Japan-UNDP Global partnership framework A documentary was developed for the project showcasing project activities and the contribution of partners to security and safety in West Africa; project documents including banners, name tags displayed Japan, UNDP and KAIPTC logos.</p>	<p>These activities are further captured in narratives and in images and annexed to this report</p>

The project results are further delineated below, organized under the four output areas as outlined below¹. The reported achievements have been verified in the project evaluation report whose main findings are presented below under the fourth section.

3.1 Output 1: A course package on border security management designed in English and translated into French

The Output 1 target a course package on border security management was designed initially in English and later translated into French, was fully achieved. This was achieved through the organization of a course design workshop with 6 regional subject-matter experts that was held from 23-25 August 2017 in Dakar, Senegal. At this workshop, the experts and participants thoroughly assessed the course materials available and identified the relevant documents that needed to be harmonized to suit the purposes of this project.

Following the workshop, the course materials that were developed were an adaptation and harmonization of the different variations of existing KAIPTC training packages on border security management and terrorism. Additionally, the course materials also incorporated relevant portions of the 2013 ECOWAS counter-terrorism strategy and other related international best practices to suit the project objectives.

3.2 Output 2: Organize three (3) capacity development training courses in three participating countries

The output 2 target of three (3) border security management training courses was achieved to a large extent. Three training courses were organized in three countries and 86 (17 female and 69 male) of the planned 90 West African border security personnel including civil society actors were trained. Although the target was not fully met, the deficit of 4 personnel not being trained was not a significant number to undermine the result achieved. Although the original target was for a total of 90 personnel and there was to be a course held in Nigeria, there was a minor variation with a course held in Burkina Faso and a total of 86 personnel trained due to unpredictable circumstances. These circumstance and variations are further explained below:

- a. The first was a two-weeks training course for 30 participants from the seven (7) selected countries which was organized in Ghana. From 18-29 September 2017, the Project conducted a two-week course on border security management at KAIPTC for 29 participants from all participating countries. Although the plan was for 30 participants, only 29 participants confirmed and attended. The topics discussed included: integrated border management, organized crime, radicalization and extremism; terrorism; working with local communities etc. detailed course report is attached. One of the highlights of the course were three field visits organized to the Aflao border between Ghana and Togo, the Kotoka International Airport and the Tema harbor. His Excellency Kaoru Yoshimura then Ambassador of Japan to Ghana participated in the closing ceremony.



Picture 1: BSM Training in Ghana: Left; Group photograph after the briefing session at the VIP lounge of the Ghana Immigration Service, at the Aflao Border, Ghana. Right: His Excellency the Ambassador presenting a certificate to a participant

¹ It is important to note that detailed activity reports and copies of course manuals are available upon request

- b. The second was a one-week border security management course for 22 participants organized in Mali from 6-10 November 2017. Although the plan was for 30 participants, only 22 confirmed and attended. The reduced number of participants was due to the unforeseen industrial strike of Customs officers in Mali. As a result, the letters of invitation sent to the Customs in Mali were not honored. In effect the course was organized without the participation of Customs personnel, hence the intake numbers were short by eight (8) persons.



Picture 2: BSM Training in Mali: Mrs. Margaret Akakpo (KA IPTC) delivering a presentation on working with local communities in BSM

- c. The third training was organized in Burkina Faso instead of Nigeria. The technical capacity development course on border security management was organized from 19-23 March 2018 in Ouagadougou for 35 participants from Burkina Faso and Nigeria. Although, the original venue for this course was in Lagos, Nigeria, the bureaucratic delays in authorizing the training created the need to re-strategize. Consequently, and in consultations with the project



Picture 3: BSM Training in Burkina Faso: A group picture of participants of the training in Burkina Faso

partners, the course was moved to Burkina Faso. However, the composition of the participants did not change, so participants included Nigerians and Burkinabe border security managers. Additionally, the course was able to include five more personnel to train a total of 35 above the target of 30.

3.3 Output 3: Project Management arrangements including personnel costs

This output was successfully achieved as the project was managed transparently and in close collaboration with UNDP and the Embassy of Japan. Reports were produced for all outputs and the project was evaluated to assess its impact, identify lessons and opportunities. Additionally, all key stakeholders were actively engaged throughout the project phases to ensure inclusion and to extend project results to indirect beneficiaries.

- a. *Project Management:* Implementation was done in close partnership with counterpart programme officials at the UNDP Country office in Ghana. KA IPTC also collaborated with ECOWAS, and relevant commissions in all seven beneficiary countries.

- b. *Stakeholder Engagement:* Institutions from all seven participating countries, ECOWAS, regional think tanks and relevant civil society networks were all engaged. Their inclusion in the project was important as they provided essential technical resources as well as benefiting directly or indirectly from the information produced by the project. Additionally, the project provided valuable South-south experience sharing between Ghanaian and Japanese national institutions.
- c. *Reporting:* The project produced regular reports for all the trainings and the workshop in addition to the manuals produced. Training modules were developed in both English and French, and an end-of-project evaluation was undertaken to assess impact.

3.4 Output 4: Visibility, Sustainability, communication, administration and visibility

- a. *Visibility and Communication:* The project produced a documentary on the achievements of the project and solicited input from the project partners and stakeholders. The online documentary was shared widely in Japan and, to critical staff of the UNDP across the globe, project participants and focal agencies in the beneficiary countries. Additionally, the documentary was published on the website of the KAIPTC. Furthermore, the project team ensured that all project documents such as participants' identification cards, slides and other documents bore the logos of Japan and UNDP together with the KAIPTC. That way, the visibility of the project partners was ensured.
- b. *Partnership and Sustainability:* To enhance the tripartite partnership between KAIPTC, UNDP and the Government of Japan, as well as the south-south and triangular cooperation between Japan and Ghana, a mission was organized to Japan.

The Commandant of the KAIPTC Air Vice Marshal Griffiths S. Evans in May 2018 led a delegation comprising of: Dr. Kwesi Aning, Director, Faculty of Academic Affairs and Research (FAAR), KAIPTC; Mr. John Pokoo, Head, Conflict Management Programme, FAAR, KAIPTC; Mr. Louis Kuukpen, Assistant Country Director, UNDP Ghana; and Fl. Lt. Reginald Kenney, Aide de Camp to Commandant, KAIPTC from Ghana.

This 5-day official visit to Japan enabled the Ghanaian delegation to engage with officials of the Ministry of Foreign Affairs, Ministry of Defense, the Cabinet and allied institutions in Japan aimed at strengthening the existing partnership through Japan-UNDP Global partnership framework.

The Mission concluded with agreed follow up action points which are being implemented.

4. Project Achievements as confirmed by the evaluation report

Behavior change: In Niger trainees have used the knowledge gained to track religious radicalization messages preached in mosques (Niger) and submitted such data to the police for analysis and further engagement with religious leaders. In doing so, the project has helped to enhance the skills and capabilities of participants in Niger to be more proactive and effective in preventing the spread of religious radicalization messages. In Ghana, trainees stationed at Aflao, the border with the Togolese capital, Lomé, have used knowledge from the course to enhance cooperation with the local community. For example, they have re-introduced informant re-ward scheme that is part of their intelligence mechanism for improving information gathering on criminals from the local community.

Training content and facilitation: The evaluation found that the content of the training was very appropriate for the trainees and reflected the realities and challenges encountered by border management officials in the sub region. The adult-experiential learning/teaching approach used by the facilitators also encouraged discussions and idea sharing which enhanced learning.

Knowledge and skills gained: The findings from the evaluation showed that all the participants enriched their knowledge and skills in border management because of the training. The participants also applied the knowledge gained from the training in their fields of work and provided examples of how such knowledge and skills were applied. Some supervisors of the personnel trained corroborated this feedback and narrated the improved changes they had observed in the work of their subordinates.

Knowledge and skills transfer: One of the key findings of the evaluation was the diverse approaches used by participants to share with their colleagues and subordinates the knowledge and skills gained from the training. Due to budgetary constraints only, a limited number of border management officers were trained by the KAIPTC. However, some participants took the initiative, as a moral and professional duty, to educate their colleagues based on materials obtained from the courses. As an immediate outcome from the training, some participants trained noted that they would update their organizational training modules based on information received at the KAIPTC training. These participants, who were interviewed during the evaluation in Burkina Faso, were from the training units of their respective organizations enabling them to implement these changes. In line with this approach, the training would have a cascading effect on the institutions to benefit more personnel than those directly targeted.

5. Challenges

The main challenge with the project emerged during the implementation phase. In-country partners' commitment proved extremely critical especially when project activities were organized outside Ghana where KAIPTC is located. Despite consistent efforts to organize one of the course in Nigeria as originally planned, this did not materialize. Indeed, the project realized very late that Nigeria was not ready to host the course. Thus, the project partners (i.e. Japan and UNDP)

cooperated in re-locating the course from Nigeria to Burkina Faso. This affected the budget in two ways, first was the cost of shuttle incurred by the project team while pursuing Nigerian authorities to authorize for the course to be organized in Nigeria; and the second was the cost of flying Nigerian participants to Burkina Faso and including personnel from Burkina Faso. Nigerian personnel had to be flown in because they were the participants targeted as part of the project intervention logic.

The above, together with unanticipated strike action by the Customs in Mali combined to affect the overall number of persons targeted for training. However, the deficit of four participants, does not significantly affect the planned outcome because it is a small number and also because the beneficiary groups targeted to receive the training were met. Operational level staff (i.e. mid-career officials) from the Police, Gendarmerie, military, customs, immigration, intelligence services, drug law enforcement agencies including some relevant civil society actors were all trained. Since all these targeted institutions earmarked for the BSM training did have a representative trained, an institutional memory has been developed. This institutional memory will allow those trained to pass on the knowledge acquired to ensure sustainability. As demonstrated by the evaluation, the impact of the training goes beyond the target group because those trained are further sharing the knowledge gained and skills developed from the courses to the advantage of countless unintended beneficiaries.

Gender balance remains a challenge even though the invitation letters specified the need to nominate more females for the course. However most of the countries and institutions nominated male participants and out of the 86 personnel trained only 17 were females.

6. Lessons learned

Leveraging on networks for continuous country level engagements and timely sending out of invitations are key to the success of every event. It is therefore of utmost importance that workshop, or training dates are firmed up and timely. invitations sent out. This also makes room for proper and adequate preparation. To address the issue of gender imbalance, the invitation letter to countries should specify the exact numbers of female participants needed for the course in the future. Or it should simply encourage countries to nominate female participants.

Subsequently, it is important to firm up cooperation with the relevant state institutions and diplomatic missions and start early engagements to secure their support and cooperation as and when needed.

7. Recommendations and conclusion

The following recommendations are captured in the project evaluation report:

- a. The Project showed that the knowledge and skills gained would help to curtail movement of criminal groups and weapons across the borders. This would contribute to fighting violent

extremism, terrorism and Small Arms and Light Weapons smuggling. It is, therefore, recommended that the project should continue and scale up.

- b. Where participants are coming from French speaking countries, all efforts should be made for the training content, handouts/presentations and facilitators to be bilingual. This would enable participants to fully understand the course content and engage in meaningful conversations and share best practices.
- c. While it is acknowledged that KAIPTC has no control on the course participants nominated at country level, KAIPTC should liaise with the countries and emphasize the importance of increasing the number of females sent on trainings. The integration of gender issues into Border Security Management processes enhances operational effectiveness by both improving the preventions and detection of human trafficking and smuggling, as well as strengthening the protection and promotion of human rights.
- d. KAIPTC should liaise with the Small Arms and Light Weapons Commission in the various ECOWAS countries to ensure that both operational and strategic level personnel from designated institutions are enrolled on the courses. This would augment the institutional capabilities to streamline internal processes and be more responsive in dealing with complex Border Security Management issues.

8. Provisional Financial Report section

The project's interim financial report is attached to this report as annex 1. The final financial report will be submitted at the end of the financial year.

Annex 2

Summary of Project Outputs Achieved

OUTPUTS	OUTPUT INDICATORS ²	Planned ACTIVITIES	Executed Activities	Remarks
<p>Output 1: A course package on border security management designed in English and translated into French</p>	<p>Results Indicator 1.1. course design concept note produced <i>Data Source:</i> existing course packages of the KAIPTC, desk research; invitation letters to stakeholder organizations for release of experts <i>Frequency:</i> once in a year <i>Baseline:</i> Some border security management courses exist at the KAIPTC but each of them has different thematic focus depending on the objectives for which they were developed. Other regional actors have varied research and policy packages. These will be harmonized to suit the purposes of this project. (Women: 3; Men: 7) <i>Target (2017):</i> A course package on border security management designed in English and translated into French by end of Results Indicator 1.2. Course design workshop report available</p>	<p>1.1. Develop course design workshop concept 1.2. prepare contracts for three subject matter experts who would prepare additional modules 1.3 organize one course design workshop 1.4 compile course presentations and reference material</p>	<p>The workshop was conducted, and course presentations developed out of the deliberations of the workshop.</p>	<p>The course review workshop report; the initial course presentations in English and the translated versions in French are available.</p>
<p>Output 2: organize three (3) capacity development training courses in three participating countries</p>	<p>Results Indicator 2.1. Number of CD training courses organised <i>Data Source:</i> Course concept notes and post-course reports available. Record of course proceedings <i>Frequency:</i> three times in 2017 based on agreed time slots</p>	<p>2.1 organize a two-week border security management course at the KAIPTC for 30 participants 2.2 Organize a one-week border security course in Lagos, Nigeria for 30 border security personnel in Nigeria</p>	<p>Three separate training courses were organized at the KAIPTC; Bamako and Ouagadougou with a total of 86 participants</p>	<p>The separate course reports are available upon request. The associated lessons learned incorporated into this report</p>

² It is recommended that projects use output indicators from the Strategic Plan, as relevant, in addition to project-specific results indicators

OUTPUTS	OUTPUT INDICATORS ²	Planned ACTIVITIES	Executed Activities	Remarks
	<p><i>Baseline (2016): KAIPTC organized a border security management course for 30 West Africans in June 2016</i></p> <p><i>Target (2017): 3 (90 West African border security personnel including civil society actors will be trained by this project)</i></p>	<p>2.3. Organize a one-week border security course in Bamako, Mali for 30 border security personnel in Mali</p>		
<p>Output 3: Project Management arrangements including personnel costs</p>	<p><i>Results Indicator 3.1. project proposal including theory of change produced; project work plan; monitoring and risk plans produced; terms of reference for manager and officer produced;</i></p>	<p>project proposal including theory of change produced; project work plan; monitoring and risk plans produced; terms of reference for manager and officer produced;</p>	<p><i>A project monitoring report was produced and appropriate staffing arrangements in line with project document pursued.</i></p>	<p><i>The monitoring report is annexed to this report.</i></p>
<p>Output 4: visibility, Sustainability, communication, administration and visibility</p>	<p><i>Design a sustainability plan including periodic engagement with participating countries, UNDP staff, and Japanese officials;</i></p> <p><i>Develop a communications plan that also ensures the visibility of the Government of Japan for the project</i></p>	<p>Implement communications plan; Produce banners and name tags with partners' logo for courses; procure relevant equipment such as laptops. Undertake in-country consultations with participating countries; Support to KAIPTC to ensure adequate administrative and clerical support to the project; Organize two planning meeting for project partners</p>	<p><i>A documentary was developed for the project showcasing project activities and the contribution of partners to security and safety in West Africa; project documents including banners, name tags displayed Japan, UNDP and KAIPTC logos</i></p> <p><i>Staff of UNDP and KAIPTC visited Japan aimed at strengthening the existing partnership through Japan-UNDP Global partnership framework</i></p>	<p><i>These activities are further captured in narratives and in images and annexed to this report</i></p>