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## Regional Project for “Border Management and Border Communities in the Sahel”



# Final Report

Period Covered: March 2015 – March 2017

June 2017

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Dakar Liaison Office  
Regional Service Center for Africa



**Project** : Regional project for Border Management and Border Communities in the Sahel

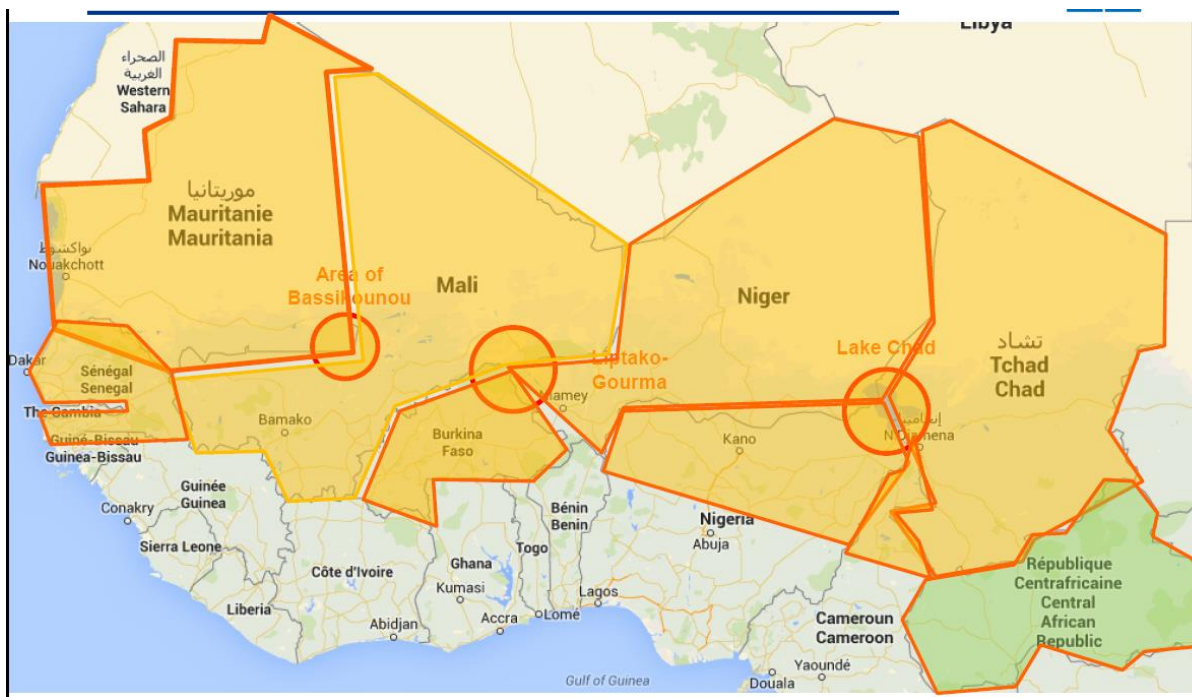
**Area of intervention** : Sahel Region- regional component  
Burkina Faso, Chad, Mali, Mauritania, and Niger

**Budget** : US\$ 3,800,000

**Funding** : Japan Supplementary Budget

**Period** : March 2015 – March 2017 (*including no-cost extension*)

**Sahel - Project Reference Map:**



*Figure 1-Project implementation areas in circle*

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## List Of Acronyms

AGIR	Alliance globale pour l'Initiative résilience-Sahel	
AGR	Activité génératrice de revenus	
ALPC	Armes légères et de petit calibre	
APSA	Architecture africaine de paix et de sécurité	
AUFC	Association des Usagers du Forage Christine	
AUFC	Association des Usagers du Forage Christine	<i>Burkina Faso</i>
CADRI	Initiative pour le renforcement des capacités d'intervention en cas de catastrophe	
CEDEAO	Communauté économique des États de l'Afrique de l'Ouest	
CGCAO	Comité de Gestion des Catastrophes en Afrique de l'Ouest	
CLP	Comités Locaux de Paix	<i>Tchad</i>
CNCCAI	Commission Nationale de Contrôle et de Collecte des Armes Illicites	<i>Niger</i>
CNDP	Conseil National de Dialogue Politique	<i>Niger</i>
CNOSC	Conseil National des Organisations de la Société Civile	<i>Burkina Faso</i>
COREP	Comité des représentants permanents	
CPD	Descriptif de programme de pays	
CR	Coordonnateur résident	
CNDS	Commission Nationale de Dialogue Social	<i>Niger</i>
CRDS	Commission Régionale de Dialogue Social	<i>Niger</i>
CSC	Conseil Supérieur de la Communication	<i>Burkina Faso</i>
CTED	Comité contre le terrorisme	
DGPC	Direction générale de la protection civile	<i>Burkina Faso</i>
DPC	Direction de la protection civile	<i>Tchad</i>
GTR	Groupes de Travail Régionaux	
HACP	Haute Autorité à la Consolidation de la Paix	<i>Niger</i>
HIMO	Haute Intensité de Main-d'œuvre	
MINUSMA	Mission multidimensionnelle intégrée des Nations Unies pour la stabilisation au Mali	
MISMA	Mission internationale de soutien au Mali	<i>Mali</i>
NEPAD	Nouveau Partenariat pour le Développement de l'Afrique	
OCI	Organisation de la coopération islamique	
ODD	Objectifs de développement durable	
OMD	Objectifs du Millénaire pour le développement	
ONG	Organisation non gouvernementale	
ONU	Organisation des Nations Unies	
ORSEC	Organisation de la Réponse de Sécurité Civile	<i>Tchad</i>
OSAA	Bureau du Conseiller spécial pour l'Afrique	
OSSES	Bureau de l'Envoyé spécial du Secrétaire général pour le Sahel	
OSC	Organisation de la société civile	
PANA	Programme d'Action National d'Adaptation aux Changements Climatiques	<i>Burkina Faso</i>
PAPEM	Projet d'Appui au Processus Electoral du Mali	<i>Mali</i>

PDA/RN	Programme de Développement Accéléré des Région du Nord	<i>Mali</i>
PNUAD	Plan-cadre des Nations Unies pour l'aide au développement	
PNUD	Programme des Nations Unies pour le développement	
RCA	République centrafricaine	
RECs	Regional Economic Commissions	
RENLAC	Réseau national de lutte anti-corruption	<i>Burkina Faso</i>
RRC	Réduction des Risques de Catastrophe	
RSSG	Représentant spécial du Secrétaire Général	
SCADD	Stratégie de Croissance Accélérée et de Développement	<i>Burkina Faso</i>
SINUS	Stratégie des Nations Unies pour le Sahel	
SNU	Système des Nations Unies	
SP/CONASUR	Conseil National de Secours d'Urgence et de Réhabilitation	<i>Burkina Faso</i>
SP/CONEDD	Secrétariat Permanent du Conseil National pour l'Environnement et le Développement Durable	<i>Burkina Faso</i>
SPCR	Secrétariat Permanent du Code Rural	<i>Niger</i>
TIC	Technologies de l'Information et de la Communication	
TICAD	Conférence Internationale de Tokyo sur le Développement de l'Afrique	
UA	Union africaine	
UE	Union européenne	
UNISDR	Bureau des Nations Unies pour la Réduction des Risques de Catastrophe	
UNREC	Centre régional des Nations Unies pour la paix et le désarmement en Afrique	
US\$	Dollars américains	

## Executive Summary

The Regional Project for “Border Management and Border Communities in the Sahel Region (BMBC)” fully funded by the Government of Japan was designed and developed by the United Nations Development Programme (UNDP) within the framework of the Tokyo International Conference on African Development (TICAD). It is in line with the implementation of the United Nations Integrated Strategy for the Sahel (UNISS) whose objectives are focused on governance, security, and resilience.

The “**Border Management and Border Communities**” project supported the reinforcement of cross-border coordination capacities in the G5 Sahel countries as complementary to the two previous projects (Phase1- “Consolidation of Peace and Good Governance in the Sahel”, and Phase2 “*Strengthening Human Security and Community Resilience in the Sahel*”, all financed by the Government of Japan. The “**Peacebuilding and Good Governance in the Sahel**” project brought governments and communities to work together more effectively to build peace and improve governance. In Niger, the National Council for Political Dialogue (CNDP) received support to provide training on mechanisms for the prevention and the management of political conflict as well as the promotion of political dialogue. “*Strengthening Human Security and Community Resilience in the Sahel*” was implemented in line with the Yokohama Action Plan 2013-2017 on sustaining peace, stability, and good governance. Overall, the project had 226,091 beneficiaries (of which 211,041 direct and 15,050 indirect) from income generating activities, establishment of national dialogue committee, and capacity building of state institutions. The project supported the creation of the Burkinabe Observatory of Religious Facts (ONAFAR) in collaboration with local and national authorities and the establishment/ operationalization of Local Peace Committees (LCP).

The UNDP Africa Regional Platform in Dakar, was entrusted with the project's management and the activities focused on national, regional, transnational and global responses to issues related to border management and community resilience. The project is implemented in the G5 Sahel countries (Burkina Faso, Chad, Mali, Mauritania, and Niger), which are all exposed to complex and multidimensional challenges such as: increasing insecurity, extreme political instability, major environmental crises, food and humanitarian challenges exacerbated by sizeable migratory flows as a result of recurring crises and climate change. All the five beneficiary countries have low human development indexes with a majority of the population living in extreme poverty. This extreme poverty is estimated at 73.5% in Niger, 67.0% in Chad, 63.8% in Burkina Faso and 55.9% in Mali (*source: Human Development Report for Africa, 2016*) with an average Human Development Index of 0.413<sup>1</sup> between the four of them. Moreover, the weakening of States within the Sahel region, including the Lake Chad Basin area, which is affected by crises and conflicts through the presence of organized terrorist groups, has further exacerbated the challenges to which the region is confronted.

The project provided financial and technical assistance to each of the G5 Sahel countries to finalize, amend, and/or prepare a national border strategy. The project also supported the elaboration of the Mali national strategy to prevent violent extremism validated by the Government in December 2016. Overall, about 1,200 border agents and security forces, 2,500 community members were trained to create trust and improve relations between the communities and local authorities. Overall, about 1,200 border agents and security forces, 2,500 community members were trained to create trust and

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<sup>1</sup> <http://www.undp.org/content/undp/en/home/librarypage/hdr/2016-africa-human-development-report.html>

improve relations between the communities and local authorities. About 458,012 people benefitted from the project along the borders (46,503 direct beneficiaries and 411,509 indirect beneficiaries). On the other hand, the Sahel has a strong development potential with a young population, as it is home to the world's fastest growing populations. Niger, has the world's highest birthrate at 6.62 births per woman, followed by Mali at 5.95<sup>2</sup>. According to UNFPA, in 2015 about 93 million people lived in the Sahel while population growth of the whole African continent is expected to reach the 2.5 billion mark in 2050. With a 5% fertility rate for sub-Saharan Africa in 2015, substantial improvements in economic activities' evolution could mean an overall gain and significant trade opportunities.

At the national level, the UNDP Country Offices implemented the project. Regional organizations, national institutions, civil society, UN agencies, and other technical and financial partners involved in peace-building and governance were closely associated in its implementation. In this context, the project helped establish planning and coordination frameworks to improve the response to the challenges, to ensure aid effectiveness, the creation of an environment favorable to innovative approaches and solutions to accelerate growth, sustainable development and poverty reduction.

With a budget of US\$ 3.8 million, the project provided the opportunity to mobilize stakeholders around regional and transnational strategic border issues, promote South-South experience sharing and build on achievements. This regional approach also makes it possible to confront the strategic visions with issues, constraints and specificities related to the project implementation at the national level. Additionally, many studies and reports were produced under the project. Below is the list of some documents:

- Perception studies on the drivers of insecurity and violent extremism in the border regions of the Sahel
- Study on Women's cross-border trade in the Sahel
- Survey on the proliferation of Small Arms & Light Weapons in the Sahel and neighboring countries
- Studies on the socio-economic factors of terrorism in Mauritania
- Study on income generating activities and employment in the Lake Chad Basin area

The project was implemented based on UNDP's extensive experience and comparative advantage in the areas of governance, rule of law, peace consolidation, resilience, human security, and sustainable development. Its values, objectives and principles were reflected in all areas of intervention. Resilience, which is also cross-cutting, lays the basis on rapid post-crisis recovery and disaster risk reduction, climate change and its impact, as well as improving the livelihoods of local communities in the strategically selected implementation areas.

The monitoring and evaluation process conducted throughout the implementation phase enabled the identification of bottlenecks, challenges, risks, which have informed the decision-making process for the achievement of optimal results.

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<sup>2</sup> <https://www.cia.gov/library/publications/the-world-factbook/fields/2127.html>

# Introduction

## 1- Context

The five beneficiary countries– Burkina Faso, Chad, Mali, Mauritania, and Niger– are, to varying degrees but without exception, facing serious challenges that significantly hinder development processes in the Sahel. Food crises in the sub-region have occurred repeatedly in recent years and in 2016, food insecurity has affected an estimated 23.5 million people across the Sahel with at least 6 million people facing severe food insecurity<sup>3</sup>, increasing the populations’ chronic vulnerability . These difficulties are often related to climate change, involving long cycles of drought, sometimes followed by floods. Furthermore, demographic factors (a young population growing by over 4% per year) have exerted continuous pressure on food production as well as on natural resources and social services. Poor governance and security challenges, have weakened States’ capacities, to respond to intra and inter-community conflicts, the rise of human and drug trafficking, political and organized crimes, and persistent mass poverty. This situation has prevented the population from accessing basic public services, limiting economic prospects particularly for women and youth; and could be a contributing factor to delaying the achievement of the SDGs by 2030 if appropriate measures are not put in place.

**Table 1. – Country factsheets**

Indicators	Burkina Faso	Chad	Mali	Mauritania	Niger
Population	18,01 Million (HDR 2016)	14 Million (HDR 2016)	17,6 Million (HDR 2016)	4,1 Million (2015-HDR 2016)	19,9 Million (HDR 2016)
Surface area	273187Km2 (UNDP)	1284.000 (FAO /UNDP)	1240.192Km2 (UNDP)	1.030.700 km2 (UNDP.MR)	1.267.000 Km2 (UNDP/Niger)
Human Development Index	0,402 (2015-HDR 2016)	0,396 (2015-HDR 2016)	0,402 (2015-HDR 2016)	0,513 (2015-HDR 2016)	0,353 (2015-HDR 2016)
HDI Ranking	185 (HDR 2016)	186 (HDR 2016)	175 (2015-HDR 2016)	157 (HDR 2016)	187 (HDR 2016)
Demographic growth	2,9% (HDR 2016)	3,3% (HDR 2016)	3,0% (HDR 2016)	2,5% (HDR 2016)	4,0% (HDR 2016)
Literacy rate (15 Years +/- 2010-15)	36,0% (HDR 2016)	40,2% (HDR 2016)	38,1% (HDR 2016)	52,1% (HDR 2016)	19,1% (HDR 2016)
Per capita gross domestic product in US\$ (million)	USD. 713 (2014-UNDP)	USD.1622 (UNDP)	USD. 1300 (UNDP)	USD. 1044 (UNDP/MR)	USD. 873 (UNDP/Niger)
Urban population	29,9% (HDR 2016)	22,5% (HDR 2016)	39,9% (HDR 2016)	59,9% (HDR 2016)	18,7% (HDR 2016)

<sup>3</sup> [https://www.humanitarianresponse.info/system/files/documents/files/sahel\\_hrp\\_2016\\_-\\_en\\_5.pdf](https://www.humanitarianresponse.info/system/files/documents/files/sahel_hrp_2016_-_en_5.pdf)



Life expectancy at birth (women)	60,3Years (HDR 2016)	53,0Years (HDR 2016)	58,3 (HDR 2016)	64,7Years (HDR 2016)	62,9 Years (HDR 2016)
Life expectancy at birth (men)	57,6 Years (HDR 2016)	50,8 Years (HDR 2016)	58,6 Years (HDR 2016)	61,7Years (HDR 2016)	61,1 Years (HDR 2016)
Population age under 15 Years (0-14Years – 2015)	87,6% (HDR 2016)	95,8% (HDR 2016)	95,1% (HDR 2016)	70,5% (HDR 2016)	107,5% (HDR 2016)

## 2- Intervention Frameworks

### United Nations Integrated Strategy for the Sahel

The United Nations integrated strategy for the Sahel is built around three broad areas of support formulated as strategic goals: Resilience, Security, and Governance. The Strategy supports and strengthens a UN coordinated response to the Sahel crisis. This includes the integration of humanitarian, security and development interventions, ensuring that lifesaving activities meet immediate needs while building the resilience of people and communities as part of a long-term development agenda.

The United Nations pays special attention to strengthening the capacities of institutional actors and communities in the cross-border areas, by promoting the empowerment of the most vulnerable to improve their resilience. Special attention is thus focused on the youths exposed to the risks of recruitment by terrorist and extremist groups, and women whose transforming capacity is a key engine of development.

As the lead of the UNISS Regional Governance Working Group, UNDP has implemented three flagship projects including the BMBC project. In October 2016, the Governance Working Group convened to identify and propose joint recommendations to the Independent Evaluation team on UNISS commissioned by UN DPA. As key recommendations from that meeting, the RWG members have proposed an Integrated M&E and Coordination Mechanism on UNISS which could involve national parties, UNCTs, and RECs to ensure the effective implementation of the UNISS. The independent evaluation recommended that the “UNISS is sound and that the strategy remains valid as a framework to guide UN interventions in the Sahel.”

### The Tokyo International Conference on African Development (TICAD)– Quality and Empowerment

During the No-cost extension phase, and in consultation with all stakeholders, the project was able to take into consideration the outcomes of the TICAD VI pillars such as boosting economic growth, accelerating infrastructures and capacity development, promoting sustainable and resilient growth, consolidating peace, stability, democracy, and good governance.

Since the inception of the TICAD, UNDP has been involved and became a co-organizer from TICAD II and after. Under this framework, UNDP is supporting local strategies to build peace and reduce poverty while promoting economic growth in Africa. This commitment was renewed during the TICAD VI conference held for the first time in Africa, in Nairobi/Kenya.

# The UNDP Strategy for the Sahel

The UNDP [Strategic Plan 2014-2017](#) provided the framework for UNDP’s interventions in Sub-Saharan Africa: “Towards sustainable & inclusive human development strategy for the Sahel.” The programme addresses transnational issues or common development challenges. The programme is in line with the African Union (AU)’s strategy to speed up economic integration and regional cooperation, it also strived to strengthen relationships with Regional Economic Commissions (RECs) while helping to harmonize UN-wide interventions in the region. Through its Sahel Programme, UNDP is engaged to enhance its approach and provide appropriate responses to existing dynamics determining development prospects in Africa in general, and in the Sahel region in particular.

The BMBC project is in line with the current UNDP Strategic Plan 2014-2017 with activities based on the following three key sectors: i) adoption of sustainable development models; ii) setting up and/or strengthening inclusive and effective system of democratic governance; and iii) strengthening communities’ livelihood and resilience. The UNDP interventions is based on the principles of mutual support and representation as well as to promote States’ ownership of the projects.

UNDP and the Government of Japan have a long-established partnership to strengthen human security in the Sahel and the entire Sub-Sahara Africa. The cross-border initiative was put in place as a recognition of development challenges arising from transnational crimes and terror threats in the region.

## 3- Objectives

The project aimed to improve security and facilitate trade and transit at the three strategic border areas of the Sahel, namely: (i) Mali-Mauritania border, in the area of Bassikounou-Nampalari/Ségou; (ii) Liptako-Gourma Triangle, borders between Burkina Faso-Mali-Niger; and the Lake Chad area, Chad-Niger. This border approach through the BMBC project built capacities of border agencies, increase States’ presence in border areas, improve interaction between local population and local authorities, while protecting and promoting communities’ livelihoods and food security. The project’s activities involved the most vulnerable communities including youth and women groups. Building and strengthening the capacities of national institutions to adjust to evolving trends and situations is of paramount in promoting sustainable peace and communities’ livelihoods.

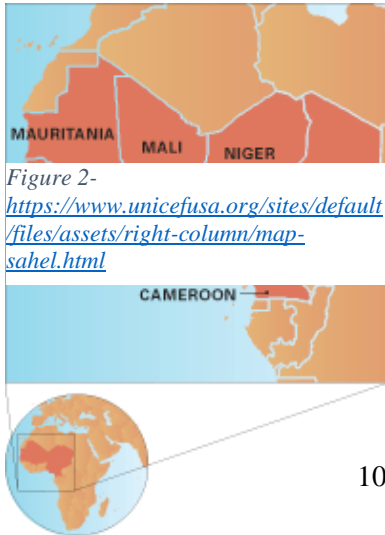


Figure 2- <https://www.unicefusa.org/sites/default/files/assets/right-column/map-sahel.html>



Sahel Phase-3 - General Objective
<b>1. Increased Government’s Presence, and improved Access to public services in the concerned cross-border areas</b>
Expected Outcome
National policies involving border communities in border management prepared; capacity development of Border Agencies undertaken, with the elaboration of border management strategies for the G5 Sahel countries
National policy makers, civil society and international community have better understanding of security incidents and trends, and the importance of the security-development approach, and informal cross-border exchanges (trade for example).
<b>2. Improved resilience and better access to work opportunities</b>
Expected Outcome
Inclusive border management strategy developed for Sahel region, including participatory mechanisms for community-based policing designed to enhance human security at the local level.
Vulnerable groups (women and youth) have income generating opportunities to improve their livelihood

The rise of violent non-state actors, terrorist groups and organized crime groups involved in the illicit trafficking of weapons, drugs and human beings, is over-powering the State, especially in border regions, and undermining sustainable human development in a multitude of ways.

A new approach is needed to secure the improvement of border management and human security in border regions of the Sahel. The project assisted local and national authorities to build the capacities of Border Agencies, and increase the physical presence of the State in border areas; improved interaction with local populations to better articulate and legitimate law and order efforts, as well as to protect and promote the informal cross-border trade that is often critical to their livelihoods and food security.

### [3.1. Results on the regional level](#)

The “Border Management and Border Communities” project has provided technical assistance to the G5 Sahel Countries (Burkina Faso, Chad, Mali, Mauritania, and Niger) by ensuring that the third pillar of the AU strategy (involvement of border communities) was mainstreamed into policy and plans for the three selected trans-boundary areas. The project organized a series of fora in each targeted country to bring together border agencies, private sector, civil society organizations, and community leaders to discuss the elaboration of a border management administration for specific border areas. Cross-border cooperation meetings were held utilizing a similar participatory approach to ensure a coherent transboundary approach to mutual challenges and opportunities.

The project has supported the implementation of national strategies for security and development in beneficiary countries, working with and through relevant Government counterparts to do so. Under the overall guidance of appropriate UNDP expertise, the UNDP Sahel Programme has solicited the services of the International Centre for Migration Policy Development (ICMPD, a European Inter-Governmental organization based in Vienna, with a strong background in border management, migration, and related human security issues) and the African Union through Project Cooperation Agreements (PCAs) to provide technical expertise in relation to modern border management methodology. Hence, study tours were organized by ICMPD to Latvia and Albania to familiarize senior border decision makers from the G5 Sahel countries with the principles and practices of modern border management, including Border Delegate/Plenipotentiary systems and other mechanisms for cross-border cooperation. Prior to the visits and training, assessment missions were conducted in all five countries to provide a comprehensive framework on border management, as well as to identify the needs and priorities of border authorities for each country. In all the countries, the study tours were followed by a series of national trainings for relevant Border Agency personnel. Trainings particularly stressed the methodology for working in sparsely populated border regions to increase the presence of the State and affiliation of border communities to legitimate law enforcement efforts.

With the support of the Programme, customs authorities conducted public awareness campaigns at local levels on customs regulations, applicable tariffs, relation between border authorities and communities, etc. Women's Trade Associations (WTAs) and other relevant civil society organizations in the region were networked to facilitate mutual support in regard to travel logistics, access to local market prices, completion of customs paperwork, etc. This was a result of the training programme elaborated with UNWOMEN in each country.

The Programme created a Knowledge Management Platform as an essential tool to establish a monitoring and information sharing system on security and good governance in the region, and at the same time an evidence-based approach to policy-making and resource mobilization, and a consistent and inclusive approach to address common challenges.

In partnership with UNWOMEN, a study on informal cross-border trade activities of women in the G5 Sahel region was conducted to ensure better communication and understanding between women and border agents, while providing recommendations to States authorities to inform policy responses to conflicts in border areas. To minimize the disproportionate impact of border management on women and children's safety and livelihood, the project adopted a cross-cutting gendered approach to all activities, particularly – in line with UN Security Council 1325<sup>4</sup> – the involvement of women in the development of policies and action plans for improved human security in trans-boundary areas. This study on women's trade is in line with the 2016 UNDP Africa Human Development Report four pathways<sup>5</sup>.

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<sup>4</sup> [http://www.un.org/womenwatch/osagi/cdrom/documents/Background\\_Paper\\_Africa.pdf](http://www.un.org/womenwatch/osagi/cdrom/documents/Background_Paper_Africa.pdf)

<sup>5</sup> Africa Human Development Report 2016: <http://www.undp.org/content/undp/en/home/librarypage/hdr/2016-africa-human-development-report/>

## Budget

The overall budget of the project was US\$3.8 million distributed as follows between the five implementing UNDP country offices and the regional component at the Regional Platform in Dakar.

Budget (US\$)											
	Indirect costs	Project managt and operations	Comm.and advocacy	Misc.	Burkina Faso	Mali	Mauritanie	Niger	Chad	Reg Component	Total
Component 1 :	27281,48	275000	38000	28018,52	502370	467370	359370	665370	467370	969850	<b>3800000</b>
Component 2 :											
<b>Total</b>	<b>27281,48</b>	<b>275000</b>	<b>38000</b>	<b>28018,52</b>	<b>502370</b>	<b>467370</b>	<b>359370</b>	<b>665370</b>	<b>467370</b>	<b>969850</b>	<b>3800000</b>

## Financial Status - Sahel Phase 3

Report as of 11 August 2017

Project/ Component	Revised Work Plan attached with the NCE	Resource Allocated	Expenditure	Commitments	Total Expenditures	Remaining Balance from the allocated resource	Delivery %
Reg Comp Project 95010	1 463 150,00	1 338 150,00	1 091 295,87	79 456,34	1 170 752,21	167 397,79	87%
Mali - Project 95959	467 370,00	467 370,00	347 708,49	111 491,92	459 200,41	8 169,59	98%
Burkina Faso - Project 95960	467 370,00	502 668,44	475 713,92	8 130,12	483 844,04	18 824,40	96%
Mauritania - Project 95961	359 370,00	359 370,00	359 629,29	199,35	359 828,64	-458,64	100%
Niger - Project 95962	575 370,00	665 384,65	666 861,13	0,00	666 861,13	-1 476,48	100%
Chad - Project 95963	467 370,00	467 370,00	418 161,64	25 068,51	443 230,15	24 139,85	95%
<b>Total</b>	<b>3 800 000,00</b>	<b>3 800 313,09</b>	<b>3 359 370,34</b>	<b>224 346,24</b>	<b>3 583 716,58</b>	<b>216 596,51</b>	<b>94%</b>



### Implementation and state of progress

At the regional level, numerous consultations were held with the UNDP country offices implementing the project. Following the approval of the no-cost-extension, field missions were undertaken to review the annual work plans

to be adapted to the changing context.

### **Constraints and Risks**

The constraints and risks identified during the project's formulation remain valid. In parallel, the increasing number of regional strategies and frameworks for implementation impose new constraints on States in terms of planning, alignment and programming, a situation in which the scarcity of resources and human, technical and financial capacities is a major challenge.

The Sahel region continues to suffer from recurrent crisis, periods of instability. Terrorist attacks have intensified, particularly in the project implementation areas; and spilling over to neighboring countries (for example, the attacks in Grand Bassam/Cote d'Ivoire).

### **Implementation Framework and Partners**

#### **Bamako Conference**

From March 10 to 11, 2016, an international Conference organized by UNDP in partnership with the G5 Sahel, and under the helm of the President of Mali, H.E. Ibrahim Boubacar Keita, was held in Bamako, in Mali on the theme of “Border Management and border communities in the Sahel.” The meeting brought together five key Ministers of Mali under the leadership of the Ministry of Foreign Affairs, the Minister of Security of Burkina Faso, the Minister of Security of Chad, strong delegation from Mauritania composed of Director General of border management, security and territorial administration. The Bamako Declaration adopted by the member states of the G5 Sahel stressed the importance of strengthening capacity and national mechanisms for development and security on border management. Following the conference, the G5 Sahel and UNDP developed a Plan of Action. This Plan of Action is articulated around five strategic axes.

1. **A G5 Sahel border management forum/** UNDP supported the G5 countries to ensure that they all have a border management strategy and a regional framework for border management. Subsequently, a regional border management meeting will be held to elaborate a regional framework that would serve as a guide for the five countries to put in place a mechanism for cross-border cooperation. This meeting will be conducted in the framework of the agreement signed in April 2017 between UNDP and the G5 Sahel Permanent Secretariat, and under the Sahel Phase-4.
2. **Promoting dialogue for trans-border cooperation:** at the country level, UNDP assisted local communities (civil society organizations, women and youth groups) and local authorities (border agents: police, gendarmerie, and customs) to promote better interaction and information sharing to ensure the security of people and goods in the Sahel region. The Plan of Action also brought together a broad range of stakeholders to discuss and identify priorities for the preparation of Transnational Security and Development (TSD) plans for borders.
3. **Project formulation and resource mobilization:** UNDP had accompanied the G5 Sahel Permanent Secretariat in project formulation and resource mobilization. During the last two quarters of 2016 until March 2017, UNDP and the G5 Sahel Permanent Secretariat met to identify priority actions in support to G5 Sahel Priority Investment Plan (PIP. 2016-2019). Subsequently, a Joint Activity Programme was developed which will be implemented jointly by UNDP and the Permanent Secretariat of the G5 Sahel.
4. **Border security and development programmes:** consultations are ongoing with regional actors in the Sahel and Lake Chad Basin for the dissemination of the results of the perception studies on the drivers of insecurity and violent extremism in the border regions of the Sahel. The reports of the study were presented during the Bamako international conference referred to above.
5. **Knowledge Management Platform (KMP):** the KMP was developed and presented to the G5 Sahel Permanent Secretariat which adopted it. Consultations are ongoing for the transfer of the tool. UNDP is managing the platform until the transfer to the G5 Sahel and will provide the technical expertise to in a first phase. The KMP will be a referential and interactive mechanism for knowledge sharing on the Sahel, including sharing of best practices and innovative initiatives on cross-border threats.

In this regard, the UNDP's Sahel Program provided support to each G5 Sahel member State to enhance their national border management strategies and security at cross border areas.

## Partnerships

### UN Women

Under the project's framework, UNDP Regional platform for West and central Africa signed an agreement with UNWOMEN in September 2015 to conduct a study analyzing the conditions of women engaged in trade activities in cross border areas in the Sahel. This was followed by gender and conflict-sensitive trainings on border management and new approaches, all the while building the capacities of border management agencies. A two-day training in two different locations in each

beneficiary country was organized for about 150 persons. The participants were agents from the different cross-border security forces (customs, police, gendarmerie, etc.) and representatives of women's associations in the aim of ensuring more inclusive border management.

The trainings succeeded in supporting the staff responsible for border security in becoming more familiar and sensitive to gender issues in conflict situations. This contributes to the respect and protection of local populations with particular foci on women. Specific training modules with practical exercises on border management were elaborated to adapt to each country context where the training was conducted. A preliminary report detailing the methodology, and approach of the consultancy was produced. A consolidated report with the training evaluations was also produced for the 10 training sessions.

### **ICMPD**

The UNDP Regional Platform for West and Central Africa has signed an agreement with the International Center for Migration Policy Development (ICMPD) to provide technical assistance to the G5 Sahel countries in the framework of the project. In Burkina Faso for instance, a national strategy on Border & Cross-border Community management was developed to holistically include border communities in decision making on border management. 35 border agents participated in the trainings on human rights-based approaches and vehicle search/control.

At the regional level, however, a knowledge management platform was established to ensure availability of relevant and updated knowledge on border management and development issues. The platform will serve as an online forum where information on the Sahel would be consolidated to inform decision-makers to find effective solutions to the challenges. This platform has yet to be released through the next phases' implementation.

### **The United Nations Regional Center for Peace and Disarmament in Africa (UNREC)**

The UNDP Regional Platform for West and Central Africa in Dakar has mandated UNREC to conduct a survey to strengthen existing control mechanisms and ensure effective fight against the proliferation of Small Arms and Light Weapons (SALWs) in nine (9) countries in West Africa (Burkina Faso, Cameroon, Chad, Central African Republic, Mali, Mauritania, Niger, Nigeria, and Senegal). The survey was conducted jointly with the Small Arms Survey (SAS)<sup>6</sup> and the NGO AGIR to assist with data collection, on future programs and control actions concerning SALWs. National evaluations on SALWs in Sahel countries and bordering nations were commissioned with the Peace and Security Information Research Group.

The implementation spanned from August 2015 to January 2016, and focused on regional trends in terms of proliferation of SALWs and ammunition in the nine countries by contrasting similarities and differences in concerned countries. This has allowed for deeper analysis of practices and policies on SALW control in each country and the impact they may have had on SALW proliferation. The study will ultimately allow us to draw best practices, lessons learned and challenges encountered to inform future efforts by governments.

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<sup>6</sup> The Small Arms Survey (SAS) is an independent research group located at the Graduate Institute of International and Development Studies in Geneva, Switzerland. It is the main international source of public information on all aspects of small arms and armed violence, and makes its resources available to governments, policy-makers, researchers and activists.



## Center for Humanitarian dialogue – Henry Dunant (HD)

The HD Center was commissioned by UNDP to perform perception studies on the drivers of insecurity and violent extremism in the border regions of the Sahel. These studies were initiated between UNDP and UNCTED as flagship projects in the UNISS framework and aimed to “evaluate through a common methodology how drivers of radicalization, insecurity and violent extremism are perceived by communities living in border regions of eight countries: Burkina Faso, Cameroon, Chad, Mali, Mauritania, Niger, Nigeria, and Senegal. The study meant to serve as a basis for identifying practical approaches to reinforce the capacity of governments and border communities in dealing with the underlying causes of radicalization, insecurity and violent extremism in the Sahel.” The studies are due to be launched by end of 2017.

In agreement with the G5 Sahel Permanent Secretariat, a border management workshop will be held for the formulation of a regional border management framework which will serve as a guide for the member States in updating their strategies.

## Project Coordination and Management at regional level

### Programme Coordination Meeting

The Sahel Program held a regional coordination meeting (22-23 May 2017 in Dakar, Senegal) as a process of strengthening communication, constructive exchanges and information sharing, and to lay the foundation for continuous discussions between implementing actors through a participatory and inclusive approach on subjects of common interest. Organized with the facilitation of UNDP Country Offices in the G5 Sahel region, the meeting was attended by senior officials from Burkina Faso, Mauritania, Mali, Niger and Chad as well as national experts and a representative of the G5 Sahel together with the Programme Focal Points in the five UNDP Country offices.

Actions have been taken at the regional level in the following areas:

- governance: priority was given to the promotion of political inclusion and actions to reach consensus within the population on national and regional priorities. Many consultations were held in the G5 Sahel countries bringing together all stakeholders.
- security: emphasis was laid on measures meant to restore confidence between actors, particularly at community level and strengthen capacities of local authorities to promote common, inclusive border management and prevent the propagation of violent ideologies.

The project contributed directly to these efforts through the coordination, coherence and alignment of activities on national policies and regional priorities. The UNDP SAHEL Programme regional coordination meeting successfully discussed the implementation methodologies of past projects and reviewed the challenges and successes in order to better manage ongoing, planned, and future initiatives. The meeting also sought to stimulate reflection on strategies and best practices to ensure the capitalization of learning outcomes.

**Table 2. Number of beneficiaries in targeted countries**

Phase 3		Mauritania	Mali	Burkina Faso	Niger	Chad	Total
Direct Beneficiaries	Male	1090	9 999	2423	670	6783	18 542
	Female	620	10 827	2815	623	9068	21 138
	<b>Total</b>	<b>1710</b>	<b>20 826</b>	<b>5 238</b>	<b>1293</b>	<b>15851</b>	<b>44 918</b>
Indirect Beneficiaries	Male	425	357	7742	79242	42475	122 499
	Female	245	385	7972	74434	40736	115 800
	<b>Total</b>	<b>670</b>	<b>742</b>	<b>15 714</b>	<b>153676</b>	<b>83211</b>	<b>254 013</b>

**Table 3: Number of Trainings, community infrastructures and water points built or rehabilitated in the project area**

Country	Mauritania	Mali	Burkina Faso	Niger	Chad	Total
Number of water points	2	5	0	0	4	11
Number of community infrastructures	2	1	4	2	4	13
Number of vaccination parks	3	0	2	2	0	7
Number of trainings	3	1	4	3	4	13

## Visibility

Through the implementation process, the Programme Management Team in collaboration with the UNDP country offices ensure that the representations of the Government of Japan, Government officials, national and regional actors, the media (coverage, videos, communication tools such as brochures and success stories) are involved in the startup of an activity or for the official ceremonies undertaken under the project. Here are a few examples:

Sahel Programme Key Achievements Video Package:



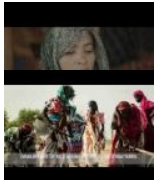
HUMAN SECURITY & BORDER MANAGEMENT

<https://youtu.be/1ETNCYooKPo>



CLIMATE CHANGE & HUMAN RESILIENCE

[https://youtu.be/iKG17\\_THRD8](https://youtu.be/iKG17_THRD8)



SHIFTING ROLE OF WOMEN

<https://youtu.be/7BoQcSKxRKw>

UNDP SAHEL PROGRAMME: KEY RESULTS

<https://youtu.be/wYubUtFvnTo>



UNDP SAHEL PROGRAMME OVERVIEW

<https://youtu.be/a0GOWFIQpP4>



*Figure 3- Official ceremony of delivery of equipment to the national police-Burkina Faso with the Presence of the Minister of Security (Simon Compaore), Ambassador of Japan (Masato Futaishi) & the UNDP Country Director (Corneille Agossou)*

Following this ceremony, Minister Compaoré sent a thank you letter to UNDP for the support received through the project. [Thank You letter- Minister of Security Burkina Faso](#)

## 3.2- Country Activities



### Implementation Framework and Partners

Project Title	Border Management and Border Communities in the Sahel
Project Identification Number	<b>89936 (in BFA10) - output #00095960</b>
Location	Liptako-Gourma Triangle/ Burkina Faso Sahel region
Responsible Parties	UNDP Country Office
Implementation Partners	None
Implementing Details	DEX
Launching/Start-update	March 2015
Duration	March 2015 – March 2017
Project Budget	\$ 502,370

### Changing National environment

Following a 13-month long political transition after the popular uprising of 30 and 31 October 2014 that led to the resignation of former President Blaise Compaoré (in power since 1987), general elections were held in Burkina Faso on 29 November 2015. Roch Marc Christian Kaboré, of the People's Movement for Progress (MPP) was declared winner of the presidential elections on 30 November 2015 with 53.3% of the vote. The new cabinet led by Prime Minister Paul Kaba Thièba was formed on 13 January 2016 and is composed of 30 members (24 Ministers, 2 Delegate Ministers and 4 Secretaries of State) of whom seven are women. The Parliament is composed of 127 members from 14 political parties. In July 2016, the Government of Burkina Faso adopted a new development strategy, as set forth in the 2016-2020 National Economic and Social Development Plan (PNDES), entailing an overall outlay of CFAF 15.478 billion (approximately US\$26.3 billion).

On January 15, 2016 Burkina Faso was the target of a terrorist attack against a hotel and restaurant in Ouagadougou that claimed more than 29 lives. Many other attacks followed in the Sahel region of Burkina Faso, close to the border with Mali.

### Progress and Achievements

#### **A: National Policies for the involvement of border communities in border management are prepared and border agency capacity building is provided with a particular emphasis on strategy preparation in the “Liptako-Gourma triangle”**

##### Study Tours

***Study Tour in Lithuania:*** In May 2016, five officials from the border control agency and the customs department have participated in an exchange visit to Lithuania in order to compare methods of application of border policies. The participants noted that the Lithuanian experience was especially focused on restriction of border crossing, which is opposite from the current policies in vigor in the West African Economic Commission areas (ECOWAS), that stipulates free circulation of persons and goods. The Burkina Faso counterparts saw more value in capitalizing on a neighboring country’s experience since they operate under the same regional conditions. Therefore, an additional study tour was organized in neighboring Benin.

***Study Tour in Benin:*** In early November 2016, five high ranking Burkina Faso officials from the National Police, Gendarmerie and Customs visited Benin to exchange and learn best practices on border management and cross-border cooperation for development in Benin. This study tour was a capacity building exercise for the participants on border security, border management, and working with border communities. The major recommendations from this exchange visit was making border management issues a priority at the national level in accordance with the current socio-political context in the region. The participants also agreed to lobby for the passing of a law that would fund the implementation process of the National Border Management Strategy, as well as to reinforce the national border management commission with judicial authority. This effort is intended to have and maintain a synergy between border states through the prompt enforcement of existing and adapted policies.

##### Dori regional workshop for the appropriation of the crafted regional strategy for the benefit of the stakeholders involved.

In consultation with the local communities and national authorities, funds for this activity were deferred to trainings on gender focused integrated border management.

##### Elaboration and application of the training modules in integrated border management in the 4 provinces of the Sahel region in the northern part of Burkina Faso.

Six different training modules (validated with the oversight of the Permanent Secretary of the National Border Commission) were designed for workshop sessions aimed at building the capacities of senior national authorities’ in the following areas:

- 1- *Security cooperation: Synergies between relevant stakeholders*
- 2- *Cross-border Cooperation: concepts and tools*
- 3- *Shared natural resources management*

- 4- *Transhumance management*
- 5- *Alternative conflict resolution*
- 6- *Border marking: concepts, status and effects on border communities*

The validation of these modules was then followed by a series of four trainings in four different regions across the country, bringing together the highest ranking local authorities in each region including, but not limited to the High-Commissioner, the mayors, police and gendarmerie heads and customs officials. A total of 126 stakeholders participated in these sessions, 123 of which hold office in relevant border areas in the Liptako-Gourma region. The three remaining participants were officials from the National Border Commission.



Consequently, a comprehensive list of recommendations was made in the aims of enhancing the quality of border management for the citizens of Burkina Faso, their well-being and their security, in order to transform the management model into an inclusive process between citizens and authorities and to foster productive dialogue. The different stakeholders have agreed that a mechanism based on the existing dialogue fora must be put into motion to *continuously* address challenges faced in the areas of border management. Such aspects are being addressed in the next phase of the project, bearing in mind that this mechanism must remain self-sufficient once the project period reaches its end.



Figure 4-Figure 3- Koria pastoralists association members and community leaders gathered outside the new storage unit

**B: National Decision makers, the civil society and the international community have a better comprehension of the incidents and security trends and of the importance of cross border informal trade in the Liptako-Gourma Region**

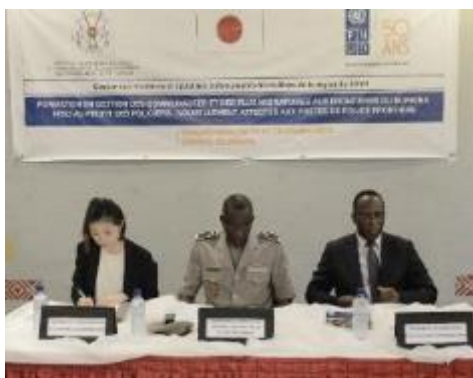
Two (2) storage units for animal fodder, one in the Seytenga commune and one in Koria commune (both in the Sahel Region of Burkina Faso bordering Niger), were constructed through this project in late 2016 and officially received in

March 2017 by the Sahel Team together with the UNDP CO. These animal feed storage units are crucial for communities to store grain in the event of droughts and food shortages. In the past, many pastoralists

from the area had suffered the loss of their animals due to the fact they had very little to eat, and no storage units existed to serve as a viable back-up plan. The Seytenga and Koria communities largely welcomed the new infrastructures, as the existing structures were ill suited for their needs. Image-1 shows the community welcoming the storage unit at the official inauguration. The community members also intend to use wooden shelving to elevate the foodstuffs stored in the units. They asked for support in this and expressed their interest in setting up a dairy transformation unit, which could become an income generating activity for women in the community and at the same time train youths in dairy transformation techniques.

**C: Support the implementation of an inclusive strategy on border management in the Liptako-Gourma region, including participatory mechanisms for the inclusion of community policies designed to improve local border population's security:**

## Supporting local security committees



Community members in border areas were trained on how to conduct proximity policing. The current national context which is prone to welcoming new policies concerning the broad participation of citizens to proximity police activities, has been a convenient platform to welcome the creation of Provincial Security Cells (PSCs). The role of these PSCs is to initiate a regular forum on proximity police with the participation of local communities. The PSC supports training and sensitization sessions which then convenes in a Communal Security Council chaired by the local mayor in accordance with official texts signed on November 14, 2016

to be applied through all the communes in Burkina Faso.

The recommendations stemming from this activity include the organization of training sessions for the PSCs and community members, lobbying for the adoption of the PSC model in the newly released decree, extending UNDP support to the northern and western regions where there is also a need to reinforce the security mechanisms.

During a September 2016 scoping mission by the UNDP country office to the project site in the village of Lougou, located near the Niger border, it was noted that the village is over 50 kilometers away from the closest health or government facility; compelling the population to seek basic social services in neighboring Niger. Hence, in an effort to disenclave the Lougou community of 2,995 inhabitants, a passage was built to allow people to safely cross over to the neighboring village during the rainy season when water levels often surpass waist-length. This will allow women and children to safely reach the health center on the other side of the village without risking their lives.



The needs assessment mission also concluded, after consultations with the communities that farming was the most important element they are interested in and requesting support for. A technical mission followed to identify ways to expand the rice farming land for food security and resilience. Thus, 11,26 additional hectares were conditioned for rice farming allowing the community to triple their rice production output from around 500 kg to an estimated 3 tons during the rainy season.

Another structure nearby was also rehabilitated with assistance from the community through cash for work. Upon the request of the Lougou community, a study for a 15000-cubic meter water retention structure was conducted and submitted to the Programme management for future investment opportunities.

## Training of trainers for new police recruits

In partnership with the border authorities, a training session on border community management and migration flow was organized for 35 newly recruited border police officers in Burkina Faso of which one was a woman. The curriculum comprised of: i) Human rights and asylum seeker/refugee rights; ii) Gender promotion; iii) Best practices on interacting with border communities; fundamental

principles of border policing; iv) Security intelligence; v) Law enforcement in border areas; vi) case by case treatment of passengers while considering circumstances, conditions and context of their mobility.

## Challenges and Lessons Learned

### - Challenges

The main challenge in Burkina Faso was the increasingly volatile security situation in the project intervention zones.

Multiple terrorist attacks occurred during the project implementation period. Amid the security threats, the project team in collaboration with the CO ensured that they reach the targeted zones because of the dire need of the communities in the Burkina Sahel region, north of the country. The province of Soum was the most affected with four terrorist attacks, followed by the province of Oudalan which counted three attacks between 2016 and 2017. The constant changes of the national counterparts (for security reason or government reshuffle) has caused some delays in the implementation of certain activities; though Burkina Faso was able to fully implement the project. The challenge is therefore to make realistic plans for an effective implementation of future projects taking into account the security challenges and provide adequate measures.

### - Lessons learned

- Gender mainstreaming: the context of the Sahel and working conditions, particularly in border areas, are not conducive to the employment of female civil servants in these areas. Therefore, the participants in the training sessions were usually all male. Moreover, there are no women mayor or elected representative in the Sahel region. Gender mainstreaming should be clearly defined in future projects to bring awareness on the gender dimension in development processes.
- Project Relevance: the qualitative project supply corresponds to the expected demand in the field, in particular the choice of the intervention zone, the implementing partners and the beneficiaries.
- Project context adaptation: The adaptation of the project to the different strategies of the government changes very rapidly due to emergency situations and to the priorities of the technical and financial partners. This was the case for the establishment of the Communal Security Coordination (CCS) to replace the existing Local Security Committees (CLS).

## Perspectives

In the future, it would be convenient to put strong emphasis on women's participation in project activities and in decision-making processes by providing assistance and bringing awareness to the local and national authorities.





The beneficiaries of the project have high hope and expect that there would be more opportunities in future projects to capitalize on investment for a sustainable and community resilience efforts in Burkina Faso.



**Implementation Framework and Partners**

Project Title	Border Management and Border Communities in the Sahel
Project Identification Number	<b>89939 (in TCD10)- Output # 00095963</b>
Location	Lake Chad Basin area
Responsible Parties	UNDP Country Office
Implementation Partners	Ministry of Territorial Administration and Local Governance & NGOs
Implementing Details	DEX- with the signing of Letters of Agreement (LoA) with implementing partners (Ministry of Territorial Administration and Local Governance and NGOs)
Launching/Start-update	March 2015
Duration	March 2015 – March 2017
Project Budget	<b>467,370</b>



## Changing National environment

Chad in general and the Lake region in particular, has been insecure for the past three years due to the presence of various jihadist groups (Al Qaeda in the Islamic Maghreb), the Islamic sect Boko Haram, and the presence of arms traffickers. This security crisis experienced by most African countries in the Sahel is not without consequences for people, property, the environment, socio-economic and political activities. This is compounded by the difficulties these States have in initiating and implementing programs for sustainable development and integrated border management.

At the same time, Chad, which is militarily involved in Northern Mali since the beginning of the operations against the jihadists in 2012, developed its co-operation in security and defense matters with neighboring countries. The country is confronted to serious difficulties- access to resources, high cross-border mobility, political turmoil, and regional insecurity; with the Lake region's humanitarian crisis resulting from the Boko Haram phenomenon causing the number of refugees, returnees, and "unidentified" persons to spike within the area. .

The prevention of conflicts at the local level, access to water and grazing land, transhumance corridors - and the management of risks related to illegal trafficking, the movement of weapons, the recruitment of youths by extremist groups constitute major challenges for a country which has initiated significant reforms and huge infrastructure projects to overturn a society with fragile social cohesion. The recent global decrease in oil prices has rendered the country even more vulnerable to social unrest, and popular discontent.

**Table 3. project implementation site- Lake region, Chad**

Departement	Chiefdom	Sub-prefecture
Wayi	Ngouri	Doum Doum, Kouloudia, Ngouri
Mamdi	Bol	Bol, Kangalam
Kaya	Baga Sola	Bagassola, Ngouboua
Fouli	Liwa	Liwa, Kaiga-Kindjiria, Daboua

The BMBC project is mainly implemented in the Lake administrative region. It covers an area of 22,320 km<sup>2</sup> and has four departments (Mamdi, Wayi, Fouli, Kaya). According to data from the last population and housing census (RGPH2) published in 2011<sup>7</sup>, the Lake region has 433,790 inhabitants, 214,758 of whom are women and 219,032 men. Since the advent of the Boko

Haram phenomenon in the Lake Chad basin, the population has increased considerably (Internally displaced persons: 51,387, Refugees: 13,742, Returnees: 1,030)<sup>8</sup>. This has led to many social crises, including: pressure on natural resources (firewood, timber, grazing, arable land); the draining of a large share of food from host populations, rape, open (host) and closed sites (camps). Even if the environmental component (abusive wood cutting) is not a priority for most of the humanitarian actors present in the region, "food security" and "Protection" projects were initiated. Overall, this

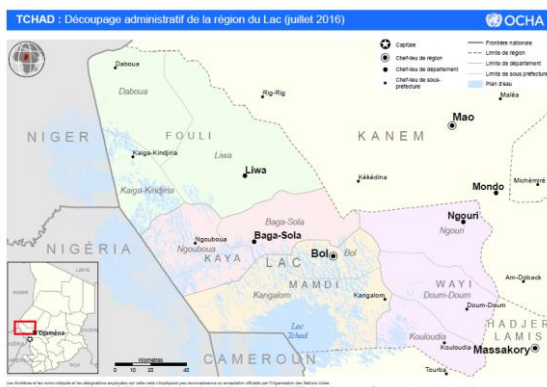
<sup>7</sup> <http://www.unfpa.org/news/taking-stock-chad%E2%80%99s-population-and-housing-census>

<sup>8</sup> UNOCHA- "Overview of humanitarian needs 2016 – Chad"

presents challenges for private and public actors wanting to implement sustainable development programs due to uneven competition for market sharing.

The Chad country office implemented the project based on two main outcomes: (i) National policies for the involvement of border communities in border management are prepared and a strengthening mechanism of the competences of the relevant border agencies is put in place with particular emphasis on the preparation of strategies on border regions (Sahel and Lake Chad); (ii) National policy makers, civil society and the international community have a better understanding of security incidents and trends and their magnitude and the importance of developing cross-border informal trade and quantified action plans for an intervention In the Lake Chad region. The Border Management and Border Communities project is part of Pillar I and II of the 2012-2015 Country Program Document (CPD) for Chad - **Sub-programme 2. “Support to the consolidation of good Governance and the promotion of Human Security” - Component 1.:** Capacity building for institutions in charge of the management of the democratic process, peace-building and Human security; **Component 2.:** Support to the Judicial Administration and legal protection, and promotion of Human rights; **Component 3.:** Support to the revitalization of the private sector and the Promotion of employment opportunities. With the granting of the NCE, the project’s activities were reviewed and aligned with the pillar 4 of the new CPD 2017-2021: "Inclusive Growth and Sustainable Development" and "Participatory Governance and Social Cohesion".

The project provided support in many ways to various direct and indirect beneficiaries, namely the national counterpart (Ministries of Territorial Administration and Governance, Ministry of Economy and Development Planning, Ministry of Public Security and Immigration, the Inter-Ministerial Committee on Border Management Issues), civil society, women's organizations and local communities. The project has achieved tremendous results, involving public and private actors in the integrated border management approach. It enabled (i) strengthening the technical capacities of 42 police officers, 42 customs officers and 23 gendarmes through 3 trainings; (ii) 15 senior officials from the Customs, National Police, Gendarmerie Nationale, G5 Sahel focal point in Chad, and the Ministry of Administration of the Territory and Local Governance participated in three study tours (Latvia, Albania, Rwanda ); (iii) to ensure training and sensitization of women's organizations, (60 participants of which 34 women and 26 men) in cross-border trade; (iv) local communities in the departments of Kaya (7,474 direct beneficiaries) and Fouli (6,250 direct beneficiaries) have now access to 4 drinking water points; (v) the 125 women's groups (from Kaya and Fouli) received two (2) multifunctional platforms for 1975 women to use; and (vi) a national border management strategy initiated by the project is being finalized.



## Progress and Achievements

**A: National policies for involvement of border communities in border management prepared, and related capacity development of Border Agencies undertaken, with a particular focus on preparation of strategies for Lake Chad**

**Senior decision-makers participated in regional study tours to African nations**

The Chadian delegation at the Bamako International Conference was led by the Minister of Security & Immigration, H.E. Ahmat Mahamat Bachir, including Senior officials from the Direction of National Police & Cross-Border Agency, the Ministry of Trade, and the National Representative of the G5 Sahel in Chad. This conference was the opportunity for the Chadian delegation to share their experience on border areas and cross-border communities' management and challenges.

Moreover, this initiative has facilitated the participation of five Chadian Senior Government officials (composed of the Director General of the Ministry of National Territory, Investigation Officers of the Ministry of Finance & Budget, Senior Officers of National Police and National Gendarmerie) to visit Tirana, in the Republic of Albania, where they shared relevant policies, strategies and best practices with Senior Officers in charge of borders & cross-border matters.

It should be noted that the ongoing political situation in Chad (government reshuffling) has hindered the timely implementation of some initiatives such as the elaboration of the national border management strategy which is in its last phase.

#### Trainings for Border Delegates, organized by ICMPD

The UNDP Office in Chad provided logistical support to the facilitation of two trainings on border management by ICMPD. Specifically, the training sessions covered gender-based Border Management & Conflict resolution in cross-border areas, checkpoints, traffic and vehicle check/control. Around 119 participants (Civil Society Organization, Ministries, Security and Defense Forces: Police & Gendarmerie, and Cross-border Security Agency, traditional leaders), have attended the two training sessions.

The first training focused on checkpoints, traffic and theft of cars, gathered around 59 participants with 5 women and 55 men while the second training session on Gender & Conflict in border Management gathered 60 participants of which 30 were women and 30 were men.

#### Study Tour to Rwanda.

This activity was successfully carried out with a distinctive value added given that legal and institutional contexts and security between Chad and Rwanda are similar. According to the participants, the difficulties mentioned at the three borders visited are almost similar to those of Chad. The 5 participants from different ministries and the Inter-Ministerial Committee in charge of border management issues (new structure created in Chad) acknowledged that the visit to Rwanda represented a strong South-South cooperation which allowed them to see the model and the mechanisms of border management by the different actors in charge. Chad is planning to put in place real border management mechanisms and, above all, to develop a national strategy for border management. The elaboration of the National Cross-border Management Strategy was adopted by the Government.

#### Elaboration of a National Border Management Strategy

Considered by the national party as the main expected result of this project, the development of the national border management strategy is underway. This document will be a political and strategic

benchmark in the management of border issues. Chad has no national text and strategy on border management. Indeed, the integrated management of the borders is a new situation in the country.

One of the challenges lies at the level of the Ministry in charge of border issues, which lacks sufficient human and material resources to carry out its work. The perennial changes of ministries with their organizational chart and the permanent movements (assignments, change of post and title) of the civil servants were also one of the causes of the delay. To quick start the activity, UNDP provided financial support and technical expertise to accompany the Government in the process. Two consultants were assigned to N'Djamena to enable the elaboration method. The preliminary report provided the following findings:

- Several proposals for strategic axes and actions to be integrated into the border management strategy emerged from the various interviews;
- Promotion of socio-economic development (access to basic social services, IGAs, free movement of people and goods);
- Border governance (establishment and functioning of a Commission for cross-border cooperation, reactivation of mixed bilateral commissions, cross-border management of natural resources);
- Strengthening the presence of the State (administrative services, training and Equipment of agents); and Strengthening security in border areas (demarcation of borders, construction and equipment of border posts, training of agents).

***B: National policymakers, civil society and international community have better understanding with regard to security incidents and trends, and in regard to scale and development importance of informal cross-border trade, as well as costed action plans for intervention for Lake Chad region.***

**Organization of a sensitization workshop on secured cross-border trade, human rights, asylum rights and gender**

The activity was fully carried out. A women's workshop on gender and cross-border trade was conducted in partnership with UNWOMEN. 60 women representing each a women's association from the border regions of the country civil society organizations, public services and a few men participated. As a result, they were able to demonstrate (through a survey) a better understanding of their role in cross-border areas and in their respective communities; they also learnt how to conduct commercial activities and how to interact with law enforcement authorities; the importance of information sharing to raise awareness on their rights and duties, respect for texts related to trade and safety. In addition to the gender related training received, participants were able to establish the difference between their rights and duties and the operating mechanism of cross-border trade. Thus, women from different border regions could now help other women victims of harassment and regular assaults at the border and to have some knowledge of their rights and duties and how to collaborate with the authorities in charge of border management.

**Table 4. Number of participants in the training sessions- Chad**

Institution	Number of participants	
<b>Gender sensitive Border Management and conflict resolution training in Chad</b>		
	Women	Men
Customs	02	13
National Police	02	13
Women Associations liaison Unit	14	00
Women Trader Associations	16	00
<b>TOTAL</b>	<b>34</b>	<b>26</b>

**C: Support to the implementation of inclusive border management strategy developed for Lake Chad region, including participatory mechanisms for community-based policing designed to enhance human security at the local level and work toward an intelligence-led interdiction approach.**

**Establishment of two (2) Multifunctional Platforms (MFPPs) for women’s association in the Lake region**

Equipment (machines, training equipment, welding equipment, small cold chain, etc.) has already been delivered to the 2 platforms of the Fouli and Kaya women's groups through the project. It should be noted that prior to the project’s implementation, the two localities did not have well-structured women's organizations. Thanks to the perseverance of the Project Coordinator and a strong involvement from local authorities (2 prefects, 2 mayors, 2 canton chiefs), sensitized by the project team, official authorizations and land was provided for the construction and operation of the buildings to house the machines.

The populations of the 2 rural sub-prefectures of Kaya and Fouli and women's organizations have never received such support. The startup has already enabled the structuring of women's groups "somewhat forgotten" by public structures and the establishment of an organizational dynamic. These MFPPs will improve the living conditions of 1,975 direct beneficiaries; in addition to neighboring communities benefiting from the services (welding, milling, refrigeration, battery to charge telephones, etc.) that were costly and difficult to access energy to support production, processing and marketing initiatives. According to women from the community, this is a big step forward in economic development initiatives. Below is the matrix summarizing the activities’ direct beneficiaries.

**Table 5. Number of beneficiaries by infrastructure**

Sub-prefecture	Number of coordination mechanisms for the platform	Number members of Platform group	Members	Main Activities
Kaya	01	51	958	Income Generating Activities; Agricultural and animal production cross-border trade (Niger, Nigeria, Benin), Craftsmanship,
Fouli	01	74	1017	Income Generating Activities; Agricultural and animal production cross-border trade (Niger, Nigeria, Benin), Craftsmanship,
<b>Total</b>	<b>02</b>	<b>125</b>	<b>1975</b>	

### Establishment of three water points for around 600 beneficiaries of the Lake region

Four drinking water points were installed instead of three (3) originally planned. After several observations and exchange sessions with the population, the project team found it better to install the Manual Pumps instead of solar or electric pumped water point that require rigorous monitoring and maintenance. It should also be noted that the phenomenon of theft of solar panel by well-organized criminals in rural areas of the Lake is very common. Hence, the funds originally planned for the 3 water points were sufficient for the realization of 4 boreholes. Thus, four (4) areas (of Nguéléa 1, Nguéléa 2, Kangara and Téléa) of the two targeted departments (Kaya and Fouli) each benefited from 2 water points. They were located near the market place as indicated by the population, the township chiefs and the prefects. Indeed, markets are places where the need for drinking water and where commercial activities are very high. The populations are not the only beneficiaries. On market days, those coming from other localities (Approximately 5 to 50km) use the water from the 4 water points. Previously, people used unsafe water from the lake near the markets. The following matrix presents the detailed situation of the water points:

**Table 6: Location and number of beneficiaries for water points disaggregated by Gender**

Depart.	Water point Locations	Population			Distance from largest town in department
		Women	Men	Total	
Kaya	Nguéléa 1	652	811	1 463	37Km
	Nguéléa 2	3111	2900	6 011	0Km
Fouli	Téléa	1855	1645	3 500	7 Km
	Kangara	1428	1322	2 750	18 Km
<b>Total</b>		<b>7 046</b>	<b>6 678</b>	<b>13 724</b>	

**Table 7. Number of direct & indirect beneficiaries by area & by gender**

*Figure 5-The water management committee introduce the finalized Téléa water point in June 2017*



TCHAD - Number of Direct and Indirect Beneficiaries disaggregated by area and by gender			Direct Beneficiaries			Indirect Beneficiaries			Total		
			Men	Women	Total	Men	Women	Total	Men	Women	Total
Phase 3	4 Water Points	Nguéléa 1	811	652	1463			0	811	652	1463
		Nguéléa 2	2900	3111	6011			0	2900	3111	6011
		Téléa	1645	1855	3500			0	1645	1855	3500
		Kangara	1322	1428	2750			0	1322	1428	2750
	4 Multifunctional Platforms	Baga Sola (Kaya)	0	958	958	19721	19196	38917	19721	20154	39875
		Liwa (Fouli)	0	1017	1017	22754	21540	44294	22754	22557	45311
	4 Trainings	Vehicle search and control techniques	53	7	60			0	53	7	60
		Gender and cross-border trade	26	34	60			0	26	34	60
		Training on integrated border management	15	2	17				15	2	17
		Study tours	11	4	15			0	11	4	15
<b>Total TCHAD Phase 3</b>			<b>6783</b>	<b>9068</b>	<b>15851</b>	<b>42475</b>	<b>40736</b>	<b>83211</b>	<b>49258</b>	<b>49804</b>	<b>99062</b>

## Challenges and Lessons Learned

The Border Management and Border Communities project, the first of its kind in Chad and the Lake region where cross-border trade (formal and informal trade, cross-border movement of goods and people, etc.) is so intense, has been a good opportunity for the country and for local communities to have information, tools and means to understand how communities' involvement in security and development processes are vital. This project initiated a response from authorities and communities to the difficult insecurity situation at the Chad-Niger border, the increase of the population due to the presence of returnees, refugees and displaced persons, and acute poverty due to the lack of State and development partners. Still, several challenges remain<sup>9</sup>:

- The difficulty for the administrative and local authorities to understand the combined approach of border management and local development initiatives (border security activities and socio-economic development initiatives);
- The difficulty to obtain certain immediate results and impacts within a very short timeframe with very limited human resources;
- The difficulty to mobilize and obtain the needed support from the country's high authorities on border management issues;
- The inclusive coordination of activities of the project including UNDP Chad & the National Direction on Cross-Border Management and decentralized and local authorities have allowed effectiveness in targeting intervention areas and communities' priorities.

The populations' desire to improve their living conditions and reduce extreme poverty despite the insecurity situation has contributed to mitigate any risk to achieve the planned activities of the project. The strong experience and knowledge of targeted areas by implementing actors has contributed to the easy and smooth achievement of the project's planned initiatives .

The Ministry of Territorial Administration and Local Governance is considered the focal point ministry, although there is an absence of instruments (texts) and arrangements (at the border level for example) relating to border management and public services directly responsible for border management issues. Public institutions need support and guidance to ensure the sustainability of the project's achievements and to make current and future initiatives in the area of border management.

<sup>9</sup> Please note that during a 1 year period, Phase 3 and Phase 4 were being implemented simultaneously due to the NCE granted for Phase 3. Thus, many of the challenges faced in Phase 3's implementation are also valid for Phase 4.



Additionally, all the study trips outside Chad were a trigger especially for the agents directly involved in border management. Thus, this North-South and South-South cooperation made it possible to see the models and mechanisms of border management by the various actors. Meetings with the participants and their leaders demonstrated the desire to address an effective management of borders in Chad. Beyond the click of physical, material and political devices, the participants realized that border management is an inclusive approach where the participation of several security forces, different users and border communities is essential. Chad needs to have its integrated border management model adapted to its borders. Therefore, with the support of the project, the upcoming border management strategy will take into account socio-economic development initiatives for local communities, particularly women. It demonstrated a good approach to increase the interest of local decision-makers and communities in the direct management of borders.

Other lessons learned include:

- Propose projects or programs with a minimum duration of 2 years to measure at least the immediate impacts of the interventions; or at least put in place a monitoring measure to ensure sustainability;
- Take into account the socio-cultural, political, security complexity and physical environment of the Lake region (sand dunes, very austere climate, marshes, etc.);
- Incorporate the capacity-building component of the Chad coordination team into the project because the Border Management approach is a new development in Chad;
- Involve more traditional authorities in the area of intervention in training and study tours;
- Pursue the operationalization (initiation and capacity building of the beneficiaries) of PTFMs;
- Continue advocacy with financial partners for the continuity of the process initiated around the Lake and the Kanem and Hadjer Lamis regions bordering the Lake;
- Develop new programs that can take into account the project's follow-up activities;
- Consider the capitalization of the achievements of the interventions linked to the Sahel projects in general;
- Reinforce the coordination, if not the synergy of interventions on border management with certain actors (IOM, G5 Sahel, European Union Experts) present in Chad and the Lake.

**Table 8: Number of Beneficiaries of water points & multifunctional platforms in different Lake areas**

Department	Sub-prefecture	Population			Intervention on Site	Type of contribution	Type of beneficiaries
		Males	Females	Total			
Kaya	Baga Sola	19,721	19,196	38,917	Nguéléa 1	Water point	Local Communities
					Nguéléa 2	Water point	Local Communities
					Baga Sola	Multifunctional Platform	Platform of the women associations from the rural sub-prefecture of Baga Sola Member of the PTFM committee
Fouli	Liwa	22,754	21,540	44,294	Téléa	Water point	Local Communities
					Ngarana	Water point	Local Communities
					Liwa	Multifunctional Platform Trainings	Platform of the women associations from the rural sub-prefecture of Liwa Member of the PTFM committee
Mamdi	Bol	57,006	55,484	112,490	Bol	Trainings	Customs, Gendarmerie, Police, CSOs
<b>TOTAL</b>		<b>99,481</b>	<b>96,220</b>	<b>195,701</b>			

## Perspectives

Implementing this project in Chad has been a challenge due to the lack of Government’s support initially for the identified activities. Although the AWP was designed in partnership with the national partners, there have nevertheless been some challenges in gaining their support for activities requiring their full leadership, such as the national border management strategy.



Project Title	Border Management and Border Communities in the Sahel
Project Identification Number	<b>89935 – Output # 95959 (in MLI10)</b>
Location	Borders Mali-Mauritania- Nampalari zone in the region of Ségou
Responsible Parties	UNDP Country Office
Implementation Partners	National Border Commission
Implementing Details	NEX with the signing of Letters of Agreement (LoA) with implementing partners (government and NGOs)
Launching/Start-update	March 2015
Duration	March 2015 – March 2017
Project Budget	<b>\$467,370</b>

**Implementation Framework and Partners**

The border areas of Mali are extremely vulnerable mainly because of the isolation and the notorious lack of basic socio-economic facilities. Another factor of vulnerability is the increasing terrorist threats and criminal activities (human and drug trafficking and the phenomenon of cross-border crimes).

The "Border Management and Border Communities project" implemented by UNDP and the National Border Management Agency (DNF), contributed to the revision of the national policy document on border management by providing financial and technical support for the organization of national consultation workshops. The process of reviewing the National Border Policy resulted in the appropriation and control of the innovations introduced in the National Border Policy, namely



the vision, the orientations and the strategic axes, and a stronger commitment by the State on border management. These consultations brought together 125 participants from across the country, 30% of whom were women. The workshops also raised awareness among public and private actors on the relevance of managing borders and cross-border communities in a concerted manner to address two important dimensions highlighted by the population such as security and access to basic social services.

### Changing National environment

Strengthening human security and community resilience is the primary concern of national and international actors as a prerequisite for stabilization and sustainable inclusive development.

In Mali, 2014 was marked by the stabilization of the security situation at national level, and heightened tension in the North of the country. At the end of 2014, the inter-Malian inclusive dialogue was pursued under Algerian mediation, while the North of the country continued to be in a very precarious situation, with its renewed violence. The population is still living in very difficult conditions, with high numbers of refugees and internally displaced persons.

Mali is in a post-crisis situation and in a sensitive phase of the implementation of the peace accord. Amid renewed insecurity in its northern regions and the political turmoil, the country is confronted with major obstacles to the implementation of its Plan for the Sustainable Recovery of Mali.

### Progress and Achievements

#### **A: National policies for border management are aligned on socioeconomic, Security and cultural context**

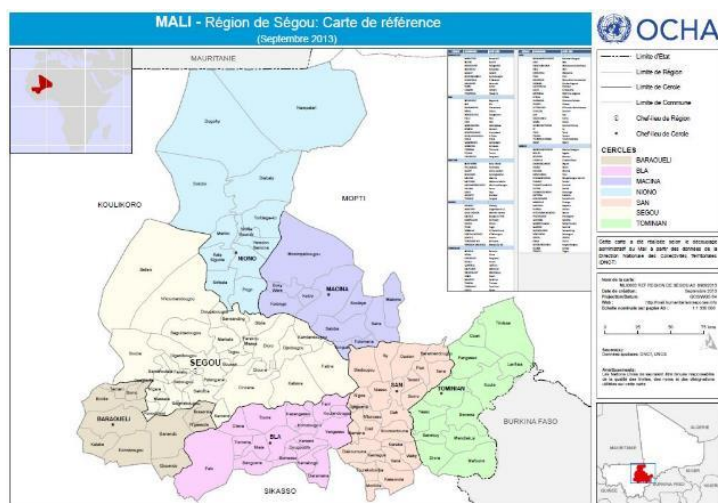
##### Development of a National Action Plan on the implementation of the national Policy on border management

Two workshops were held in the fourth quarter of 2016 under the guidance of the National Border Management Agency for the reformulation of the National Border Policy and its Plan of Action. The axes chosen for the new policy concern border demarcation, cross-border cooperation, the development of border areas, defense and security, stakeholder capacity building, and financing and resource mobilization.

##### Development of the National Strategy on Preventing Violent Extremism and fight against Terrorism

Under the guidance of the National Border Management Agency, the project has supported the Government of Mali in the development of a National Strategy on Preventing Violent Extremism and fight against Terrorism in Mali. Two national consultations were organized from 27 to 29 June 2016, which have gathered Civil Society Organizations (CSOs), political actors, researchers, and experts on the subject. The project recruited two consultants to elaborate the strategic documents

and to oversee the Steering Committee in charge of the finalization of the Strategy. From 21 to 23 December 2016, another workshop was organized for the validation of the Strategy.



### Adoption of the National Framework on Border Management in Mali

The National Border Policy document was updated and finalized in February 2017. However, the National Border Commission did not meet until 17 May 2017 under the chairmanship of the Minister of Territorial Administration to validate the document which is waiting for the approval of the Council of Ministers. Most activities were

implemented in the Niono Department in light Blue, bordering Mauritania

### **B: Ensure Equipment and development of targeted cross-border areas**

#### Development of community infrastructures

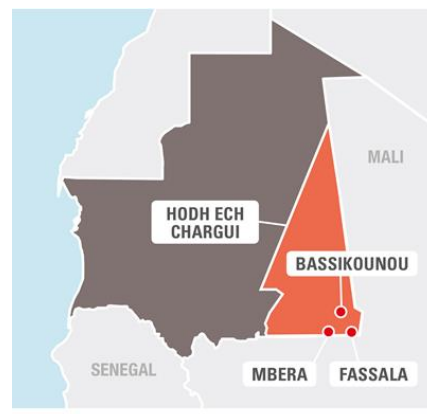
The Project has contributed to the development of community infrastructures in targeted cross-border areas between Mali-Burkina Faso and Mali-Mauritania (Segou Region) and improved the living conditions of the populations in the border areas mentioned. The main beneficiaries are the Malian living in villages at the border as well as populations from Mauritania who coexist and move on both sides of the borders depending on the season (nomadism). The villages are Beyti-Dimiya, Kouroukéré, Akor-Samanko, Manéyadass, Léma/Sirakoro, Kouagna, Bih, and Yarandouro. The direct beneficiaries of the project are estimated to 20,826 inhabitants (*official data*).

#### Construction of water points

The geophysical studies for the construction of 3 large-diameter wells undertaken in early 2017 revealed that the sites are rocky and only one site was favorable for drilling a well. The consulting firm recommended to drill two boreholes instead of the two large diameter wells. This proposal was validated by agreement with the local authorities. Thus, six wells were drilled, including one with a large diameter to benefit more than 16,000 people.

#### Extension of the power supply of Kouroukéré<sup>10</sup>

The extension of the power supply of Kouroukéré in the commune of Yerere would help nearly 4,000 direct beneficiaries including 2,080 women. On 19 January 2017, the extension of the electricity grid was carried out on 39 poles and 17 street lamps at Kouroukéré (Mali-Mauritania border) in the presence of the National Border Agency (DNF), the Sous-Prefect of Central Nioro, the Mayor of the Commune of Yerere and the



<sup>10</sup> The village of Kouroukéré is located in the region of Kayes, Nord-Ouest Mali close to the Mauritania border

village chief of Kouroukéré. As soon as the infrastructure was inaugurated, a significant number of households were able to connect to the network.

**Table 9. Power extension – Beneficiaries in Nampalari, Segou region - Mali**

Communes	Villages/ infrastructures	Total Population	Fragmentation by sex	
			Male	Female
Nampalari	Béyti-Dimiya/hydraulic, maternity	732	352	380
Yérééré	Kouroukéré /power supply	4,000	1,920	2,080
Guiré	Akor-Samanko/Well- large diameter	6,000	2,880	3,120
	Manéyadass/water drilling	1,600	768	832
Ouenkoro	Lèma-Sirakoro/water drilling	4,334	2,081	2,253
Mondoro	Kougna/water drilling	648	312	336
Koro	Bih /water drilling	600	288	312
Dinangourou	Yarandourou/Water drilling	2,912	1,398	1,514
<b>T O T A L</b>		<b>20 826</b>	<b>9 999</b>	<b>10 827</b>

#### Income Generating Activities (IGAs) for Women and Youth Associations

The project has established a funding mechanism in support to IGAs for vulnerable communities, particularly for women in Nampalari in the region of Segou. The UNDP Mali Country Office established a Memorandum of Understanding with a local NGO specialized in the development of IGAs for communities. In close collaboration with local authorities (Mairie de Nampalari), the National Direction for the Promotion of Women, and under the supervision of the National Direction on Cross-Border Management in Mali, the selected NGO has identified and trained ten (10) women associations that were financed. To ensure the sustainability of this activity, it was decided to make the financing a revolving credit mechanism to benefit other promoters. An exit strategy is built in the process to ensure that the IGA continues through saving schemes and contributions from the women associations.

Overall, gender matters were taken into account with the realization of hydraulic infrastructures and the construction of a maternity ward. Income generating activities for 10 women's associations and 10 youth groups in the localities of Béyti-Dimiya and Nampalari will lay the groundwork for the empowerment of a significant number of women with the credit system Interest-free (zero rate). As for the environment, the provision of basic services and the presence of infrastructures will

inevitably lead to beneficial changes in behavior conducive to the preservation and protection of the environment exposed to various forms of threats.

### **C: Support for effective project implementation and inclusive border management**

#### **Study tours and training for border agencies**

Five Senior Officers from Cross-Border Agencies (Police, Gendarmerie, Customs) participated in study tours in Albania and Latvia, to reinforce their capacity on best practices and relevant approaches to border and cross-border management. These missions enabled the border police, security and gendarmerie authorities to familiarize with the model of border delegates as focal points (border liaison officers) for international and cross-border cooperation, Border surveillance, etc.

The project has also facilitated the organization of capacity building sessions for around 60 Police Officers on best practices at check points. A Regional Commend was implemented on cross-border management. Nevertheless, the operationality of this mechanism must be ensured and capacity building trainings should continue for the staff under the supervision of the National Direction on Cross-Border Management in Mali.

#### **Project Management by UNDP**

The project was implemented and coordinated by a UNDP staff, who is the focal point at the CO level; and supported by a Programme Associate to monitor and ensure that activities are conducted according to the work plan and in a timely manner. The UNDP Focal Point interacts with national and local authorities and shares information on the development and progress of the project.

#### **Capacity building of local and decentralized authorities on cross-border management**

A workshop for senior executives in charge of management and/or directly involved in border management was held in Bamako, in partnership with ICMPD. This workshop enabled beneficiaries to discuss the different dynamics of border management, the challenges the country faces in this area and good practices on integrated border management.

### **Challenges and Lessons Learned**

The security situation in Mali, and the multiple government reshufflings have created delays in the consultations between the Government counterparts and UNDP.

The risks identified for the implementation of this project in Mali include insecurity in the intervention zones, population mobility in the relevant zones, negative influence from extremist groups, administrative red tape hindering prompt execution of the activities. Meanwhile, great coordination between UNDP and the National Border agency allowed the identification of safer locations in the targeted zones for the implementation of the activities.<sup>11</sup> However, it should be noted that the implementation of this project in Mali has confirmed that DEX remains the best execution method for projects in terms of deadlines, and activity monitoring.

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<sup>11</sup> Please note that during a 1 year period, Phase 3 and Phase 4 were being implemented simultaneously due to the NCE granted for Phase 3. Thus, many of the challenges faced in Phase 3's implementation are also valid for Phase 4.

## Perspectives

The beneficiaries as well as the local and national authorities showed ownership of the project because the process was inclusive and the implementation was done through continuous consultations and information sharing. The population voiced concern on the security situation and indicated the importance to provide equipment and more development activities for the communities due to their vulnerability to the insurgences being carried out in the border areas.

In addition, UNDP has facilitated the recruitment of experts to identify opportunities and challenges to access clean and safe water for communities of the village of Beity-Mbimia (Commune of Nampalari), in the region of Ségou, close to the Mauritania borders. The results of these studies including challenges and key recommendations on access to clean and safe water in these targeted communities of the project are available and expecting to get some financing.

# Mauritania



## Implementation Framework and Partners

Project Title	Border Management and Border Communities in the Sahel
Project Identification Number	<b>89937 – Output #00095961 (in MRT10)</b>
Location	Bassikounou axis/Border region with Mali
Responsible Parties	UNDP CO/ MIDECE
Implementation Partners	National Border Commission – Direction General of Territorial Administration (DGAT)
Implementing Details	DEX with the signing of Letters of Agreement (LoA) with implementing partners (government and NGO)
Launching/Start-update	March 2015
Duration	March 2015 – March 2017
Project Budget	<b>\$359,370</b>

The Border Management and Border Communities Project in the Sahel BMBC (Mauritania) is part of Action point-4 of the UNDAF related to improving governance and capacity building; and responds to outcomes 1. *"Democratic institutions are strengthened with full authority and promote citizen participation and control"*; 2. *"Capacities and competences of Public administration are enhanced for more effective implementation of development policies through a gender-sensitive approach and human rights."*

The project raised public awareness on the need to manage borders in an inclusive manner by ensuring that public and private actors (national institutions and their local associations, civil society, local elected representatives, young women, breeders, farmers, traders etc.) take into account two important dimensions: security and development as part of an appropriate national border management strategy.



Figure 6-Inauguration Vaccination Park-Bassikounou, Mauritania

Integrated activities at local and national levels brought together security forces, communities, and civil society organizations with a strong involvement of young people and women in the wilaya of Hodh Charghi and mainly at Bassikounou. Border populations, including socio-professional organizations (breeders' association, traders and young people) have been involved to establish reconciliation and social cohesion between the security forces in charge of the borders with populations in a development approach.

The development of socio-economic infrastructures based on consultations with beneficiaries and all stakeholders at the local level, has enabled to respond to the urgent needs of border populations by providing them two (2) multifunctional platforms in two areas instead of the one initially planned. Two (2) vaccination parks were also built instead of one park. 250 families in two different communities in Bassikounou gained access to windmills, solar power, welding kits, refrigerators, sewing sets, Battery and telephone chargers, and satellite TV.

The border management project involved national institutions (Police, Gendarmerie, Customs, Road Safety, National Guard and even the Army) to emphasize security and development issues and the mean to provide basic services to the local population. The Project also enabled Mauritania and its national institutions in charge of border management, to raise awareness on the development of a national strategy on integrated border management.

### Changing National environment

The border management and border communities project conducted activities at local and national levels bringing together security forces, communities, civil society organizations, socio-professional organizations such as the breeders' association, traders with a strong involvement of young people and women in the wilaya of Hodh Charghi in the Bassikounou region (383,294 inhabitants) and mainly in the department of Bassikounou, which has 48,639 inhabitants (23,911 men and 24,728 women); adding to that 50,000 Malian refugees in the M'Berra camp, 18 km from Bassikounou and



50 km of the Malian border. This security and development approach led to a reconciliation between security forces in charge of border management with populations.

**Table 10. Number of beneficiaries – Mauritania**

Mauritania - Number of persons reached			Direct Beneficiaries			Indirect Beneficiaries			Total		
			Men	Women	Total	Men	Women	Total	Men	Women	Total
2 Vaccination Parks	Aghour (1)	150	80	230	75	55	130	225	135	360	
	Fassala (1)	250	70	320	90	15	105	340	85	425	
2 Multi-functional Platforms	Meddalla (1)	220	180	400	100	35	135	320	215	535	
	Ehel Mohamed Lely (1)	320	235	555	100	110	210	420	345	765	
3 training workshops	Néma, 29/02 & 01/03 2016	40	15	55	20	15	35	60	30	90	
	Nouakchott April 2016	50	20	70	10	5	15	60	25	85	
	Néma, 30/08 & 01/09 2016	60	20	80	30	10	40	90	30	120	
<b>Total Mauritania</b>			<b>1090</b>	<b>620</b>	<b>1710</b>	<b>425</b>	<b>245</b>	<b>670</b>	<b>1515</b>	<b>865</b>	<b>2380</b>

The populations between the border with Mali (Fassala and Elmegeve) of Bassiknou, mainly rural, agricultural, pastoral or agro-pastoral communities, were the most involved in the project, with a significant participation of women (by strengthening gender equality and women's empowerment) and young people in the management committees of the different infrastructures. They received livestock, Multifunctional Platforms, water wells and vaccination parks to improve their livelihoods.

### Progress and Achievements

#### **A: Organize participatory forums at national level involving civil society and private sector in the border management strategy for selected border regions (minimum 25 participants per country):**

Mauritania participated in the International Conference on "Border Management and Border Communities in the Sahel" in Bamako in March 2016 with an important delegation led by the Director General of Territorial Administration, the Director of Territory Security, and the Director for Borders from the Ministry of Interior and Decentralization (MIDEC).

Three trainings and awareness-raising workshops for the main actors involved in border management were organized for 80 people (Administrative Authorities, Police, Gendarmerie, Customs, Road Safety Group, Representatives of the local populations). Participants were able to exchange experiences and to draw up recommendations adapted to their specific situation to be taken into consideration by the government for the elaboration of the National Integrated Border Management Strategy.

**B: National Decision makers, the civil society and the international community have a better comprehension of the incidents and security trends and of the importance of cross border informal trade in the Bassikounou Region**

The implementation of the project was supported by the recruitment of a national consultant to monitor and produce statistics and notes on incidents caused by the insecurity situation in the country and the Sahel region, to feed monthly monitoring reports and a database of security incidents in the Sahel region. The data gathered is shared with all stakeholders involved in border management as a means of sharing intelligence on activities in the regions. This information sharing serves decision makers in border management so they are aware of the changes occurring in the concerned areas as they happen.

**C: Support to the implementation of inclusive border management strategy developed for the Sahel, including participatory mechanisms for community-based policing designed to enhance human security at the local level and work toward an intelligence-led interdiction approach.**

Establish inclusive mechanisms for dialogue between Border Delegates and local communities as a platform for grievances, early warnings and quick responses.

A team of eight (8) senior officials of the Police, Gendarmerie and Customs benefited from a study tour to Latvia and Albania to learn experience on integrated border management. These experiences were useful to gain exposure to the procedures, methods and guidelines in vigor in settings with more controlled and regulated border management mechanisms. Although Mauritania is not part of the ECOWAS region and does not abide to its free circulation of goods and people policy, it has many common traits with its ECOWAS neighbors border management practices. The visits were useful in identifying differences in border management between Mauritania and Latvia/Albania, and where improvements can be made to strengthen current systems.

Conduct 6 trainings on human rights, the rights of refugees, asylum and gender issues (up to 15 recipients by training) for border Police units

60 people (women traders in border areas, police, guards and border authorities) in Charghi Hodh region were trained on human rights issues and the inclusion of the gender dimension in development processes. The participants were chosen based on their likelihood to interact with border authorities or frequent commuters to and from the borders. Those communities indicated the need to become knowledgeable of their rights and duties as citizens of Mauritania or as citizens of Mali<sup>12</sup>. The participants were tasked with disseminating what they learnt back to their different communities, which includes, but not limited to, laws on border crossing, appropriate documentation needed to cross borders, means of gaining such documentation, women's rights and gender dynamics in resettlement. These training sessions have facilitated communication and exchanges between security forces and community members in order to ease dialogue and foster positive interactions.

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<sup>12</sup> About 70,000 Malian refugees live in camps at the Bassikounou border area in Mauritania

### Support to DGAT/MIDEC:

Upon a request from the Ministry of Interior and Decentralization, the project provided IT equipment to the Direction General of border management as a contribution to the capacity development of the institution as well as information sharing.

Following consultations during the implementation phase, the national counterparts indicated their desire to have a vaccination park built for the communities instead of communication equipment at this stage. Vaccination parks are very important infrastructures in these areas as they not only serve to control animal diseases in a pastoral region, but the accompanying measures (well, rest areas) are catalytic to diffuse tensions among herders.

### Challenges and Lessons Learned

The main risk factor faced by the Mauritania country office is the twelve-month delay to receive tangible results from project implementation. The intervention zone is located at over 1300 kilometers away from the capital city-Nouakchott, which is a serious physical constraint to properly monitor the project activities. This has created challenges in terms of operational ability on the ground. Nonetheless, with the extra time allotted by the no-cost extension, the country office was able to execute the project with the best possible outcomes, considering the context in which they are operating.<sup>13</sup>

### Lessons learned

Experience has proven the importance and usefulness of cooperation between national border management institutions in future national policies making and the need to strengthen the relationships and partnerships between these institutions and the competent services on both sides of the borders of Mali and Mauritania.

### Perspectives

- Develop a national border management policy that strongly integrates development and security dimensions on the basis of contribution in the context of integrated border management;
- Set up a mechanism to coordinate and direct the technical and financial partners involved in the field and strength the coordination between the national institutions responsible for border management by setting up a national border commission;
- Strengthen the training of border agents on regulations on border management, concepts and conflicts related to migration;
- Deconcentrate the Border Police Directorate with specialized officers in border management;
- Strengthen the training of the staff of the Police, Gendarmerie and Border Customs Department and border posts in the techniques of production, collection, processing and analysis of integral quantified data on migratory flows for sound decision making;

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<sup>13</sup> Please note that during a 1 year period, Phase 3 and Phase 4 were being implemented simultaneously due to the NCE granted for Phase 3. Thus, many of the challenges faced in Phase 3's implementation are also valid for Phase 4.

- Adapt and harmonize registration forms at the border post in order to integrate the range of data and information to be collected on the number, nationality of passengers at the border, by gender, profile, age, places of origin, destination, etc.;
- Encourage the involvement of the border and cross-border populations in the security management at the border;
- Establish a functional coordination framework between all actors involved in border management. This coordination can be ensured by the Directorate General of Territorial Administration (DGAT of MIDEC) within its mandate.



#### [Implementation Framework and Partners](#)

Project Title	Border Management and Border Communities in the Sahel
Project Identification Number	<b>89938 – Output #95962 (in NER10)</b>
Location	Liptako-Gourma Region/ Lake Chad Basin
Responsible Parties	UNDP CO
Implementation Partners	UNCDF NGO AJEDEV NGO ILAF
Implementing Details	DEX with the signing of Letters of Agreement (LoA) with implementing partners
Launching/Start-update	March 2015
Duration	March 2015 – March 2017
Project Budget	<b>\$665,384</b>

#### [Changing National environment](#)

Niger enjoyed internal political stability until 2011, when it was rocked by several terrorist attacks by several groups. The country is confronted with serious difficulties in the desert zones - in particular the constraints related to access to grazing land and water, strong cross-border mobility and regional insecurity. The prevention of conflicts and risks related to illegal trafficking, circulation of weapons, and enrolment of youths by extremist groups, constitute a major challenge for social cohesion at national level. With seven permeable borders and an immense territory which consists, of desert, it is extremely vulnerable to the instability of neighboring countries, such as Libya, Mali and Nigeria. Since February 2015, the situation in the southern regions of Niger deteriorated considerably because of the extension of the Boko Haram phenomenon from Nigeria which claimed responsibility for several deadly terrorist attacks in the Lake Chad Basin area (Cameroun, Chad and Nigeria). Subsequently, the government declared a state of emergency and imposed a curfew in Diffa, in the Lake Chad region, which is still ongoing.

### Progress and Achievements

The Border Management and Border Communities project kicked off in Tillabéry in the Liptako-Gourma zone with borders with Mali and Burkina Faso; more specifically in the Téra, Diagourou, Bankilaré and Gorouol Communes; and in the lake Chad Bassin, in Bosso, Toumor Kabléwa and N'Guigmi communes. The project facilitated in the targeted zones the establishment of inclusive tools and mechanisms ensuring the participation of all stakeholders in the development of new strategies to make border management more effective and to improve human security in border regions.

Three trainings aimed at border management officials, border communities, civil society, transportation associations (who are playing an important role of cross-border movements), youth, and women leaders, security forces, and chamber of commerce agents, were conducted. 86 persons of which 16 from Niamey, 35 from Diffa, and 35 in the Liptako-Gourma Zone in Tera participated in the trainings.

Four communes in the Liptako-Gourma Triangle were home to 100 youth trained (44 young women and 56 young men) for 2 months in sewing, mechanics and welding. A total of 12 apprenticeships for the 3 types of activities were selected for this purpose which benefitted 220 youth in the targeted regions of Niger. The selected youth were placed in public and private shops so they could get practical learning opportunities.

The National Department for Professional Trainings were involved to ensure proper monitoring and quality assurance of the trainings so that the final evaluations are officially recognized and national certificates of completion are delivered to the trainees.

In collaboration with UNWOMEN, a training on border management sensitive to gender and conflicts was held in Diffa with the participation of 33 people (security forces and women, including 6 women) who engage in cross-border trade.

### Income Generating Activities (IGA)

**In the 4 Lake Chad communes targeted**, 120 persons organized in groups of 10, and 3 groups per commune were trained for different IGAs such as sewing, welding, and mechanics. In each commune, existed an IGA committee in charge of supporting the trainees and advising them. This committee includes a communal representative, beneficiaries and a representative of the facilitating



NGO, AJEDEV. The progress of these activities is complete, and the trainees have successfully completed their trainings in their various disciplines. As a matter of fact, these disciplines help youth in times of unemployment and idleness so they do not consider joining armed groups in the region. Many of them have family members or loved ones that saw no other financial alternative, but to join armed groups.

**In the Liptako-Gourma area,** the youth expressed more need for tools and material and seed funding. This has allowed them to kick off their manufacturing or delivery services, such as clothing, chairs, tables, wheelbarrows, and spare parts for motorcycles and vehicles.

In contrast, the women’s groups were more interested in raising animals for profit, to create cereals banks. In each of the four areas, the women decided to unite and build upon a microproject they had started involving cereal banks and fodder for cattle, sheep and goats. They would fatten the animals for 2 to 3 months and sell them off for a profit that is then reinvested in the microproject. In a period of four months, the women were able to double their investments. Below are some numbers:

**Table 11. Beneficiaries- Income Generating Activities for Women Niger**

Communes	Villages	Animal fattening		Habanayé <sup>14</sup>		Support to the Cereal bank	
		# of Women	# of Rams	# of Women	# of Sheep	# of Women	# of 100 kg bags
Bankilaré	Bankilare	30	25	-	-	10	52
Tera	Doumba	36	27	-	-	-	-
Diagourou	Ladanka peul	36	27	-	-	-	-
Goroual	Kourtchi	7	7	26	16	5	24
<b>Total</b>		<b>109</b>	<b>86</b>	<b>26</b>	<b>16</b>	<b>15</b>	<b>76</b>

The IGAs have positively impacted a total of 370 persons directly in both areas.

<sup>14</sup> Traditional community rotation system, known as Habanaye.

## Cash for Work/ High intensity labor activities

**Around the Lake Chad Basin**, a total of 510 persons benefitted from the cash for work activities in the two intervention areas. 360 youths, 90 per commune, were identified to carry out the activities for two (2) months. The various works at the different sites (Lake region), include: dune fixation with two sites in N'Guigmi, land reclamation with the arrangement of half-moon irrigation trenches in two sites in Kablewa, clean-up operations and the construction of half-moon irrigation trenches in Toumour and Bosso. The Yebi site was no longer accessible as it became a militarized zone and banned from public access.

**In the Liptako-Gourma area**, 150 carried out high intensity labor activities (HIMO) from the cash for work programme in the 4 intervention communes (Téra, Diagourou, Goroual and Bankilaré) during 85 days. These women received in total 12,375,000 FCFA (about 25,000USD) to recover 76.40 hectares of degraded land, including 40 hectares of silvo-pastoral land and 36.40 hectares of agricultural land. The funds were mostly used to get agricultural seeds, to provide food for their households and health care for their children.



9,500 plants of acacia Senegal and eucalyptus were planted to reduce, in the medium term, water erosion that impacts the silvo-pastoral production areas of the beneficiaries and on the downstream to protect the fields.

For the development of agricultural structures: 100% of the agricultural half-moon irrigation trenches and zai<sup>15</sup> were sown with millet, sorghum, okra, and cowpea. The phonological stages of the crops are advanced (compared to the crops in the fields where there were no such works and the supply of manure).

**Table 12. Beneficiaries High Intensity Labor Activities - Niger**

Municipalities	Sites	High intensity Labor activities and areas	Period (2015)				
			April	May	June	July	Total
Bankilaré	Bankilaré	Half-moon irrigation for trees	1160	1740	1740	1972	6612
		<b>Area (ha)</b>	<b>3,71</b>	<b>5,56</b>	<b>5,56</b>	<b>6,30</b>	<b>21,13</b>
Téra	Doumba	Half-moon irrigation for trees	1040	1560	0	1248	3848
		Zai	0	0	54000	0	54000
		<b>Area (ha)</b>	<b>3,32</b>	<b>4,98</b>	<b>5,4</b>	<b>3,99</b>	<b>17,69</b>
Diagourou	Ladanka Peulh	Half-moon irrigation for crops	1040	1560	1560	1560	<b>5720</b>
		<b>Area (ha)</b>	<b>3,32</b>	<b>4,98</b>	<b>4,98</b>	<b>4,98</b>	<b>18,26</b>

<sup>15</sup> **Zai** or **Tassa** is a farming technique to dig pits (20-30 cm long and deep and 90 cm apart) in the soil during the pre-season to catch water and concentrate compost

Goroual	Kourtchi	Half-moon irrigation for crops	0	770	1650	1540	<b>3960</b>
		Half-moon irrigation for trees	1100	880	0	110	2090
		<b>Area (ha)</b>	<b>3,51</b>	<b>5,27</b>	<b>5,27</b>	<b>5,27</b>	<b>19,32</b>
<b>Total Area recovered</b>			<b>13,86</b>	<b>20,79</b>	<b>21,21</b>	<b>20,54</b>	<b>76,40</b>

### Awareness Campaign & local and social integration of youth

Two awareness campaigns were held to disengage youth from violent extremism and radicalization, including to inform them on the negative effects of drugs. The campaigns focused on about 600 youth (young men and women) in the Lake Chad Basin through fora, public information sessions, education sessions on peace and social cohesion. In order to ensure the sustainability of the impacts of these awareness campaigns, a training for young leaders was organized in Fadas in the Lake Chad Basin so they become future vectors of economic and social development of the communities.

The youth participated in a "Youth Peace Camp" in the urban commune of Tera (Tera, Diagourou, Goroual, Bankilare) for two days, bringing in five municipalities of Burkina Faso (Seytanga, Falagountou, Titabe, Tankougounadje and Dori) bordering the municipalities of Niger.

### Education session for women and youth on the fight against drugs and on peace and security in the Liptako-Gourma region

150 youth and women participated in this training session on water conservation techniques and on relevant agricultural techniques to improve local food production. The education session has allowed around 20 young women and men leaders from one association to gain knowledge on the negative effects of drugs. These education sessions were facilitated by experts from the National Office Against Drug and the Department of National Police.

At the end of the training period which lasted six months, despite high illiteracy rates among the trained youth, it was noted that the result was more than satisfactory because both the learners were committed to the plan and their trainers worked hard to reach success. The youth were very pleased to have kits that would enable them to start their activities autonomously and the mayors have been asked to give the young people a sufficient period during which they will be exempt from taxes. Certificates were distributed to the trained youth who have been well evaluated by their trainers and local supervisors, under the supervision of the Regional Direction of Professional and Technical Education.

Beneficiaries of the income-generating activities were also satisfied with the support they received and have undertaken the necessary steps to become financially independent in the long term. High intensity labor activities have helped build the capacity of young recipients for a short time but in a tangible way.

### Community Peace and Security Consolidation in the Liptako-Gourma region

The project team is currently engaged with local authorities in the Tilabery region and agreed on an Action Plan for this activity.



The project also allowed the participation of 35 beneficiaries in many communities' event on cross-border cooperation and on the community security in Dori and in Diffa. The project has implemented a programme to improve local communities' skills on security trend analysis and the elaboration of incident report to be shared with the regional KMP based in Dakar.

### Challenges and Lessons Learned

The greatest constraints faced by the County Office were the continuous security threats. The entire areas in which this project was being implemented, in particular the Lake Chad Basin area, suffered the most attacks from Boko Haram on record, hence forcing populations to move away and creating many displaced people. It was difficult to provide support to a target population in constant mobility. Therefore, the project has focused on providing professional opportunities and alternatives to youth, as well as on sensitizations against drug use which is becoming a damaging factor among the youth in Niger.

The security risk in the Diffa area has not improved, thus it has slowed down implementation. Nevertheless, the Niger country office was able to fully implement the project.

During the site visits, women groups raised a potential challenge which is the time commitment needed by the farming activities. The last threat to the project implementation was the inaccessibility of roads and of certain regions during the rainy season<sup>16</sup>.

### Perspectives

Despite the difficulties associated with the insecurity in the two project areas, namely the Lake Chad and the Liptako-Gourma regions, the project activities have been completed.

## Conclusion

As a complementary project to the first two phases and a precursor for the Phase-4, the "Border Management and Border Communities" project, Phase-3 turned out to be the best possible development approach in supporting the G5 Sahel countries to achieve sustainable livelihoods and resilience in border areas. Overall, about 1,200 border agents and security forces, 2,500 community members were trained to create trust and improve relations between the communities and local authorities. About 500,000 people benefitted from the project along the borders (46,503 direct beneficiaries and 411,509 indirect beneficiaries).

The project's implementation promoted a participative approach that brought together UN agencies, Government entities involved in border management, Civil Society Organizations, local

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<sup>16</sup> Please note that during a 1 year period, Phase 3 and Phase 4 were being implemented simultaneously due to the NCE granted for Phase 3. Thus, many of the challenges faced in Phase 3's implementation are also valid for Phase 4.

communities, and NGOs. At the country level, UNDP country offices were able to make the process inclusive and get national counterparts to take ownership of the project.

The Programme was well aligned to the following SDG Goals: *Goal-1 No Poverty; Goal-3 Good Health and Well-Being; Goal-5 Gender Equality; Goal-7 Affordable & Clean Energy; Goal-8 Decent Work & Economic Growth; and Goal-16 Peace, Justice, and Strong Institutions*. It also enabled the countries concerned to strengthen South-South cooperation through study tours on border management organized in the region.

The multiple field visits allowed the Programme management to observe the results achieved during the implementation period and take stock of risk factors that slowed down its progress in an effort to provide appropriate mitigating measures. The visits allowed to take note of the beneficiaries' appreciation (communities, national and local authorities) as well as grievances and expectations from people in the future. Even though the Japan supplementary budget is an emergency fund for one year, it would be convenient to plan a follow up phase for all potential activities. Therefore, the project management is planning to put in place a follow-up mechanism to assess the overall impact of the Sahel Programme in the beneficiary countries and propose a way forward that would ensure sustainability.

Additionally, many studies/reports were produced under the project. Below is the list of some documents:

- Perception studies on the drivers of insecurity and violent extremism in the border regions of the Sahel
- Study on Women cross-border trade in the Sahel
- Survey on the proliferation of Small Arms & Light Weapons in the Sahel and neighboring countries
- Studies on the socio-economic factors of terrorism in Mauritania
- Study on income generating activities and employment in the Lake Chad Basin area

Overall, the project set off a greater UN-wide and other actors' interest in the region to consider border management as a regional issue that requires regional response by linking the development-humanitarian-security nexus.