

## ACTION DOCUMENT

### THE EUROPEAN UNION EMERGENCY TRUST FUND FOR STABILITY AND ADDRESSING THE ROOT CAUSES OF IRREGULAR MIGRATION AND DISPLACED PERSONS IN AFRICA

#### 1. IDENTIFICATION

Title	Reference: <b>T05-EUTF-SAH-GH-01</b> Strengthening Border Security in Ghana			
Zone benefitting from the action / Localisation	Ghana			
Total cost	Total estimated cost: 5.000.000 EUR Total amount drawn from the Trust Fund: 5.000.000 EUR			
<b>Aid modality(ies) and implementation modality(ies)</b>	Indirect management - Contribution agreements International Centre for Migration Policy Development (ICMPD)			
DAC – codes	15 190			
Main delivery channels	47 000			
Markers	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participatory development / good governance	<input type="checkbox"/>	<input type="checkbox"/>	X
	Aid to environment	X	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and empowerment of women and girls	<input type="checkbox"/>	X	<input type="checkbox"/>
	Trade development	X	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal , newborn and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
	<b>Rio Markers</b>	<b>Not targeted</b>	<b>Important objective</b>	<b>Principal objective</b>
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>
	<b>Migration marker</b>	<input type="checkbox"/>	<input type="checkbox"/>	X
SDG	Goal 16: Peace, Justice and Strong Institutions/ <i>Access to justice for all, and building effective, accountable institutions at all levels</i>			
Valetta Action Plan Domains	4. Prevent irregular migration , smuggling and trafficking in human beings and combating these phenomena			
Strategic priorities of the Trust Fund	3. Managing migration			
Beneficiaries of the	<ul style="list-style-type: none"> <li>▪ Mainly the Ghana Immigration Service (GIS);</li> </ul>			

action	<ul style="list-style-type: none"> <li>▪ To a lesser extent: Ghana Customs Authority</li> <li>▪ Ghana Police Service</li> <li>▪ CSOs, NGOs, Academic Institutions and Media Networks</li> </ul>
Derogations, authorized exceptions, prior agreements	Prior approval 20a and 20f

## 2. RATIONALE AND CONTEXT

### 2.1. Summary of the action and objectives

The project proposes to contribute to reducing irregular migration, by strengthening cooperation at all levels including coordination with neighbouring countries, enhancing border security and by building capacities. This proposal is part of a comprehensive support to the Government of Ghana’s (GoG) migration policy that seeks “*to promote a comprehensive and sustainable approach to migration management which will enhance the potential of migration for Ghana’s development*”<sup>1</sup>. The project will particularly support the 2018 – 2022 GIS Strategic Plan (SP), which includes among others “*contribute to national security by tackling immigration related crimes and detecting and preventing threats at the country’s borders*”.

In addition, to the contributions the project hopes to make to national goals, this project will also build upon completed and ongoing initiatives funded by the EU and its Member States. The project aims to strengthen the border management capacity of the country (including by providing some essential equipment), especially to GIS to carry out their duties in a more effective manner. However, the support to the GoG targets the following Ministries, Departments and Agencies:

- i. Mainly the Ghana Immigration Service (GIS), whose mandate is to ensure the effective administration and management of migration in the country;
- ii. Ghana Customs, authority in charge with control of goods

### 2.2. Context

#### 2.2.1. National context

From 2005 to 2017, Ghana’s net migration rate (per thousand persons) remained negative, with an estimated difference between the number of emigrants and immigrants at -439,061 in 2017. In 2017, 857,603 Ghanaians emigrated, while 471,642 foreigners resided in Ghana<sup>2</sup>. Ghana continues to be primarily a country of out-migration rather than in-migration<sup>3</sup>. In 2017, more than three-quarters (75.3%) of international migrants in Ghana were nationals of other countries in the ECOWAS region; Togo (91,473), Nigeria (70,705), and Burkina Faso (60,359) were the top three countries of origin.

Between 2010 and 2017, the number of Ghanaians living outside Ghana increased by 19.8 per cent – from 716,044 to 857,603 (UNDESA, 2017). Nigeria, the United States, and the United Kingdom

<sup>1</sup> National Migration Policy, 2016

<sup>2</sup> UNDESA, 2017

<sup>3</sup> IOM, Migration in Ghana, A Country Profile 2009

remained the top three destination countries of Ghanaian emigrants since 2010. In 2017, more than 1 out of every 4 Ghanaian emigrants (26.7%, 229,048) were living in Nigeria, making it the top country of destination, both globally and in Africa (UNDESA, 2017). Of Ghanaian emigrants living in African countries in 2017, 96% resided in West Africa. This highlights the significance of historical mobility trends in the sub-region and the effect of the ECOWAS Protocol on Free Movement of Persons within the sub-region<sup>4</sup>.

To tackle irregular migration effectively, GoG must harness all the resources at its disposal, coordinate all relevant stakeholders and ensure all actions fit into the priorities of the National Migration Policy (NMP).

### **2.2.2. Sectoral context: policies and challenges**

To manage the growing migratory flows, and to promote the benefits of migration for national development, the GoG developed a National Migration Policy (2016). The policy also aims to prevent irregular migration, trafficking in human beings (THB), smuggling of migrants (SOM), and other illicit activities, including through the implementation of effective border management (BM), ensuring the free movement of persons, goods and services among ECOWAS citizens, and promoting inter-state co-operation on BM.

Ghana passed the Human Trafficking Act (Act 494) in 2005 and amended it in 2009, covering the recruitment, transportation, transfer, harbouring, trading or receipt of persons, within and across borders, by the use of threat and fraud. The Government also gazetted an amendment to the Immigration Act of 2000 (Act 573) in June 2012, which criminalises migrant smuggling in Ghana in line with international standards. Section 52 of the said Immigration Act (as amended) states that: *(1) "A person shall not engage in migrant smuggling. (2) A person who engages in migrant smuggling commits an offence...."*

Meanwhile, the ongoing dialogue between the Government of Ghana and the EU, which will lead to a final joint roadmap, has highlighted common priority areas that the project will tackle: strengthening migration coordination at all levels, including coordination with neighbouring countries, and enhancing border security, in particular through technology, strategic information sharing, and building capacity to enhance operational cooperation of law enforcement agencies within the jurisdiction.

However, comprehensive and sustainable progress in implementation will require a whole of government commitment, especially considering the multiplicity of relevant government stakeholders. The *"Support to Free Movement of Persons and Migration in West Africa"* (FMM West Africa) project, funded by the EU and the ECOWAS Commission, supported the GIS to develop and launch a Strategic Plan for 2018–2022. An inter-ministerial process, supported by ICMPD, took into consideration the position of all relevant actors for the development of this strategic plan. There is still much to be done in creating an effective collaborative condition for MDAs to work together around the issues of migration. The main MDA the project will support are:

#### **i. Ghana Immigration Service (GIS)**

Under Immigration Act, 2000 (Act 573) amended in 2016 (Act 908), the GIS has the sole mandate to regulate and monitor the entry, residence, employment and the exit of foreigners in Ghana. This mandate is elaborated through the Immigration Regulations, 2001 (LI 1691 and recently Act, 848). The Government gazetted an amendment to the Immigration Act of 2000 (Act 573) in June 2012, which criminalises migrant smuggling in Ghana in line with international standards.

There is need to enhance production and management of migration-related data through the modular development and updating of migration and border management information and communication

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<sup>4</sup> IOM, Migration Profile, 2019

systems, including risk analysis concept. Frontex is addressing some of this gap through the EU funded project *Strengthening Africa – Frontex Intelligence Community (AFEC)*<sup>5</sup>. The existing information systems in Ghana for border management and internal security each have their own objectives, purposes, legal bases, user groups and institutional context, but there is no interoperability between the systems. The border management information and communication system, with a common integrated risk analysis model, is a tool to contribute to greater management coherence of the Ghanaian borders. The mechanism can include exchange of data and information from the operational level (Border Crossing Points – BCPs – and Border Sectors) to the strategic level (GIS headquarters – Anti Fraud Unit, DFEC), appropriate communication channels between border control agencies, central, regional and local contact points, emergency and common procedures, procedures for handling incidents, etc. The mechanism can include also exchange of data between frontline and back-office system within BCPs, adapting the risk profiles and risk indicators in line with the analysis from the strategic level and information from the operational level.

The Risk analysis purpose of this system is to provide information and analysis that will enable decision-making on how to reduce and mitigate risk where resources and capabilities are limited. While it will never be possible to completely eliminate risk, by enabling decision-makers to take informed decisions, risk analysis will contribute to closing the largest gaps between risk and capabilities.

According to a recent Needs Assessment conducted by ICMPD<sup>6</sup>, the GIS lacks the requisite capacity to deliver fully on its mandate. To effectively deliver on its responsibilities, the GIS requires capacity building in areas such as Cross-border Coordination, Field Capacity Strengthening, Intelligence and Counter Terrorism, and Border Patrolling and Tactical Strategy, as well as detection and handling of victims of trafficking (VoTs).

In addition, better coordination between senior Ghana officials and their counterparts across the border in neighbouring countries will contribute to better BM and control of cross-border crimes. The Ministry of Interior (MoI) and the GIS will need to create opportunities for communication and productive interactions with their counterparts in Côte d’Ivoire, Togo and Burkina Faso to improve information sharing, to coordinate their actions against irregular migration and to take joint actions in fighting cross border crimes.

According to GIS, there have been incidences of trafficking in small arms and light weapons recorded in some parts of Ghana. On the other hand, terrorist acts carried out in Burkina Faso, Côte d’Ivoire and Nigeria within the past few years present a security threat to Ghana. There is, therefore, need to strengthen Border Patrol, and Intelligence and Enforcement Sections of the GIS. This will require complete replacement of communication systems, and all-terrain vehicles that are fitted with communication equipment in order to improve border patrol.

The Border Patrol Section has less than 20 functional vehicles; the same applies to the Enforcement and Intelligence Sectors, and the Regional and District Offices of GIS. The Spanish Government donated many of the vehicles currently in use by the border patrol section, and by other departments within the GIS in 2009. More recently, three pick-ups and five motorbikes were donated to GIS by IOM with funding from the EU (GIMMA project). Those vehicles have experienced some wear and tear, leading to high cost of maintenance<sup>7</sup>. Hence, there is need for new vehicles to complement the current aging fleet. Equipment support to the GIS is in line with components 3 and 4 of the Strategic Plan.

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<sup>5</sup> Frontex launched a Risk Analysis Cell at GIS January 29, 2019.

<sup>6</sup> ICMPD conducted an informal assessment in the 3<sup>rd</sup> quarter of 2018.

<sup>7</sup> The project will secure the commitment of the GIS to ensure standard maintenance of vehicles as stated in section 3.3 *Risk and Assumptions*, p.13. The project recognizes that vehicles with high usage in rough terrain will depreciate and become amortized over time.

Over time, stakeholders have highlighted the need for more transparency, integrity and good governance, in general, by civil servants. The GIS had developed an anti-corruption action plan, which needs to be operationalised. In line with Component 1 of the SP, the project will support the development of a Scheme of Service, which will have a section on Code of Conduct, dos and don'ts, etc. for GIS officers. The project will also support the implementation of the Anti-corruption strategy of the GIS, with the ultimate aim of curbing corruption, promoting good ethical principles, transparency and accountability within the Service.

The GIS is composed of a governing council, directorates, and a national management committee. The 5,618 staff of the GIS are distributed across 18 regional headquarters, an academy, a training school, 4 major entry points, 38 other minor entry points and numerous unapproved routes, 14 sector commands, 42 district offices and a headquarters in Accra. In annexe 1 (page 16), there is the organizational structure of the Ghana Immigration Service.

## **ii. Ghana Customs Authority**

The Customs division of the Ghana Revenue Authority traces its origins to the Customs and Excise department of 1839. It is now one of the operational divisions of the Ghana Revenue Authority. The other operational division is the Domestic Tax Revenue Division (DTRD). The GRA came to being by the enactment of GRA Act of 2009, Act 791.

The functions of the Customs Division of the GRA include the mobilization, collection and protection of revenue for the State and facilitation of international trade. It is also one of the frontline border agencies responsible for the protection of Ghana's borders for the prevention of smuggling of goods. The Customs Division of GRA is also responsible for the control of restricted and prohibited items in and out of the country and accounting for all goods crossing the borders.

There is an existing MoU between GIS and Customs on Integrated Border Management. This includes the mounting of joint operations, sharing of resources and joint training.

## **iii. Ghana Police Service**

The primary functions of the Ghana Police Service (GPS) as stipulated in Section 1 of the Police Service Act of 1970 (Act 350) are “to prevent and detect crime, to apprehend offenders and to maintain public order and safety of persons and properties”.<sup>8</sup> The Ghana Police Service operates in twelve divisions: ten covering the ten regions of Ghana, one assigned specifically to the seaport and industrial hub of Tema, and one covering the Railways, Ports and Harbours Division.<sup>9</sup> An additional division, the Marine Police Unit, exists to handle issues that arise from the country's offshore oil and gas industry.

While there is no MoU defining the relationship between the GIS and the GPS, both agencies are under the same ministry, which has a clear mandate to ensure internal security, maintenance of law and order in the country. The mandate of the Ministry of the Interior and its Agencies is guided by the 1992 Constitution of Ghana. The Ministry is further guided by the Civil Service Act of 1993 (PNDCL 327) and other relevant enactments. The project will promote collaboration, joint training opportunities and intelligence sharing between the two agencies (GIS and GPS).

### **2.2.3. Justification**

Within the framework of the FMM West Africa project, funded by the EU and the ECOWAS Commission and led by IOM, ICMPD provided Technical Assistance to the GIS in the development

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<sup>8</sup> Ghana Police Service: <https://police.gov.gh/en/index.php/functions/>

<sup>9</sup> <https://archive.is/20130218115805/> <http://www.ghanapolice.info/regional.htm>

of its five-year Strategic Plan (SP). The new SP, which has 6 interrelated components, seeks to consolidate gains made under the implementation of the 2011-2015 SP as well as address emerging trends in the migration space. This project will support the implementation of the strategies in the 6 components of the SP: (1) Human Resources, (2) Laws and Policies, (3) Information and Communication Technology, (4) Equipment and Infrastructure and (5) Stakeholder Cooperation (6) Funding and Financing.

### **2.3. Lessons learnt**

ICMPD has strong working relationship with the Government of Ghana with the following actions currently under implementation.

- ICMPD with funding from the Danish Embassy is providing comprehensive support to the Document Fraud Expertise Centre of the GIS.
- Within the framework of the EDF FMM West Africa project led by IOM, ICMPD is providing Technical Assistance to the GIS in the development of its Five-Year Strategic Plan. Under that project, the Technical Working Group Members which included Officers of the Policy Planning, Monitoring and Evaluation Department (PPMED) were taken through strategic planning and action plan development. The enhanced capacity of the PPMED culminated in the drafting of the 2018-2022 SP. The Project is also supporting the installation of a M&E software, for effective monitoring of the SP implementation.
- Migration EU Expertise (MIEUX), another EU initiative implemented by ICMPD, provided technical assistance to the GIS, which involved training of senior management staff on enhanced migration management, communications, project management, institutional building and trafficking of human beings.
- Partners in Preparedness (PiP) program is an ICMPD initiative that is being implemented in Ghana. It seeks to strengthen multi-stakeholder coordination to better assist migrants in Ghana through a series of national workshops bringing together decision makers from relevant ministries, as well as civil society and international organisations.

### **2.4. Complementarity and synergies**

This project will complement existing projects designed to support the implementation of the GIS SP. Specifically, the proposed project addresses the implementation of all 6 components of the SP, with targeted activities designed to enhance the capacity of the GIS in the area of border security, border patrol, and stakeholder coordination. The equipment support is part of the overall capacity building strategy, which will empower the GIS with both the requisite knowledge as well as the tools needed to carry out their mandate.

The Danish Government is funding the *Support to Border and Migration Management in Ghana (SMMIG)* project implemented by ICMPD to support the GIS on Document Fraud Detection through provision of specialised equipment as well as training on project management, monitoring and evaluation, ethics, and mainstreaming of ICT in GIS work processes. The support from the Danish Government will complement the support of the German Embassy to provide a training facility for the GIS Document Fraud Expertise Centre (DFEC). The document fraud equipment, which will be provided under the Danish project, will serve to enhance the capacity of DFEC in fraud detection and will contribute to operationalizing the training facility, in line with the GIS SP.

Within the framework of the Migration EU eXpertise initiative (MIEUX), ICMPD is providing technical assistance for the development of a THB Curriculum for the GIS in line with component one (1) of the SP. As part of the action, MIEUX conducted a Training Needs Assessment (TNA) of the main agencies involved in combatting THB. The TNA identified several gaps; the first gap is inadequate understanding of the basic principles of THB and SOM. The second is inadequate training on identification, interviewing and referral of potential VoTs. Third, the insufficient

knowledge by frontline anti-trafficking personnel in GIS, GPS and Ministry of Labour of indicators of trafficking and lack of specialist interviewing skills and case handling procedures. The MIEUX action foresees training of up to 60 participants, including GIS, GPS and Ministry of Gender.

Under the FMM West Africa project led by IOM, ICMPD supported the drafting of an ECOWAS BM Manual, which set a minimum standard of operation for border agencies in the region. Following the elaboration of the manual, Training of Trainers (ToT) was conducted for border agencies from the 15 ECOWAS member states (including the GIS). Step-down trainings are now underway in the member states, with the GIS working to organize one as well.

The main actors dealing with migration management and irregular migration in Ghana include:

- *ICMPD through the FMM West Africa project* developed an ECOWAS Border Management Manual and provided technical support to the GIS to develop the 2018-2022 Strategic Plan
- The Embassy of Denmark: The project *Strengthening Border and Migration Management in Ghana* plans to support GIS' 2018-2022 Strategic Plan.
- *Migration EU Expertise (MIEUX)*: ICMPD implements ECOWAS Regional Training Curriculum for border officials
- The German international cooperation agency (GIZ) is supporting the GoG through the Ghanaian-German Centre for Jobs, Migration and Reintegration; the Programme for Sustainable Economic Development (PSED); Support returnees and potential migrants through Migrant Entrepreneurship (MEP), with entrepreneurship and technical training, and start-up support. The German Government is supporting GoG on developing its Labour Migration Strategic Plan.
- *ACP-EU Migration Action*: technical assistance on migration to ACP Government and Regional Organisations
- *EU funded Rabat Process*: ICMPD provided technical assistance to ECOWAS (for the elaboration of a methodology for the adaptation of the International BM guidelines to the West African regional context).
- Frontex is working in 18 countries including ECOWAS Member States, Mauritania, Morocco and Tunisia. The project called Africa Frontex Intelligence Community (AFIC) is on inter-agency gathering of data and intelligence on migrant smuggling and trafficking in human beings. The “Strengthening of AFIC” capacity-building project was launched in September 2017 with the aim to develop and strengthen analytical capacities of African countries to work on joint intelligence analysis of crime through training of analysts and setting up AFIC Risk Analysis Cells (RACs).
- The GIS under an EU sponsored programme “The Thematic Programme on Migration and Asylum” developed a memorandum of understanding (MOU) with its strategic stakeholders on countering human smuggling and other forms of irregular migration<sup>10</sup>.
- ICMPD through the Migrants in Countries in Crisis initiative (MICIC): which aims to foster coordination between government ministries, civil society organisations and other key actors to better assist and protect migrants in times of crisis.
- The UK supports the Anti-Human Trafficking Unit of the Ghana Police Service which conducts investigations into allegations of human trafficking and seeks to prosecute offenders. The UK also works with the Economic and Organised Crime Office (EOCO).
- Expertise France support to the fight against Trafficking in Persons in the Gulf of Guinea. The project will be implemented in Guinea, Ghana, Côte d’Ivoire, Nigeria, Togo and Benin

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<sup>10</sup> Immigration Amendment Act 2012, Act 848 on human smuggling

- The West Africa Police Information System (WAPIS) Programme. The overall objective of this Action is to harmonize and structure the national and regional management of police information in the broader West Africa region in order to increase and improve law enforcement capabilities from the concerned countries in their daily work. Ghana has been a WAPIS pilot country since 2012: a national datacentre has been set up, and GIS and GPS are users of WAPIS and can enter and consult data.

## **2.5. Donor coordination**

The proposed action is directly in line with the implementation of the Valetta Action Plan, and particularly in relation to:

*Support State building, rule of law and good governance – strengthen capacities of public administration in security and rule of law as well as improve border management; and prevention of and fight against irregular migration,. Provide capacity building and financing for Ghanaian Stakeholders.*

Each project component will commit staff that will maintain permanent information channel with the donor community and stay abreast of news within the migration thematic space and establishing contact with the various work groups in Ghana. The European Union Delegation regularly offers opportunities for donor coordination so this project will keep close contact with the EUD.

Member States of the EU have Immigration Liaison Officers (ILOs) or Migration Officers, this project will maintain contact with them to ensure the flow of up-to-date information on all activities that could complement, overlap, or duplicate either of the two components. The project will organise periodic information sharing sessions to bring the donor community up-to-date on project activities.

The focus of this project is in line with several EU instruments and policies. In addition to the EU Emergency Trust Fund for Africa, it is consistent with the European Union strategies, namely the EU Agenda for Migration, the EU Global Approach to Migration and Mobility, the Global Compact on Migration and the EU Agenda for Change. Coordination with donors and partners will be ensured at all levels. For ICMPD, its national office in Ghana (to be established) will be supported by the ICMPD regional office in Abuja, and globally by the headquarters in Austria. ICMPD will also work closely with the EU Delegation in Ghana to ensure that the project activities meet the guidelines of the EUTF.

The project will also coordinate with the newly established National Border Security Secretariat (NBSS). The GIS SP was developed through an inter-ministerial/agency effort, and has benefitted from inputs from all arms of the Ghanaian Government concerned with border security. The project will ensure that it continues to coordinate with the committee responsible for the development of the GIS/SP and the NBSS.

## **3. DETAILED DESCRIPTION**

### **3.1. Expected objectives and results**

The overall objective of the action is to contribute to reducing irregular migration, by strengthening the capacities of national agencies, academic institutions and CSOs working in the area of migration, for improved service delivery and coordination at all levels including cooperation and coordination with neighbouring countries and by enhancing BM and security.

This proposal recognizes that approaches prevailing at country level in the migration sector can be highly diversified especially when the whole of Government approach is considered. Each MDA is concerned with those aspects of migration having to do with their mandates; hence, they view the issues in terms of:

- i) migration sector and corresponding priority areas;
- ii) migration policies, institutional settings, role attributed within the national migration strategic / policy framework;



iii) degree and nature of support received from government and development partners.

It is therefore necessary to avoid “*one-size-fits-all*” activities to be implemented across the board, taking into consideration the fast moving environment in the migration sector. By the time of project starts, context and priorities might have evolved, and additional support might have become available. A demand driven facility component will offer project actors the opportunity to delve deeper through concrete actions to explore innovative approaches to migration issues.

The specific objective(s) of the action is/are the following:

**The Specific Objective of the project is to contribute to the development of the long-term capability of Ghana border control authorities to control and manage its borders, to update border management information and communication systems and to ensure greater security for citizens and visitors, while guaranteeing the respect for the rule of law and human rights standards**

**Expected Results:** To strengthen the effectiveness of the Ghana border control authorities to control and manage its borders to combat irregular migration, curb cross border crimes and deliver services to citizens, visitors and other users (private sector, ECOWAS Regional Mechanism for the Free Movement of Inter-state Passenger Vehicles, Persons and Goods)

- **Result 1:** Assessment of Ghana BM system, including mandate of MDAs (Ministries, Departments, and Agencies), with recommendations for improvement
- **Result 2:** Enhanced capacity of the GIS to perform border control activities (border checks and border surveillance activities)
- **Result 3:** Increased capacity of the GIS to manage its resources and entrench good governance within the Service
- **Result 4:** Closer collaboration with counterparts in neighbouring countries fostered, with the aim of reducing irregular migration, countering trafficking in human beings (THB) and other cross-border crimes within the framework of the *ECOWAS Free Movement Protocol*
- **Result 5:** Standardised production and management of migration-related data is enhanced through the modular development and updating of migration and border management information and communication systems, including risk analysis concept

**Expected Results for Specific Objective 2:** To strengthen the implication and satisfaction of non-state actors (civil society, academia and local authorities) in the effective implementation of the ECOWAS Regional Mechanism for the Free Movement of Inter-state Passenger Vehicles, Persons and Goods

- **Result 6:** Non-state actors (civil society, academia and local authorities) have developed and implemented projects (concrete actions and researches) which have improved the freedom of (regular) movement within ECOWAS Member States, and the collaboration between the various stakeholders involved in border management

## 3.2. Main activities

### 3.2.1. Activities linked to each result

- **Expected Results for Specific Objective 1:** To strengthen the effectiveness of the GoG to manage its borders to combat irregular migration, curb cross border crimes and deliver quality services to citizens, visitors and other users (private sector, ECOWAS Regional Mechanism for the Free Movement of Inter-state Passenger Vehicles, Persons and Goods).

**Result 1:** Assessment of Ghana BM system, including mandate of MDAs (Ministries, Departments, and Agencies), with recommendations for improvement

- ❖ Activity 1.1: Conduct a general assessment of Ghana Border Management stakeholders, on the current status of the legal framework on border management area,
- ❖ Activity 1.2: Preparation of a feasibility study for data exchange, collection and access of information between Border Management Authorities
- ❖ Activity 1.3: Develop a functional and workflow analysis, existing relevant institutions and entities, with a focus on data collection, information management, cooperation and coordination.
- ❖ Activity 1.4: Develop an action plan to meet the identified gaps and needs with a focus on capacity, equipment, training needs and data exchange
- ❖ Activity 1.5: Organise a workshop to validate the global assessment report and an action plan to implement the main recommendations

**Result 2:** Enhanced capacity of the GIS to perform border control activities

- ❖ Activity 2.1: Conduct a capacity gap needs assessment of GIS to: a) provide capacity-building support for curriculum design and training delivery ; b) have an overview of the current infrastructure available for border control activities and the current GIS needs
- ❖ Activity 2.2: Strengthen capacity in curriculum design and management of training activities
- ❖ Activity 2.3: Design and implementation of train the trainer principle (ToT) in line with international good practices (Frontex Curriculum, CEPOL)
- ❖ Activity 2.4: Joint Training of GIS and Customs officers on professional skills, including profiling, interviewing, detection of stolen vehicles, examination of means of transport and cargoes, intelligence gathering and management [some officers from other MDAs – such as the Ministry of Foreign Affairs – might attend some training]
- ❖ Activity 2.5: Procurement of equipment selected under the activity 2.1., essential to increase their operational and reaction capacities;
- ❖ Activity 2.6: Training of GIS staff to utilise and maintain procured equipment

**Result 3:** Increased capacity of the GIS to manage its resources and supply good governance principles within the Service.

- ❖ Activity 3.1: Provide technical assistance to the *Policy Planning, Monitoring and Evaluation Division* (PPMED) to strengthen its capacities<sup>11</sup>
- ❖ Activity 3.2: Organise evaluation workshops to review the implementation of the GIS SP
- ❖ Activity 3.3: Training of trainers for GIS officers and management on their fiduciary responsibilities, ethics and resource management
- ❖ Activity 3.4: Design of the vetting procedures for staff and trainees and the design of an overall accountability system and Code of Conduct for the institution building process
- ❖ Activity 3.5: Training and workshops delivery, along with the soft skills development (code of conduct, integrity and anticorruption, human rights)
- ❖ Activity 3.6: Develop an anti-corruption campaign, using the GIS anti-corruption action plan

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<sup>11</sup> Scaling up the support provided under SMMIG project

**Result 4:** Foster closer collaboration with counterparts in neighbouring countries with the aim of enhancing exchange of data and information between border control authorities', reducing irregular migration, smuggling with goods and other cross-border crimes within the framework of the *ECOWAS Free Movement Protocol*.

- ❖ Activity 4.1: Organize summit to sensitize Ghana's neighbours on project objectives and secure willingness to cooperate.
- ❖ Activity 4.2: Organize study visits to Burkina Faso, Côte d'Ivoire and Togo to meet senior counterparts to discuss and coordinate data exchange mechanism, specific actions on combating irregular migration, smuggling of migrants and harmonize their approaches to the implementation of the ECOWAS Free Movement Protocol.
- ❖ Activity 4.3: Sub-regional workshop to share experiences, lessons learnt and next steps on for better cross border cooperation
- ❖ Activity 4.4: Support the capacities of GIS officers to use French as a working language

**Result 5:** Standardised production and management of migration-related data is enhanced through the modular development and updating of migration and border management information and communication Systems, including risk analysis concept<sup>12</sup> (System linked to data analysis and collection through enhanced coordination between border agencies and intelligence led investigations).

- ❖ Activity 5.1: Evaluate options for the use of ITC solutions in a wider e-government context, based on the Feasibility study result (as per activity 1.2)
  - ❖ Activity 5.2: Implement a border management information and communication system, in order to contribute to greater management coherence of the Ghanaian borders. The mechanism can include exchange of data and information from the operational level (Border Crossing Points and Border Sectors) to the strategic level (GIS headquarters – Anti Fraud Unit, DFEC), appropriate communication channels between border control agencies, central, regional and local contact points, emergency and common procedures, procedures for handling incidents, etc. The mechanism can also include exchange of data between frontline and back-office system within BCPs, adapting the risk profiles and risk indicators in line with the analysis from the strategic level and information from the operational level;
  - ❖ Activity 5.3: Based on the border management information and communication system implemented, technical support to Ghana stakeholders in enhancing capacities to carry out intelligence, information and analytical, to ensure protection of Ghanaian state border
  - ❖ Activity 5.4: Risk analysis training targeting interagency groups tasked with coordination at technical and strategic levels
  - ❖ Activity 5.5: Supplemental training on use of IT solution, exchange of data, risk analysis tools and capacities
- **Expected Results for Specific Objective 2:** To strengthen the implication and satisfaction of non-state actors (civil society, academia and local authorities) in the effective implementation of the ECOWAS Regional Mechanism for the Free Movement of Inter-state Passenger Vehicles, Persons and Goods

**Result 6:** Non-state actors (civil society, academia and local authorities) have developed and implemented projects (concrete actions and researches) which have improved the freedom of (regular) movement within ECOWAS Member States, and the collaboration between the various stakeholders involved in border management

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<sup>12</sup> In collaboration with Frontex under the AFIC project.

- ❖ Activity 6.1: Launch the DDF and selection of initiatives with the cooperation of GIS
- ❖ Activity 6.2: Monitor and support the implementation of selected activities

### 3.2.2. Targeted groups and final beneficiaries

The Action will work with Government authorities in Ghana, specifically GIS, Customs, National Police, and civil society, NGOs, academic institutions and media networks / journalists. They will benefit from enhanced capacities in service delivery and coordination to maximize the impact of migration related interventions.

The ultimate beneficiaries of this project are the Ghanaian people through secured borders and coordinated actions with neighbouring countries, and a performing GIS, Customs and National Police that is accountable as well as resource efficient.

### 3.3. Risks and assumptions

Risk	Level (H/M/L)	Mitigation measure
Governments of neighbouring countries unwilling or unable to harmonise their migration-related policies.	L	Involve ECOWAS to convince Ghana neighbours of the added value of a harmonized approach to migration, to stress the importance of creating positive synergies between the countries.
The Government does not wish to support the implementation of the project.	L	The project will ensure active engagement with the relevant government partners at project development stage and ensure that effective line of communication during project implementation is put in place.
Lack of commitment on the part of GIS/GPS/ management and staff	L	Keep Management informed at every stage of the project
GIS diverts equipment provided by the project to other uses or fails to budget funds needed for their maintenance	M	Secure commitment from the GIS at the handover of the equipment through an MoU
Possibility of duplication of activities by other projects (IOM, Expertise France, FMM West Africa project, etc.)	L	ICMPD/ will engage other stakeholders and organisations with significant expertise and a strong presence on the ground at every stage before and during project implementation to ensure that activities are not duplicated, but rather complementary.
Overall situation in Ghana changes from being calm and stable to being volatile	L	This is unlikely; however, the project will regularly monitor the security advisory from UNDSS, the EU, State Department, ISOS etc. to make informed decisions on implementation of activities.
Commitment of Government to better control migration wanes.	L	The project will discuss with government officials to understand the loss of interest and how try to address any underlying issues.
Security situation deteriorates and makes it impossible for the team to access to all project areas.	L	The project will avoid activities in areas where security cannot be assured either by delaying or moving the activity to a more secured location

Focus of Governments in neighbouring countries shifts to local emergency situation.	M	Project will redesign intervention to bring participants to Ghana whenever the activity calls for visit to neighbouring countries. The project will continuously monitor the political and security situations in targeted countries
Counterparts (CSOs, academic institutions, other NSAs) remain committed to the objective of the project.	L	The project will pay close attention to the selection of partners to ensure adequate commitment to project objectives right from the onset.
Counterparts are not constant in their choices of staff members to participate in the consultative process.	M	This represents a real concern as MDAs often change staff or deploy them to other MDAs. The project will consult with GIS and NDAs to agree on the benefits of maintaining staff to ensure continuity and build on existing institutional knowledge.

The assumptions for the success of this project and its implementation are the following:

- All project stakeholders are committed to the implementation of the project.
- The country remains politically stable.
- Absence of negative external factors with major repercussions on socio-economic development (e.g. natural disasters).

### 3.4. Cross-cutting issues

*Gender:* The project will focus on raising awareness on gender and ensure gender mainstreaming in workshops, meetings, project presentations, and other gatherings to promote women's perspectives and to take into consideration women's experiences. Specifically, the project will ensure that all activities adequately respond to the roles and priorities of women and girls. In the capacity building activities planned with the GIS for example, the project will ensure that women receive adequate representation and opportunities for participation in training workshops and conferences.

*Good Governance:* While a component of the project deals with promoting good governance and ethics, it will also involve GIS officers in participatory planning and monitoring of the different aspects of the project for efficiency and accountability.

*Environment and climate change:* The project will take environmental considerations and social standards into account wherever feasible.

### 3.5. Stakeholders analysis

Key stakeholder in this action is the GoG through various MDAs. The project will build the capacity of civil society organisations working in the area of migration, for improved service delivery. The project will work in partnership with the GIS, Customs and other stakeholders to support the implementation of the action.

## 4. IMPLEMENTATION ISSUES

A contribution agreement in indirect management will be signed with ICMPD

### 4.1. Financing agreement

N/A

### 4.2. Indicative operational implementation period

The implementation period is 48 months.

The delay for the operational start of field activities will be of 6 months starting from the signature of contracts.

#### 4.3. Implementation components and modules

The objectives and results of the project are organised into two main components:

1. Migration Management, Cross-border cooperation, and BM and Security, which will be implemented primarily between ICMPD and the GIS
2. A demand-driven facility implemented by ICMPD will fund concrete actions or action research through joint initiatives between two or more kinds of actors (academia, NGOs, MDAs and local authorities). The goal of the actions would be to contribute to strengthening the effectiveness of the GoG to manage its borders and improve dialogue on border and migration issues between stakeholders.

#### 4.4. Indicative budget

ICMPD	TOTAL (EUR)
Border management system & cross-border cooperation	1,983,351
Demand Driven Facility	796,000
Management and monitoring	1,540,649
Communication and visibility	80,000
Contingency (3%)	132,000
Administrative overhead	308,000
<b>Sub-total of the action</b>	<b>4,840,000</b>
Evaluations and audits (directly managed by EC)	160,000
<b>Total of the action</b>	<b>5,000,000</b>

#### 4.5. Results follow up

The implementing partner must establish a permanent internal, technical and financial monitoring system for the action and prepare regular progress reports and final reports.

In the initial phase, the indicative logical framework agreed in contract and /or the agreement signed with the implementing partner must be complemented by benchmarks and targets for each indicator. Progress reports provided by the implementing partner should contain the most recent version of the logical framework agreed by the parties and showing the current values for each indicator. The final report should complete the logical framework with reference points and final values for each indicator.

The final report, financial and descriptive, will cover the entire period of the implementation of the action.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

The implementing partner(s) will report on a number of common EUTF indicators of the selected results for this Action (see list in English published on the EUTF13 web site).

Project Implementing Partners will be required to provide regular data, including the evolution of the actual values of the indicators (at least every three months) to the contracting authority, in a format which is to be indicated during the contract negotiation phase. The evolution of the indicators will be accessible to the public through the EUTF website (<https://ec.europa.eu/trustfundforafrica/>) and the Akvo RSR platform (<https://eutf.akvoapp.org/en/projects/>).

#### **4.6. Evaluation and audit**

If necessary, ad hoc audits or expenditure verification assignments could be contracted by the European Commission for one or several contracts or agreements.

Audits and expenditure verification assignments will be carried out in conformity with the risk analysis in the frame of the yearly Audit Plan exercise conducted by the European Commission. The amount allocated for external evaluation and audit purposes should be shown in EUR. Evaluation and audit assignments will be implemented through service contracts, making use of one of the Commission's dedicated framework contracts or alternatively through the competitive negotiated procedure or the single tender procedure.

#### **4.7. Communication and visibility**

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. This action shall contain communication and visibility measures that shall be based on a specific Communication and Visibility Plan of the Action, which will be developed early in the implementation. The measures are implemented by the Commission, the partner country, the contractors, the beneficiaries and / or the entities responsible in terms of legal obligations regarding communication and visibility. Appropriate contractual obligations will be included in the financing agreement, purchase and grant agreements and delegation agreements. Communication and visibility requirements for the European Union are used to establish the communication and visibility plan for the action and the relevant contractual obligations.

Given the sensitivity of this action, it is necessary to foresee communication and visibility measures that will be established at the beginning of implementation on the basis of an Action Plan. Nevertheless, the visibility of the European Union will be ensured taking into account the evolution of the local security context and according to the sensitivity of the activities carried out, so as not to threaten the security of the organization, the donor and the final beneficiaries.

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<sup>13</sup> EN : [https://ec.europa.eu/trustfundforafrica/sites/eutfa/files/eutf\\_results\\_indicators\\_41.pdf](https://ec.europa.eu/trustfundforafrica/sites/eutfa/files/eutf_results_indicators_41.pdf)

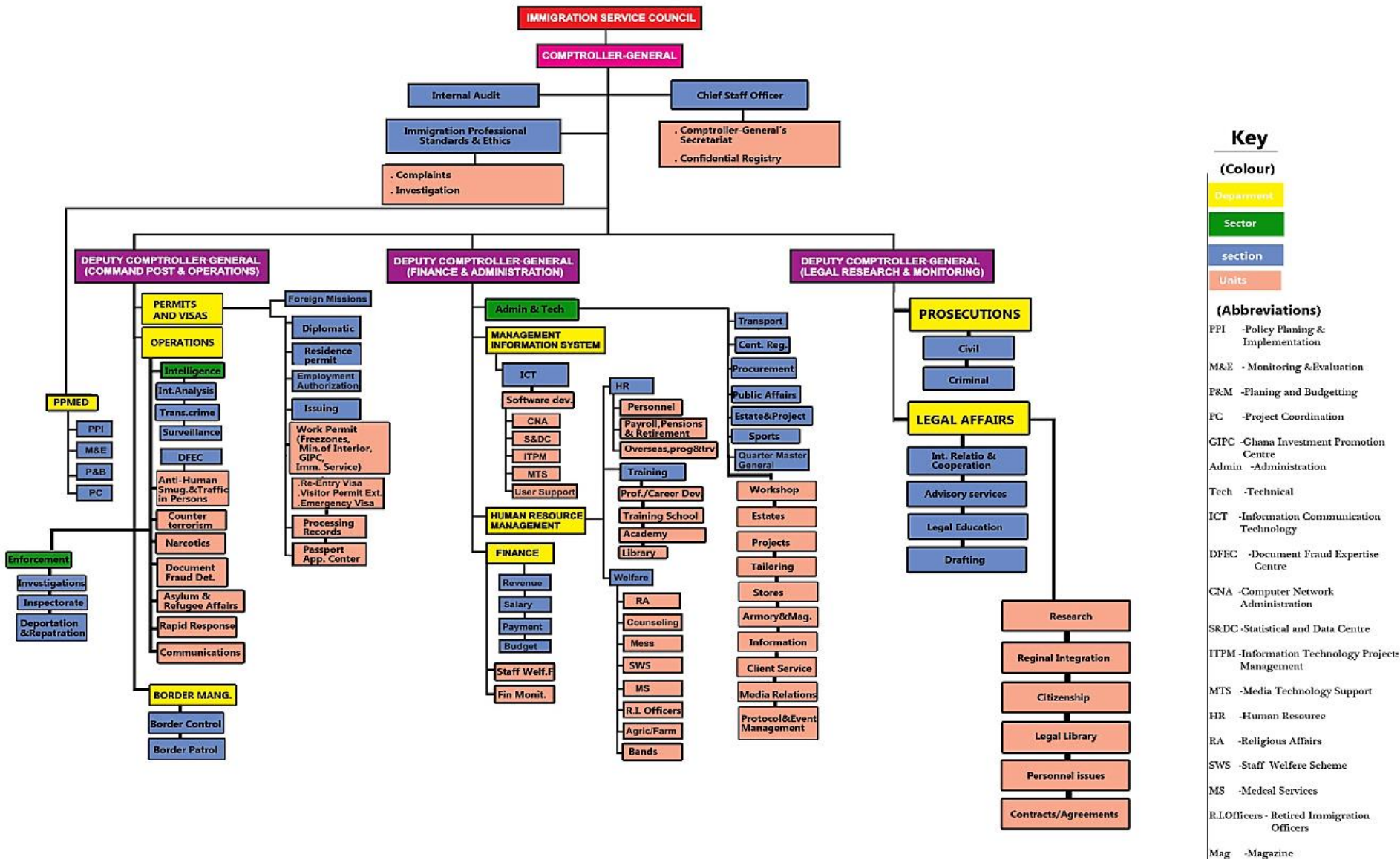
### List of acronyms

<b>Acronym</b>	<b>Standing for</b>
ADEPT	Africa Europe Diaspora Development Platform
AFIC	Africa Frontex Intelligence Community
AHTU	Anti-Human Trafficking Unit
BCP	Border Crossing Point
CCMT	Consular Crisis Management Training
CPC	Child Protection Compact
CSO	Civil Society Organisation
DDF	Demand Driven Facility
DFEC	Document Fraud Expertise Centre
DTRD	Domestic Tax Revenue Division
ECOWAS	Economic Community of West African States
EoCO	Economic and Organised Crime Office
FMM	Free Movement of persons and Migration
GIMMA	Ghana Integrated Migration Management Approach
GIS	Ghana Immigration Service
GoG	Government of Ghana
GPS	Ghana Police Service
GRA	Ghana Revenue Authority
HTS	Human Trafficking Secretariat
IBM	Integrated Border Management
ICMPD	International Centre for Migration Policy Development
ILO	Immigration Liaison Officer
IOM	International Organisation for Migration
MDA	Ministries, Departments and Agencies
ME	Migrant Entrepreneurship
MICIC	Migrants in Countries in Crisis
MIEUX	Migration EU Expertise
Moi	Ministry of the Interior
MoU	Memorandum of Understanding
NBSS	National Border Security Secretariat
NGO	Non-Governmental Organisation
NMP	National Migration Policy
NPA	National Plan of Action
PEC	Public Employment Centre
PiP	Partners in Preparedness
PPMED	Policy Planning Monitoring and Evaluation Department
PSC	Project Steering Committee
PSED	Programme for Sustainable Economic Development
SMIGG	Support to Migration Management in Ghana
SP	Strategic Plan
THB	Trafficking in Human Beings
TNA	Training Needs Assessment
VoT	Victim of Trafficking





# Annex 1: Organizational Structure



- Key**
- (Colour)
- Department
  - Sector
  - section
  - Units
- (Abbreviations)**
- PPI -Policy Planning & Implementation
  - M&E - Monitoring & Evaluation
  - P&M -Planing and Budgetting
  - PC -Project Coordination
  - GIPC -Ghana Investment Promotion Centre
  - Admin -Administration
  - Tech -Technical
  - ICT -Information Communication Technology
  - DFEC -Document Fraud Expertise Centre
  - CNA -Computer Network Administration
  - S&DC -Statistical and Data Centre
  - ITPM -Information Technology Projects Management
  - MTS -Media Technology Support
  - HR -Human Resource
  - RA -Religious Affairs
  - SWS -Staff Welfere Scheme
  - MS -Medical Services
  - R.L.Officers - Retired Immigration Officers
  - Mag -Magazine

## Annex 2. Logframe matrix of the project

Activities, deliverables and all indicators with their targets and reference values contained in the logframe matrix are provided for information only and may be updated during the implementation of the Action without changing the funding decision. The logframe matrix should evolve during the project lifetime: new lines can be added for listing new activities as well as new columns for intermediary targets (milestones) when it is relevant and values will be regularly updated in the column foreseen for reporting purpose.

	<b>Results chain</b>	<b>Indicators</b>	<b>Reference points (Baseline 2019)</b>	<b>Targets</b>
<b>Overall objective: Impact</b>	The <u>overall objective</u> of the action is to contribute to reducing irregular migration by strengthening the capacities of national agencies, academic institutions and CSOs working in the area of migration, for improved service delivery and coordination at all levels including cooperation and coordination with neighbouring countries.	The level of improvement in turn-around time for service delivery by institutions of Government and frequency of action for coordination on migration		
<b>Specific objective(s): Direct outcome(s)</b>	Specific objective 1: The Specific Objective 1 of the project is to contribute to the development of the long-term capability of Ghana border control authorities to control and manage its borders, to update border management information and communication systems and to ensure greater security for citizens and visitors, while guaranteeing the respect for the rule of law and human rights standards	Effectiveness of GoG to manage its borders, combat irregular migration and curb cross border crimes		GoG have some capacity to manage its borders
	Specific objective 2: The Specific Objective 2 of the project is to strengthen the implication and satisfaction of non-state actors (civil society, academia and local authorities) in the effective implementation of the ECOWAS Regional Mechanism for the Free Movement of Interstate Passenger Vehicles, Persons and Goods	Effective implication of NSA in the implementation of the ECOWAS free movement agreement		NSA have developed projects related to border management

<b>Direct outputs SO1</b>	Result 1: Assessment of Ghana BM system, including mandate of MDAs (Ministries, Departments, and Agencies), GIS training and equipment gaps/needs conducted, with recommendations for improvement	Number of assessment on border management system, training and equipment gaps/ Needs conducted. Number of data collection and analysis tools set-up/strengthened	Validated assessment report	MDAs cooperate and are willing to share information on their activities.
	Result 2: Enhanced capacity of the GIS to perform border control activities (border checks and border surveillance activities)	Number of staff from government institutions trained on security and BM. Number of training tools developed Number of border stations supported to strengthen border control Number of planning, monitoring, learning, data-collection and analysis tools set-up/strengthened. Number of GIS officers and management trained on resource management, fiduciary responsibilities and work ethics	List of participants Activity reports, Annual reports, news/website articles. Inventory of equipment provided, Annual reports	Trained GIS border patrol officers and equipment provided are deployed to the borders.
	Result 3: Increased capacity of the GIS to manage its resources and entrench good governance within the Service.	Code of conduct developed Number of people reached by anti-corruption campaign	Validated code of conduct List of participants Anti-corruption strategy and action plan Annual reports	GIS management avail themselves to be trained and use the tools provided. The GIS is willing to address issues around ethics within the Service.
	Result 4: Foster closer collaboration with counterparts in neighbouring countries with the aim of reducing irregular migration, countering THB and other cross-border crimes within the framework of the ECOWAS Free Movement Protocol	Number of cross-border cooperation initiatives launched	List of participants, Mission reports, News/website articles Activity report	Government in Neighbouring countries cooperate and share information with the GoG
	Result 5: Standardised production and management of migration-related data is enhanced through the modular development and updating of migration and border management information and communication systems, including risk analysis concept	Number of data collection and analysis tools set up / strengthened. Regularity in data up-dating and the availability of an information exchange protocol	Copy of Information exchange protocol Activity report	GIS management is committed to improving data collection and exchange

Direct outputs SO2	Result 6: Non-state actors (civil society, academia and local authorities) have developed and implemented projects (concrete actions and researches) which have improved the freedom of (regular) movement within ECOWAS Member States, and the collaboration between the various stakeholders involved in border management	Number of NSA involved and projects implemented	Annual reports	> 6 actors (2 CSOs, 2 academia, and 2 LAs) > 4 projects
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