

Nigeria Immigration Service

NIS NATIONAL BORDER MANAGEMENT STRATEGY: 2019 - 2023

May 2019



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Cover Photo

Mfum Border Control Post
Nigeria / Cameroon
Cross River State

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IOM is committed to the principle that humane and orderly migration benefits migrants and society. As a UN Agency, IOM acts with its partners in the international community to assist in meeting the operational challenges of migration; advance understanding of migrants’ issues; encourage social and economic development through migration; and uphold the human dignity and well-being of migrants. The Nigeria Immigration Service (NIS) National Border Management Strategy was produced through the joint technical support of IOM in collaboration with NIS and other national partners in Nigeria.

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Acknowledgments

The development of the *Nigeria Immigration Service (NIS) National Border Management Strategy (NBMS) 2019-2023* was led by the NIS NBMS Working Group, comprised of specially designated officers representing all key aspects of NIS' border management responsibilities, as listed in Annex 9.

The development of the strategy was facilitated and supported by the International Organization for Migration (IOM) Nigeria within the framework of the "European Union (EU) – IOM Initiative for Migrant Protection and Reintegration in Nigeria" funded by the EU. The initiative seeks to amongst other things contribute to strengthening the governance of migration in the EU partner countries and the sustainable return and reintegration of returning Nigerian migrants.

The Strategy was developed through intensive internal NIS and inter-agency consultations from October 2018 through March 2019 with representatives of the *Stakeholders Forum on Border Management (SFBM)*, as listed in Annex 8, and with other key external stakeholders. The SFBM was established in the Nigerian National Migration Policy of 2015 as the official interagency mechanism for consultation and planning on a wide range of border management issues.

NIS and IOM are most grateful for the active participation and substantive inputs made by SFBM and all involved agencies into this NIS strategy.

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ABBREVIATIONS/DEFINITIONS

ADB	African Development Bank
AfCFTA	African Continental Free Trade Agreement (21 March 2018), inclusive of the Kigali Declaration and the Free Movement Protocol. Nigeria is not a signatory as of February 2019.
API	Advance Passenger Information
ASF/SLTD	INTERPOL's Automated Search Database Facility / Stolen and Lost Travel Documents
Asylum	A form of protection given by a State on its territory based on the principle of non-refoulement and internationally recognised refugee rights. It is granted to a person who is unable to seek protection in his or her country of nationality and/or residence in particular for fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion. (IOM Glossary on Migration, 2 nd Edition)
Asylum Seeker	A person who seeks safety from persecution or serious harm in a country other than from his or her own and awaits a decision on the application for refugee status under relevant international and national instruments. In case of a negative decision, the person must leave the country and may be expelled, as may any non-national in an irregular situation, unless permission to stay is provided on humanitarian or other related grounds. (IOM Glossary on Migration, 2 nd Edition)
AU	African Union (formerly OAU)
AVSEC	Aviation Security Services of Nigeria (part of FAAN)
BCP	Border Control Post
BMIS	Border Management Information System (generic term)
Border	A line separating land territory or maritime zones of two States or subparts of States. (IOM Glossary on Migration, 2 nd Edition)
Border Control	A State's regulation of the entry and departure of persons to and from its territory, in exercise of its sovereignty, whether this is conducted at the physical border or outside of the territory in an embassy or consulate. (IOM Glossary on Migration, 2 nd Edition)
Border Management	Facilitation of authorized flows of persons, including business people, tourists, migrants and refugees, across a border and the detection and prevention of irregular entry of non-nationals into a given country. Measures to manage borders include the imposition by States of visa requirements, carrier sanctions against transportation companies bringing irregular migrants to the territory, and interdiction at sea. International standards require a balancing between facilitating the entry of legitimate travellers and preventing that of travellers entering for inappropriate reasons or with invalid documentation. (IOM Glossary on Migration, 2 nd Edition)
BSSC	Border Security Steering Committee (coordinated by ONSA)

CISLAC	Civil Society Legislative Advocacy Centre
Deportation	The act of a State in the exercise of its sovereignty in removing a non-national from its territory to his or her country of origin or third state after refusal of admission or termination of permission to remain. (IOM Glossary on Migration, 2 nd Edition)
DSS	Department of State Security
DSW	Department of Social Welfare (of MWASD)
ECOWAS	Economic Community of West African States: Republic of Benin, Burkina Faso, Republic of Cape Verde, Republic of Côte d'Ivoire, Republic of The Gambia, Republic of Ghana, Republic of Guinea, Republic of Guinea-Bissau, Republic of Liberia, Republic of Mali, Republic of Niger, Federal Republic of Nigeria, Republic of Senegal, Republic of Sierra-Leone, Togolese Republic. <i>See also FMD.</i>
EFCC	Economic and Financial Crimes Commission
eMROTD	Electronic Machine Readable Official Travel Document in the size of a card. A type of eMRTD. All eMRTDs share common required characteristics with MRTDs that are designed for optical character recognition (OCR) only. Only ICAO-compliant eMRTDs are approved to carry the "chip inside" symbol.
eMRTD	Electronic Machine-Readable Travel Document. ICAO-compliant, machine readable, IC-enabled, official travel document of any kind: passport book, visa or ID card size. All eMRTDs share common required characteristics with MRTDs that are designed for optical character recognition (OCR) only. Only ICAO-compliant eMRTDs are approved to carry the "chip inside" symbol.
ETC	ECOWAS Travel Certificate
EU	European Union
FAAN	Federal Airport Authority of Nigeria
FGN	Federal Government of Nigeria
FMD	Free Movement Directorate of ECOWAS
FMWASD	Federal Ministry of Women Affairs and Social Development
FTF	Foreign Terrorist Fighter
FRN	Federal Republic of Nigeria
Galaxy	Galaxy Backbone PLC is an information and communications technology services provider, wholly owned by FGN.
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
IBM	Integrated Border Management
ICAO	International Civil Aviation Organization
ICSC	Immigration Command and Staff College, Sokoto

ID4D	Identification for Development (World Bank initiative)
INEC	Independent National Elections Commission
INGO	International Non-Governmental Organization
INTERPOL	International Criminal Police Organization. Based in Lyon, France, INTERPOL is the world's largest international police organization, with 190-member countries, including all 15 ECOWAS Member States. Each member maintains a National Central Bureau (NCB) to link with INTERPOL's global I-24/7 network, including to its Automated Search Facility to access various data bases, some of which are particularly useful for border management. <i>See also I-24/7; SLTD</i>
IOM	International Organization for Migration
ITSK	Immigration Training School, Kano
I-24/7	The INTERPOL global police communications system available to the Organization's member states. I-24/7 enables authorized users to share sensitive urgent police information with their counterparts globally, 24 hours a day, 365 days a year. I-24/7 is the network that enables investigators to access INTERPOL's range of criminal databases. Authorized users can search and cross-check data in a matter of seconds, with direct access to databases on suspected criminals or wanted persons, stolen and lost travel documents, stolen motor vehicles, fingerprints, DNA profiles, stolen administrative documents and stolen works of art. I-24/7 is initially rolled out to National Central Bureaus usually in the remit of the National Police but can also be rolled out directly to other government agencies, such as Immigration. NIS signed an agreement with INTERPOL and the NPF in 2017 for direct rollout of I-24/7 to NIS. <i>See also INTERPOL; SLTD</i>
JAITF	Multi-Agency Joint Airport Interdiction Task Force. Led by NDLEA with participation of AVSEC, DSS, NCS, NIS and NPF. Their role is early detection of high-risk passengers, cargo and postal parcels at airports, including threats from drug trafficking, cash couriers, wildlife crime, TIP-SOM, arms trafficking, falsified medicine, and FTFs. The JAITF is supported by UNODC, in partnership with INTERPOL and WCO. Access to I-24/7 is provided through WCO CENcomm tool.
JTF	Joint Task Force. Nigeria's national task force, led by the Army, to counter Boko Haram terrorist actions in northeast Nigeria. NIS second personnel to the JTF, usually for six-month initial assignments. <i>See also MNJTF.</i>
LGA	Local Government Authority (774 in Nigeria)
MBNP	Ministry of Budget and National Planning
MFA	Ministry of Foreign Affairs
MIDAS	Migration Information and Data Analysis System (IOM's BMIS)
Migrant	At the international level, no universally accepted definition for "migrant" exists. The term migrant was usually understood to cover all cases where the decision

to migrate was taken freely by the individual concerned for reasons of “personal convenience” and without intervention of an external compelling factor; it therefore applied to persons, and family members, moving to another country or region to better their material or social conditions and improve the prospect for themselves or their family. The United Nations defines migrant as an individual who has resided in a foreign country for more than one year irrespective of the causes, voluntary or involuntary, and the means, regular or irregular, used to migrate. Under such a definition, those travelling for shorter periods as tourists and businesspersons would not be considered migrants. However, common usage includes certain kinds of shorter-term migrants, such as seasonal farm-workers who travel for short periods to work planting or harvesting farm products. (IOM Glossary on Migration, 2nd Edition)

Migration	The movement of a person or a group of persons, either across an international border, or within a State. It is a population movement, encompassing any kind of movement of people, whatever its length, composition and causes; it includes migration of refugees, displaced persons, economic migrants, and persons moving for other purposes, including family reunification. (IOM Glossary on Migration, 2 nd Edition)
Migration Management	A term used to encompass numerous governmental functions within a national system for the orderly and humane management for cross-border migration, particularly managing the entry and presence of foreigners within the borders of the State and the protection of refugees and others in need of protection. It refers to a planned approach to the development of policy, legislative and administrative responses to key migration issues. (IOM Glossary on Migration, 2 nd Edition)
MNJTF	Multinational Joint Task Force. It is a multinational formation, comprised of mainly military units from Benin, Chad, Niger and Nigeria, headquartered in N’Djamena Chad, to counter Boko Haram activities in northeast Nigeria and in generally contiguous areas in Cameroon, Chad and Niger. <i>See also JTF.</i>
MRTD	Machine Readable Travel Document. Refers to travel documents of any approved size designed for optical character reading (OCR) only, but which also share common general design specifications with electronically-enabled MRTDs: eMRTDs. Includes any ICAO-approved size: passport book, visa or ID card.
NA	Nigerian Army
NACTEST	National Counter Terrorism Strategy
NAF	Nigerian Air Force
NAFDAC	National Agency for Food and Drug Administration
NAPTIP	National Agency for the Prohibition of Trafficking in Persons
NAQS	Nigeria Agricultural Quarantine Service
NARTO	National Association of Road Transport Owners
NASS	National Assembly of the FRN
NBC	National Boundary Commission

NBIC	National Biometric Identity Card (name given in the December 2014 ECOWAS Decision to the upgraded ECOWAS Travel Document, which all ECOWAS Member States are mandated to produce)
NBMS	NIS National Border Management Strategy: 2019-2023
NCB	National Central Bureau. Established by national authorities in coordination with INTERPOL to link national police with the INTERPOL global network. It is usually a division within the national police. The NCB maintains the data link with INTERPOL data bases, including with the SLTD.
NCFRMI	National Commission for Refugees, Migrants and IDPs
NCS	Nigeria Customs Service
NDLEA	National Drug Law Enforcement Agency
NEMA	National Emergency Management Agency
NHRC	National Human Rights Commission
NIA	National Intelligence Agency
NIMC	National Identity Management Commission
NIN	National Identification Number
NIS	Nigeria Immigration Service
NITSA	Nigeria Immigration Training School, Ahoada
NITSOL	Nigeria Immigration Training School, Orlu
NOA	National Orientation Agency
Non-refoulement	Principle of international refugee law that prohibits States from returning refugees in any manner whatsoever to countries or territories in which their lives or freedom may be threatened. The principle of non-refoulement is considered by many authors as part of customary international law, while for others the two requirements for the existence of a customary norm are not met. (IOM Glossary on Migration, 2 nd Edition)
NPA	Nigerian Ports Authority
NPF	Nigeria Police Force
NTA	Nigerian Television Authority
OAU	Organization of African Unity (disbanded in 2002, now the AU)
ONSA	Office of the National Security Adviser
ONSA CIC	OSA Counter-Insurgency Cell

OSBP	One Stop Border Post
PSC	Public Service Commission
PTRC	Personnel Training and Resource Centre
Refugee	A person who, “owing to a well-founded fear of persecution for reasons of race, religion, nationality, membership of a particular social group or political opinions, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country. (Art. 1(A) (2), Convention relating to the Status of Refugees, Art. 1A(2), 1951 as modified by the 1967 Protocol). In addition to the refugee definition in the 1951 Refugee Convention, Art. 1(2), 1969 Organization of African Unity (OAU) Convention defines a refugee as any person compelled to leave his or her country “owing to external aggression, occupation, foreign domination or events seriously disturbing public order in either part or the whole of his country or origin or nationality.” (IOM Glossary on Migration, 2 nd Edition)
Repatriation	The personal right of a refugee, prisoner of war or a civil detainee to return to his or her country of nationality under specific conditions laid down in various international instruments (<i>Geneva Conventions, 1949 and Protocols, 1977, the Regulations Respecting the Laws and Customs of War on Land, Annexed to the Fourth Hague Convention, 1907</i> , human rights instruments as well as customary international law). The option of repatriation is bestowed upon the individual personally and not upon the detaining power. In the law of international armed conflict, repatriation also entails the obligation of the detaining power to release eligible persons (soldiers and civilians) and the duty of the country of origin to receive its own nationals at the end of hostilities. Even if treaty law does not contain a general rule on this point, it is today readily accepted that the repatriation of prisoners of war and civil detainees has been consented to implicitly by the interested parties. Repatriation as a term also applies to diplomatic envoys and international officials in time of international crisis as well as expatriates and migrants. (IOM Glossary on Migration, 2 nd Edition)
RTA Tuga	Regional Training Academy, Tuga (Nigeria). Proposed regional training academy for Nigeria and West Africa region, to focus primarily on border patrol functions.
SFBM	Stakeholders Forum on Border Management. Established in the Nigeria National Migration Policy 2015 as one of the five thematic groups across the migration spectrum, the SFBM is mandated to focus on issues related to ECOWAS Free Movement Protocol, border security, trafficking in persons, smuggling of migrants and related matters. NIS provides the lead, with support from NAPTIP. The SFBM reports to the Technical Working Group (TWG) which coordinates all five thematic groups. The TWG reports to the Ministerial Sector Policy Review Committee/National Consultative Committee which is chaired by the Attorney-General and the Minister of Justice.
SLTD	INTERPOL’s Stolen and Lost Travel Document Database. <i>See also INTERPOL; I-24/7.</i>
SOM	Smuggling of Migrants

SWOT	Strengths, Weaknesses, Opportunities, Threats. An analytical framework sometimes used in creating organizational strategic plans, such as in the <i>Nigeria Immigration Service Strategic Roadmap 2016-2019</i> . See Annex 11.
TIP	Trafficking in Persons
UNHCR	United Nations High Commissioner for Refugees
UNODC	United Nations Office for Drugs and Crime
WCO	World Customs Organization

FOREWORD



The first serious attempt at recognizing the role of border management in national development was from the report of Justice Anigolu Tribunal of Inquiry into the 1980 Maitatsine violent riots in Kano and some other parts of northern Nigeria. Among other findings, the report noted that the seemingly unmanned and poorly secured expansive and extensive borderline contributed greatly to the easy access and entry of some undesirable elements into the country. Consequently, the Tribunal recommended the creation of a Border Patrol Unit in the Nigeria Immigration Service (NIS) to be well funded by government to ensure enhanced border security. The government followed up the

recommendation with a 'White Paper' that eventually created the Border Patrol Unit in the NIS and, by 1983, the Unit had become very operational with presence across Nigeria's States that shared international boundaries with neighbouring countries.

Over the years, the NIS has enabled structural and other reform efforts to not only safe guard the nation's borderlines of about 4047km, but also to make ever stronger contributions toward national security and socio-economic development. A series of operational overhauling efforts in the form of enhanced training for the workforce, acquisition of modern patrol equipment and the constitution of a Border Patrol Corps have been made with a view to strengthening the Unit for optimum performance. To say that the Unit is ever more effective in achieving its mandate is not an understatement.

However, given the special position of Nigeria as the preferred destination country for many citizens of ECOWAS and indeed those from other parts of the world, as well as unfolding global migratory realities, it has become urgent to re-jig the current approach toward national border management to ensure that we conform to global best practices. While the role of border management in support of security and national prosperity and development continues to dominate the management vision, that vision has also expanded to include a strong focus on migrants' rights and the protection of vulnerable migrants, the fulfilling of relevant international agreements that affect border operations, and a view toward management of borders with special sensitivity toward contiguous cross-border communities and to build the confidence and trust of the general population in Nigeria's border management approach, so as to reinforce social harmony.

Today, the issues of border security and migration management are major social and political phenomena in the global space and are re-defining the economic and socio-political realities of many countries. The rising incidences of dangerous migration of young Africans, including many Nigerians, across the Sahara Desert and Mediterranean Sea corridor amidst dehumanizing treatment on the transit route, demands genuine collaborative efforts among border officials across many countries. NIS quite understands this critical need for collaboration and, among many other steps, the Service hosted the Heads of Immigration

Services of ECOWAS to a four-day meeting in Abuja from 4th to 8th August 2017 for the purpose of sharing ideas and experiences on how best to manage our common borders and unfolding migratory developments in the sub-region. The meeting was apt and timely and has enabled a much healthier cooperation and further substantial coordinated efforts at border security among border officials of countries sharing common migratory flows.

It is in realization of the enormous advantages of a collaborative border management approach that this document places strong focus on Integrated Border Management (IBM) in the strategy. This focus further defines and encourages an enhanced coordinated, collaborative and integrated approach to border management, readily acknowledging the fact that no country can unilaterally confront the unfolding challenges of global migratory developments. IBM elements are specified across all the major framework areas of NIS' strategy and, taken together, represent a strong commitment to and expansion of this approach.

Among its many efforts toward establishing a robust border security and modern migration management platform, the Service has rolled out the Migration Information and Data Analysis System (MIDAS) platform in Abuja and at many Border Control Posts, in close collaboration with IOM. MIDAS as a key tool for collecting, maintaining and analysing border passage data for effective and efficient migration management. The MIDAS initiative, which has had broad and significant support from Denmark, Germany, the EU, Japan and Switzerland, is a major technical capacity building action that continues to modernise and redefine migration management practice in Nigeria. NIS has also begun the construction of modern border Forward Operating Bases in places such as Mazanya near Jibia in Katsina State, Maigatari in Jigawa State, Shaki in Oyo State and Oja- Odan in Ogun State. The Service has also emphasised the need for deliberate engagement with border communities for improved understanding, cooperation and partnership in border security efforts toward better overall migration management.

With the delivery of this *NIS National Border Management Strategy (2019-2023)*, a new chapter of renewed interface with critical stakeholders, such as members of border communities and international agencies, has been opened for improved efforts at modern border management approaches. As we continue to innovate our processes, systems and workforce we will reinvent our border management strategy toward all its major framework goals: Enhancing National Security, Contributing to National Economic Development, Reinforcing Social Harmony, Fulfilling International Agreements and Partnerships, and Ensuring Migrants' Human Rights and the Protection of Vulnerable Migrants.

This document will provide key guidance to the Service and a means of assessing and evaluating NIS' progress toward its goals. I also most sincerely recommend this document to the reading pleasure of anyone interested in modern border security and migration management issues.

Muhammad Babandede MFR
Comptroller General of Immigration

EXECUTIVE SUMMARY

The NIS National Border Management Strategy (NBMS) 2019-2023 articulates a renewed five-year vision and institutional approach to border management in Nigeria, within the scope of the duties of the Nigeria Immigration Service.

The strategy builds upon the most recent key policy positions and strategic approaches of NIS incorporating those concepts into this new vision, in particular the NIS *Strategic Roadmap (2016-2019)* which covers all aspects of management of the Service, and the *NIS Draft 5-Year Border Security and Management Strategic Document* which focuses exclusively on land border management. It is underpinned by the enabling legislation and policy instruments, as noted in *Annex 2*.

NIS is the lead agency for management of movement of persons across Nigeria's borders and for related tasks in the areas of visas, travel documents, management of migrants in the interior of the country and countering migrant smuggling, as well as other closely related responsibilities. As such, the scope of this strategy is limited to the movement of persons and uses an extended concept of border management that includes managing "virtual" borders through visa regimes, advance passenger information (API) and related approaches, as well as aspects of internal management of migration for non-nationals already in the country.

While the strategy does not address areas of border management within the purview of other specialized agencies, it does take into full consideration the responsibilities of other Nigeria government agencies for aspects of border management that impact NIS' work and the need for inter-agency collaboration. The concept of Integrated Border Management (IBM), or practical operational coordination between different agencies with complementing border responsibilities, is interwoven throughout the document. Examples of IBM in the strategy can be found for every major operational area of NIS' responsibility – whether concerning air, land and sea border management, interior management, visa and travel document management, or other key areas. The IBM areas are consolidated in *Annex 7* to provide a concise overview of all IBM components of the NBMS, and as useful tool for managing and monitoring NIS' overall IBM approach. Throughout the document, this icon or symbol is used to indicate where IBM is the area of focus.



The process of developing the strategy further reinforced NIS' commitment to a cooperative inter-agency approach to border management. The initial concept for the NBMS, and a near-final draft, were shared with the members of the Stakeholders Forum on Border Management (SFBM) in extensive workshop settings on two occasions. The input from the 26 agencies attending the workshops, as listed in *Annex 8*, was both valuable and extensive,

and has been integrated into the strategy to the full extent possible. The SFBM members unanimously endorsed the strategy at the March 2019 final review meeting.

The design and format of the document is intended to directly support ease of implementation, monitoring and evaluation. As such, it is intended both as a renewed strategic vision and as a clear implementation guide for all responsible NIS personnel – particularly for the lead officers of the main operational areas. It is also intended for outside agencies to easily gain a clear view of NIS’ planned strategic approach to major areas of national concern impacted by border management, such as national security, protection of migrants’ rights, and all other strategic framework areas.

PART ONE provides background and context. Here the major migration factors now influencing Nigeria are discussed, including cross-continental/international, continental, regional and bilateral elements. The Mediterranean migration crisis that has developed over the past several years is analysed as both an international crisis and as a matter of direct national concern to Nigeria and to NIS. The high level of representation of Nigerians in that movement, coupled with the horrific abuse of migrants on the transit route and the high levels of return and of rejection of the asylum claims of Nigerians in Europe (80 percent rejection at the peak of the migration), combine to create significant challenges for NIS in several areas of its work.

At the continental level, the impact of visa-on-arrival dispensation for all African Nationals as mandated by the Federal Government (apart from those Africans that need no visa at all due to regional or bilateral agreements) is already significantly re-shaping NIS’ operations. Over thirty thousand such visas were issued in 2018. While Nigeria is not now a signatory to the African Continental Free Trade Agreement (AfCFTA), its visa policies are now generally aligned with that agreement and most neighbouring countries are signatories; as such, migration dynamics into Nigeria from the continent are being reshaped, as is NIS’ forward strategy.

At the regional level, the continued push toward full implementation of the ECOWAS free movement protocols, and the mandate for Nigeria and all Member States to create a new ECOWAS biometric travel card, issued to ICAO standards, place new demands on NIS that require strategic guidance and specific actionable objectives. The NBMS is also shaped by and addresses these issues.

At the national level, the 2017 Presidential *Executive Order: Promotion of Transparency and Efficiency in the Business Environment*, and other relevant directives, have further focused NIS’ attention on the need for a smooth and transparent process for managing border crossings to facilitate trade and economic development. NIS has risen to this challenge and has twice received the highest commendation for implementation of this directive. NIS’ forward strategy seeks to consolidate and expand on these gains.

Security issues cut across national, regional and international contexts. Terrorism in the country, the neighbouring countries, and from the region and globally continues to strongly

influence NIS' strategic and operational approaches. Here the IBM features of NIS' strategy dominate, as NIS works in close cooperation with other agencies to contribute to the national strategies in the areas of security and counter-terrorism. This is also the case with NIS' actions toward thwarting trafficking in persons and smuggling of migrants (TIP-SOM), and other national and transnational organized crime such as drug smuggling. NIS' active participation in the Joint Task Force (JTF) in the northeast, under the leadership of the military, and in the Joint Airport Interdiction Task Forces (JAITF) at Abuja and Lagos airports under the direction of NDLEA, are two examples discussed.

Part one also describes some of the major agreements that continue to shape NIS' strategy, including the Common Agenda on Migration and Mobility with the EU, and agreements with FRONTEX and INTERPOL. An institutional overview of NIS is also included in part one, charting the over 1000 formations of NIS in the country, the 40 sites abroad where NIS personnel perform key NIS functions, and the distribution of NIS' nearly 23,000 personnel across ranks. The role of the SFBM and its grounding in the 2015 National Migration Policy is also presented in part one.

Following this first introduction and background section, the document unfolds as follows.

PART TWO presents the strategic framework that is the core of the strategic vision, comprised of the following five framework areas or key purposes of border management. A strategic goal is presented for each pillar as follows. An icon or symbol is used throughout the document to indicate areas where that goal is the area of focus.

Enhancing National Security: *NIS' approach to border management will positively contribute*



to the enhancement of national security through the significant expansion of human and technological resources for migrant inspection and border monitoring, strong inter-agency collaboration and expansion of bilateral and multi-lateral partnerships.



Contributing to National Economic Development: *NIS' approach to border management will positively contribute to economic development by streamlining the movement of people through ever more effective and efficient procedures, enhanced by the expanded use of appropriate technologies and implemented by highly trained personnel.*



Reinforcing Social Harmony: *NIS' approach to border management will positively contribute to social harmony by: continually strengthening the credibility of NIS with contiguous cross-border communities; deepening community contributions to managing borders in their home areas; further engaging cross-border cooperation; and diminishing fears of migrants and backlash against them through highly competent and transparent approaches to border management.*



Fulfilling International Agreements and Partnerships: *NIS' approach to border management will ensure that Nigeria fulfils all obligations under relevant agreements and treaties and will demonstrate Nigeria's commitment and credibility as an international partner in migration management.*



Ensuring Migrants' Human Rights and the Protection of Vulnerable Migrants: *NIS' approach to border management will positively contribute to the promotion of migrants' human rights and the protection of vulnerable migrants through clear and accountable procedures that are enacted in close collaboration with all appropriate agencies and supported by assignment of adequate resources.*

The rationale for these pillars is discussed, and they serve as the conceptual framework for the document throughout. All major new operational objectives articulated are rated and categorized in relation to these pillars as having a primary or secondary impact on achievement of the pillar's goal.

PART THREE presents the current legal, management and operational elements of border management within NIS' sphere of responsibilities. Nine main operational areas are reviewed, establishing a baseline view for each. Main challenges and issues are presented in this current context, and some of the forward priorities to meet these challenges are initially described. It is notable that over 12000 people per day were recorded as crossing Nigeria's borders in 2018, an increase of 22 percent over 2017. The size of the country and the expanse of its borders, the significant and rapidly growing cross-border movement, and the resulting size of the Service, all reinforce the need for a comprehensive forward strategy of considerable scope. This section sets the baseline and context for the subsequent, forward-looking sections.

PART FOUR answers the question: *What should each major operational section of NIS be prioritising and pursuing over the next five years, and how can their progress be assessed toward achievement of the overall strategy?* The organization of this section is intended to make operationalising the NIS NBMS straightforward for senior managers, and to make ongoing monitoring and evaluation of progress easy to design and manage.

The section begins with a statement of NIS' renewed strategic vision for border management, and follows with a detailed focus on each of the nine main operational areas of NIS responsibility in the area of border management, as first presented in part three: 1) Air, 2) Land, 3) Sea and 4) Virtual border management; 5) Interior and 6) Returns management; 7) Visa and 8) Travel Document management; and 9) Special Security Environment Border Management. A strategic goal for each operational area is articulated, as are several key objectives, framed and identified to specifically support the five framework areas of the strategy.

The renewed strategic vision statement is as follows:

NIS is committed to fulfilling its mandate in border management in a fully professional manner, in close cooperation with all partners, to ensure that border management in Nigeria makes substantive positive contributions in the following areas:

- *Enhancing national security,*
- *Contributing to national economic development,*
- *Reinforcing social harmony,*
- *Fulfilling international agreements and partnerships, and*
- *Ensuring migrants' human rights and the protection of vulnerable migrants.*

NIS' vision is one of full competence and accountability in all areas of border management, continually strengthening public confidence in the management of Nigeria's borders, and expanding and strengthening partnerships for more efficient and effective border management.

NIS will work in close partnership with all involved national agencies, and with international partners, promoting an increasingly integrated and cooperative approach to border management.

The strategic goals for the nine operational areas are then presented as follows, and the number of specific objectives presented to reach each goal is here noted. Throughout this section, any objective that requires and foresees close inter-agency or international cooperation and coordination is highlighted as an *Integrated Border Management (IBM)* action. This approach to IBM is intended to make the IBM concept immediately practical, to provide a clear guide for implementation toward an expanded IBM approach, and to support monitoring of progress in that regard.

Air Border Management

Elevate the operations and functionality of Nigeria's air borders to the highest of international standards for both facilitation of regular travel and the enhancement of security of Nigeria and its air border partner countries. Put in place efficient systems and procedures for special clearance of passengers covered under free movement agreements and visa free entry. Eliminate all aspects of unusual practice, special dispensations and unfair treatment. (12 specific objectives)

Land Border Management

Elevate the condition and management of land border management at Border Control Posts (BCPs) and for Border Patrol to conform to best international standards and practices by providing adequate budgetary allocation to enable building the capacity of personnel, provision of modern infrastructure, equipment for surveillance and effective recording of movements, and data linkages. (13 specific objectives)

Sea Border Management

Upgrade the migration management operations and functionality of Nigeria's sea borders to the highest of international standards for both facilitation of regular travel and the enhancement of security of Nigeria and its marine border partner countries. Put in place efficient systems and procedures for special clearance of passengers covered under free movement agreements and visa free entry at seaport BCPs, while further enhancing capacities to combat sea border criminality. Further strengthen NIS marine border management cooperation with Customs, Nigerian Navy, NPA, NPF marine units and other government partners with complementing roles in sea border management. (5 specific objectives)

Virtual Border Management

Expand the use of technology and intelligence cooperation – in particular through improvements in the visa application, review and issuance process abroad, and the use of Advance Passenger Information and Passenger Name Record – to better manage Nigeria's virtual borders. (4 specific objectives)

Interior Management

Upgrade the operations and functionality of the Service interior management approach to the highest possible standard, putting in place an efficient and technologically sophisticated system for registration of migrants, including biometrics, for ECOWAS nationals, asylum seekers/refugees, deportees, returnees and other non-Nigerians. Encourage inter-agency co-operation and collaboration in interior management, towards national security, human rights, social harmony and economic development, and to fulfil international agreements such as those from ECOWAS Protocols/Decisions. (6 specific objectives)

Returns Management

To strengthen the implementation of a comprehensive, effective and efficient returns management programme that is in line with global best practices for the protection of human rights and dignity of returnees, which minimizes reoccurrence of irregular migration, and which includes a fully inclusive and efficient inter-agency action plan for rehabilitation and re-integration. (6 specific objectives)

Visa Management

To ensure that the process of issuance of visas to applicants is designed and implemented in an efficient and transparent manner that facilitates ease of doing business in Nigeria, while fully responsive to security concerns. (7 specific objectives)

Travel Document Management

To produce travel documents that are fully consistent with the highest international standards, including robust security and advanced technological features – through a highly protected, secure and regularly audited process – to support security and facilitate cross-border movement. Ensure these documents are readily available and accessible to qualified Nigerians across the globe. (11 specific objectives)

Special Security Environment Border Management

Support the National Security Strategy, the National Counter-Terrorism Strategy and other relevant policies and initiatives by carrying out statutory NIS Area of Responsibilities (AOR) duties in areas of special security challenges, including in all conflict zones, and by fully participating in all relevant inter-agency operational actions, coordination and planning. (7 specific objectives)

PART FIVE returns to the five major strategic framework areas and presents a summary and consolidation of the objectives from all major operational areas from part four that will contribute to each framework area. This section answers the question: *What is NIS strategic approach to Enhancing National Security?* Or similarly, what is NIS approach to any of the five framework areas. Again, the IBM areas are highlighted.

PART SIX presents NIS' and the SFBM members' first view of timelines for implementing each objective from the nine operational areas. This section also further supports the IBM features of the strategy by specifying the agencies that would be the closest partners in achieving each objective.

ANNEXES provide useful information to support all sections of the document. Among these, *Annex 7* provides a summary of all the IBM objectives identified.

It is intended that the strategy's implementation is regularly assessed, and that the strategy is monitored and evaluated, and revised and adjusted, as needed with a full renewal of the planning process after its five-year implementation.

1. INTRODUCTION

1.1 Strategy Purpose and Scope

The purpose of the NIS National Border Management Strategy (NBMS) 2019-2023 is to articulate a renewed five-year vision and institutional approach to border management in Nigeria, within the scope of the duties of the lead agency for border management, the Nigeria Immigration Service (NIS), while taking into full consideration the responsibilities of other Nigeria government agencies for aspects of border management and the need for inter-agency collaboration. The strategy also considers regional, continental and international aspects of migration management that directly affect Nigeria's approach to border management. The strategy is underpinned by the enabling legislation and policy instruments, as included in *Annex 2* and in the list presented in section 1.3. It is intended that the strategy's implementation is regularly assessed, and that the strategy is monitored and evaluated, and revised and adjusted, as needed with a full renewal of the planning process after its five-year implementation.

1.1.1 Scope of the Strategy

The scope of this strategy is limited to the movement of persons and uses an extended concept of border management that includes managing "virtual" borders through visa regimes, advanced passenger information and related approaches, as well as aspects of internal management of migration for non-nationals already in the country. As such, it does not address areas of border management within the purview of other specialized agencies, other than to describe approaches for closer inter-agency collaboration and cooperation toward better management of the movement of persons across Nigeria's borders.

1.1.2 Main Purposes

The following main purposes of border management are addressed and taken into full consideration within a consolidated strategic approach:

- enhancing national security,
- contributing to national economic development,
- reinforcing social harmony,
- fulfilling international agreements and partnerships, and
- ensuring migrants' human rights and the protection of vulnerable migrants.

The strategy builds upon the most recent key policy positions and strategic approaches of NIS, incorporating those concepts into this new vision, in particular the NIS *Strategic Roadmap (2016-2019)*, which covers all aspects of management of the Service, and the *NIS Draft 5-Year Border Security and Management Strategic Document* of 2018. The NIS NBMS takes these key NIS strategy documents into full account.

Similarly, it takes into full account relevant other strategic and policy initiatives that address some of the features of border management, including those reflected directly in relevant national (example, Presidential Executive Orders), regional (ECOWAS), continental (African Union) and international (Nigeria-EU, Nigeria-FRONTEX) policies, agreements and strategies.

Among other purposes, this strategy is intended to:

- clarify and update the strategic vision and operational approach of NIS based on its chartered responsibilities and the current context for border management;
- assist in setting direction for NIS for long term planning in the Service;
- communicate and clarify for external parties the vision and approach of NIS toward border management; and,
- inform decisions on priority investment of human and financial resources by Nigeria and by collaborating donors toward further improvements of border management in Nigeria.

1.1.3 Design and Format of the Document

The design and format of the document is intended to directly support ease of implementation, monitoring and evaluation. As such, it is intended both as a renewed strategic vision, and as a clear implementation guide for all responsible NIS personnel – particularly for the lead officers of the main operational areas.

It is also intended for outside agencies to easily gain a clear view of NIS' planned strategic approach to major area of national concern impacted by border management, such as national security, protection of migrants' rights, and all other strategic framework areas.

Following this first introduction and background section, the document unfolds as follows:

- Part two presents the strategic framework that is the core of the strategic vision, comprised of these five framework areas or key purposes of border management: *1) Enhancing National Security; 2) Contributing to National Economic Development; 3) Reinforcing Social Harmony; 4) Fulfilling International Agreements and Partnerships; and, 5) Ensuring Migrants' Rights and the Protection of Vulnerable Migrants.* Here these five strategic framework areas are introduced and described, and a clear strategic goal for each is presented.
- Part three presents the current legal, management and operational elements of border management within NIS' sphere of responsibilities. Main

challenges and issues are presented in this current context, and some of the forward priorities to meet these challenges are initially described. This section sets the baseline and context for the subsequent, forward-looking sections.

- Part four focusses on nine main operational areas of NIS responsibility in the area of border management: 1) *Air*, 2) *Land*, 3) *Sea* and 4) *Virtual border management*; 5) *Interior* and 6) *Returns management*; 7) *Visa* and 8) *Travel Document management*; and 9) *Special Security Environment Border Management*. A strategic objective for each area is articulated, as are several key objectives, framed and identified to specifically support the five framework areas of the strategy. This section answers the question: *What should each major operational section of NIS be prioritising and pursuing over the next five years, and how can their progress be assessed toward achievement of the overall strategy?* This is intended to make operationalizing the NIS NBMS straightforward for senior managers, and to make ongoing monitoring and evaluation of progress easy to design and manage.

Throughout this section, any objective that requires and foresees close inter-agency or international cooperation and coordination is highlighted as an *Integrated Border Management (IBM)* action. This approach to IBM is intended to make the IBM concept immediately practical, to provide a clear guide for implementation toward an expanded IBM approach, and to support monitoring of progress in that regard.

- Part five returns to the five major strategic framework areas and presents a summary and consolidation of the objectives from all major operational areas from part four that will contribute to each framework area. This section answers the question: *What is NIS strategic approach to Enhancing National Security?* Or similarly, what is NIS approach to any of the five framework areas. Again, the IBM areas are highlighted.
- Part six presents NIS' and the SFBM members' first view of timelines for implementing each objective from the nine operational areas. This section also further supports the IBM features of the strategy by specifying the agencies that would be the closest partners in achieving each objective.
- Annexes provide useful information to support all sections of the document. Among these, *Annex 7* provides a summary of all the IBM objectives identified. It provides an overview of NIS' intended actions across all operational sectors to expand its IBM approach.

During the timeframe of creating this revised NIS strategy, and through the first year of its implementation, the *NIS Strategic Roadmap: 2016-2019* is still active. The *Roadmap* covers all issues and all areas of concern to NIS and, as such is a broader organizational view and guide to NIS management than is this NBMS. Since the *Roadmap's* development process included a SWOT analysis (Strengths, Weaknesses, Opportunities, Threats) at the organizational level, no SWOT was conducted for this new strategy document, which is specifically task-focused on border management. The *Roadmap's* SWOT analysis can be found in *Annex 10*.

1.2 Background

Nigeria renewed its legal and policy basis for migration management overall, including border management, through comprehensive updates of its core migration law and national policy on migration in 2015, and through renewed regulations for NIS in 2017. During the same approximate timespan, from 2014 to 2018, several new national, regional and international migration challenges emerged.

Sub-Saharan irregular migration across the Mediterranean into Europe, which was by then a time-tested route, increased at least through 2016, and became a major source of concern to Nigeria and to other African countries, as well as to the EU, its Member States and other European countries. As a baseline for comparison, from 2010 to 2013, asylum applicants to Europe from sub-Saharan Africa increased a total of 57 percent over those four years. However, from 2013 to 2014 alone, the increase was 53 percent, and from 2014 to 2016 by 68 percent again. A decrease began to be evident in 2017, perhaps due to the more aggressive public information about the conditions on route and more opportunities for dignified return. Yet, the migratory flow along this route is still significant.

The Mediterranean migration surge directly concerns Nigeria as a national issue. Nigeria was the top country of birth for the asylum applications to the EU from sub-Saharan nations (Pew Trust 2018; IOM 2019). The intensified concern by Nigeria and other States was due as well to the loss of lives and egregious human rights abuses documented along the Mediterranean transit route, particularly in Libya in the central coast exit area from the Maghreb toward Europe. This was by far the busiest route toward Europe from the sub-Continent at that time, with up to 90 percent of the trans-Mediterranean movement using that central area as the jumping off point.

The impact of this movement toward Europe of largely economic migrants from sub-Saharan Africa was magnified in its importance when placed against the backdrop of the much greater incoming migration into Europe from Syria, and somewhat so from Iraq and Afghanistan, and this directly affected Nigerian migrants. The number of first time asylum applicants from all origin countries to the EU doubled from 2012

to 2014, and more than doubled again from 2014 to 2015. In 2016, the year of highest arrivals into the EU, approximately 98 percent of Syrians were granted acceptance of their asylum claims, while 20 percent of Nigerians were accepted. During this time Nigerians were polled about their interest in moving abroad: 74 percent responded that they would like to live in a different country, and about half of those said they actually planned on moving. This indicated that while the phenomenon may ebb and flow over certain years, significant trans-Mediterranean migration was likely to continue indefinitely, and Nigerians would be well represented in that movement.

The Syrian war related influx to Europe placed greater pressures on Europe to reduce unplanned immigration overall and has led to increased efforts by all concerned States – origin, transit and destination – to improve actions to manage and document this flow along all routes, while protecting legitimate rights of movement and attempting to reduce the abuse of migrants. Quite apart from the Syria/Iraq/Afghanistan drivers of recent intense migration movement toward Europe, Nigerians have traditionally been well-represented on the south-north Mediterranean migration route. As such, the European migration crisis is of direct concern to Nigeria and is a national issue as much as it is a regional and cross-regional one.

Nigeria Immigration Service has been taking important steps to better equip itself to play its role in addressing this issue. These factors have led to several new national, regional, continental and international initiatives and partnerships (*Annex 3*).

Also, at the national level, the new laws and policies reflected other direct national priorities and pointed toward strengthened national capacities to manage the country's borders, and to manage other aspects of migration, such as registration of non-nationals residing in Nigeria. At the same time, all government agencies were directed to align their operations with the goal of the 2017 Presidential *Executive Order: Promotion of Transparency and Efficiency in the Business Environment*, and with other relevant directives. Border management in Nigeria needed to become more effective at legitimate control, while also becoming more efficient, transparent and welcoming in its procedures.

Again, at the national level, but with cross-border implications, the receding of Lake Chad is impacting the livelihoods of Nigerians and others living in that area, and environmentally-forced migration patterns are beginning to emerge that will need increased attention.

At the same time, and on the regional level through actions by ECOWAS, the push toward fuller implementation of the free movement protocol continued. The most notable new responsibilities for the Member States include upgrading the old

ECOWAS Travel Certificate to an ICAO-compliant biometric travel card called the National Biometric Identity Card (NBIC), and a requirement for Member States to register the ECOWAS migrants in their country through the use of biometrics and to share that data with the countries of origin.

At the continental level, the African Union passed the African Continental Free Trade Agreement (AfCFTA) with its complementing Kigali Declaration and Free Movement Protocol in March 2018. The AfCFTA will come into force for the ratifying countries on 2nd May 2019¹. Although Nigeria (along with Benin and Eritrea) is not now a signatory to this agreement, it none the less directly impacts border management in Nigeria based on neighbouring States' implementation actions and based on general movement toward visa-free (visa upon arrival) dispensations for all Africans travelling to African States – a policy Nigeria independently began implementing in 2018. These regional and continental initiatives centre around expanding the role of migration and mobility toward economic development in both sending and receiving countries and call for border management strategies that recognize and facilitate this productive cross-border movement while at the same time protecting national security and social harmony.

At the international level, Nigeria entered into the Common Agenda on Migration and Mobility (CAMM) agreement with the EU in March of 2015, which focusses on:

- better organizing legal migration, and fostering well-managed mobility;
- preventing and combatting irregular migration, and eradicating trafficking in human beings;
- maximizing the development impact of migration and mobility; and,
- promoting international protection and enhancing the external dimension of asylum.

The CAMM itself does not include a readmission agreement, which is separately negotiated.

Additionally, at the international level, NIS itself earlier entered into agreement with the EU's FRONTEX agency (Working Arrangement, 2012), and NIS continues to engage in the points of cooperation set out in the Arrangement, which includes provisions for:

- the maintenance of structured dialogue as well as for the establishment of contact points in the Federal Republic of Nigeria to develop communication and information sharing in the field of border management;

¹ Countries that have ratified or which have Parliamentary approval of the AfCFTA as of 2 April 2019, 22 needed for entry into force: Chad, Congo Republic, Côte d'Ivoire, Djibouti, Egypt, eSwatini, Ethiopia, Gambia, Ghana, Guinea, Kenya, Mali, Mauritania, Namibia, Niger, Rwanda, Senegal, Sierra Leone, South Africa, Togo, Uganda, Zimbabwe

- specific exchanges between Frontex and the Nigerian authorities are foreseen with Frontex's Risk Analysis Unit;
- capacity-building measures may also be undertaken with the aim of enhancing integrated border management, including in the areas of training as well as research and development activities;
- representatives of the relevant Nigerian authorities may also be invited to participate in Frontex Joint Operations, in an observer capacity;
- NIS will have the possibility of seconding national Border Police Officers to Focal Point Offices at the external borders of the Member States of the EU; and,
- development is also foreseen in cooperation with Frontex-coordinated joint return operations as well as in pilot projects and the field of operational interoperability.

Also, at the international level, NIS has entered into numerous agreements and MOUs with European and other partner countries and agencies, such as with INTERPOL in December 2017 to provide NIS direct access to its I-24/7 data bases, with the intention of facilitating closer international cooperation in migration management. *Annex 3* provides a list of the most relevant treaties, agreements and MOUs.

The ongoing security challenges in the northeast of Nigeria – particularly Adamawa, Borno and Yobe States – continue to require a specialized response by NIS to administer migration governance in that area in cooperation with other agencies and initiatives. Other security threats, including organized crime, particularly smuggling and trafficking, continue to require vigilance and specific strategies throughout the country at all border points. Additionally, new humanitarian and security challenges have arisen along the border with Cameroon with the unexpected movement of over 30,000 Cameroonians seeking protection across the border in Nigeria. As there are 400,000 persons displaced internally in Cameroon based on the same issue, NIS needs to focus special attention on management of that border area in a way that protects asylum seekers, refugees and other vulnerable migrants' rights while supporting national security, and to do so in close collaboration with other government and non-government agencies (such as NCFRMI and UNHCR).

In the broader context, it is a reality that some communities in Nigeria are artificially bisected by the national borders – though this is not representative of all land borders. Further, there are early signs of backlash against what is seen by some as too many foreigners in the country possibly taking up jobs and resources at the expense of nationals. Both elements require a border management strategy that makes positive contributions to social harmony by:

- 1) not impinging on culturally homogenous cross-border communities with too onerous of an approach to border control, while at the same time ensuring managed and secure cross-border movement; and,
- 2) reinforcing the acceptance and support of the general population toward the migrant population in Nigeria by demonstrating that Nigeria's borders are well managed according to national laws and regional agreements, and that there are high levels of accountability and competence in the management process.

The intention of this kind of management is to maximize the positive impact of migration and minimize negative aspects. Professional border management should help instil justified confidence among Nigerians that migrants entering the country are known, have appropriate status for entry and can be regarded as national assets rather than as a nuisance or threat – just as the many Nigerians abroad in a similar situation, within and outside the immediate region, bring value to their host countries and communities and merit rights and welcome.

For these and other reasons, NIS undertook a comprehensive review of its border management strategy in late 2018 with the assistance of IOM and through the support of the European Union. NIS established the NBMS Working Group, comprised of senior officers, to lead and coordinate this process (*Annex 11*), and IOM provided the senior technical consultant to help facilitate the process and to provide technical input. This document is the result of their work and is a product of extensive internal NIS and inter-agency consultations, including multiple meetings of the *Stakeholders Forum on Border Management (SFBM)* to provide input and critique drafts (*Annex 8*), as well as extensive NIS and IOM review of all relevant issues and documents. It presents a renewed NIS National Border Management Strategy to address the current challenges in border management as well as those foreseen for the near future.

While several initiatives were essential in their contributions and stage-setting for the NBMS, the following initiatives, which are listed chronologically, have had the most direct influence and are strongly reflected in this document. *Annex 11* provides citations.

- ***NIS 2018 Annual Report.*** As the most recent NIS Annual Report at the time of creation of the NBMS, the 2018 Annual Report is a key source of data on many operational features of NIS and has greatly informed the NBMS.
- **The European Commission, Service for Foreign Policy Instruments, Stability Instrument Operations, Crisis Response and Peace Building. (2018, October). *Border Security Management in Nigeria: Assignment Report (Draft)*.** This report was completed concurrently with launching of the process to develop the NBMS. The *Assignment Report* provides up-to-date contextual information on the legal and

regulatory framework, the key parties involved, and other essential stage-setting features for the NBMS, and useful recommendations for framing a national border management strategy. As both the *Assignment Report* and the NBMS are funded by the European Union, and as they complement one another closely, this document draws extensively from the *Assignment Report*, especially for enumerating the governmental and non-governmental stakeholders in border management and legal/policy framework information (*Annexes 1 and 2*).

- ***Nigeria Immigration Service, Draft 5-Year Border Security and Management Strategic Document (2018)***. This is a key document and closely approximates a national border management strategy; however, it focusses exclusively on the land borders. The extensive and recent work of NIS on this key strategic document is substantially incorporated into the NBMS.
- ***Immigration Regulations (2017)***. These NIS regulations are based on the renewed 2015 Immigration Act and operationalize the Act for NIS implementation guidance.
- ***Executive Order on the Promotion of Transparency and Efficiency in the Business Environment (18 May 2017)***. Nigeria, Office of the President.
- ***Nigeria Immigration Service. (2016). Nigeria Immigration Service, Strategic Roadmap 2016-2019***. This core document provides a comprehensive strategic plan for the overall functioning and growth of NIS, including several elements of SWOT analysis. Some parts of the report address specifically the challenges of border management, and those elements have been incorporated into this NBMS. As noted, the SWOT analysis from that document, which focusses broadly on NIS as an organization, can be found in *Annex 10*.
- ***Nigeria National Counter-Terrorism Strategy. (2016)***.
- ***NIS Draft National Border Security Strategy and Implementation Plan. (2015)***. While never endorsed or implemented, this plan highlighted many of the security concerns specific to border management and suggested operational responses. Key elements of the plan are directly reflected in this document.
- ***Immigration Act (2015)*** and ***National Migration Policy (2015)***, brought the policy and legal framework up to date, and anchor the NBMS in the most current legal and policy foundations.

- ***Nigeria National Security Strategy. (2014).***

Several other initiatives and documents also directly influenced certain sections of the NBMS and are more directly cited and discussed in those sections. This strategy is currently under review and renewal by Government of Nigeria.

1.3 NIS Overview

NIS Vision

To be a modern, effective and efficient Immigration Agency, manned by well trained and motivated workforce

NIS Mission

To strengthen the security and prosperity of Nigeria through proactive, effective and efficient border security and migration management.

NIS Values



NIS Enabling Instruments

- The Constitution of the Federal Republic of Nigeria, 1999 (as amended)
- The Immigration Act, 2015
- Immigration Regulations, 2017
- National Migration Policy, 2015
- United Nations Conventions and Treaties
- ECOWAS Treaties and Protocols on Free Movement
- Other relevant Regional, Multilateral and Bilateral Agreements
- Public Service Rules
- Relevant Presidential Executive Orders

NIS Statutory Functions

- Control of persons entering or leaving Nigeria
- Issuance of travel documents, including Nigerian passports, to bona fide Nigerians within and outside Nigeria
- Issuance of residence permits to foreigners in Nigeria
- Border surveillance and patrol
- Enforcement of laws/regulations with which the Service is charged

- Performance of such paramilitary duties within or outside Nigeria as may be required of them under the authority of the Immigration Act of 2015

NIS Formations in Nigeria

Number	Formation	Locations
1	Service Headquarters	Abuja
8	Zonal Commands	Bauchi, Benin City, Ibadan, Kaduna, Lagos, Makurdi, Minna, Owerri
45	Commands	All States and FCT
774	Local Govt Immigration Offices	All States and six FCT Area Councils
4	Training Institutions	Imo, Kano, Rivers and Sokoto States
42	Passport Offices	All States and FCT
36	CERPAC Centers	All States and FCT
84	Land Border Control Posts	All Border States
111	Border Patrol Bases	All Border States
5	Airport Border Control	Abuja, Enugu, Kano, Lagos, Port Harcourt
7	Seaport Control	States: Akwa Ibom, Cross River, Delta (2), Lagos (2), Rivers
9	Marine Patrol Bases	States: Adamawa, Akwa Ibom, Bayelsa, Borno, Cross River, Kebbi, Lagos, Ondo, Rivers
7	Main and Forward Operating Bases (Air)	Abuja, Calabar, Ibadan, Kaduna, Maiduguri, Sokoto, Yolo
3	Passport Front-end Desks	Abuja: State House, NASS, MFA
1,136		

NIS Presence Abroad

As mandated by statutory laws, NIS has Desk Officers at 40 Nigerian Missions abroad for the issuance of Passports to bona fide Nigerians, providing visas to foreigners desirous of coming to Nigeria for business, investment, employment, tourism, education, missionary, and other purposes, as well as for other consular services. Also, in 2017, a total of thirty-nine (39) Immigration Attaches were deployed to Foreign Missions and two new Immigration Desks were established: Turkey and Israel.



Foreign Mission		Foreign Mission	
1	Abidjan (Côte d'Ivoire)	21	Johannesburg (South Africa)
2	Abu Dhabi (UAE)	22	Khartoum (Sudan)
3	Accra (Ghana)	23	Kiev (Ukraine)
4	Ankara (Turkey)	24	Kingston (Jamaica)
5	Athens (Greece)	25	Kuala Lumpur (Malaysia)
6	Atlanta (USA)	26	London (UK)
7	Bangkok (Thailand)	27	Madrid (Spain)
8	Beijing (China)	28	Monrovia (Liberia)
9	Berlin (Germany)	29	Moscow (Russia)
10	Berne (Switzerland)	30	Nairobi (Kenya)
11	Brasilia (Brazil)	31	New Delhi (India)
12	Brussels (Belgium)	32	New York (USA)
13	Cairo (Egypt)	33	Ottawa (Canada)
14	Canberra (Australia)	34	Paris (France)
15	Cotonou (Benin)	35	Rome (Italy)
16	Dakar (Senegal)	36	Stockholm (Sweden)
17	Dublin (Ireland)	37	The Hague (Netherlands)
18	Douala (Cameroon)	38	Tel Aviv (Israel)
19	Hong Kong (China)	39	Vienna (Austria)
20	Jeddah (Saudi Arabia)	40	Washington DC (USA)

NIS Staffing

NIS total personnel, as of 2017, counted 22,822 as follows:

S/N	RANK	NUMBER
1.	Comptroller General (CG)	1
2.	Deputy Comptroller General (DCG)	6
3.	Assistant Comptroller General (ACG)	39
4.	Comptroller of Immigration (CIS)	62
5.	Deputy Comptroller of Immigration (DCI)	246
6.	Assistant Comptroller of Immigration (ACI)	477
7.	Chief Superintendent of Immigration (CSI)	1,302
8.	Superintendent of Immigration (SI)	336
9.	Deputy Superintendent of Immigration (DCII)	1,213
10.	Assistant Superintendent of Immigration-1 (ASI)	759
11.	Assistant Superintendent of Immigration-2 (ASI)	815
12.	Chief Inspector of Immigration (CII)	713
13.	Deputy Chief Inspector of Immigration (DCII)	728
14.	Assistant Chief Inspector of Immigration (ACII)	725
15.	Principal Inspector of Immigration (PII)	941
16.	Senior Inspector of Immigration (SII)	1,265
17.	Inspector of Immigration (II)	3,237
18.	Assistant Inspector of Immigration (AII)	626
19.	Chief Immigration Assistant (CIA)	1,995
20.	Senior Immigration Assistant (SIA)	1,296
21.	Immigration Assistant-1 (IA)	2,663
22.	Immigration Assistant-2 (IA)	2,353
23.	Immigration Assistant-3 (IA)	1,024
	TOTAL	22,822

The breakdown per cadre is as follows:

Comptroller Cadre	Superintendent Cadre	Inspectorate Cadre	Immigration Assistant Cadre
831	4,425	8,235	9,331

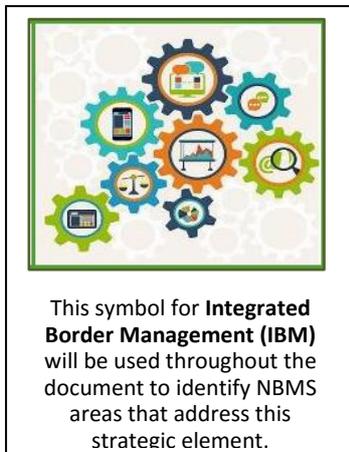
1.4 Stakeholder Consultations

The development of the NIS National Border Management Strategy included extensive stakeholder consultations. Key international agencies were consulted individually, as was the European Union Delegation in Abuja. The process of development of the strategy was anchored in the National Migration Policy 2015, which established the *Stakeholders Forum on Border Management (SFBM)* as one of five intra-governmental thematic groups across the migration spectrum. The SFBM is mandated to focus on issues related to ECOWAS Free Movement Protocol, border security, trafficking in persons, smuggling of migrants and related matters. NIS is the designated lead agency of the Forum, with support from NAPTIP. The SFBM reports to the Technical Working Group (TWG) which coordinates all five thematic groups. The TWG reports to the Ministerial Sector Policy Review Committee/National Consultative Committee which is chaired by the Attorney-General and the Minister of Justice.

NIS established a senior internal working group which met regularly to lead and coordinate the development of the strategy (*Annex 9*), including two special retreats for drafting and for final review and validation. The SFBM was convened for the purpose of providing input for drafts, as well as for endorsing the drafts and the final version – which was accomplished at the SFBM March 2019 meeting (*Annex 8*).

1.5 Integrated Border Management

This section introduces the concept of Integrated Border Management and specifies how it will be integrated into the framework of this report.



Integrated Border Management (IBM), and the similar concept of Coordinated Border Management, refers to a coordinated approach by border control agencies, both domestic and international, in the context of seeking greater efficiencies over managing trade and travel flows, while maintaining a balance with compliance and security requirements. Integrated Border Management (IBM) aims to respect the specific roles of all agencies with responsibilities in some aspect of border management while enhancing coordinated

efforts. IBM takes place at three levels:

INTRA-SERVICE COOPERATION is the efficient management of processes, information and resources within agencies responsible for specific tasks. It thus refers to interaction between:

- the different administrative departments of a ministry or agency at headquarters;
- the ministry/agency and regional centres;
- the ministry/agency/regional centres and the units working at the borders and those working inland; and
- the various Border Crossing Points, and inland control stations.

INTER-AGENCY COOPERATION concerns the close cooperation between all agencies involved in border issues both at the border and at the central level, thus minimizing overlap and inconsistency and optimizing the efficient use of resources. This cooperation strengthens the capacities of all involved agencies. Joint trainings and regular meetings among the involved agencies, and development of operational protocols are commonly among the strategies for expanding integration. There are three priority areas for inter-agency cooperation at the border and within the country:

- coordinated processing at border crossings;
- integrated information technology systems and enhanced data sharing; and
- awareness-building and joint responsibilities.

INTERNATIONAL COOPERATION concerns the establishment of communication and coordination channels and procedures at the local, bilateral and multilateral levels. It refers to:

- local multi-level cooperation between officials on both sides of the border;
- bilateral cooperation between neighbouring states;
- in the Africa context, regional or Continental cooperation through Africa's Regional Economic Communities or through Continental agreements; and
- multinational cooperation, focusing on border management issues.

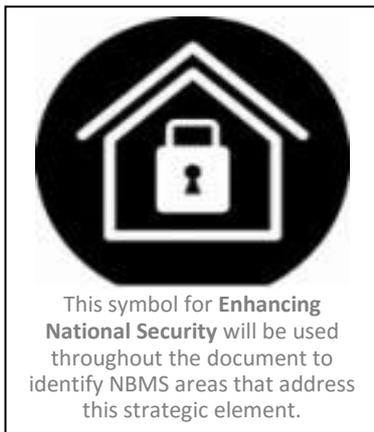
NIS has extensive experience in applying IBM at all levels; many specific examples can be cited in NIS' operations. The intra-service examples are too numerous to enumerate, as NIS' divisions and different formations (headquarters, zonal commands, state commands, area offices, local government divisional immigration offices and other structures) work constantly in close coordination with each other.

IBM features at the inter-agency or international level will be specifically noted in Chapter 3 where they are now functioning, as well as new IBM actions noted in Chapter four. A symbol will be used to alert the reader to an area of the text where IBM is specifically noted. *Annex 1* lists many of the stakeholders in the area of border management in Nigeria, and *Annex 9* presents a summary of the IBM components of the NBMS.

2. STRATEGIC FRAMEWORK FOR BORDER MANAGEMENT

This section provides a brief overview of each of the five strategic framework elements, and places each within the current national and international context for border management in Nigeria. A strategic goal for each element is articulated. This section sets the stage for the application of these elements within the renewed strategic vision, goals and objectives as detailed in section four.

2.1 Enhancing National Security



The multiple security challenges facing Nigeria are well set out in the *National Security Strategy* and the *National Counter-Terrorism Strategy* developed by the Office of the National Security Adviser, among other documents. These challenges span a range of issues, with terrorism and cross-border criminality, the latter including smuggling of migrants and trafficking in persons, of direct relevance to the work of NIS. NIS' core mission statement directly references national security: *To strengthen the security and prosperity of Nigeria*

through proactive, effective and efficient border security and migration management.

NIS' role in contributing to national security centres on:

- Prevention of movement of foreign national criminals and terrorists across Nigeria's borders through both pre-emptive actions that thwart movement at the virtual borders, and identification and interdiction at the physical borders;
- Interdiction of Nigerians wanted for such crimes as they attempt to cross the border or procure Nigerian travel documents; and,
- Contributing to relevant initiatives and investigations by other authorized agencies, inside and out of Nigeria, through appropriate and strategic use of NIS' data, personnel and operational expertise.

National Approaches

At the national level, NIS aligns its actions to contribute to the *National Security Strategy of 2014* (now undergoing an updating review and revision), which highlighted the security threats enabled by Nigeria's extensive and under-equipped borders, and the *National Counter-Terrorism Strategy (NACTEST)* of 2016. NIS works

to reinforce all the major workstreams: *Forestall, Secure, Identify* and *Prepare*, and provides the most direct support to the “*Secure*” and “*Identify*” workstreams, as follows:

- Secure: Strengthen border infrastructure; Increase cross-border patrols and similar cooperation; Increase migration intelligence functions with other national agencies and with agencies in other countries.
- Identify: Contribute to disrupting terrorist threats before they are executed by increased use of data systems and biometrics for clearing persons at all border crossings, and for the visa application process, and through the implementation of an Advance Passenger Information System (API) for air borders; Expand community policing of borders, especially in contiguous cross-border communities

Bilateral and Regional Approaches

The national perspective on these security issues is enhanced by several bilateral and regional initiatives. The *Lake Chad Basin Regional Border Security Framework* (July 2018), the *Nigeria-Niger Joint Border Management Agreement* (April 2018), and the *Nigeria-Benin Bilateral Agreement on Border Security and Trade Facilitation* (March 2017), are all useful examples.

The Nigeria-Niger agreement is representative of many of NIS’ bilateral efforts toward enhancement of cross-border national security. It also serves as a clear example of NIS’ active approach toward expanding the international level of integrated border management. That agreement:

- Allows border security agents of both countries to work jointly at common border points and flanks of both countries to not only ensure enhanced intelligence sharing but also help to mitigate irregular migration;
- Allows for joint deployment of border officials of both countries to specific irregular routes/points in both countries to ensure that irregular migrants are discouraged from embarking on hazardous journeys through the Sahara Desert and Mediterranean Sea; and,
- Creates a platform for sensitization of citizens of the two countries on the need for them to always possess valid travel documents and avoid the use of irregular routes when crossing national frontiers, in line with the ECOWAS Free Movement Protocol.

Further reinforcing NIS’ commitment to countering terrorism and transnational crime through inter-agency cooperation, NIS actively supports and participates in

the Nigerian *Joint Task Force* (JTF) led by the military for patrol of the disturbed areas in north east Nigeria, seconding its personnel to six-month extendable tours of duty under those commands.

NIS is also an active member of the multi-agency *Joint Airport Interdiction Task Force* (JAITF) operating at Abuja and Lagos airports. The JAITF is led by NDLEA and includes other key agencies such as FAAN Aviation Security (AVSEC), DSS and NCS, and focusses on identifying and thwarting transnational crime and other threats crossing the air borders. NIS also participates as a member of the *Border Security Steering Committee* coordinated by the Office of the National Security Adviser (ONSA).

NIS will continue to deploy the MIDAS border information system in a phased approach to all BCPs: air, land and sea. The system will facilitate the use of API and PNR, national and international alert lists, better document the persons travelling through the air borders, and enable more sophisticated data analysis to contribute to security and other goals.

At the same time, the Service will continue to adapt organizationally to fulfilling its security functions, through further strengthening of those directorates with the most direct roles, including Passport and Other Travel Documents, Investigation and Compliance, Visa and Residency, Border Management and Migration. The further strengthening of the Border Patrol Corps, the rejuvenation of Air Border Patrol capacities, the full deployment of border management information systems and the further integration of biometric data sets and systems into NIS operations are among the key priorities. This strengthening will better enable NIS to meet its strategic goal in this framework area.

NIS' strategic goal for framework area of Enhancing National Security is:

NIS' approach to border management will positively contribute to the enhancement of national security through the significant expansion of human and technological resources for migrant inspection and border monitoring, strong inter-agency collaboration and expansion of bilateral and multi-lateral partnerships.

Section four of the NBMS further specifies the actions and approaches to be undertaken, under each of the nine major operational areas, that are intended to contribute to the achievement of all framework area goals. Section five of the NBMS provides a summary of the objectives across all operational areas that will have a primary impact on meeting this strategic goal.

2.2 Contributing to National Economic Development



A prosperous and peaceful Nigeria is the best prevention to irregular migration by Nigerians across borders. Similarly, the prosperity of Nigeria's neighbouring countries in the region and beyond will be enhanced by the fulfilment of agreements on free movement that Nigeria has endorsed, and their prosperity should contribute to reduction of irregular migration of their nationals into Nigeria for economic reasons. Economic development is also an important factor in deterring criminality and weakening the attraction of terrorism.

For all these reasons, contributing to national economic development is one of the core purposes and framework areas of NIS' approach to border management. NIS' core mission statement directly references the economic development (prosperity) aspect of border management: *To strengthen the security and prosperity of Nigeria through proactive, effective and efficient border security and migration management.*

The 2017 Presidential *Executive Order on the Promotion of Transparency and Efficiency in the Business Environment* provides national direction and specific milestones for all of government, including border and port operations, and again underscores the importance of the economic development framework area of the NBMS. Among other implications for NIS, the Order provided additional impetus and direction for NIS's implementation of fast tracking tourist and business visas and the issuance of visas upon arrival. NIS has twice received the highest ranking in achieving its goals under the Order.

NIS continues to expand and refine a number of strategies to further increase the Service's positive impact on Nigeria's and the region's economic development, including the following;

- Planned implementation of Advance Passenger Information (API) for international air arrivals (the deployment of MIDAS at the air borders will facilitate API implementation);
- Communicating clear and timely information on processes and procedures for travellers and companies regarding entry and stay requirements;
- Updating as needed the legislation and policies that govern the movement of migrants to further facilitate ease of doing business;
- Greatly expanding the use of technology to verify identities, monitor risks, and to communicate with other agencies for more efficient processing of people; and,

- Fast track processing of the travellers' document at the entry points through de-duplication of functions, increased staffing and other measures.

Some of these points are further refined in section four under specific operational areas, such as API air border management and other entries.

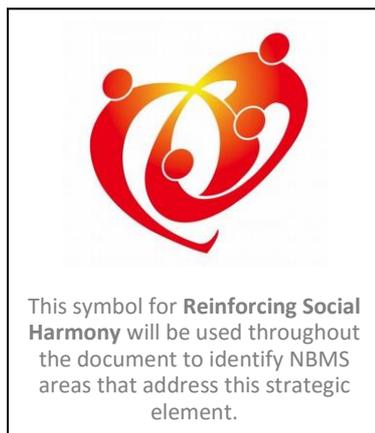
NIS' strategic goal in this framework area is:

NIS' approach to border management will positively contribute to economic development by streamlining the movement of people through ever more effective and efficient procedures, enhanced by the expanded use of appropriate technologies and implemented by highly trained personnel.

Section four of the NBMS further specifies the actions and approaches to be undertaken, under each of the nine major operational areas, that are intended to contribute to the achievement of all framework area goals. Section five of the NBMS provides a summary of the objectives across all operational areas that will have a primary impact on meeting this strategic goal.

2.3 Reinforcing Social Harmony

Border management can best contribute to social harmony in Nigeria when it is strategically managed toward that goal. In the Nigerian context, some contiguous border communities are artificially bisected by the national land borders – though this is not representative of all land borders, and great sensitivity is needed to manage these borders in ways that are not divisive or offensive to those communities, but which still provide security and accountability.



Further, while Nigeria has so far been largely spared the harsh reaction to migrants or foreigners that some other countries are experiencing, there are early signs of backlash against what is seen by some as too many foreigners in the country ostensibly taking up jobs and resources at the expense of nationals. Nigeria must guard against this trend and effective border management can contribute greatly in this regard.

Both issues underscore the need for border management to proceed in ways that build public confidence and reinforce social harmony. NIS's approach to border management will make positive contributions to social harmony by:

- Developing approaches that do not impinge upon culturally contiguous cross-border communities with too onerous border control, while still managing those borders responsibly; and,
- Ensuring confidence in the general population that Nigeria’s border management practices at every point provide accountability and are administered according to national laws and toward the shared values enshrined in regional, continental and other agreements.

NIS’ strategic goal in this area is:

NIS’ approach to border management will positively contribute to social harmony by: continually strengthening the credibility of NIS with contiguous cross-border communities; deepening community contributions to managing borders in their home areas; further engaging cross-border cooperation; and diminishing fears of migrants and backlash against them through highly competent and transparent approaches to border management.

Section four of the NBMS further specifies the actions and approaches to be undertaken, under each of the nine major operational areas, that are intended to contribute to the achievement of all framework area goals. Section five of the NBMS provides a summary of the objectives across all operational areas that will have a primary impact on meeting this strategic goal.

2.4 Fulfilling International Agreements and Partnerships



Nigeria is a party to many international agreements, MOUs and treaties that depend on highly competent border management for their full achievement. These can be bilateral or multilateral, with some specifically regional to ECOWAS and others Continental. Where Nigeria is a signatory to a convention concerning border management, Nigeria’s legislation and policies will adopt the agreed international standards unless exceptions are noted.

In addition to the international treaties, NIS enters into Service-specific agreements (Memoranda of Understanding and Working Arrangements) to further strengthen partnership toward achieving NIS’ mission and common goals with partners. *Annex 3* provides a partial listing of agreements that affect border management in Nigeria, and NIS’ work in particular.

At the regional level, NIS' work at the borders is strongly affected by Nigeria's membership in ECOWAS and the implications of the *1979 Free Movement Protocol*, which allows for visa-free entry of nationals of ECOWAS countries into any Member State, including prescribed rights of residence and establishment, and the possibility of using a valid ECOWAS travel document in lieu of a passport. This necessitates clearly differentiated processes at the border for persons travelling under that Protocol's authority. The *2001 United Nations Convention on Transnational Organized Crime*, and its Protocols on Smuggling of Migrants and Trafficking of Human Beings, is a clear example of an international agreement, or treaty, that also directly affects NIS' border management approach. NIS' realignment of the Migration Directorate to now include an irregular migration division is one example of NIS' ever-increasing focus on countering smuggling of migrants.

NIS' Strategic Goal in this area is:

NIS' approach to border management will ensure that Nigeria fulfils all obligations under relevant agreements and treaties and will demonstrate Nigeria's commitment and credibility as an international partner in migration management.

Section four of the NBMS further specifies the actions and approaches to be undertaken, under each of the nine major operational areas, that are intended to contribute to the achievement of all framework area goals. Section five of the NBMS provides a summary of the objectives across all operational areas that will have a primary impact on meeting this strategic goal.

2.5 Ensuring Migrants' Human Rights and the Protection of Vulnerable Migrants



One of the key purposes of border management is to ensure that the national commitment to human rights is enacted for migrants through appropriate processes and resources. In broadest terms, Nigerians have a right to leave their own country and to return to it following reasonable procedures and without undue constraints, per the *International Covenant on Civil and Political Rights* (ICCPR) and the complementing *Covenant on Economic, Social and Cultural Rights*. Nigeria is a State Party to both Covenants, as are nearly all the African nations, including every ECOWAS Member State plus

Cameroon and Chad – covering all nations on a land border with Nigeria or with regional free movement rights into Nigeria.

Additionally, under national laws and policies and in some cases also consistent with other international agreements, Nigeria is committed to protecting particularly vulnerable migrants, including victims of human trafficking, migrants trapped in abusive smuggling situations, and other persons of special concern. NIS plays a front-line role in identifying vulnerable migrants, particularly during the border passage process.

NIS' strategic goal in this area is:

NIS' approach to border management will positively contribute to the promotion of migrants' human rights and the protection of vulnerable migrants through clear and accountable procedures that are enacted in close collaboration with all appropriate agencies and supported by assignment of adequate resources.

Section four of the NBMS further specifies the actions and approaches to be undertaken, under each of the nine major operational areas, that are intended to contribute to the achievement of all framework area goals. Section five of the NBMS provides a summary of the objectives across all operational areas that will have a primary impact on meeting this strategic goal.

3. CURRENT LEGAL, MANAGEMENT AND OPERATIONAL ELEMENTS

This section of the NBMS provides a baseline view of the current legal, management, operational and other elements of Nigeria’s approach to border management. This view will provide a basis for development and comparison to the renewed strategy in these areas as presented in section four. The following elements are elaborated:

- Legislation and Policy
- Administration and Management
- Operations²
- Technology and Equipment
- Human Resource Development and Training
- Public Information
- Cost and Cost/Benefit

3.1 Legislation and Policy

Enabling Instruments

The operations/activities of the Nigeria Immigration Service are guided by the following enabling instruments, as also detailed in *Annex 2*.

Core National Enabling Instruments

The Constitution of the Federal Republic of Nigeria ,1999 (as amended)

The constitution of the FRN is the supreme law of the land through which all other laws derive their authority. Certain provisions of the constitution address directly immigration issues, particularly chapter two addresses citizenship and chapter four addresses fundamental human rights.

In chapter two, the constitution defines who is a citizen of Nigeria as well as the various ways of acquiring citizenship in Nigeria. In the same chapter it further specifies the promotion of African integration and support for African unity as a key foreign policy objective. This chapter, as well as chapter four’s position on human rights, are quite relevant to the operations of the NIS in the determination of the way

² The nine NIS operational areas for border management addressed are: 1) Air border management; 2) Land border management; 3) Sea border management; 4) Virtual border management; 5) Interior management; 6) Returns management; 7) Visa management; 8) Travel document management; and, 9) Special security environment border management.

and manner to relate with or treat persons in the sphere of control and management of immigration and emigration.

The Immigration Act, 2015

The Immigration Act 2015 was enacted to repeal the Immigration Act, 2004. The 2015 Act expanded the sphere of immigration duties from those specified in the earlier Act and, inter-alia, established the Directorate of Migration and the Divisions of Regular and Irregular Migration which, among other things, provided more prominence to NIS' strategic focus on countering smuggling. Furthermore, the 2015 Act made specific provisions on the prohibition of smuggling of migrants, and further specified the offences and resulting penalties. This development has widened the scope of operation of NIS and necessitated the need for NIS to further develop robust strategies of border surveillance and patrol as well as for the overall management of modern migration dynamics.

Immigration Regulations, 2017

The NIS immigration regulations of 2017 were developed pursuant to the immigration Act, 2015. They provide a clear set of rules governing the actions and conduct of the immigration officers and men of the Service in the application and implementation of the Immigration Act of 2015.

Public Service Rules (PSR)

The PSR provide general guidance and specific standards across all spheres of public service and are of particular importance for guiding staff management, compensation and standards of conduct issues.

Other Enabling Instruments

As also detailed in *Annex 3*, several agreements further support and enable the work of NIS in border management:

- UN Conventions and Treaties;
- ECOWAS Treaties and Protocols on Free Movement of Persons, Right of Residence and Right of Establishment;
- Continental agreements through the African Union;
- Bi-lateral and Multilateral Immigration/Consular Agreements between Nigeria and other countries; and,
- Memoranda of Understanding and similar Working Arrangements with key agencies in other countries (example, FRONTEX and INTERPOL).

Statutory Functions of NIS

Under Section 2 of the Immigration Act 2015, NIS has the following statutory functions:

- Control of persons entering or leaving Nigeria;
- Issuance of travel documents, including Nigerian passports to bona fide Nigerians within and outside Nigeria;
- Issuance of residence permits to foreigners in Nigeria;
- Border surveillance and patrol;
- Enforcement of laws and regulations with which they are directly charged; and,
- Performance of such paramilitary duties within or outside Nigeria as may be required of them under the authority of the Act.

NIS Management Policy on Border Management

It is the management policy of Nigeria Immigration service to ensure that:

- All of Nigeria's borders are effectively and efficiently managed;
- All Border Control Posts (BCPs) are modern and well equipped;
- Borders are managed to create safe, orderly and regular flows of migrants into and out of Nigeria;
- Borders are managed to fully support national security;
- The Service's border management strategy protects the human rights and dignity of migrants;
- The Service's border management strategy includes coordinated and efficient management of our virtual borders; and,
- NIS border management proceeds in harmony and complementary with the roles of other concerned agencies, and with maximum internal and external partnership.

3.2 Administration and Management

The Comptroller General of Immigration is the head of the Service. The Service is comprised of eight (8) directorates, each headed by a Deputy Comptroller General (DCG), as illustrated by the Organogram in *Annex 4*.

- Human Resource Management (HRM)
- Finance and Accounts (F/A)
- Planning Research and Statistics (PRS)
- Migration

- Visa and Residency (V/R)
- Border Management (BM)
- Investigation and Compliance (IC)
- Passports and other Travel Documents (PTD)

To better care for irregular migrants who are being screened, NIS has put in place Migrant Screening Centres at four locations:

1. Abuja, at NIS Service Headquarters, FCT;
2. Lagos State Command, Lagos State;
3. Seme Command, Lagos State; and,
4. Sokoto State Command, on the grounds of the Immigration Command and Staff College.

The Human Resource Management Directorate oversees training locally and internationally. To greatly expand the number of NIS personnel who can regularly benefit from training in key areas, seven Personnel Training Resource Centres (PTRCs) are under construction at the following State Commands (as well as one at Service Headquarters): Anambra State, Cross River State, Edo State, Kano State, Kebbi State, and Ogun State. The PTRC initiative is led by NIS with IOM, with current donor support from GIZ, the Netherlands and Switzerland.

To support the significant expansion of the use of data and technology in the Service, a new Technology and Data Communications Centre Building is under construction at Service Headquarters.

Additionally, the Service has established the Border Patrol Corps headed by a Corp Commander at the Service Headquarters, who reports to the DCG/Border Management. The Corps' members receive specialized training. The activities of the Corps are supervised by the respective State Comptrollers where the 111 patrol bases operate.

To better align organizational structures with the task of effectively managing the expansive Nigerian borders, the Service has put in place Forward Operating Bases (FOBs) in four States:

1. Mazanyan / Jibya in Katsina State,
2. Maigateri in Jigawa State,
3. Saki in Oyo State, and
4. Ojaodan / Idiroko in Ogun State.

The FOBs serve mainly as a base for the Border Patrol Corps units in the field. While the following additional eight are currently under construction:

1. Illella – Sokoto state
2. Kamba/Kingakwai – Kebbi State
3. Chikanda – Kwara State
4. Mfum – Cross Rivers State
5. Oron- Akwa Ibom State
6. Owode - Oyo State
7. Belel- Adamawa State
8. Kongolam - Katsina State

3.3 Operations

3.3.1 Key Statistics³

2018 NIS Data for Movements, Travel Documentation and Revenue

- Over one million passports issued in 2018 (1,227,158)
- 63,816 Residence Permits Issued
- 4,466 ECOWAS Residence Cards Issued
- 19,925 ECOWAS nationals registered
- 177,168 visas issued at Nigerian Foreign Missions
- 30,644 visas on arrival issued
- 15,186 Temporary Work Permit (TWP) Visas Granted
- 4,529,158 million international travellers crossed Nigeria's borders, a 22% increase over 2017 (78% by air; 21% by land; 1% by sea)
- 5 international airports; 84 recognized land entry points; and 6 seaports for passenger arrivals are operational (30 more official land entry points have been approved, but are not yet in place)
- Over 39 billion Naira in revenue generated (approximately 96 million Euro)

2018 NIS Data for Migration Control and Compliance

- 1,044 Nigerians refused departure
- 22,889 Foreigners refused entry in Nigeria
- 17,616 Nigerians deported from countries, globally

³ Preliminary data from NIS Annual Report, 2018 (pre-publication). Some figures may later be adjusted.

- 339 Nigerians repatriated from countries, globally
- 33 Cases of stowaways recorded

2018 NIS Data for Refugee and Asylum Cases

- 46,933 Refugees received
- 31,475 Foreigners sought asylum in Nigeria
- 15,458 Asylum applications granted

2018 NIS Data for Trafficking in Persons (TIP) and Smuggling of Migrants (SOM)

- 454 Victims of human trafficking, child labour and SOM intercepted
- 78 Human traffickers arrested
- 435 Victims of TIP/SOM reunited or repatriated
- 127 Victims of TIP referred to NAPTIP

3.3.2 Air Border Management

Approximately 78 percent of the 4.53 million travellers entering and exiting Nigeria in 2018 travelled by air. Approximately 70 percent of these were Nigerians. NIS operates as the front line of Immigration Control at all five of the nation’s international airports: Abuja, Enugu, Kano, Lagos and Port Harcourt, and at other airports that are temporarily set up for international air travel on key religious and cultural occasions (commonly: Ilorin, Maiduguri and Sokoto).

The air borders are already equipped with an older NIS border management information system. To align the air border data systems with the newer MIDAS (Migration Information and Data Analysis System) that is under deployment to several land and sea borders, through IOM, NIS will also upgrade the air border data systems to MIDAS. Among other advantages, MIDAS will allow for easy adaption to Advance Passenger Information System (batch type) and PNR (Passenger Name Record) functions, which are now mandated by ICAO and by UN Security Council Resolution 2396 of 2017.⁴ Nigeria is fully committed to begin implementing API and PNR in 2019. MIDAS will also provide better biometric functionality and better automation of alert

⁴ UNSC Resolution 2396 (2017): “states shall develop the capability to collect, process and analyze passenger name record (PNR) data and to ensure PNR data is used by and shared with all their competent national authorities, with full respect for human rights and fundamental freedoms”...“Decides that, in furtherance of paragraph 9 of resolution 2178 and the standard established by ICAO that its Member States establish advance passenger information (API) systems as of October 23, 2017, that Member States shall require airlines operating in their territories to provide API to the appropriate national authorities, in accordance with domestic law and international obligations..”

lists, including easier integration with INTERPOL's I-24/7 data bases. It is also more sustainable for Nigeria financially, and is under the full control of the Government of Nigeria once installed.

The key programme driving these air border improvements with NIS is IOM's *Enhancing Air Border Data Systems in Nigeria* initiative (EABDS-Nigeria), funded by the Government of Denmark.

The goal of EABDS is to *contribute to enhancing national and regional development and improving security by improving air border control and facilitation in Nigeria*. Its specific objective is to *significantly strengthen Nigeria Immigration Service's (NIS) ability to inspect, control and facilitate cross-border movement at air borders through the use of the MIDAS border data system*

Key EABDS actions include:

- a) conducting detailed technical assessments at the five international air borders, including at the new terminals now under construction;
- b) migrating data from the existing antiquated air border data system to the MIDAS system;
- c) equipping these air borders with MIDAS and with linking communications; and,
- d) providing further training in MIDAS system use.

Key EABDS outputs include:

- a) Five international air borders equipped with MIDAS and with communications, and linked with suspect watch lists;
- b) Skills and knowledge on use of border management data system measurably improved among NIS personnel working at the air borders; and,
- c) Data integration between NIS headquarters and air border areas is in place, and the NIS HQ MIDAS server is updated and fully integrated. The timeline for completion is mid-2019, though this may be extended.



Equipping the air borders with MIDAS in 2019 is particularly timely in that several of the international airports are scheduled to open their new terminals in 2019, including: Abuja, Kano, Lagos and Port Harcourt. This provides a unique opportunity to align equipment and work flow with the layout of the entry and exit inspection areas, and to plan for better placement and expanded use of secondary inspection functions, and a more

functional distribution of the workspace of the various government agencies acting at the air borders. NIS coordinates closely with all these agencies, including the Department of State Services which at present supplements NIS' role in migrant clearance – essentially now performing a secondary inspection function in the primary inspection booths. NIS air border units also actively participate in the JAITFs operating at Abuja and Lagos airports under NDLEA leadership and in cooperation with AVSEC, DSS and NCS, as further elaborated under section 2.1.

Alongside the MIDAS installation at the air borders, NIS is now actively planning for use of Advance Passenger Information (API) and Passenger Name Record (PNR) through MIDAS functionality. As MIDAS and API comes fully on line for the air borders, NIS will facilitate inter-agency planning to maximize the value of the system's data for other agencies with relevant air security functions.



Air border patrol/surveillance is also a key element of NIS' work in air border management. At this time, this capacity is quite limited due to lack of sufficient aircraft for this purpose, and a new arrangement for joint border surveillance between NAF and NIS is under development. Improving this aspect of NIS's work is a high priority.

Annex 6 provides a map of NIS borders (air, land and sea) either assessed for MIDAS or already equipped with that system.

3.3.3 Land Border Management

Overview

The land border in Nigeria is managed under the directorate of border management (please see *Annex 4, NIS Organogram*). As the map in *Annex 5* details, there are 84 approved and operational Border Control Posts (BCPs). Thirty others have been approved but not yet established. Additionally, there are numerous other official checkpoints proximate to certain complex border areas and many irregular routes. The effective management of the land border is vital to achieving all the strategic goals of



border management for Nigeria. NIS is at the frontline among all agencies with roles in border management as pertains to the movement of persons across the border.

Management of the land borders of Nigeria is particularly challenging, considering their expanse and the often-remote locations of BCPs. Other major challenges include the presence of culturally homogenous cross-border communities in some locations, and significant security threats in some locations – particularly in the north east from terrorism, and on the eastern side for other security problems – such as clashes between farmers and herdsmen in Benue and neighbouring States. Effective management of the land border and effective patrol of the irregular routes could reduce crime related to irregular migration. It is worth noting that wherever there is the farmer/herdsmen clash in the country, fingers are appointed at weak border security, questioning the efficacy of NIS. The solution to this problem has to do with effective intelligence networking, synergy with other agencies, more use of community cooperation in border management, and increasingly sophisticated technology for border management.



Another example of a border area that requires special case interventions is the Anglophone Cameroon border area which is now a major source of asylum seekers entering Nigeria. Recently there was shooting into Nigeria by the Cameroon security forces and deployment of armoured tanks to the border bridge at Mfum BCP in Cross River State, in violation of international standards. The officials of NIS alerted the nation and the Nigeria Defence Headquarters which acted accordingly in the defence of the nation. NCFRMI and UNHCR are the key national and international agencies involved in managing the humanitarian aspects of this crisis, with NIS collaboration and support.

Effective management of the land border would support the further economic growth of the country. Trade could be enhanced within the formal and informal sector to bring progress and development. The very route mentioned between Nigeria and Cameroon, through the Mfum BCP, is a designated cross-border trade corridor whose further development is supported through the African Development Bank, including eventually an OSBP at that site.

Current Status and Data

1. Nature of Nigeria land borders

- Wide expanse of land borders – over 4047 km (773km with Benin on west; 1690km with Cameroon on east; 87km with Chad in northeast; 1497km with Niger on north)
- Porous and difficult terrain – sandy in the north, mountainous and forested along the eastern axis, swampy along the southern axis
- Savannah in the west

2. Areas of deployment under land border management

- Land Border Control Posts (BCPs)
- Land Border Patrol / Border Patrol Corps established and operational
- Border Patrol Bases established, including specialized Forward Operating Bases in key areas
- Checkpoints and Mobile Patrol units (along highways leading to the borders in key areas – such as for “fall back” inspection of perimeter of cross-border culturally homogenous communities: example, Dole Kaina/Lollo areas in Kebbi State)

3. Infrastructure

- Inadequate / lack of residential accommodation for officers in some of the borders, offices and mini barracks capable of accommodating few officers that are available in all the mega Border Control Posts such as Kamba, Idiroko, Illela, Jibya, Mfum and Seme
- Makeshift office accommodation and border passage infrastructure, with bamboo sticks and ropes used as gates at some BCPs
- Lack of power supply (exception of MIDAS sites for BMIS use, see point #7)
- Lack of potable drinking water.

4. Manpower Deployment

- Improving but not yet adequate

5. Logistics

- Although a significant deployment of 4x4 wheel drive Hilux vehicles was completed under the present dispensation to the borders to enhance patrol activities along the flanks of our borders, more needs to be done to enable officers and men of the service to effectively patrol the border flanks.

6. Communication/Surveillance Equipment: HF Analog, Radios, VSAT

- A total of 84 NIS locations were installed with HF analog base station prior to 2015.
- Codan HF digital radio base station were deployed in 2015 within 8 state commands, out of which 24 were deployed for border control posts while 9 are installed at the border patrol bases. Recently, 19 additional mobile Codan HF digital radio have been installed on border patrol vehicles.
- 185 DP1400 Motorola walkie talkies were distributed to State commands for onward delivery to Border Control Posts (BCPs).
- Surveillance equipment such as cameras, fibre optic cables, underground sensors, drones are not adequate.
- Two Dornier 228 aircrafts hitherto used for air border surveillance were recently ceded to the Nigeria Air Force.
- The lack of VSAT or comparable data and communications system at nearly all sites is a very significant deficiency and stands in the way of enabling data communications through newly-installed BMIS at BCPs and linking of BCPs to the central NIS data bases to access traveller information and national and international alert lists. It is a key deficit and its resolution will require significant investment considering the number of BCPs (land, sea and air), State Commands, Zonal Commands and other NIS structures that need to be tied into the system.

7. Deployment of Migration Information and Data Analysis System (MIDAS)

The most significant recent change in the operation of land BCPs is the initiative to gradually provide a border management information system to all the BCPs. Working with IOM, and through the ongoing support from multiple donors including Denmark, the EU, Germany, Japan and Switzerland, MIDAS has already been deployed to seven land BCPs and three State Commands, and expansion to at least an additional nine BCPs has been funded and work toward deployment is underway (*Annex 6*). Additionally, NIS headquarters has been equipped with a central MIDAS server, and with a fully outfitted MIDAS training room. NIS has dedicated the space and has designated a team of officers as the core MIDAS support and development team.

MIDAS is attractive for Nigeria in that it requires minimal recurrent cost, as there are no significant licensing costs because IOM developed the system and provides it as a donation to its Member States. Also, MIDAS is fully under the control of Nigeria once deployed. The IOM rollout has included Solar Power Systems (SPS) for most sites, which is also an important contribution and useful model for other remote power needs for NIS. The greatest issues in the MIDAS rollout are cost and speed of rollout, as each site requires careful planning, tendering and installation. Additionally, the lack of data communication throughout the country, as already highlighted in point six above, is a major issue yet to be fully solved.

MIDAS and Solar Power System Deployment for Land Borders (March 2019)			
<u>Location</u> BCP or State Command (SC)	State	MIDAS	Power System for MIDAS
<u>Completed/Operational</u>			
Abeokuta (SC)	Ogun	✓	Local Grid + Generator Power
Birnin-Kebbi (SC)	Kebbi	✓	Local Grid + Generator Power
Calabar (SC)	Cross River	✓	Local Grid + Generator Power
Idiroko (SC)	Ogun	✓	Solar Power System (SPS)
Illela (BCP)	Sokoto	✓	Solar Power System (SPS)
Jibya (BCP)	Katsina	✓	Solar Power System (SPS)
Kamba (BCP)	Kebbi	✓	Local Grid + Generator Power
Kangolam (BCP)	Katsina	✓	Solar Power System (SPS)
Maigateri (BCP)	Jigawa	✓	Solar Power System (SPS)
Mfum (BCP)	Cross River	✓	Solar Power System (SPS)
<u>Funded; Deployment in Planning Stages</u>			
Dole Kaina (BCP)	Kebbi	✓	Solar Power System (SPS)
Kangiwa (BCP)	Kebbi	✓	Solar Power System (SPS)
Gada (BCP)	Sokoto	✓	Solar Power System (SPS)
Gurbin-Baure (BCP)	Zamfara	✓	Solar Power System (SPS)
Mai-Adua (BCP)	Katsina	✓	Solar Power System (SPS)
Sabon Birni (BCP)	Sokoto	✓	Solar Power System (SPS)



MIDAS is expected to serve as a primary foundation for Integrated Border Management, supporting linkages to other border solutions such as Interpol's I-24/7 and I-Checkit system, and incorporating NIS' national alert list, as well as providing Advance Passenger Information (API) and PNR system capabilities at the batch level – as now required by ICAO and by UNSC Resolution 2396 (*footnote #4*). In line with data sharing needs from other relevant agencies (DSS, for example), NIS anticipates working out MIDAS data sharing agreements with

key agencies with a need and mandate for this data. The need for strict adherence to data privacy laws and standards is recognized, and a review of relevant law and policy for this purpose is also planned.

3.3.4 Sea Border Management

The Nigeria Immigration Service *Sea Border and Marine Division* is under the Directorate of Border Management. It is headed by an Assistant Comptroller General (ACG) and two (2) supporting Comptrollers; one for Seaport and the other for Marine.

The Marine Division is responsible for patrolling Nigeria's 415 nautical miles (853 km) of coastline/marine borders with Gulf of Guinea in the south. The seven seaports function as BCPs for sea travellers and have additional functions related to marine regulation enforcement. There are seven (7) seaports located in: Calabar, Oron, Lagos (Apapa and Tin Can), Onne marine port, Port Harcourt, Sapele/Warri.

Operation areas of NIS seaport and marine patrol are located in eleven (11) states of the Federation, including: Adamawa, Akwa-Ibom, Bayelsa, Borno, Cross-River, Delta, Kebbi, Lagos, Ogun, Ondo and Rivers.

Functions

- Border checks and immigration control of persons/Crews
- Vessel search and detection of stowaways
- Rescue of victims of Trafficking on Human beings (THB) transported by sea and arrest of traffickers
- Patrolling seaways and seaports.
- Enforcement of international marine regulations
- Maritime border surveillance activities
- Visa procedures and other duties

The NIS seaports in Lagos and Onne marine commands are special NIS commands headed by Comptrollers of Immigration, while the other seaports and marine units are supervised by the state comptrollers of the respective commands who deploy competent officer in charge for their operational management.



The NIS marine patrol units in the eleven (11) mentioned state commands are responsible for monitoring and ensuring only properly documented migrants and vessels operate in Nigeria sea territory and inland waterways. Stowaways are profiled and treated based on their nationality. Nigerian stowaways are handed over to the National Police, while potential victims of trafficking and suspected traffickers are referred to NAPTIP. Interagency collaboration is also in place with Nigeria Police maritime units for hot pursuit within 24 nautical miles of Nigeria’s coast, and notifications are sent to the Nigeria Navy maritime patrol unit for further action beyond Nigeria’s territorial waters. Despite these and other inter-agency cooperative actions in the area of sea border management, it is clear that even stronger intelligence cooperation and joint training is needed with all concerned agencies, including with the Nigerian Ports Authority.

Currently, NIS has three (3) E27 Epenal Security patrol boats each equipped with 200 x 2 (HP) engines in Calabar seaport, Akwa Ibom marine unit and Lagos seaport. A serviceable 85HP patrol boat is in Dole Kaina in Kebbi State, and its patrol area includes the vicinity of Lollo BCP.

It is notable that seaport BCPs have similar data needs as the land and BCPs and should be linked into the same system. Presently, the MIDAS rollout has included two priority seaport BCPs, and noted in the table below. It is also notable that NIS seaport and marine unit standard operation procedures have been revamped to be fully supportive of the presidential *Executive Order on the Promotion of Transparency and Efficiency in the Business Environment*.

MIDAS and Solar Power System Deployment for Seaport BCPs (March 2019)			
<u>BCP Location</u>	State	MIDAS	Power System for MIDAS
<u>Completed/Operational</u>			
Calabar Seaport (BCP)	Cross River	✓	Solar Power System (SPS)
Oron Seaport (BCP)	Akwa-Ibom	✓	Solar Power System (SPS)

Challenges

- Inadequate number of trained NIS marine personnel
- Inadequate jetties
- Inadequate patrol boats and other marine operational equipment.

- Urgent needs for capacity building of NIS personnel on marine patrol and boat maintenance.
- Lack of funding for fuelling and maintenance of current boats in the marine unit.
- Lack of holding/screening centres for temporary holding of irregular migrants.
- Need for further rollout of MIDAS to all seaport BCPs, inclusive of data communications capacity.

3.3.5 Virtual Border Management

The advancement in technology has been a key factor in enabling the concept of virtual border management to become a practical reality. Virtual border management implies managing the potential movement toward actual borders before the traveller can begin the journey or while they are on route. This is accomplished in several ways, depending on the context and capabilities of the destination country, and depending on levels of partnership with other countries serving as starting points and as transit stops along the way.

For air travel in particular, Advance Passenger Information (API) data systems, along with Passenger Name Record (PNR) data systems, are a primary tool for enabling virtual management of the air borders. API enables one of two outcomes, based on the level of complexity of the system. With batch API, a final and definitive record of air passengers on board an aircraft destined for Nigeria will be transmitted at “wheels up” at the departing airport so that NIS and other agencies can better prepare for the arrival. This would allow NIS and others to screen against alert lists well in advance of actual arrival of the passenger and be fully prepared to meet and take appropriate action toward unwanted passengers. The action could include turning the traveller away prior to entrance into the country, arrest or detention on the spot upon arrival if such action is merited, and full coordination and participation of all relevant agencies. Batch API is now required by ICAO and its importance as a counter-terrorism resource was reaffirmed, among other strategies, in UN Security Council Resolution 2396 of 2017: *Threats to International Peace and Security Caused by Terrorist Acts (footnote #4)*. NIS intends to begin to implement batch API in 2019. Another kind of API, interactive API, would allow denial of boarding prior to departure to Nigeria; however, there are both technical and legal issues with that approach and it is not required by ICAO.

API data is more definitive than airline manifest data or PNR records, in that some of the PNR data is created by the travellers themselves through, for example, their own booking for ticket purchase or flight reservation. API data, on the other hand, is

vetted by the airlines at the time of checking in for the flight. Both elements are vital in managing the air borders virtually and *in situ* at the actual air borders.

API data can include the following vetted data:

- Surname, first name and any middle names
- Date of birth
- Citizenship or nationality
- Gender
- Type and number of Passport or other travel documents and the name of issuing country
- Reservation locator number

PNR data can include the following data, some of which may be unvetted:

- Surname, first name and any middle name
- Reservation record, locator number
- Date of reservation and date of ticket issuance
- Itinerary
- Loyalty program information
- Contact information
- Code share information
- Ticket information including ticket number, automated ticket fare quote and whether one-way ticket was purchased.
- Baggage information

Virtual border management can also include more sophisticated vetting of visa applications from abroad, preventing an unapproved movement toward Nigeria, as well as other approaches. Again, the use of increasingly sophisticated technology makes this possible, including increased use of biometrics, which NIS is vigorously pursuing.

Another approach to virtual border management is practiced by some countries that, through special agreement, actually clear air passengers for arrival at their point of final departure. For example, travellers to the Washington DC USA, departing from Montreal Canada, can be cleared by US immigration and customs personnel stationed at the Montreal airport just before boarding their flight to Washington, thus arriving in Washington DC as if on a domestic flight with no further international inspection. This requires a very high level of cooperation between the two countries,

excellent IT and data systems, skilled staff posted abroad, and an enabling coordinated approach by the airlines. In taking this kind of action, the US has transformed their actual border in Washington DC into a virtual border in Canada for travellers on those flights.



API, PNR and the process of clearance for air arrival to the point of departure all require close cooperation and sharing of information among all partners, both at the inter-agency level and at the international level of IBM. The present situation regarding virtual border management is that NIS is preparing for API and PNR and its rollout is linked with the rollout of MIDAS at the air borders, and with the opening of the new international terminals. NIS is far along in planning for widespread use of biometrics in visas and intends to fully implement in 2019, as further detailed in section 3.3.8. NIS has no plans at present to deploy a vetting abroad system for some flights, as per the US/Canada example cited.

3.3.6 Interior Management

Interior border management for NIS extends into the area of documenting and certifying/re-certifying the foreign nationals in the country and linking that data where possible with the border passage data system to gain a full view of the foreigner's status in the country. The main tasks of NIS in this regard include the following:

- Regularization of expatriates STR (Subject to Regularization) Visa, and CERPAC (Combined Expatriate Residence Permit and Aliens Card), in 2018 NIS issued 63,816 Residence Cards;
- Verifying change of employment status requests and adjusting visa and CERPAC as appropriate, including issuing Temporary Work Permits (TWPs), in 2018 NIS issued 15,186 TWPs;
- Registration of ECOWAS citizens, including the emerging requirement to register them using biometrics and share that data with their origin country (per ECOWAS Decision A/DEC.01/12/14, of December 2014), 19,925 ECOWAS nationals were registered by NIS in 2018, not yet using biometrics for data sharing; and,
- Hotel monitoring for registration of foreign guests.

NIS' responsibilities in this area also include investigating worksites and other locations to try to identify persons residing and working in the country without proper authority.

NIS' work in this area is important to overall border management goals, as persons who overstay visas or violate their terms become, in effect, irregular migrants who are in violation of the conditions allowing them to cross the border into Nigeria originally. Further, proper interior enforcement can serve as a deterrent to irregular border entry, as it becomes clear that persons without status in the country will be discovered and handled as per the laws of the country. Proper interior enforcement also supports the border management framework goal of reinforcing social harmony by ensuring that the citizenry can have confidence that foreigners in the country are known and have proper authorization for their activities.

NIS presently has very limited capability to easily connect the data from document registries (CERPAC, Visa) with border passage data. Additionally, there is too limited a use of biometric data in the various data capture processes. IOM has started assisting NIS in setting up better foreigner registration, including biometrics, through funding from Germany's Foreign Office and, as already noted, is assisting NIS in its efforts to gradually put a border management information system capable of handling such data in place at all air, land and sea BCPs, and at some State Commands and at Service Headquarters. Previewing upcoming sections of this document, the NBMS will reflect the high priority for much greater attention to technology, including data management and communications as well as systematic use of biometrics, to enable better interior management.

3.3.7 Return Management

Migrant return management can be broadly categorized into two areas:

- Migrants returned to Nigeria from other countries; and
- Migrants returned from Nigeria to their respective countries

Returns to Nigeria

Returns to Nigeria have increased greatly over the past few years with the advent of new funding, from the EU and other sources, for voluntary returns from the EU and from places on the route toward the Mediterranean. These voluntary returns are usually implemented through IOM. Over the past two years the EU's return funding has been applicable to Nigerian and other migrants who are still on route toward Europe – for example in Libya. This new approach is an important tool for the international community to manage this migrant flow and is beneficial to vulnerable migrants trapped on the transit route, as it adds elements of support and protection.

NIS has taken its own steps in this direction by further expanding the number of NIS staff posted to these transit locations to better enable confirmation of the identity of migrants who wish to return to Nigeria and to provide needed travel documents, as well as to initiate the coordination of their arrival. In addition to voluntary return, others may be deported to Nigeria through bilateral arrangements, repatriated or arrive as part of a prisoner exchange programme.

NIS' role in the current processes of return of migrants to Nigeria involve the following main stages.

- Pre-Return Stage: At this stage, the NIS sponsors officer(s) to the respective countries for the screening of prospective returnees to ascertain their Nigerian nationality prior to their return to Nigeria, if it cannot be ascertained otherwise and to assist in providing travel documents.



Arrival Stage: Upon arrival, the returnees are usually received at a special section at the port of arrival different from the normal arrival hall. The United Kingdom has assisted NIS in establishing a transit reception area and shelter at the Lagos airport. All relevant stakeholders' agencies are expected to be present for a holistic clearance of the returnees, including agencies with special responsibilities in border management, such as DSS, NAPTIP, NDLEA, Port Health and others. This coordination of key actors around the task of return management is an example of IBM. NIS has recently acquired the Deportation Registration System with a view to capturing the biometric details of all returnees for enhanced security records as well as a proactive measure at preventing recurrence of irregular migration. The returnees are thereafter classified according to the purpose of their returns.

- After Screening and Clearance: Each category of returnee will be profiled, screened, cleared and thereafter treated according to their classification. Certain category of returnees may require some form of rehabilitation prior to their release for integration with the larger society.

Returns from Nigeria

Certain reasons may warrant return of migrants to their respective countries, these include:

- Prohibited Immigrants, per Section 44 of the Immigration Act, 2015; and,

- Persons who are refused admission into Nigeria Section 27 of the Immigration Act, 2015.

In these cases, NIS assigns a lead officer to coordinate the return internally and with the origin country. In some cases, NIS officer(s) accompany the migrant back to the home site, particularly on some air routes.

Given the growing caseloads of both return types, incoming and outgoing, NIS will need to expand staffing and services in this area. Further, working with partners, NIS will want to further improve reception and rehabilitation functions.

3.3.8 Visa Management

The Nigeria Immigration Service issues six types of visas under two different regimes (authorized or wired, and unauthorized). The six types are:

- Transit Visa
- Tourist Visa
- Business Visa
- Temporary Work Permit (TWP)
- Subject to Regularization (STR)
- Diplomatic Visa

Authorized or wired visas are those that require approval from the Comptroller General of Immigration Service (CGI) from the Service Headquarters, which include Temporary Work Permits and Visa on Arrival. Unauthorized visas do not require approval from the CGI for issuance.

The features of all Nigeria visas include:

- Country / place of issuance
- Name of the bearer
- Passport number
- Issuance authority
- Validity for presentation
- Type of visa
- Signature of issuing officer
- Number of journeys to be used for
- Serial number
- Visa fee

In 2017, NIS began the gradual rollout of the biometric visa regime which now extends to 19 locations⁵. Presently, efforts are being made to extend the rollout to other locations with the intention of serving all locations by end of 2020. Currently, in non-biometric issuance locations the applicant may apply online (without biometrics) and is subsequently biometrically registered and issued with a biometric visa upon arrival. All African nationals, exclusive of those from ECOWAS and countries with which Nigeria has a current visa abolition agreement, are exempted from all visa requirements; however, their biometrics are to be captured upon arrival as part of normal border clearance, and as consistent with the December 2014 ECOWAS Decision.

Also, NIS began implementing in 2018 the issuance of Visa on Arrival to all African citizens, as directed by the Federal Government, and this is generally consistent with the intentions of the Free Movement Protocol of the AfCFTA, even though Nigeria is not now a signatory to that Agreement.

3.3.9 Travel Document Management

A travel document is an identity document issued by a government to facilitate the movement of individuals or group of persons across international borders through a recognized port of entry. NIS has three types of passports as well as other travel document issued to Nigerians to enable them travel outside Nigeria. All of Nigeria's passports qualify as eMRTDs, electronically enabled Machine-Readable Travel Documents (commonly called ePassports), according to International Civil Aviation Organization (ICAO) standards. The three kinds of Nigerian passports are:

- Nigerian Standard e-passport (1,227,158 were issued in 2018)
- Official passport
- Diplomatic passport

Other types of official travel documents managed and issued by NIS include:

- The ECOWAS Travel Certificate
- The Emergency Travel Certificate
- Convention travel documents for refugees, in consultation with UNHCR

⁵ Biometric visa rollout locations, as of December 2018: Abu Dhabi, Ankara, Atlanta, Beijing, Beirut, Dubai, Guangzhou, Houston, Johannesburg, Leicester, London, Los Angeles, Mumbai, New Delhi, New York, Pretoria, Rome, Shanghai, The Hague, Washington DC

To the extent now possible, the documents issued above are processed in a way that the biometric information of the applicant is captured, including fingerprints, to ensure that citizens are screened properly before document issuance.

Nigerian ePassport

NIS will begin issuance of a new updated and security enhanced Nigerian ePassport in 2019. The features and benefits of the new passport will include:

- Polycarbonate technology that enhances the quality of the passport;
- Ten-year validity booklet (available as an option) that saves frequent visit to passport offices;
- Automation of issuance process to bring about further transparency and address touting /middlemen;
- Strictly online payment based;
- Introduction of Electronic Document Management System that includes:
 - tracking of application
 - effective communication with applicants on status of the application, and collection
 - minimization of human interference
 - enhanced document storage system
 - enhanced prompt decision making
 - ease of work process flow
- Provision of conducive processing environment for applicants;
- Provision of effective and compliant redress mechanism.
- Available in the following categories:
 - 32 page 5-year validity (Adults and Minors)
 - 64 page 5-year validity (Adults and Minors)
 - 64 page 10-year validity (Adults 18+ only)

A key change in passport application requirements will also take place with the rollout of the new passport. Applicants will need to provide their national identification number (NIN), issued by the National Identity Management



Commission (NIMC), in order to apply for a passport. This change ensures better management of the identity chain in Nigeria, with NIS playing its part to support NIMC's efforts in this regard. It also provides a better basis for NIS records on cross-border movement, a sound basis for appropriate enforcement actions for

designated individuals at the borders, and greater confidence of identity for return and other special case processing.

Nigerian-Issued ECOWAS Travel Document

The ECOWAS travel document is a national document issued to common ECOWAS standards, and it serves as an authorized travel document for intra-ECOWAS movement by citizens of the Community's 15 Member States through designated border control posts. Currently Nigeria and most other Member States continue to issue and honour the original document, the ECOWAS Travel Certificate. This is now an antiquated travel document. ECOWAS has mandated that this document be improved to become a biometric travel card, produced to ICAO standards: an eMROTD (Electronically enabled Machine Readable Official Travel Document in the size of a card). NIS is responsible for issuing and managing this card. NIS is now studying its options for fulfilling this requirement, with the support of IOM and funding from the Government of Germany.

Moving forward with the new passport and with a new ECOWAS travel document are important actions within the NBMS.

3.3.10 Special Security Environment Border Management

Special security environments in certain parts of the country may prevent NIS from operating in its usual manner. In some areas of the northeast it is not yet possible to set up routine border control posts at the actual border and expect them to be safe enough for placement of personnel. Some areas require that NIS temporarily places its border inspection work away from the border in a more stable location to monitor and inspect the cross-border movement from that distance. While this is not ideal it is a reasonable approach for some very dangerous locations. This approach includes expansion of the role of strategically placed forward bases, mobile checkpoints and of the State Command itself, to conduct inspection of migrants directed or brought to that site in lieu of trying to inspect them at the actual border.



Also, in these environments, NIS joins with other government agencies to support joint patrols along the border. These strategies necessitate providing these NIS personnel and structures with the training and equipment needed to take on these special functions.

The goal of NIS' work in these special environments is to enhance the safety of the border inspection process and the availability of NIS services, in order to ensure the

safe movement of law abiding migrants across the borders and the detection of those who should not be allowed entry or exit. NIS does this by:

- Identification of migrants in the perimeter zones with a view to detect foreigners who should undergo border processing;
- Protection of life and properties of Nigerians and non-Nigerian alike throughout the inspection process;
- Facilitation of safe passage of migrants to their respective destinations;
- Collaboration with relevant stakeholders to ensure efficient coordination of security and safety of migrants and residents;
- Receiving and proper profiling of refugees and internally displaced persons, in collaboration with other agencies;
- Intelligence-based operations to intercept persons who may be a threat to the security of the nation;
- Providing special equipment to NIS personnel to enable them to properly discharge their duties in the special security zones; and,
- Special training to ensure the right skill set and fitness for rugged duty.

Moving forward, NIS will need to continue and refine its approach to fulfilling its mandate in these special security environments and adapt them further to the particularities of each environment. This includes areas in the troubled northeast, areas where herdsmen may cross the border such as Benue and Taraba States, and the area of the current refugee influx along parts of the Nigeria-Cameroon border. Regarding the Cameroon refugee situation, NIS will be guided by the *Tripartite Agreement* of March 2017 between Nigeria, Cameroon and UNHCR which seeks to ensure that all repatriation of irregular migrants takes place in safety and dignity, and proceeds under conditions that ensure durability of the return and reintegration process. NIS will also seek to refine mechanisms to report any infractions of that Agreements.

3.4 Technology

The increased use of technology across all major NIS operations has been emphasized throughout. It is a cross-cutting feature of NIS's work and there is a need for constant improvement in equipment and training, and for increased expenditure in this area.

Borders are gradually being equipped with data systems; travel document application and issuance processes are becoming more technologically sophisticated, as are the documents themselves; foreigner registration will increasingly depend on sophisticated technology; cross-border cooperation including the area of security is also based on the ability to collect, analyse and transmit data in a secure fashion; also NIS has commenced gradual deployment of border surveillance equipment at some borders.

NIS is fully committed to meeting this challenge and is now constructing a technology building at the Service Headquarters to consolidate and expand the Service's IT capacities. Technology, particularly information and data systems, will continue to be a primary area of focus for NIS in the coming years, as reflected in the forward vision of the NBMS.

3.5 Human Resource Development

NIS currently operates four training institutions: Immigration Command and Staff College, Sokoto (ICSC); Immigration Training School, Kano (ITSK); Nigeria Immigration Training School at Ahoada (NITSA); and the Nigeria Immigration Training School at Orlu (NITSOL). Additionally, NIS provides special training opportunities on a regular basis through workshops and seminars. In 2017, the four training institutions served over 2000 NIS personnel, or about nine percent of the NIS workforce, with courses ranging from a few weeks to six months. The Service has proposed also establishing a Regional Training Academy (RTA) at Tuga in Kebbi State which, when actualized, will train not only officers of NIS but may also provide slots for other security operatives from within the country and from the West Africa sub-region. The RTA's training will focus on global migration issues, as well as enhancing Integrated Border Management. It is also envisaged to have a strong focus on border patrol (green and blue borders). NIS will make a case to government for increased budgetary allocation and special intervention funds to establish the RTA, while equally soliciting support from donor agencies and international organizations.

Despite the strong efforts from the NIS training institutions, given the size of the Service many NIS personnel must wait too long to receive upgrading training in core

areas of the Service's work. For this reason, with the assistance of IOM – and through funding from GIZ, Netherlands and Switzerland – NIS is establishing modest Personnel Training Resource Centres (PTRCs) at several State Commands. The PTRCs are to take advantage of the presence of the 36 State Commands to serve as sites for regular short courses in key subjects for the personnel of that particular command. When fully engaged, the PCs should be able to provide a one-week course to nearly all NIS personnel under the State Command's jurisdiction approximately once per year. The support through IOM is creating the training rooms, providing electric power (solar), creating a core curriculum for these short and focused courses, and training the trainers who are placed at each PTRC site.

Moving forward under the NBMS, NIS will continue to focus on improvement of the facilities at the four training institutions, launching the RTA, and starting up the first PTRCs at several State Commands and at Service headquarters.

3.6 Public Information

One of NIS' areas of focus in 2018 has been the improvement of public information. In that regard NIS has improved the appearance and usefulness of its website and has been very active and attentive to issuing regular press releases about events and initiatives. NIS views clear and timely public information as an essential tool in border management. Whether the issue is visa, CERPAC, work permit and other procedures, or accurate information on special issues that arise in the work of the Service, NIS is committed to providing the public with timely and clear information.

Moving forward, NIS will continue to refine and expand its efforts to achieve maximum clarity and transparency in the work of the Service, through web and media-based approaches. This will be reflected in the forward vision of the NBMS.

3.7 Cost and Cost Benefit

Supporting an immigration service of any kind is costly; for Nigeria, given the size of the country and commensurate size of the Service, it is a significant cost. To pull its weight, NIS has focused strong attention on accurately recording revenue it generates, invoking full accountability for funds received and ensuring their full transfer to central government, and making service delivery as efficient as possible. NIS has achieved great success in this regard. In 2018, NIS generated approximately 39 billion Naira in gross revenue from passport fees, residence permit fees, extensions of visitors passes, visa fees and other services (approximately EURO 96

million, or USD 108 million). These funds are transferred to central government treasury and, while it is a considerable figure, NIS' needs exceed that amount and also exceed the funds provided back to NIS in government budgets. Donor contributions are helpful and increasing, and these resources are received through equipment, training and other support provided through the donors' projects.

The various initiatives set out in the NBMS, including major expansion of technology in the Service, will require strong budgetary support. Moving forward with the strategy, NIS will continue to look for all options to reasonably expand available funding to meet its priority needs.

Costing and budgeting for implementation of the NBMS will need to be a rigorous and iterative process, identifying both the immediate or short-term priorities and the longer-term priorities that extend over the duration of the strategy. To further institutionalize this process, a specific objective that calls for an annual and a five-year costing and income plan is included for each major operational section of the NBMS – as set out in the following section (part 4).

4. RENEWED STRATEGIC VISION, GOALS AND OBJECTIVES

4.1 Renewed Strategic Vision for Border Management

NIS is committed to fulfilling its mandate in border management in a fully professional manner, in close cooperation with all partners, to ensure that border management in Nigeria makes substantive positive contributions in the following areas:

- Enhancing national security,
- Contributing to national economic development,
- Reinforcing social harmony,
- Fulfilling international agreements and partnerships, and
- Ensuring migrants' human rights and the protection of vulnerable migrants.

NIS' vision is one of full competence and accountability in all areas of border management, continually strengthening public confidence in the management of Nigeria's borders, and expanding and strengthening partnerships for more efficient and effective border management.

NIS will work in close partnership with all involved national agencies, and with international partners, promoting an increasingly integrated and cooperative approach to border management.

4.2 Goals and Objectives

4.2.1 Air Border Management

Strategic Goal:

Elevate the operations and functionality of Nigeria's air borders to the highest of international standards for both facilitation of regular travel and the enhancement of security of Nigeria and its air border partner countries. Put in place efficient systems and procedures for special clearance of passengers covered under free movement agreements and visa free entry. Eliminate all aspects of unusual practice, special dispensations and unfair treatment.

Objective 1: Fully equip all international airports, and general aviation terminals, with border management information systems enabling speedier processing of travellers, including charter airline passengers, and capable of capturing biometric data and including all necessary data and communication linkages. Similarly equip, on an as-needed mobile basis, the domestic airports that serve international travel for special religious and cultural travel occasions.

Primary Impacts: Security, Economic Development

Secondary Impacts: Social Harmony, International Agreements, Migrants' Rights

Objective 2: Fully integrate all air border movement data into the main database of border movements, and into the overall NIS migration database, including linkages with the national alert list and with INTERPOL I-24/7 databases.

Primary Impacts: Security, Economic Development, International Agreements

Secondary Impacts: Social Harmony, Migrants' Rights

Objective 3: Assess and recommend if needed any change in data privacy laws required for expanded use of data collection at the air borders, particularly biometric data.

Primary Impacts: International Agreements, Migrants' Rights

Secondary Impacts: Security, Economic Development, Social Harmony



Objective 4: Through inter-agency planning, reduce the number of agencies conducting primary inspection and commensurately strengthen secondary inspection, including linked data systems for all agencies working in border clearance at each site, without compromising national security.

Primary Impacts: Security, Economic Development, Social Harmony, Migrants' Rights

Secondary Impacts: International Agreements



Objective 5: Actively contribute to all relevant inter-agency mechanisms focused on improvement of air border facilitation and security, such as the JAITF.

Primary Impacts: *Security, Economic Development*

Secondary Impacts: *Social Harmony, International Agreements, Migrants' Rights*



Objective 6: Integrate batch API into the air border data system and establish a standing technical working group on API data sharing with all relevant national and international partners.

Primary Impacts: *Security, Economic Development*

Secondary Impacts: *Social Harmony, International Agreements, Migrants' Rights*

Objective 7: Ensure sufficient staffing and work stations to efficiently handle increased demand for visa-on-arrival services, and to speed the entry process of all passengers.

Primary Impacts: *Economic Development, International Agreements, Migrants' Rights*

Secondary Impacts: *Security, Social Harmony*



Objective 8: Re-establish NIS' capacity for conducting air patrols and, through joint planning and new agreements, re-engage cooperative joint air patrols with NAF.

Primary Impacts: *Security*

Secondary Impacts: *Economic Development, Social Harmony, International Agreements, Migrants' Rights*



Objective 9: Establish rigorous and ongoing training for NIS officers managing the air borders, considering new technologies. Cross-train with other Nigerian agencies conducting secondary inspection as agreed through inter-agency consultations.

Primary Impacts: *Security, Economic Development*

Secondary Impacts: *Social Harmony, International Agreements, Migrants' Rights*

Objective 10: Design and conduct regular public information campaigns on the process of air border clearance, including rights and responsibilities of NIS and of passengers arriving or departing by air.

Primary Impacts: *Economic Development, Social Harmony, International Agreements, Migrants' Rights*

Secondary Impacts: *Security*



Objective 11: Effectively manage the process of re-positioning NIS's functions in the new terminals as they come online, in close coordination other concerned agencies.

Primary Impacts: *Security, Economic Development, International Agreements*

Secondary Impacts: *Social Harmony, Migrants' Rights*

Objective 12: Establish an annual and five-year income and expenditure plan for sustaining and regularly upgrading the air border systems, inclusive of national budget contributions and donor support where available.

Primary Impacts:

Secondary Impacts: *Security, Economic Development, Social Harmony, International Agreements, Migrants' Rights*

Summary of Primary and Secondary Impacts for Each Framework Element, per Objective

AIR BORDER MANAGEMENT



Objectives

Primary:
1,2,4,5,6,8,9,11

Secondary:
3,7,10,12



Objectives

Primary:
1,2,4,5,6,7,9,10,11

Secondary:
3,8,12



Objectives

Primary:
4,10

Secondary:
1,2,3,5,6,7,8,9,11,12



Objectives

Primary:
2,3,7,10,11

Secondary:
1,4,5,6,8,9,12



Objectives

Primary:
3,4,7,10

Secondary:
1,2,5,6,8,9,11,12

4.2.2 Land Border Management

Strategic Goal:

Elevate the condition and management of land border management at Border Control Posts (BCPs) and for Border Patrol to conform to best international standards and practices by providing adequate budgetary allocation to enable building the capacity of personnel, provision of modern infrastructures, equipment for surveillance and effective recording of movements, and data linkages.

Objective 1: Fully equip all land border control posts (BCPs) and their overseeing Commands with border management information systems capable of capturing biometric data and including all necessary watchlist data and communication linkages. Similarly equip border patrols with mobile systems to link with the nearest BCP or Command.

Primary Impacts: *Security, Economic Development*

Secondary Impacts: *Social Harmony, International Agreements, Migrants' Rights*



Objective 2: In a phased approach, and in close cooperation with all concerned national agencies and cross-border partners, move toward establishment of One Stop Border Posts (OSBPs) at every major land BCP.

Primary Impacts: *Security, Economic Development, International Agreements*

Secondary Impacts: *Social Harmony, Migrants' Rights*

Objective 3: Fully integrate all land border movement data into the main database of border movements, and into the overall NIS migration database, including linkages with the national alert list and with INTERPOL I-24/7 data bases.

Primary Impacts: *Security, Economic Development, International Agreements*

Secondary Impacts: *Social Harmony, Migrants' Rights*



Objective 4: Assess and recommend if needed any change in data privacy laws required for expanded use of data collection at the land borders, particularly biometric data.

Primary Impacts: *Social Harmony, International Agreements, Migrants' Rights*

Secondary Impacts: *Security, Economic Development*



Objective 5: Through inter-agency planning and the provision of a shared data system, reduce the number of agencies conducting primary inspection and commensurately strengthen secondary inspection, including linked data systems for all agencies working in border clearance at each site.

Primary Impacts: *Security, Economic Development, Social Harmony, Migrants' Rights*

Secondary Impacts: *International Agreements*

Objective 6: Ensure adequate staffing and work stations to efficiently handle increased demand, and to speed the entry/exit process for all travellers.

Primary Impacts: *Economic Development, International Agreements, Migrants' Rights*

Secondary Impacts: *Security, Social Harmony*



Objective 7: Expand the number of Migrant Screening Centres and Transit Shelters to temporarily hold migrants with no clear right to enter or exit Nigeria, while screening takes place through a multi-agency collaboration, and ensure the highest level of humane conditions.

Primary Impacts: *Security, Social Harmony, International Agreements, Migrants' Rights*

Secondary Impacts: *Economic Development*



Objective 8: Strengthen the provision of continuous and rigorous professional training for NIS officers managing the land borders at BCPs and on patrols, considering new technologies and the special needs of cross-border communities. Conduct joint training with other Nigerian agencies performing complementing functions as agreed through inter-agency consultations.

Primary Impacts: *Security, Social Harmony, Migrants' Rights*

Secondary Impacts: *Economic Development, International Agreements*

Objective 9: Design and conduct regular public information campaigns on the process of land border clearance for all stakeholders, including rights and responsibilities of migrants and of NIS, as well as implications of changes in regional and continental agreements.

Primary Impacts: *Economic Development, Social Harmony, International Agreements, Migrants' Rights*

Secondary Impacts: *Security*



Objective 10: Expand partnerships with relevant agencies and organizations in Nigeria and abroad to strengthen migration management coordination efforts.

Primary Impacts: *Security, Economic Development, Social Harmony, International Agreements*

Secondary Impacts: *Migrants' Rights*



Objective 11: Enhance inter-agency collaboration and trans-border cooperation for intelligence and information sharing.

Primary Impacts: *Security*

Secondary Impacts: *Economic Development, Social Harmony, International Agreements, Migrants' Rights*



Objective 12: Implement all appropriate Public Service rules, and additional measures within the purview of the Service, to encourage and support personnel posted for long durations at remote and difficult land border bases and control posts.

Primary Impacts:

Secondary Impacts: *Security, Economic Development, Social Harmony, International Agreements, Migrants' Rights*

Objective 13: Establish an annual and five-year income and expenditure plan for sustaining and regularly upgrading the land border systems, inclusive of national budget contributions and donor support where available.

Primary Impacts:

Secondary Impacts: *Security, Economic Development, Social Harmony, International Agreements, Migrants' Rights*

Summary of Primary and Secondary Impacts for Each Framework Element, per Objective

Land Border Management



Objectives

Primary:
1,2,3,5,7,8,10,11

Secondary:
4,6,9,12,13



Objectives

Primary:
1,2,3,5,6,9,10

Secondary:
4,7,8,11,12,13



Objectives

Primary:
4,5,7,8,9,10

Secondary:
1,2,3,6,11,12,13



Objectives

Primary:
2,3,4,6,7,9,10

Secondary:
1,5,8,11,12,13



Objectives

Primary:
4,5,6,7,8,9

Secondary:
1,2,3,10,11,12,13

4.2.3 Sea Border Management

Strategic Goal:

Upgrade the migration management operations and functionality of Nigeria's sea borders to the highest of international standards for both facilitation of regular travel and the enhancement of security of Nigeria and its marine border partner countries. Put in place efficient systems and procedures for special clearance of passengers covered under free movement agreements and visa free entry at seaport BCPs, while further enhancing capacities to combat sea border criminality. Further strengthen NIS marine border management cooperation with Customs, Nigerian Navy, NPA, NPF marine units and other government partners with complementing roles in sea border management.



Objective 1: Significantly enhance specialized training for NIS marine personnel in all technical and operational areas to improve abilities to interdict watercraft engaging in migration violations, including smuggling of migrants and trafficking in persons, and to identify and process stowaways and other persons of concern. Include extensive cross-agency training with NPA, NPF Marine units, Nigeria's Navy and other key agencies.

Primary Impacts: *Security, International Agreements, Migrants' Rights*

Secondary Impacts: *Economic Development, Social Harmony*



Objective 2: Greatly improve NIS port infrastructure – including jetties, border control offices and migrant reception facilities at seaport BCPs – to enhance responsiveness to security challenges, more smoothly facilitate normal migrant movement, and provide humane services to migrants who are detained for cause, or rescued, including humane temporary care for stowaways and for probable trafficking victims pending NAPTIP transfer.

Primary Impacts: *Security, Economic Development, International Agreements, Migrants' Rights*

Secondary Impacts: *Social Harmony*

Objective 3: Continue to equip seaport BCPs with border management information systems (MIDAS), including linkages with central NIS data systems, for the purposes of quickly approving normal entry/exit and securely identifying persons on national or international watch lists, and those using fraudulent travel documents.

Primary Impacts: *Security, Economic Development, Social Harmony, International Agreements*

Secondary Impacts: *Migrants' Rights*



Objective 4: Strengthen ad hoc and standing mechanisms for robust inter-agency collaboration in all areas of sea border management. Particularly improve inter-agency intelligence gathering and sharing, and cooperation in pursuit of prosecution of criminal cases based on marine migration violations.

Primary Impacts: *Security, International Agreements, Migrants' Rights*

Secondary Impacts: *Economic Development, Social Harmony*

Objective 5: Establish an annual and five-year income and expenditure plan for sustaining and regularly upgrading the sea border management systems and infrastructure, inclusive of national budget contributions and donor support where available.

Primary Impacts:

Secondary Impacts: *Security, Economic Development, Social Harmony, International Agreements, Migrants' Rights*

Summary of Primary and Secondary Impacts for Each Framework Element, per Objective

Sea Border Management



Objectives

Primary:
1,2,3,4

Secondary:
5



Objectives

Primary:
2,3

Secondary:
1,4,5



Objectives

Primary:
3

Secondary:
1,2,4,5



Objectives

Primary:
1,2,3,4

Secondary:
5



Objectives

Primary:
1,2,4

Secondary:
3,5

4.2.4 Virtual Border Management

Strategic Goal

Expand the use of technology and intelligence cooperation – in particular through improvements in the visa application, review and issuance process abroad, and the use of Advance Passenger Information and Passenger Name Record – to better manage Nigeria’s virtual borders.

Objective 1: Harmonization of all of NIS migrant and travel document data bases, and watch lists, to a common central data base available for virtual border management by NIS globally at all Nigerian Embassies, High Commissions and Consulates.

Primary Impacts: *Security, Economic Development, International Agreements*

Secondary Impacts: *Social Harmony, Migrants’ Rights*



Objective 2: Strengthen linkages with all relevant local and international intelligence agencies for the purpose of enhanced cooperation in vetting visa applications to Nigeria and establish formal agreements for this purpose as needed.

Primary Impacts: *Security, Economic Development, International Agreements*

Secondary Impacts: *Social Harmony, Migrants’ Rights*

Objective 3: Procure and deploy all needed IT equipment and systems necessary for effective management of the virtual border, with accompanying training.

Primary Impacts: *Security, Economic Development, International Agreements*

Secondary Impacts: *Social Harmony, Migrants’ Rights*

Objective 4: Establish an annual and five-year income and expenditure plan for sustaining and regularly upgrading the virtual border management functions and systems, inclusive of national budget contributions and donor support where available.

Primary Impacts:

Secondary Impacts: *Security, Economic Development, Social Harmony, International Agreements, Migrants’ Rights*

Summary of Primary and Secondary Impacts for Each Framework Element, per Objective Virtual Border Management



Objectives

Primary:
1,2,3

Secondary:
4



Objectives

Primary:
1,2,3

Secondary:
4



Objectives

Primary:

Secondary:
1,2,3,4



Objectives

Primary:
1,2,3

Secondary:
4



Objectives

Primary:

Secondary:
1,2,3,4

4.2.5 Interior Management

Strategic Goal

Upgrade the operations and functionality of the Service interior management approach to the highest possible standard, putting in place an efficient and technologically sophisticated system for registration of migrants, including biometrics, for ECOWAS nationals, asylum seekers/refugees, deportees, returnees and other non-Nigerians. Encourage inter-agency co-operation and collaboration in interior management, towards national security, human rights, social harmony and economic development, and to fulfil international agreements such as those from ECOWAS Protocols/Decisions.

Objective 1: Develop and deploy a new foreigner registration system, complete with biometrics, and establish linkages with other relevant NIS databases. Include functions for later inclusion of automation of expatriate quota utilization and migrant E-registration and sharing of data with relevant agencies such as DSS, INEC, NIMC, ONSA and others.

Primary Impacts: *Security, Social Harmony, International Agreements, Migrants' Rights*

Secondary Impacts: *Economic Development*

Objective 2: Strengthen NIS offices in all 774 LGAs and fully equip them with data systems and communications equipment for use in fulfilling all interior management functions, particularly registering of foreign nationals and monitoring quota compliance, and provide needed transport and related resources.

Primary Impacts: *Security, Economic Development, Social Harmony, International Agreements*

Secondary Impacts: *Migrants' Rights*



Objective 3: Establish a specialized training programme in interior management, including proper use of advanced technologies and with components of inter-agency training with Police, DSS, NHRC and other relevant agencies, including a focus on the rights and responsibilities of migrants in Nigeria in line with national law, regional and continental agreements, and international norms.

Primary Impacts: *Security, Economic Development, International Agreements, Migrants' Rights*

Secondary Impacts: *Social Harmony*

Objective 4: Design and conduct regular public information/sensitization campaigns to communicate clearly the rights and responsibilities of migrants in Nigeria, and the role and procedures of NIS in administering the conditions of their stay in the country.

Primary Impacts: *Social Harmony, International Agreements, Migrants' Rights*

Secondary Impacts: *Security, Economic Development*

Objective 5: Strengthen and rationalize all ad hoc and standing approaches for regular coordination between NIS and all relevant agencies in the management of



migrants inside the country, and of internally displaced persons. Establish benchmarks and timelines for further functional integration of efforts.

Primary Impacts: *Security, Economic Development, Migrants' Rights*

Secondary Impacts: *Social Harmony, International Agreements*

Objective 6: Establish an annual and five-year income and expenditure plan for sustaining and regularly upgrading the interior management functions and systems, inclusive of national budget contributions and donor support where available.

Primary Impacts:

Secondary Impacts: *Security, Economic Development, Social Harmony, International Agreements, Migrants' Rights*

Summary of Primary and Secondary Impacts for Each Framework Element, per Objective

Interior Management



Objectives

Primary:
1,2,3,5

Secondary:
4,6



Objectives

Primary:
2,3,5

Secondary:
1,4,6



Objectives

Primary:
1,2,4

Secondary:
3,5,6



Objectives

Primary:
1,2,3,4

Secondary:
5,6



Objectives

Primary:
1,3,4,5

Secondary:
2,6

4.2.6 Returns Management

Strategic Goal

To strengthen the implementation of a comprehensive, effective and efficient returns management programme that is in line with global best practices for the protection of human rights and dignity of returnees, which minimizes reoccurrence of irregular migration, and which includes a fully inclusive and efficient inter-agency action plan for rehabilitation and re-integration.

Objective 1: To provide fully equipped modern returnee shelters and holding centres for screening and temporary accommodation of returnees at all major entry points; encourage and enable appropriate external monitoring.

Primary Impacts: *Security Social Harmony, International Agreements, Migrants' Rights*

Secondary Impacts: *Economic Development*

Objective 2: To fully connect and integrate all entry points with a functional returnee data registration system, inclusive of biometrics, linked with Service Headquarters and all relevant NIS databases including API.

Primary Impacts: *Security, International Agreements, Migrants' Rights*

Secondary Impacts: *Economic Development, Social Harmony*



Objective 3: To strengthen current inter-agency coordination mechanisms and establish new ones where necessary, to ensure full synergy and inter-agency collaboration in the rehabilitation and integration of returnees.

Primary Impacts: *Security, International Agreements, Migrants' Rights*

Secondary Impacts: *Economic Development, Social Harmony*



Objective 4: Establish a specialized training programme in returns management, including proper use of data systems and with components of cross-training with Police, DSS, NAPITIP, NCFRMI, NDLEA and other relevant agencies, including a focus on the rights and responsibilities of Nigerian returnees in line with national law, international standards and best practices.

Primary Impacts: *Security, International Agreements, Migrants' Rights*

Secondary Impacts: *Economic Development, Social Harmony*



Objective 5: In collaboration with other agencies, design and conduct regular public information/sensitization campaigns to communicate clearly the dangers and disadvantages of irregular migration, and the commensurate rights of free but regular movement to agreed destination countries, in line with Nigeria's international agreements.

Primary Impacts: *Social Harmony, International Agreements, Migrants' Rights*

Secondary Impacts: *Security, Economic Development*

Objective 6: Establish an annual and five-year income and expenditure plan for sustaining and regularly upgrading the returns management functions and systems, inclusive of national budget contributions and donor support where available.

Primary Impacts:

Secondary Impacts: *Security, Economic Development, Social Harmony, International Agreements, Migrants' Rights*

Summary of Primary and Secondary Impacts for Each Framework Element, per Objective

Returns Management



Objectives

Primary:
1,2,3,4

Secondary:
5,6



Objectives

Primary:

Secondary:
1,2,3,4,5,6



Objectives

Primary:
1,5

Secondary:
2,3,4,6



Objectives

Primary:
1,2,3,4,5

Secondary:
6



Objectives

Primary:
1,2,3,4,5

Secondary:
6

4.2.7 Visa Management

Strategic Goal:

To ensure that the process of issuance of visas to applicants is designed and implemented in an efficient and transparent manner that facilitates ease of doing business in Nigeria, while fully responsive to security concerns.

Objective 1: To provide proper facilities, equipment and data/IT systems to enable efficient and secure review and issuance of visas on arrival to all qualified applicants at all BCPs (air, land and sea), to facilitate the goals of regional and continental co-development.

Primary Impacts: *Security, Economic Development, International Agreements, Migrants' Rights*

Secondary Impacts: *Social Harmony*

Objective 2: Ensure full implementation of biometrics in Nigeria's visa regime to enable monitoring and detection of risks during the application process, and prevention of unwanted movement toward Nigeria's borders.

Primary Impacts: *Security, Social Harmony*

Secondary Impacts: *Economic Development, International Agreements, Migrants' Rights*



Objective 3: Establish a specialized training programme in visa management, including proper use of data systems, intelligence sharing and other key features, with components of inter-agency training with other concerned agencies such as DSS.

Primary Impacts: *Security, Economic Development, International Agreements*

Secondary Impacts: *Social Harmony, Migrants' Rights*

Objective 4: Review all visa vignette features, recommend, redesign the features and implement in order to improve visa security and prevent forgery.

Primary Impacts: *Security, Social Harmony*

Secondary Impacts: *Economic Development, International Agreements, Migrants' Rights*

Objective 5: Ensure clear and readily available public information on visa requirements, costs and guidelines for application as well as continue to improve the online application system. Ensure dissemination of information to all locations from which Nigerian visas are commonly requested.

Primary Impacts: *Security, Social Harmony, International Agreements, Migrants' Rights*

Secondary Impacts: *Economic Development*

Objective 6: Conduct an annual review on adherence to visa review and issuance procedures for all appropriate formations of the Service.

Primary Impacts: *Security, Economic Development, International Agreements, Migrants' Rights*

Secondary Impacts: *Social Harmony*

Objective 7: Establish an annual and five-year income and expenditure plan for sustaining and regularly upgrading the visa management functions and systems, inclusive of national budget contributions and donor support where available.

Primary Impacts:

Secondary Impacts: *Security, Economic Development, Social Harmony, International Agreements, Migrants' Rights*

Summary of Primary and Secondary Impacts for Each Framework Element, per Objective

Visa Management



Objectives

Primary:
1,2,3,4,5,6

Secondary:
7



Objectives

Primary:
1,3,6

Secondary:
2,4,5,7



Objectives

Primary:
2,4,5

Secondary:
1,3,6,7



Objectives

Primary:
1,3,5,6

Secondary:
2,4,7



Objectives

Primary:
1,5,6

Secondary:
2,3,4,7

4.2.8 Travel Document Management

Strategic Goal

To produce travel documents that are fully consistent with the highest international standards, including robust security and advanced technological features – through a highly protected, secure and regularly audited process – to support security and facilitate cross-border movement. Ensure these documents are readily available and accessible to qualified Nigerians across the globe.

Objective 1: Continue to constantly improve the procurement process for the supply and production of travel documents, ensuring best quality, competitive cost, and most responsive service support.

Primary Impacts: *Security, Social Harmony, International Agreements*

Secondary Impacts: *Economic Development, Migrants' Rights*



Objective 2: Strengthen capacities to verify documents and identity claims during the travel document application process, including appropriate technology tools/systems to support this process. In particular, establish efficient and secure means to confirm through NIMC data bases the NINs offered by applicants.

Primary Impacts: *Security, International Agreements*

Secondary Impacts: *Economic Development, Social Harmony, Migrants' Rights*

Objective 3: Improve and automate means of ensuring cancellation of any Nigerian travel document reported to be lost or stolen, or which has been mis-issued. Ensure that this capacity is in place within Nigerian data bases and is linked with international systems as appropriate, including the INTERPOL I/24-7 data base of SLTDs.

Primary Impacts: *Security, International Agreements*

Secondary Impacts: *Economic Development, Social Harmony, Migrants' Rights*

Objective 4: Continue to institutionalize reforms that eliminate brokers and other middlemen, and all security weaknesses in the process of acquisition, production and issuance of Nigerian travel documents by, among other actions, significantly reducing human interface in the process.

Primary Impacts: *Security, Social Harmony, International Agreements, Migrants' Rights*

Secondary Impacts: *Economic Development*

Objective 5: To continue to strengthen compliance with the ethics of the Service as it relates to issuance of travel documents, through multiple methods of accountability and through strict discipline toward those who engage in unethical practices.

Primary Impacts: *Security, Social Harmony, International Agreements, Migrants' Rights*

Secondary Impacts: *Economic Development*

Objective 6: Ensure clear and readily available public information on travel document requirements, costs and guidelines for application as well as continue to improve the online application system. Ensure dissemination of information to all locations from which Nigerian travel documents are commonly requested and issued. Publicize the offenses and penalties of fraud in the travel document process.

Primary Impacts: *Security, Economic Development, Social Harmony, International Agreements, Migrants' Rights*

Secondary Impacts:

Objective 7: Constantly refine and improve the processes of application and acquisition of Nigerian travel documents to be maximally transparent, effective and efficient to save cost and time of the applicants and NIS, to reinforce public and international confidence in the process and in the documents' integrity.

Primary Impacts: *Security, Economic Development, Social Harmony, International Agreements, Migrants' Rights*

Secondary Impacts:



Objective 8: Establish a specialized training programme in travel document management, including proper use of data systems, verification of identity and support documents, and other key features. Include appropriate inter-agency training with other directly concerned agencies, such as NIMC.

Primary Impacts: *Security, International Agreements*

Secondary Impacts: *Economic Development, Social Harmony, Migrants' Rights*

Objective 9: In consultation with key partners, including IOM through the NBIC (National Biometric Identity Card) project, complete the final plan for implementing the Nigeria version of the new intra-ECOWAS travel document as defined in the December 2014 ECOWAS Decision, and begin implementation.

Primary Impacts: *Security, Economic Development, International Agreements, Migrants' Rights*

Secondary Impacts: *Social Harmony*

Objective 10: Put in place a bi-annual external technical review of systems, procedures and product quality for the Nigerian travel documents, and the documents’ application and issuance processes, in cooperation with key agencies such as ICAO and IOM.

Primary Impacts: *Security, International Agreements*

Secondary Impacts: *Economic Development, Social Harmony, Migrants’ Rights*

Objective 11: Establish an annual and five-year income and expenditure plan for sustaining and regularly upgrading the travel document management functions and systems, inclusive of national budget contributions and donor support where available.

Primary Impacts:

Secondary Impacts: *Security, Economic Development, Social Harmony, International Agreements, Migrants’ Rights*

Summary of Primary and Secondary Impacts for Each Framework Element, per Objective

Travel Document Management

				
Objectives	Objectives	Objectives	Objectives	Objectives
<u>Primary:</u> 1,2,3,4,5,6,7,8,9,10,	<u>Primary:</u> 6,7,9	<u>Primary:</u> 1,4,5,6,7	<u>Primary:</u> 1,2,3,4,5,6,7,8,9,10	<u>Primary:</u> 4,5,6,7,9,
<u>Secondary:</u> 11	<u>Secondary:</u> 1,2,3,4,5,8,10,11	<u>Secondary:</u> 2,3,8,9,10,11	<u>Secondary:</u> 11	<u>Secondary:</u> 1,2,3,8,10,11

4.2.9 Special Security Environment Border Management

Strategic Goal

Support the National Security Strategy, the National Counter-Terrorism Strategy and other relevant policies and initiatives by carrying out statutory NIS Area of Responsibilities (AOR) duties in areas of special security challenges, including in all conflict zones, and by fully participating in all relevant inter-agency operational actions, coordination and planning.



Objective 1: Specifically work toward; further supporting and reinforcing all of NACTEST's workstreams, particularly the following:

- **Secure:** Strengthen border infrastructure; Increase joint border patrols and similar cooperation; Increase migration intelligence functions with other national agencies and with agencies in other countries.
- **Identify:** Contribute to disrupting terrorist threats before they are executed by increased use of data systems and biometrics for clearing persons at all border crossings, and for the visa application process, and through the implementation of an Advance Passenger Information System (API) for air borders; Expand community policing of borders, especially in contiguous border communities; Expand cooperation with ONSA CIC.

Primary Impacts: *Security, Economic Development, Social Harmony, International Agreements*

Secondary Impacts: *Migrants' Rights*



Objective 2: In collaboration with other mandated agencies, continue to actively contribute to the Joint Task Force and similar initiatives to improve security in special security environments, carrying out operations such as: cordon and search; perimeter foot and mobile routine reconnaissance; sentry rounds; rapid respond mop-up operations; and, supporting combat operations as may be needed.

Primary Impacts: *Security, Social Harmony, International Agreements*

Secondary Impacts: *Economic Development, Migrants' Rights*



Objective 3: In collaboration with other mandated agencies, continue to provide protection and maintenance of security for Internally Displaced Persons at various IDP camps, and similar functions at refugee and asylum seeker camps, including mounting road blocks, engaging in stop and inspect operations at all major point of entry and exit in key humanitarian operational areas, and by providing other similar support to the work of humanitarian initiatives in these areas.

Primary Impacts: *Security, International Agreements, Migrants' Rights*

Secondary Impacts: *Economic Development, Social Harmony*



Objective 4: In collaboration with the mandated agencies, and using increasingly sophisticated technology and intelligence sharing, screen terrorist group suspects in order to establish their true nationality and, as merited, make arrangement with counterpart agencies for their repatriation to their countries of origin.

Primary Impacts: *Security, Social Harmony International Agreements, Migrants' Rights*

Secondary Impacts: *Economic Development*

Objective 5: Establish migration control perimeters for screening of persons entering and leaving special security environments, in lieu of screening at actual borders where insecurity will not allow, including use of all available inspection methods and tools (border management information systems in mobile format; connections to national and international watch lists; increased recording of and use of biometrics in the clearance process; etc.).

Primary Impacts: *Security, Social Harmony, International Agreements, Migrants' Rights*

Secondary Impacts: *Economic Development*



Objective 6: Further reinforcing NIS' approach in special security environments, the Service will continue to actively participate as a member of the *Border Security Steering Committee* coordinated by the Office of the National Security Adviser (ONSA), and in other relevant inter-agency coordination mechanisms.

Primary Impacts: *Security, International Agreements*

Secondary Impacts: *Economic Development, Social Harmony, Migrants' Rights*

Objective 7: Establish an annual and five-year income and expenditure plan for sustaining and regularly upgrading special security environment border management functions and systems, inclusive of national budget contributions and donor support where available.

Primary Impacts:

Secondary Impacts: *Security, Economic Development, Social Harmony, International Agreements, Migrants' Rights*

Summary of Primary and Secondary Impacts for Each Framework Element, per Objective

Special Security Environment Border Management



Objectives

Primary:
1,2,3,4,5,6

Secondary:
7



Objectives

Primary:
1

Secondary:
2,3,4,5,6,7



Objectives

Primary:
1,2,4,5

Secondary:
3,6,7



Objectives

Primary:
1,2,3,4,5,6

Secondary:
7



Objectives

Primary:
3,4,5

Secondary:
1,2,6,7

5. SUMMARY OF IMPLICATIONS FOR FRAMEWORK AREAS

This section of the NBMS consolidates the primary impact objectives from each of the nine operational areas detailed in the previous section to provide a concise overview of the objectives for each of the five strategic framework elements: 1) Enhancing National Security, 2) Contributing to National Economic Development, 3) Reinforcing Social Harmony, 4) Fulfilling International Agreements and Partnerships, and 5) Ensuring Migrants' Human Rights and the Protection of Vulnerable Migrants. The elements of Integrated Border Management (IBM) are again highlighted.

5.1 Enhancing National Security

Framework Area Strategic Objective



NIS' approach to border management will positively contribute to the enhancement of national security through the significant expansion of human and technological resources for migrant inspection and border monitoring, strong inter-agency collaboration, and expansion of bilateral and multi-lateral partnerships.

Air Border Management Primary Impact Objectives

Objective A: Fully equip all international airports, and general aviation terminals, with border management information systems enabling speedier processing of travellers, including charter airline passengers, and capable of capturing biometric data and including all necessary data and communication linkages. Similarly equip, on an as-needed mobile basis, the domestic airports that serve international travel for special religious and cultural travel occasions.

Objective B: Fully integrate all air border movement data into the main database of border movements, and into the overall NIS migration database, including linkages with the national alert list and with INTERPOL I-24/7 databases.



Objective C: Through inter-agency planning, reduce the number of agencies conducting primary inspection and commensurately strengthen secondary inspection, including linked data systems for all agencies working in border clearance at each site, without compromising national security.



Objective D: Actively contribute to all relevant inter-agency mechanisms focused on improvement of air border facilitation and security, such as the JAITF.



Objective E: Integrate batch API into the air border data system and establish a standing technical working group on API data sharing with all relevant national and international partners.



Objective F: Re-establish NIS' capacity for conducting air patrols and, through joint planning and new agreements, re-engage cooperative joint air patrols with NAF.



Objective G: Establish rigorous and ongoing training for NIS officers managing the air borders, considering new technologies. Cross-train with other Nigerian agencies conducting secondary inspection as agreed through inter-agency consultations.



Objective H: Effectively manage the process of re-positioning NIS's functions in the new terminals as they come online, in close coordination with other concerned agencies.

Land Border Management: Primary Impact Objectives

Objective A: Fully equip all land border control posts (BCPs) and their overseeing Commands with border management information systems capable of capturing biometric data and including all necessary watchlist data and communication linkages. Similarly equip border patrols with mobile systems to link with the nearest BCP or Command.



Objective B: In a phased approach, and in close cooperation with all concerned national agencies and cross-border partners, move toward establishment of One Stop Border Posts (OSBPs) at every major land BCP.

Objective C: Fully integrate all land border movement data into the main database of border movements, and into the overall NIS migration database, including linkages with the national alert list and with INTERPOL I-24/7 data bases.



Objective D: Through inter-agency planning and the provision of a shared data system, reduce the number of agencies conducting primary inspection and commensurately strengthen secondary inspection, including linked data systems for all agencies working in border clearance at each site.



Objective E: Expand the number of Migrant Screening Centres and Transit Shelters to temporarily hold migrants with no clear right to enter or exit Nigeria, while screening takes place through a multi-agency collaboration, and ensure the highest level of humane conditions.



Objective F: Strengthen the provision of continuous and rigorous professional training for NIS officers managing the land borders at BCPs and on patrols, considering new technologies and the special needs of cross-border communities. Conduct joint training with other Nigerian agencies performing complementing functions as agreed through inter-agency consultations.



Objective G: Expand partnerships with relevant agencies and organizations in Nigeria and abroad to strengthen coordination of migration management efforts.



Objective H: Enhance inter-agency collaboration and trans-border cooperation for intelligence and information sharing.

Sea Border Management Primary Impact Objectives



Objective A: Significantly enhance specialized training for NIS marine personnel in all technical and operational areas to improve abilities to interdict watercraft engaging in migration violations, including smuggling of migrants and trafficking in persons, and to identify and process stowaways and other persons of concern. Include extensive cross-agency training with NPA, Nigerian Police Marine units, Nigeria's Navy and other key agencies



Objective B: Greatly improve NIS port infrastructure – including jetties, border control offices and migrant reception facilities at seaport BCPs – to enhance responsiveness to security challenges, more smoothly facilitate normal migrant movement, and provide humane services to migrants who are detained for cause, or rescued, including humane temporary care for stowaways and for probable trafficking victims pending NAPTIP transfer.

Objective C: Continue to equip seaport BCPs with border management information systems (MIDAS), including linkages with central NIS data systems, for the purposes of quickly approving normal entry/exit and securely identifying persons on national or international watch lists, and those using fraudulent travel documents.



Objective D: Strengthen ad hoc and standing mechanisms for robust inter-agency collaboration in all areas of sea border management. Particularly improve inter-agency intelligence gathering and sharing, and cooperation in pursuit of prosecution of criminal cases based on marine migration violations.

Virtual Border Management Primary Impact Objectives

Objective A: Harmonization of all of NIS migrant and travel document data bases, and watch lists, to a common central data base available for virtual border management by NIS globally at all Nigerian Embassies, High Commissions and Consulates.



Objective B: Strengthen linkages with all relevant local and international intelligence agencies for the purpose of enhanced cooperation in vetting visa applications to Nigeria and establish formal agreements for this purpose as needed.

Objective C: Procure and deploy all needed IT equipment and systems necessary for effective management of the virtual border, with accompanying training.

Interior Management Primary Impact Objectives

Objective A: Develop and deploy a new foreigner registration system, complete with biometrics, and establish linkages with other relevant NIS databases. Include functions for later inclusion of automation of expatriate quota utilization and migrant E-registration and sharing of data with relevant agencies such as DSS, INEC, NIMC, ONSA and others.

Objective B: Strengthen NIS offices in all 774 LGAs and fully equip them with data systems and communications equipment for use in fulfilling all interior management functions, particularly registering of foreign nationals and monitoring quota compliance, and provide needed transport and related resources.



Objective C: Establish a specialized training programme in interior management, including proper use of advanced technologies and with components of inter-agency training with Police, DSS, NHRC and other relevant agencies, including a focus on the rights and responsibilities of migrants in Nigeria in line with national law, regional and continental agreements, and international norms.



Objective D: Strengthen and rationalize all ad hoc and standing approaches for regular coordination between NIS and all relevant agencies in the management of migrants inside the country and internally displaced persons. Establish benchmarks and timelines for further functional integration of efforts.

Returns Management: Primary Impact Objectives

Objective A: To provide fully equipped modern returnee shelters and holding centres for screening and temporary accommodation of returnees at all major entry points; encourage and enable appropriate external monitoring.

Objective B: To fully connect and integrate all entry points with a functional returnee data registration system, inclusive of biometrics, linked with Service Headquarters and all relevant NIS databases including API.



Objective C: To strengthen current inter-agency coordination mechanisms and establish new ones where necessary, to ensure full synergy and inter-agency collaboration in the rehabilitation and integration of returnees.



Objective D: Establish a specialized training programme in returns management, including proper use of data systems and with components of cross-training with Police, DSS, NAPITIP, NCFRMI, NDLEA and other relevant agencies, including a focus on the rights and responsibilities of Nigerian returnees in line with national law, international standards and best practices.

Visa Management: Primary Impact Objectives

Objective A: To provide proper facilities, equipment and data/IT systems to enable efficient and secure review and issuance of visas on arrival to all qualified applicants at all BCPs (air, land and sea), to facilitate the goals of regional and continental co-development.

Objective B: Ensure full implementation of biometrics in Nigeria's visa regime to enable monitoring and detection of risks during the application process, and prevention of unwanted movement toward Nigeria's borders.



Objective C: Establish a specialized training programme in visa management, including proper use of data systems, intelligence sharing and other key features, with components of inter-agency training with other concerned agencies such as DSS.

Objective D: Review all visa vignette features, recommend, redesign the features and implement in order to improve visa security and prevent forgery.

Objective E: Ensure clear and readily available public information on visa requirements, costs and guidelines for application as well as continue to improve the online application system. Ensure dissemination of information to all locations from which Nigerian visas are commonly requested.

Objective F: Conduct an annual review on adherence to visa review and issuance procedures for all appropriate formations of the Service.

Travel Document Management: Primary Impact Objectives

Objective A: Continue to constantly improve the procurement process for the supply and production of travel documents, ensuring best quality, competitive cost, and most responsive service support.



Objective B: Strengthen capacities to verify documents and identity claims during the travel document application process, including appropriate technology tools/systems to support this process. In particular, establish efficient and secure means to confirm through NIMC data bases the NINs offered by applicants.

Objective C: Improve and automate means of ensuring cancellation of any Nigerian travel document reported to be lost or stolen, or which has been mis-issued. Ensure that this capacity is in place within Nigerian data bases and is linked with international systems as appropriate, including the INTERPOL I/24-7 data base of SLTDs.

Objective D: Continue to institutionalize reforms that eliminate brokers and other middlemen, and all security weaknesses in the process of acquisition, production and issuance of Nigerian travel documents by, among other actions, significantly reducing human interface in the process.

Objective E: To continue to strengthen compliance with the ethics of the Service as it relates to issuance of travel documents, through multiple methods of accountability and through strict discipline toward those who engage in unethical practices.

Objective F: Ensure clear and readily available public information on travel document requirements, costs and guidelines for application as well as continue to improve the online application system. Ensure dissemination of information to all locations from which Nigerian travel documents are commonly requested and issued. Publicize the offenses and penalties of fraud in the travel document process.

Objective G: Constantly refine and improve the processes of application and acquisition of Nigerian travel documents to be maximally transparent, effective and efficient to save cost and time of the applicants and NIS, to reinforce public and international confidence in the process and in the documents' integrity.



Objective H: Establish a specialized training programme in travel document management, including proper use of data systems, verification of identity and support documents, and other key features. Include appropriate inter-agency training with other directly concerned agencies, such as NIMC.

Objective I: In consultation with key partners, including IOM through the NBIC (National Biometric Identity Card) project, complete the final plan for implementing the Nigeria version of the new intra-ECOWAS travel document as defined in the December 2014 ECOWAS Decision and begin implementation.

Objective J: Put in place a bi-annual external technical review of systems, procedures and product quality for the Nigerian travel documents, and the documents' application and issuance processes, in cooperation with key agencies such as ICAO and IOM.

Special Security Environment Border Management: Primary Impact Objectives



Objective A: Specifically work toward; further supporting and reinforcing all of NACTEST's workstreams, particularly the following:

- **Secure:** Strengthen border infrastructure; Increase joint border patrols and similar cooperation; Increase migration intelligence functions with other national agencies and with agencies in other countries.
- **Identify:** Contribute to disrupting terrorist threats before they are executed by increased use of data systems and biometrics for clearing persons at all border crossings, and for the visa application process, and through the implementation of an Advance Passenger Information System (API) for air borders; Expand community policing of borders, especially in contiguous border communities; Expand cooperation with ONSA CIC.



Objective B: In collaboration with other mandated agencies, continue to actively contribute to the Joint Task Force and similar initiatives to improve security in special security environments, carrying out operations such as: cordon and search; perimeter foot and mobile routine reconnaissance; sentry rounds; rapid respond mop-up operations; and, supporting combat operations as may be needed.



Objective C: In collaboration with other mandated agencies, continue to provide protection and maintenance of security for Internally Displaced Persons at various IDP camps, and similar functions at refugee and asylum seeker camps, including mounting road blocks, engaging in stop and inspect operations at all major point of entry and exit in key humanitarian operational areas, and by providing other similar support to the work of humanitarian initiatives in these areas.



Objective D: In collaboration with the mandated agencies, and using increasingly sophisticated technology and intelligence sharing, screen terrorist group suspects in order to establish their true nationality and, as merited, make arrangement with counterpart agencies for their repatriation to their countries of origin.

Objective E: Establish migration control perimeters for screening of persons entering and leaving special security environments, in lieu of screening at actual borders where insecurity will not allow, including use of all available inspection methods and tools (border management information systems in mobile format; connections to national and international watch lists; increased recording of and use of biometrics in the clearance process; etc.).



Objective F: Further reinforcing NIS' approach in special security environments, the Service will continue to actively participate as a member of the *Border Security Steering Committee* coordinated by the Office of the National Security Adviser (ONSA), and in other relevant inter-agency coordination mechanisms.

5.2 Contributing to National Economic Development

Framework Area Strategic Objective



NIS' approach to border management will positively contribute to economic development by streamlining the movement of people through more effective and efficient procedures, enhanced by the expanded use of appropriate technologies and implemented by highly trained personnel.

Air Border Management: Primary Impact Objectives

Objective A: Fully equip all international airports, and general aviation terminals, with border management information systems enabling speedier processing of travellers, including charter airline passengers, and capable of capturing biometric data and including all necessary data and communication linkages. Similarly equip, on an as-needed mobile basis, the domestic airports that serve international travel for special religious and cultural travel occasions.

Objective B: Fully integrate all air border movement data into the main database of border movements, and into the overall NIS migration database, including linkages with the national alert list and with INTERPOL I-24/7 databases.



Objective C: Through inter-agency planning, reduce the number of agencies conducting primary inspection and commensurately strengthen secondary inspection, including linked data systems for all agencies working in border clearance at each site, without compromising national security.



Objective D: Actively contribute to all relevant inter-agency mechanisms focused on improvement of air border facilitation and security, such as the JAITF.



Objective E: Integrate batch API into the air border data system and establish a standing technical working group on API data sharing with all relevant national and international partners.

Objective F: Ensure sufficient staffing and work stations to efficiently handle increased demand for visa-on-arrival services, and to speed the entry process of all passengers.



Objective G: Establish rigorous and ongoing training for NIS officers managing the air borders, considering new technologies. Cross-train with other Nigerian agencies conducting secondary inspection as agreed through inter-agency consultations.

Objective H: Design and conduct regular public information campaigns on the process of air border clearance, including rights and responsibilities of NIS and of passengers arriving or departing by air.



Objective I: Effectively manage the process of re-positioning NIS's functions in the new terminals as they come online, in close coordination other concerned agencies.

Land Border Management: Primary Impact Objectives

Objective A: Fully equip all land border control posts (BCPs) and their overseeing Commands with border management information systems capable of capturing biometric data and including all necessary watchlist data and communication linkages. Similarly equip border patrols with mobile systems to link with the nearest BCP or Command.



Objective B: In a phased approach, and in close cooperation with all concerned national agencies and cross-border partners, move toward establishment of One Stop Border Posts (OSBPs) at every major land BCP.

Objective C: Fully integrate all land border movement data into the main database of border movements, and into the overall NIS migration database, including linkages with the national alert list and with INTERPOL I-24/7 data bases.



Objective D: Through inter-agency planning and the provision of a shared data system, reduce the number of agencies conducting primary inspection and commensurately strengthen secondary inspection, including linked data systems for all agencies working in border clearance at each site.

Objective E: Ensure adequate staffing and work stations to efficiently handle increased demand, and to speed the entry/exit process for all travellers.

Objective F: Design and conduct regular public information campaigns for all stakeholders on the process of land border clearance, including rights and responsibilities of migrants and of NIS, as well as implications of changes in regional and continental agreements.



Objective G: Expand partnerships with relevant agencies and organizations in Nigeria and abroad to strengthen coordination of migration management efforts.

Sea Border Management: Primary Impact Objectives



Objective A: Greatly improve NIS port infrastructure – including jetties, border control offices and migrant reception facilities at seaport BCPs – to enhance responsiveness to security challenges, more smoothly facilitate normal migrant movement, and provide humane services to migrants who are detained for cause, or rescued, including humane temporary care for stowaways and for probable trafficking victims pending NAPTIP transfer.

Objective B: Continue to equip seaport BCPs with border management information systems (MIDAS), including linkages with central NIS data systems, for the purposes of quickly approving normal entry/exit and securely identifying persons on national or international watch lists, and those using fraudulent travel documents.

Virtual Border Management: Primary Impact Objectives

Objective A: Harmonization of all of NIS migrant and travel document data bases, and watch lists, to a common central data base available for virtual border management by NIS globally at all Nigerian Embassies, High Commissions and Consulates.

Primary Impacts: *Security, Economic Development, International Agreements*

Secondary Impacts: *Social Harmony, Migrants' Rights*



Objective B: Strengthen linkages with all relevant local and international intelligence agencies for the purpose of enhanced cooperation in vetting visa applications to Nigeria and establish formal agreements for this purpose as needed.

Primary Impacts: *Security, Economic Development, International Agreements*

Secondary Impacts: *Social Harmony, Migrants' Rights*

Objective C: Procure and deploy all needed IT equipment and systems necessary for effective management of the virtual border, with accompanying training.

Primary Impacts: *Security, Economic Development, International Agreements*

Secondary Impacts: *Social Harmony, Migrants' Rights*

Interior Management: Primary Impact Objectives

Objective A: Strengthen NIS offices in all 774 LGAs and fully equip them with data systems and communications equipment for use in fulfilling all interior management functions, particularly registering of foreign nationals and monitoring quota compliance, and provide needed transport and related resources.



Objective B: Establish a specialized training programme in interior management, including proper use of advanced technologies and with components of inter-agency training with Police, DS, NHRC S and other relevant agencies, including a focus on the rights and responsibilities of migrants in Nigeria in line with national law, regional and continental agreements, and international norms.



Objective C: Strengthen and rationalize all ad hoc and standing approaches for regular coordination between NIS and all relevant agencies in the management of migrants inside the country and internally displaced persons. Establish benchmarks and timelines for further functional integration of efforts.

Returns Management: Primary Impact Objectives

(No primary impact objectives under this framework area)

Visa Management: Primary Impact Objectives

Objective A: To provide proper facilities, equipment and data/IT systems to enable efficient and secure review and issuance of visas on arrival to all qualified applicants at all BCPs (air, land and sea), to facilitate the goals of regional and continental co-development.



Objective B: Establish a specialized training programme in visa management, including proper use of data systems, intelligence sharing and other key features, with components of inter-agency training with other concerned agencies such as DSS.

Objective C: Conduct an annual review on adherence to visa review and issuance procedures for all appropriate formations of the Service.

Travel Document Management: Primary Impact Objectives

Objective A: Ensure clear and readily available public information on travel document requirements, costs and guidelines for application as well as continue to improve the online application system. Ensure dissemination of information to all locations from which Nigerian travel documents are commonly requested and issued. Publicize the offenses and penalties of fraud in the travel document process.

Objective B: Constantly refine and improve the processes of application and acquisition of Nigerian travel documents to be maximally transparent, effective and efficient to save cost and time of the applicants and NIS, to reinforce public and international confidence in the process and in the documents' integrity.

Objective C: In consultation with key partners, including IOM through the NBIC (National Biometric Identity Card) project, complete the final plan for implementing the Nigeria version of the new intra-ECOWAS travel document as defined in the December 2014 ECOWAS Decision, and begin implementation.

Special Security Environment Border Management: Primary Impact Objectives



Objective A: Specifically work toward; further supporting and reinforcing all of NACTEST's workstreams, particularly the following:

- **Secure:** Strengthen border infrastructure; Increase joint border patrols and similar cooperation; Increase migration intelligence functions with other national agencies and with agencies in other countries.
- **Identify:** Contribute to disrupting terrorist threats before they are executed by increased use of data systems and biometrics for clearing persons at all border crossings, and for the visa application process, and through the implementation of an Advance Passenger Information System (API) for air borders; Expand community policing of borders, especially in contiguous border communities; Expand cooperation with ONSA CIC.

5.3 Reinforcing Social Harmony

Framework Area Strategic Objective



NIS' approach to border management will positively contribute to social harmony by: continually strengthening the credibility of NIS with contiguous cross-border communities; deepening community contributions to managing borders in their home areas; further engaging cross-border cooperation; and diminishing fears of migrants and backlash against them through highly competent and transparent approaches to border management.

Air Border Management: Primary Impact Objectives



Objective A: Through inter-agency planning, reduce the number of agencies conducting primary inspection and commensurately strengthen secondary inspection, including linked data systems for all agencies working in border clearance at each site, without compromising national security.

Objective B: Design and conduct regular public information campaigns on the process of air border clearance, including rights and responsibilities of NIS and of passengers arriving or departing by air.

Land Border Management: Primary Impact Objectives



Objective A: Assess and recommend if needed any change in data privacy laws required for expanded use of data collection at the land borders, particularly biometric data.



Objective B: Through inter-agency planning and the provision of a shared data system, reduce the number of agencies conducting primary inspection and commensurately strengthen secondary inspection, including linked data systems for all agencies working in border clearance at each site.



Objective C: Expand the number of Migrant Screening Centres and Transit Shelters to temporarily hold migrants with no clear right to enter or exit Nigeria, while screening takes place through a multi-agency collaboration, and ensure the highest level of humane conditions.



Objective D: Strengthen the provision of continuous and rigorous professional training for NIS officers managing the land borders at BCPs and on patrols, considering new technologies and the special needs of cross-border communities. Conduct joint training with other Nigerian agencies performing complementing functions as agreed through inter-agency consultations.

Objective E: Design and conduct regular public information campaigns for all stakeholders on the process of land border clearance, including rights and responsibilities of migrants and of NIS, as well as implications of changes in regional and continental agreements.



Objective F: Expand partnerships with relevant agencies and organizations in Nigeria and abroad to strengthen coordination of migration management efforts.

Sea Border Management: Primary Impact Objectives

Objective A: Continue to equip seaport BCPs with border management information systems (MIDAS), including linkages with central NIS data systems, for the purposes of quickly approving normal entry/exit and securely identifying persons on national or international watch lists, and those using fraudulent travel documents.

Virtual Border Management: Primary Impact Objectives

(No primary impact objectives under this framework area)

Interior Management: Primary Impact Objectives

Objective A: Develop and deploy a new foreigner registration system, complete with biometrics, and establish linkages with other relevant NIS databases. Include functions for later inclusion of automation of expatriate quota utilization and migrant E-registration and sharing of data with relevant agencies such as DSS, INEC, NIMC, ONSA and others.

Objective B: Strengthen NIS offices in all 774 LGAs and fully equip them with data systems and communications equipment for use in fulfilling all interior management functions, particularly registering of foreign nationals and monitoring quota compliance, and provide needed transport and related resources.

Objective C: Design and conduct regular public information/sensitization campaigns to communicate clearly the rights and responsibilities of migrants in Nigeria, and the role and procedures of NIS in administering the conditions of their stay in the country.

Returns Management: Primary Impact Objectives

Objective A: To provide fully equipped modern returnee shelters and holding centres for screening and temporary accommodation of returnees at all major entry points; encourage and enable appropriate external monitoring.



Objective B: In collaboration with other agencies, design and conduct regular public information/sensitization campaigns to communicate clearly the dangers and disadvantages of irregular migration, and the commensurate rights of free but regular movement to agreed destination countries, in line with Nigeria's international agreements.

Visa Management: Primary Impact Objectives

Objective A: Ensure full implementation of biometrics in Nigeria's visa regime to enable monitoring and detection of risks during the application process, and prevention of unwanted movement toward Nigeria's borders.

Objective B: Review all visa vignette features, recommend, redesign the features and implement in order to improve visa security and prevent forgery.

Objective C: Ensure clear and readily available public information on visa requirements, costs and guidelines for application as well as continue to improve the online application system. Ensure dissemination of information to all locations from which Nigerian visas are commonly requested.

Travel Document Management: Primary Impact Objectives

Objective A: Continue to constantly improve the procurement process for the supply and production of travel documents, ensuring best quality, competitive cost, and most responsive service support.

Objective B: Continue to institutionalize reforms that eliminate brokers and other middlemen, and all security weaknesses in the process of acquisition, production and issuance of Nigerian travel documents by, among other actions, significantly reducing human interface in the process.

Objective C: To continue to strengthen compliance with the ethics of the Service as it relates to issuance of travel documents, through multiple methods of accountability and through strict discipline toward those who engage in unethical practices.

Objective D: Ensure clear and readily available public information on travel document requirements, costs and guidelines for application as well as continue to improve the online application system. Ensure dissemination of information to all locations from which Nigerian travel documents are commonly requested and issued. Publicize the offenses and penalties of fraud in the travel document process.

Objective E: Constantly refine and improve the processes of application and acquisition of Nigerian travel documents to be maximally transparent, effective and efficient to save cost and time of the applicants and NIS, to reinforce public and international confidence in the process and in the documents' integrity.

Special Security Environment Border Management: Primary Impact Objectives



Objective A: Specifically work toward; further supporting and reinforcing all of NACTEST's workstreams, particularly the following:

- **Secure:** Strengthen border infrastructure; Increase joint border patrols and similar cooperation; Increase migration intelligence functions with other national agencies and with agencies in other countries.
- **Identify:** Contribute to disrupting terrorist threats before they are executed by increased use of data systems and biometrics for clearing persons at all border crossings, and for the visa application process, and through the implementation of an Advance Passenger Information System (API) for air borders; Expand community policing of borders, especially in contiguous border communities; Expand cooperation with ONSA CIC.



Objective B: In collaboration with other mandated agencies, continue to actively contribute to the Joint Task Force and similar initiatives to improve security in special security environments, carrying out operations such as: cordon and search; perimeter foot and mobile routine reconnaissance; sentry rounds; rapid respond mop-up operations; and, supporting combat operations as may be needed.



Objective C: In collaboration with the mandated agencies, and using increasingly sophisticated technology and intelligence sharing, screen terrorist group suspects in order to establish their true nationality and, as merited, make arrangement with counterpart agencies for their repatriation to their countries of origin.

Objective D: Establish migration control perimeters for screening of persons entering and leaving special security environments, in lieu of screening at actual borders where insecurity will not allow, including use of all available inspection methods and tools (border management information systems in mobile format; connections to national and international watch lists; increased recording of and use of biometrics in the clearance process; etc.).

5.4 Fulfilling International Agreements and Partnerships

Framework Area Strategic Objective



NIS' approach to border management will ensure that Nigeria fulfils all obligations under relevant agreements and treaties and will demonstrate Nigeria's commitment and credibility as an international partner in migration management.

Air Border Management: Primary Impact Objectives

Objective A: Fully integrate all air border movement data into the main database of border movements, and into the overall NIS migration database, including linkages with the national alert list and with INTERPOL I-24/7 databases.

Objective B: Assess and recommend if needed any change in data privacy laws required for expanded use of data collection at the air borders, particularly biometric data.

Objective C: Ensure sufficient staffing and work stations to efficiently handle increased demand for visa-on-arrival services, and to speed the entry process of all passengers.

Objective D: Design and conduct regular public information campaigns on the process of air border clearance, including rights and responsibilities of NIS and of passengers arriving or departing by air.

Objective E: Effectively manage the process of re-positioning NIS's functions in the new terminals as they come online, in close coordination with other concerned agencies.

Land Border Management: Primary Impact Objectives



Objective A: In a phased approach, and in close cooperation with all concerned national agencies and cross-border partners, move toward establishment of One Stop Border Posts (OSBPs) at every major land BCP.

Objective B: Fully integrate all land border movement data into the main database of border movements, and into the overall NIS migration database, including linkages with the national alert list and with INTERPOL I-24/7 data bases.



Objective C: Assess and recommend if needed any change in data privacy laws required for expanded use of data collection at the land borders, particularly biometric data.

Objective D: Ensure adequate staffing and work stations to efficiently handle increased demand, and to speed the entry/exit process for all travellers.



Objective E: Expand the number of Migrant Screening Centres and Transit Shelters to temporarily hold migrants with no clear right to enter or exit Nigeria, while screening takes place through a multi-agency collaboration, and ensure the highest level of humane conditions.

Objective F: Design and conduct regular public information campaigns for all stakeholders on the process of land border clearance, including rights and responsibilities of migrants and of NIS, as well as implications of changes in regional and continental agreements.



Objective G: Expand partnerships with relevant agencies and organizations in Nigeria and abroad to strengthen coordination of migration management efforts.

Sea Border Management: Primary Impact Objectives



Objective A: Significantly enhance specialized training for NIS marine personnel in all technical and operational areas to improve abilities to interdict watercraft engaging in migration violations, including smuggling of migrants and trafficking in persons, and to identify and process stowaways and other persons of concern. Include extensive cross-agency training with NPA, Nigerian Police Marine units, Nigeria's Navy and other key agencies.



Objective B: Greatly improve NIS port infrastructure – including jetties, border control offices and migrant reception facilities at seaport BCPs – to enhance responsiveness to security challenges, more smoothly facilitate normal migrant movement, and provide humane services to migrants who are detained for cause, or rescued, including humane temporary care for stowaways and for probable trafficking victims pending NAPTIP transfer.

Objective C: Continue to equip seaport BCPs with border management information systems (MIDAS), including linkages with NIS central data systems, for the purposes of quickly approving normal entry/exit and securely identifying persons on national or international watch lists, and those using fraudulent travel documents.



Objective D: Strengthen ad hoc and standing mechanisms for robust inter-agency collaboration in all areas of sea border management. Particularly improve inter-agency intelligence gathering and sharing, and cooperation in pursuit of prosecution of criminal cases based on marine migration violations.

Virtual Border Management: Primary Impact Objectives

Objective A: Harmonization of all of NIS migrant and travel document data bases, and watch lists, to a common central data base available for virtual border management by NIS globally at all Nigerian Embassies, High Commissions and Consulates.



Objective B: Strengthen linkages with all relevant local and international intelligence agencies for the purpose of enhanced cooperation in vetting visa applications to Nigeria and establish formal agreements for this purpose as needed.

Objective C: Procure and deploy all needed IT equipment and systems necessary for effective management of the virtual border, with accompanying training.

Interior Management: Primary Impact Objectives

Objective A: Develop and deploy a new foreigner registration system, complete with biometrics, and establish linkages with other relevant NIS databases. Include functions for later inclusion of automation of expatriate quota utilization and migrant E-registration and sharing of data with relevant agencies such as DSS, INEC, NIMC, ONSA and others.

Objective B: Strengthen NIS offices in all 774 LGAs and fully equip them with data systems and communications equipment for use in fulfilling all interior management functions, particularly registering of foreign nationals and monitoring quota compliance, and provide needed transport and related resources.



Objective C: Establish a specialized training programme in interior management, including proper use of advanced technologies and with components of inter-agency training with Police, DSS, NHRC and other relevant agencies, including a focus on the rights and responsibilities of migrants in Nigeria in line with national law, regional and continental agreements, and international norms.

Objective D: Design and conduct regular public information/sensitization campaigns to communicate clearly the rights and responsibilities of migrants in Nigeria, and the role and procedures of NIS in administering the conditions of their stay in the country.

Returns Management: Primary Impact Objectives

Objective A: To provide fully equipped modern returnee shelters and holding centres for screening and temporary accommodation of returnees at all major entry points; encourage and enable appropriate external monitoring.

Objective B: To fully connect and integrate all entry points with a functional returnee data registration system, inclusive of biometrics, linked with Service Headquarters and all relevant NIS databases including API.



Objective C: To strengthen current inter-agency coordination mechanisms and establish new ones where necessary, to ensure full synergy and inter-agency collaboration in the rehabilitation and integration of returnees.



Objective D: Establish a specialized training programme in returns management, including proper use of data systems and with components of cross-training with Police, DSS, NAPITIP, NCFRMI, NDLEA and other relevant agencies, including a focus on the rights and responsibilities of Nigerian returnees in line with national law, international standards and best practices.



Objective E: In collaboration with other agencies, design and conduct regular public information/sensitization campaigns to communicate clearly the dangers and disadvantages of irregular migration, and the commensurate rights of free but regular movement to agreed destination countries, in line with Nigeria's international agreements.

Visa Management: Primary Impact Objectives

Objective A: To provide proper facilities, equipment and data/IT systems to enable efficient and secure review and issuance of visas on arrival to all qualified applicants at all BCPs (air, land and sea), to facilitate the goals of regional and continental co-development.



Objective B: Establish a specialized training programme in visa management, including proper use of data systems, intelligence sharing and other key features, with components of inter-agency training with other concerned agencies such as DSS.

Objective C: Ensure clear and readily available public information on visa requirements, costs and guidelines for application as well as continue to improve the online application system. Ensure dissemination of information to all locations from which Nigerian visas are commonly requested.

Objective D: Conduct an annual review on adherence to visa review and issuance procedures for all appropriate formations of the Service.

Travel Document Management: Primary Impact Objectives

Objective A: Continue to constantly improve the procurement process for the supply and production of travel documents, ensuring best quality, competitive cost, and most responsive service support.



Objective B: Strengthen capacities to verify documents and identity claims during the travel document application process, including appropriate technology tools/systems to support this process. In particular, establish efficient and secure means to confirm through NIMC data bases the NINs offered by applicants.

Objective C: Improve and automate means of ensuring cancellation of any Nigerian travel document reported to be lost or stolen, or which has been mis-issued. Ensure that this capacity is in place within Nigerian data bases and is linked with international systems as appropriate, including the INTERPOL I/24-7 data base of SLTDs.

Objective D: Continue to institutionalize reforms that eliminate brokers and other middlemen, and all security weaknesses in the process of acquisition, production and issuance of Nigerian travel documents by, among other actions, significantly reducing human interface in the process.

Objective E: To continue to strengthen compliance with the ethics of the Service as it relates to issuance of travel documents, through multiple methods of accountability and through strict discipline toward those who engage in unethical practices.

Objective F: Ensure clear and readily available public information on travel document requirements, costs and guidelines for application as well as continue to improve the online application system. Ensure dissemination of information to all locations from which Nigerian travel documents are commonly requested and issued. Publicize the offenses and penalties of fraud in the travel document process.

Objective G: Constantly refine and improve the processes of application and acquisition of Nigerian travel documents to be maximally transparent, effective and efficient to save cost and time of the applicants and NIS, to reinforce public and international confidence in the process and in the documents' integrity.



Objective H: Establish a specialized training programme in travel document management, including proper use of data systems, verification of identity and support documents, and other key features. Include appropriate inter-agency training with other directly concerned agencies, such as NIMC.

Objective I: In consultation with key partners, including IOM through the NBIC (National Biometric Identity Card) project, complete the final plan for implementing the Nigeria version of the new intra-ECOWAS travel document as defined in the December 2014 ECOWAS Decision, and begin implementation.

Objective J: Put in place a bi-annual external technical review of systems, procedures and product quality for the Nigerian travel documents, and the documents' application and issuance processes, in cooperation with key agencies such as ICAO and IOM.

Special Security Environment Border Management: Primary Impact Objectives



Objective A: Specifically work toward; further supporting and reinforcing all of NACTEST's workstreams, particularly the following:

- **Secure:** Strengthen border infrastructure; Increase joint border patrols and similar cooperation; Increase migration intelligence functions with other national agencies and with agencies in other countries.
- **Identify:** Contribute to disrupting terrorist threats before they are executed by increased use of data systems and biometrics for clearing persons at all border crossings, and for the visa application process, and through the implementation of an Advance Passenger Information System (API) for air borders; Expand community policing of borders, especially in contiguous border communities; Expand cooperation with ONSA CIC.



Objective B: In collaboration with other mandated agencies, continue to actively contribute to the Joint Task Force and similar initiatives to improve security in special security environments, carrying out operations such as: cordon and search; perimeter foot and mobile routine reconnaissance; sentry rounds; rapid respond mop-up operations; and, supporting combat operations as may be needed.



Objective C: In collaboration with other mandated agencies, continue to provide protection and maintenance of security for Internally Displaced Persons at various IDP camps, and similar functions at refugee and asylum seeker camps, including mounting road blocks, engaging in stop and inspect operations at all major point of entry and exit in key humanitarian operational areas, and by providing other similar support to the work of humanitarian initiatives in these areas.



Objective D: In collaboration with the mandated agencies, and using increasingly sophisticated technology and intelligence sharing, screen terrorist group suspects in order to establish their true nationality and, as merited, make arrangement with counterpart agencies for their repatriation to their countries of origin.

Objective E: Establish migration control perimeters for screening of persons entering and leaving special security environments, in lieu of screening at actual borders where insecurity will not allow, including use of all available inspection methods and tools (border management information systems in mobile format; connections to national and international watch lists; increased recording of and use of biometrics in the clearance process; etc.).



Objective F: Further reinforcing NIS' approach in special security environments, the Service will continue to actively participate as a member of the *Border Security Steering Committee* coordinated by the Office of the National Security Adviser (ONSA), and in other relevant inter-agency coordination mechanisms.

5.5 Ensuring Migrants' Human Rights and the Protection of Vulnerable Migrants

Framework Area Strategic Objective



NIS' approach to border management will positively contribute to the promotion of migrants' human rights and the protection of vulnerable migrants through clear and accountable procedures that are enacted in close collaboration with all appropriate agencies and supported by assignment of adequate resources.

Air Border Management: Primary Impact Objectives

Objective A: Assess and recommend if needed any change in data privacy laws required for expanded use of data collection at the air borders, particularly biometric data.



Objective B: Through inter-agency planning, reduce the number of agencies conducting primary inspection and commensurately strengthen secondary inspection, including linked data systems for all agencies working in border clearance at each site, without compromising national security.

Objective C: Ensure sufficient staffing and work stations to efficiently handle increased demand for visa-on-arrival services, and to speed the entry process of all passengers.

Objective D: Design and conduct regular public information campaigns on the process of air border clearance, including rights and responsibilities of NIS and of passengers arriving or departing by air.

Land Border Management: Primary Impact Objectives



Objective A: Assess and recommend if needed any change in data privacy laws required for expanded use of data collection at the land borders, particularly biometric data.



Objective B: Through inter-agency planning and the provision of a shared data system, reduce the number of agencies conducting primary inspection and commensurately strengthen secondary inspection, including linked data systems for all agencies working in border clearance at each site.

Objective C: Ensure adequate staffing and work stations to efficiently handle increased demand, and to speed the entry/exit process for all travellers.



Objective D: Expand the number of Migrant Screening Centres and Transit Shelters to temporarily hold migrants with no clear right to enter or exit Nigeria, while screening takes place through a multi-agency collaboration, and ensure the highest level of humane conditions.



Objective E: Strengthen the provision of continuous and rigorous professional training for NIS officers managing the land borders at BCPs and on patrols, considering new technologies and the special needs of cross-border communities. Conduct joint training with other Nigerian agencies performing complementing functions as agreed through inter-agency consultations.

Objective F: Design and conduct regular public information campaigns for all stakeholders on the process of land border clearance, including rights and responsibilities of migrants and of NIS, as well as implications of changes in regional and continental agreements.

Sea Border Management: Primary Impact Objectives



Objective A: Significantly enhance specialized training for NIS marine personnel in all technical and operational areas to improve abilities to interdict watercraft engaging in migration violations, including smuggling of migrants and trafficking in persons, and to identify and process stowaways and other persons of concern. Include extensive cross-agency training with NPA, Nigerian Police Marine unit, Nigeria's Navy, other key agencies.



Objective B: Greatly improve NIS port infrastructure – including jetties, border control offices and migrant reception facilities at seaport BCPs – to enhance responsiveness to security challenges, more smoothly facilitate normal migrant movement, and provide humane services to migrants who are detained for cause, or rescued, including humane temporary care stowaways and of probable trafficking victims pending NAPTIP transfer.



Objective C: Strengthen ad hoc and standing mechanisms for robust inter-agency collaboration in all areas of sea border management. Particularly improve inter-agency intelligence gathering and sharing, and cooperation in pursuit of prosecution of criminal cases based on marine migration violations.

Virtual Border Management: Primary Impact Objectives

(No primary impact objectives for this framework area)

Interior Management: Primary Impact Objectives

Objective A: Develop and deploy a new foreigner registration system, complete with biometrics, and establish linkages with other relevant NIS databases. Include functions for later inclusion of automation of expatriate quota utilization and migrant E-registration and sharing of data with relevant agencies such as DSS, INEC, NIMC, ONSA and others.



Objective B: Establish a specialized training programme in interior management, including proper use of advanced technologies and with components of inter-agency training with Police, DSS, NHRC and other relevant agencies, including a focus on the rights and responsibilities of migrants in Nigeria in line with national law, regional and continental agreements, and international norms.

Objective C: Design and conduct regular public information/sensitization campaigns to communicate clearly the rights and responsibilities of migrants in Nigeria, and the role and procedures of NIS in administering the conditions of their stay in the country.



Objective D: Strengthen and rationalize all ad hoc and standing approaches for regular coordination between NIS and all relevant agencies in the management of migrants inside the country and internally displaced persons. Establish benchmarks and timelines for further functional integration of efforts.

Returns Management: Primary Impact Objectives

Objective A: To provide fully equipped modern returnee shelters and holding centres for screening and temporary accommodation of returnees at all major entry points; encourage and enable appropriate external monitoring.

Objective B: To fully connect and integrate all entry points with a functional returnee data registration system, inclusive of biometrics, linked with Service Headquarters and all relevant NIS databases including API.



Objective C: To strengthen current inter-agency coordination mechanisms and establish new ones where necessary, to ensure full synergy and inter-agency collaboration in the rehabilitation and integration of returnees.



Objective D: Establish a specialized training programme in returns management, including proper use of data systems and with components of cross-training with Police, DSS, NAP TIP, NCFRMI, NDLEA and other relevant agencies, including a focus on the rights and responsibilities of Nigerian returnees in line with national law, international standards and best practices.



Objective E: In collaboration with other agencies, design and conduct regular public information/sensitization campaigns to communicate clearly the dangers and disadvantages of irregular migration, and the commensurate rights of free but regular movement to agreed destination countries, in line with Nigeria's international agreements.

Visa Management: Primary Impact Objectives

Objective A: To provide proper facilities, equipment and data/IT systems to enable efficient and secure review and issuance of visas on arrival to all qualified applicants at all BCPs (air, land and sea), to facilitate the goals of regional and continental co-development.

Objective B: Ensure clear and readily available public information on visa requirements, costs and guidelines for application as well as continue to improve the online application system. Ensure dissemination of information to all locations from which Nigerian visas are commonly requested.

Objective C: Conduct an annual review on adherence to visa review and issuance procedures for all appropriate formations of the Service.

Travel Document Management: Primary Impact Objectives

Objective A: Continue to institutionalize reforms that eliminate brokers and other middlemen, and all security weaknesses in the process of acquisition, production and issuance of Nigerian travel documents by, among other actions, significantly reducing human interface in the process.

Objective B: To continue to strengthen compliance with the ethics of the Service as it relates to issuance of travel documents, through multiple methods of accountability and through strict discipline toward those who engage in unethical practices.

Objective C: Ensure clear and readily available public information on travel document requirements, costs and guidelines for application as well as continue to improve the online application system. Ensure dissemination of information to all locations from which Nigerian travel documents are commonly requested and issued. Publicize the offenses and penalties of fraud in the travel document process.

Objective D: Constantly refine and improve the processes of application and acquisition of Nigerian travel documents to be maximally transparent, effective and efficient to save cost and time of the applicants and NIS, to reinforce public and international confidence in the process and in the documents' integrity.

Objective E: In consultation with key partners, including IOM through the NBIC (National Biometric Identity Card) project, complete the final plan for implementing the Nigeria version of the new intra-ECOWAS travel document as defined in the December 2014 ECOWAS Decision, and begin implementation.

Special Security Environment Border Management: Primary Impact Objectives



Objective A: In collaboration with other mandated agencies, continue to provide protection and maintenance of security for Internally Displaced Persons at various IDP camps, and similar functions at refugee and asylum seeker camps, including mounting road blocks, engaging in stop and inspect operations at all major point of entry and exit in key humanitarian operational areas, and by providing other similar support to the work of humanitarian initiatives in these areas.



Objective B: In collaboration with the mandated agencies, and using increasingly sophisticated technology and intelligence sharing, screen terrorist group suspects in order to establish their true nationality and, as merited, make arrangement with counterpart agencies for their repatriation to their countries of origin.

Objective C: Establish migration control perimeters for screening of persons entering and leaving special security environments, in lieu of screening at actual borders where insecurity will not allow, including use of all available inspection methods and tools (border management information systems in mobile format; connections to national and international watch lists; increased recording of and use of biometrics in the clearance process; etc.).

6. IMPLEMENTATION

6.1. Implementation Plan

This implementation time/task plan was developed by the NIS Working Group and the SFBM participants as a first indication of priorities and timelines for all specified NBMS objectives. It is presented according to each major operational area of NIS with the intention that this will facilitate planning, budgeting and implementation planning for each senior officer in charge of a major implementation area. It is similarly intended to facilitate CGI and other senior management oversight of the implementation of the entire NBMS. The implementation plan is meant for annual review, re-prioritizing and adjusting as needed.

<i>Implementation Area/Objectives</i>	2019	2020	2021	2022	2023	Milestones	Partners
AIR BORDER MANAGEMENT							
1: Fully equip international airports with BMIS	■	■	■			Kano: 04/19; Abuja: 09/19 Port Harcourt 02/20; Lagos 07/20; Enugu: 12/20	IOM, FAAN
2: Fully integrate air border data including I-24/7 links...	■	■	■			National Alert List: 12/20 NIS Migration Data Base: 12/20 INTERPOL Data: 6/21	DSS, EFCC, IOM, INTERPOL, NA, NIA, NPF, ONSA
3: Assess and recommend data privacy laws...	■	■	■	■		Privacy law enacted: 12/22	NASS
4: Reduce number of agencies in primary, strengthen secondary.	■	■				Joint Planning through: 6/20	DSS, FAAN, NAQS, NCS, Port Health, Other agencies
5: Actively contribute to interagency mechanisms, i.e. JAITF.	■	■	■	■	■	Continuous and ongoing	AVSEC, DSS, NCS, NDLEA, NPF

<i>Implementation Area/Objectives</i>	2019	2020	2021	2022	2023	Milestones	Partners
AIR BORDER MANAGEMENT							
6: Integrate batch API into air border data system...	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	Batch API Fully Implemented: 1/22	NASS, Airlines
7: Ensure sufficient staffing/work stations for visa on arrival...	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	Link with BMIS to new terminals (Air objective 1) & NIS positioning in new terminals (Air objective 9)	IOM, FAAN
8: Re-establish NIS' capacity for air patrols; agreement with NAF.	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	2 nd quarter 2020 is NAF's preferred timeline for initiating joint patrols (milestone); continuous thereafter	NAF
9: Establish training in new technology; Cross-train secondary	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	Course established, and most staff trained by 12/20; then repeated twice yearly with regular updating	DSS, FAAN, NCS, Port Health
9: Re-establish NIS' capacity for air patrols; agreement with NAF	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	2 nd quarter 2020 is NAF's preferred timeline for initiating joint patrols (milestone); continuous thereafter	NAF
10: Design/conduct public information on air border clearance...	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	Campaign designed and initially implemented 12/19; then repeated twice yearly with regular updating.	NIS, NOA
11: Effectively manage positioning of NIS in new air terminals...	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	Link with BMIS to new terminals (Air objective 1) & workstations/personnel for visa on arrival (Air objective 6)	DSS, FAAN, NCS, Port Health
12: Establish annual & 5-year income & expenditure plan, air.	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	Initial five-year estimate planning in second quarter of 2019; Annual each third quarter.	MBNP and main donors/partners

<i>Implementation Area/Objectives</i>	2019	2020	2021	2022	2023	Milestones	Partners
LAND BORDER MANAGEMENT							
1: Fully equip all land BCPs, patrols & Commands with BMIS						Goal of 23 land BCPs per year with MIDAS, for three years, starting 2020	NIS Budget Donor/Partners IOM
2: In phased approach, move to establish OSBPs at major BCPs...						Agreement to completion = minimum 4 years. Milestones are for start-up of 4 priority OSBP. Some already in place.	EU ADB IOM
3: Fully integrate land border data including I-24/7 links...						National Alert List: 12/20 NIS Migration Data Base: 12/20 INTERPOL Data: 6/21	DSS, EFCC, IOM, INTERPOL, NA, NIA, NPF, ONSA
4: Assess and recommend data privacy laws...						Privacy law enacted: 12/22	NASS
5: Reduce number of agencies in primary, strengthen secondary						Joint Planning through: 6/20	DSS, FAAN, NAQS, NCS, Port Health, Others
6: Ensure staffing & workstations to speed entry/exit process...						Link with BMIS to land borders (Land objective 1)	IOM
7: Expand number of migrant screening and transit centres/shelter						Increase 1/year. Currently four Screening Centres in place: Abuja, Lagos, Seme, Sokoto.	DSS, DSW, NAPTIP, NCFRMI NPF, Donor/Partners
8: Establish training in new technology; with cross-agency...						Annually, recurrent.	DSS, NAPTIP, Others as appropriate

<i>Implementation Area/Objectives</i>	2019	2020	2021	2022	2023	Milestones	Partners
LAND BORDER MANAGEMENT							
9: Design/conduct public information on land border clearance						Campaign designed and initially implemented 12/19; then repeated twice yearly with regular updating.	NHRC, NBC, Border Communities, Donor/Partners
10: Expand partnership strengthen management coordination						Biannual partnership review and action planning for strengthening	DSS, NAPTIP, NBC, NCS, Port Health, Others
11: Enhance inter-agency collaboration on intelligence...						Biannual partnership review and action planning for strengthening	DSS, NIA, NBC, Cross-border intel & migration agencies
12: Implement Public Service rules, support personnel...						Annual review and action planning, preceding annual budget planning.	PSC
13: Establish annual & 5-year income & expenditure plan, land						Initial five-year estimate planning in second quarter of 2019; Annual each third quarter.	MBNP and main donors/partners

<i>Implementation Area/Objectives</i>	2019	2020	2021	2022	2023	Milestones	Partners
SEA BORDER MANAGEMENT							
1: Significantly enhance specialised training for marine...						Course established, and most staff trained by 12/20; then repeated twice yearly with regular updating	Nigeria Navy; Marine Police; Port Authority
2: Greatly improve NIS port infrastructure, humane services ...						Prioritize one/two per year milestone from: Akwa-Ibom, Calabar, Lagos, Oron, Port Harcourt, Sapele, Warri	Port Authority
3: Continue to equip BCPs with BMIS with data links						Lagos Sea Ports & P Harcourt: 2020 Akwa-Ibom, Sapele & Warri: 2021	IOM (MIDAS) Donor/Partners
4: Strengthen mechanisms for inter-agency collaboration.						Biannual partnership review and action planning for strengthening collaboration	All members Agencies of SFBM
5: Establish annual & 5-year income & expenditure plan, sea						Initial five-year estimate planning in second quarter of 2019; Annual each third quarter.	MBNP and main donors/partners

<i>Implementation Area/Objectives</i>	2019	2020	2021	2022	2023	Milestones	Partners
INTERIOR MANAGEMENT							
1: Develop & deploy new foreigner registration system...						Final development in late 2019. Pilot deployment are 2020 milestones. Further deployment in objective #2.	IOM
2: Strengthen offices in LGAs with data & communications...						Following pilot in objective 1, phased deployment to 40 NIS LGA offices per year thereafter through 2023.	LGAs Donor/partners
3: Establish a specialized training programme for interior						Develop and initially deliver course in 2019 (milestone). Thereafter, biannual delivery with regular update.	DSS, NPF, NHRC other relevant agencies
4: Design & conduct regular public information campaigns						Develop campaign in 2019/2020, for 1 st implementation in 2 nd quarter 2020 (NAPTIP timeline/milestone)	NOA, NAPTIP, Community partners
5: Strengthen coordination in migrant & IDP management						Initial thematic planning meeting with action plan development in 2019. Biannual meeting/review thereafter.	
6: Establish annual & 5-year income/expenditure plan, interior...						Initial five year estimate planning in second quarter of 2019; Annual each third quarter.	MBNP and main donors/partners

<i>Implementation Area/Objectives</i>	2019	2020	2021	2022	2023	Milestones	Partners
RETURNS MANAGEMENT							
1: Provide equipped returnee shelters at major entry points						1 st quarter 2020 is NAPTIP request for 1 st new shelter. Prioritize Cross River, Katsina and Kano. Annual monitoring.	DSW, NAPTIP NHRC, IOM Donor/Partners
2: Connect entry points with returnee data system						Develop and pilot test system in 2019 (milestone). Phased deployment (2/year) thereafter to major BCPs.	Galaxy, IOM Donor/Partners
3: Strengthen inter-agency coordination mechanisms for rehab						Planning meetings in 2019/2021. Interagency SOP agreed 2021. Continuous implement thereafter.	DSS, NAPTIP, NCFRMI, NDLEA, NPF, Port Health
4: Establish specialized training programme in returns management						Develop and initially deliver course in 2019 (milestone). Thereafter, biannual with regular updates.	DSS, NAPTIP, NCFRMI, NDLEA, NPF, Port Health
5: Design & conduct regular public information campaigns						Develop and pilot campaign in 2019 (milestone). Thereafter, biannual delivery with regular update.	NCFRMI, NHRC, Community partners
6: Establish annual & 5-year income/expenditure plan, returns...						Initial five-year estimate planning in second quarter of 2019; Annual each third quarter.	MBNP and main donors/partners

<i>Implementation Area/Objectives</i>	2019	2020	2021	2022	2023	Milestones	Partners
TRAVEL DOCUMENT MANAGEMENT							
1: Continue to improve procurement process for travel docs						Bi-annual formal reviews.	Technical partners
2: Strengthen capacities to verify documents, including NIMC						Milestone of 48 hour max for routine confirmation of documents presented (2 nd quarter 2019). Sustaining thereafter	NIMC, Technical Partners
3: Improve/automate means of cancelling Nigeria travel docs						Milestone of 48 hour max for routine cancellations by end of 2019. Sustaining thereafter.	Court Registry, NPF, INTERPOL, Tech Partners
4: Continue to institutionalize reforms to eliminate brokers						Initial set of reforms implemented and evaluated by third quarter 2019. Bi-annual review thereafter.	Technical partners
5: Continue to strengthen compliance with ethics on travel docs						Formal bi-annual review, to be conducted alongside reforms to eliminate brokers (Objective 4).	Technical partners
6: Ensure clear public information on travel documents						Prepare & launch 1 st public information campaign by 3 rd quarter 2019 (milestone). Bi-annual update thereafter	Community partners
7: Constantly refine process to apply/acquire travel docs						Formal review and action report in late 2019 (milestone), based on results of Objectives 4,5. Annual review thereafter	Technical partners

<i>Implementation Area/Objectives</i>	2019	2020	2021	2022	2023	Milestones	Partners
TRAVEL DOCUMENT MANAGEMENT							
8: Establish specialized training in travel doc management, data						Initial course prepared and piloted in late 2019 (milestone). Annual thereafter.	Donor/Partners Technical partners
9: In consult, complete plan for NBIC ECOWAS travel card						Complete final plan by third quarter 2019 (milestone). Begin implement issuance second quarter 2020.	IOM ECOWAS FMD
10: Put in place bi-annual external technical review travel doc						First formal review in late 2019 (milestone). Bi-annual thereafter.	ICAO, IOM, Technical Partners
11. Establish annual & 5-year income/expenditure plan, travel doc						Initial five-year estimate planning in second quarter of 2019; Annual each third quarter.	MBNP and main donors/partners

<i>Implementation Area/Objectives</i>	2019	2020	2021	2022	2023	Milestones	Partners
SPECIAL SECURITY ENVIRONMENT BORDER MANAGEMENT							
1: Support NACTEST workstreams, focus on <i>Secure and Identify</i>	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	Prioritize implementation of relevant Air (5) and Land (1,3,11) objectives & milestones for counter-terrorism ops	Nigeria military; ONSA, other security agencies
2: In collaboration, contribute to Joint Task Force initiatives	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	Renew JTF participation every six months.	Nigeria military, NPF, other security agencies
3: In collaboration, provide protection assistance to IDPs	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	Continuous action	NCFRMI, NEMA, NPF, NGOs, other agencies
4: Use technology and intelligence, screen & return terror suspects	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	Continuous indefinitely.	ONSA and other relevant security agencies
5: Establish migration control perimeters in special security areas	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	Pilot implementation, including portable technology implemented early 2020. Then continuous rollout.	Donor/Partners IOM
6: Participate in ONSA <i>Border Security Steering Committee</i>	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	Continuous and on-going.	ONSA, JTF, other relevant security joint operations
7: Establish annual & 5-year income/expenditure plan, special sec	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	■ ■ ■ ■ ■	Initial five-year estimate planning in second quarter of 2019; Annual each third quarter.	MBNP and main donors/partners

6.2 National Support

NIS generates substantial funds through its mandated duties, ensures rigorous accounting for these funds and ensures timely transfer of all funds to central government. In 2018, over 39 billion Naira in revenue was generated – approximately 96 million Euro. The financial requirements for NIS functions are also substantial. Within the overall constraints on all of government from the available resources, NIS' assigned budget is significant but still short of the Service's requirements.

Based on its given mandate, the impact of NIS' work across key sectors of national life is considerable, as detailed in this strategy document. NIS' work in the area of border management has a profound impact on: Security, Economic Development, Reinforcing Social Harmony, Ensuring Nigeria meets all relevant treaty and agreement expectations; and Protecting the Human Rights of Migrants and Protecting Vulnerable Migrants – including many Nigerian migrants. As such, government investment in NIS has significant benefits across many sectors and goals.

None the less, national budgetary support to NIS cannot exceed the ability of government to provide funds. NIS will continue to accurately budget for its most important needs, including those now detailed in this NBMS. Each major operational area of the NBMS includes a specific objective to create one year and five-year financial plans for implementation of the strategy, for senior management review. NIS will consolidate all needs into a synthesised and accurate annual budget request and will continue to implement and further improve its stewardship of all funds it receives, managing these funds to the highest standards of transparency and accountability.

6.3 Support from Donors and Partners

To supplement NIS' national budget allocations, particularly for specialized services, equipment and training, and for launching new initiatives, NIS will continue to work with the donor/partner community to develop donor-funded projects of shared interest. NIS now benefits from broad and widening support from many donors and partners. The Service's close working relationship with the EU and with bilateral partners globally, as well as its close working relationship with many UN agencies including IOM, UNHCR, UNODC and others, is highly valued by the Service.

NIS views this external support as a vote of confidence in NIS from the international community. NIS will continue to expand these partnerships and build further international confidence in NIS as a key partner in areas of common priority.

6.4 Monitoring and Evaluation

The NIS NBMS is designed to enable ease of implementation management, monitoring and evaluation through assessment of the achievement of the objectives set out for each major operational area, as detailed in part four. NIS senior management will arrange a standard approach or mechanism for regular monitoring of progress, ideally with external input and participation. It is intended that the lead officer of each major operational area will provide regular updates on progress in their sphere of responsibility through this mechanism.

This monitoring will be fed into a formal process of annual formative review of the NBMS. NIS views that evaluation is most valuable as a formative tool that can influence and shape ongoing implementation of the strategy. Upon near completion of the five-year strategic plan timeline, a summative evaluation will also be conducted to gain perspective on overall progress and on the strengths and weaknesses of the plan itself. These insights will be fed into the next iteration of planning,

ANNEXES

- ANNEX 1: Stakeholders in Border Management
- ANNEX 2: Nigeria Legislation, Policies and Strategies Relevant to Border Management
- ANNEX 3: List of Relevant Treaties, Agreements and MOUs
- ANNEX 4: NIS Organogram
- ANNEX 5: Map of Nigeria's Border Control Posts
- ANNEX 6: Map of MIDAS Distribution and Planning
- ANNEX 7: Summary of Integrated Border Management Components
- ANNEX 8: Stakeholders Forum on Border Management Meeting Representation
- ANNEX 9: NIS National Border Management Strategy Working Group Members and Retreat Participants
- ANNEX 10: SWOT Analysis, from *NIS Strategic Roadmap: 2016-2019*
- ANNEX 11: References and Resources

ANNEX 1

STAKEHOLDERS IN BORDER MANAGEMENT⁶

Policy & Legal Issues	
Policy Level	Legal Issues
Ministry of Interior	Ministry of Justice & AGF
Ministry of Finance	Ministry of Foreign Affairs
Ministry of Defence	National Assembly
Ministry of Health	
Ministry of Agriculture & Rural Dev.	
Border Management Agencies	
Law Enforcement	Civilian
Nigeria Immigration Service	Port Health Services
Nigeria Customs Service	Plant & Animal Quarantine
Nigeria Police Force (Border Patrol)	NAFDAC
Department of State Security	Standards Organization of Nigeria
National Drug Law Enforcement Agency	NAPTIP
External Stakeholders	
Regional Bodies	International Partners
African Union	EU, UNODC, UNHCR, IOM, ICMPD etc.
ECOWAS	Bilateral (direct or through International Organizations): Denmark, Germany, GIZ, Japan, Netherlands, Switzerland, USAID, others
European Union	INGO
Technical & Community Partners	
Technical	Community
National Boundary Commission	Representatives of Border Communities
Border Community Development Agency	Local CSOs/NGOs/NARTO
Office of the Surveyor General	Customs Licensed Agents

⁶ Source (adapted): European Commission, Service for Foreign Policy Instruments, Stability Instrument Operations, Crisis Response and Peace Building. (2018, 24 October). *Border Security Management in Nigeria: Assignment Report (Draft)*. Service Contract; IcSP 2017/392-167.

Ministerial Departments & Agencies - Mandates & Responsibilities			
Cat.	Ministry/Agency	Mandate	Purpose/Responsibilities
Policy Issues	Ministry of Interior	Constitution of the FRN	Supervisory Ministry for the Nigeria Immigration Service (NIS) and the Nigeria Police Force (NPF); also responsible for policy issues regarding border security and border management in Nigeria.
	Ministry of Finance	Constitution of the FRN	Supervisory Ministry for the Nigeria Customs Services.
	Ministry of Defence	Constitution of the FRN	Supervisory Ministry for the Nigeria Armed Forces, which include the Army, Airforce, Navy and Defence Intelligence Agency.
	Ministry of Health	Constitution of the FRN	Supervisory Ministry for Port Health Services and the National Agency for Foods and Drug Control.
	Ministry of Agric. & Rural Dev.	Constitution of the FRN	Supervisory Ministry for Nigeria Agricultural Quarantine Service and other related matters.
Legal Issues	Ministry of Justice	Constitution of the FRN	Supervisory Ministry for National Drug law Enforcement Agency and the National Agency for the Prohibition of Trafficking in Human Beings in Nigeria.
	Ministry of Foreign Affairs	Constitution of the FRN	Responsible for bilateral and multilateral border related agreements, international MoU on security and Joint Border Patrols; and also manages overseas missions on visa and passport issuance [Immigration Issues].
	National Assembly	Constitution of the FRN	Legislative and oversight functions, including bills and acts to establish or amend the functions of statutory government ministries / agencies.
Policy & Operational Issues	ONSA [Presidency]	Not Available	ONSA is the coordinating agency directed by the President to drive the processes of supporting Nigerian institutions to develop capacities and capabilities to mitigate and respond to security threats. ONSA is playing a coordinating role and seeking to ensure synergies among security stakeholders. Thus ONSA is also created for the exchange of information and cooperation on border security issues. Headed by the National Security Adviser (NSA) who reports directly to the presidency, ONSA among others organises meetings of the Border Security Steering Committee, which includes participants from the Defence Intelligence Agency, Department of Security Services, Ministry of Foreign Affairs, Nigeria Immigration Service, Nigeria Customs Service, Nigeria Police Force and the Military. ONSA was largely responsible for the drafting and implementation of the Nigeria National Security Strategy 2014 and the National Counter Terrorism Strategy.

Border Management Agencies – Law Enforcement	Nigeria Immigration Service (NIS) [Para-military under the Ministry of Interior]	Immigration Act of 2015	Responsible for the clearance for all persons embarking and disembarking in Nigeria, in addition to border patrol functions. Other functions include managing ECOWAS Protocols on free movement of persons in Nigeria, joint border patrols, issuance of passports, visas and other travel documents.
	Nigeria Customs Service [Para-Military under the Min of Finance]	CEMA, 1958; amended CAP C45, LFN 2004,	Responsible for the clearance of goods and for preventing prohibited goods from entering the country. The service also has an enforcement and a border patrol unit.
	Nigeria Police Force (NPF) [Para-military under the Min of Interior]	Section 194 of the 1979 Constitution	Performs conventional internal security functions maintenances of law and order, safety and protection, including performing joint border patrol duties within or outside Nigeria as directed.
	Department of State Services (DSS); Former: Nigeria Security Organization: [Presidency]	Decree No. 27 of 1976	The State Security Service, also known as Department of State Services, is the primary domestic intelligence agency of Nigeria, present at airports, seaports and border formations in Nigeria.
	NDLEA [Para-military agency under the Ministry of Justice]	Act of 1989	Established to enforce laws against the cultivation, processing, sale, trafficking and use of hard drugs and to empower the Agency to investigate suspects.
	Port Health Services [Under the Ministry of Health Supervision]	Established 1925	Functions include among others: Disease surveillance – Immunization and Issuance of International Health Certificate (Yellow Card). – Health response to disasters such as plane crash, bomb explosions, terrorism etc. – Boarding and inspection of ships, aircrafts and road vehicles. Ad-hoc activities e.g. hajj operations, screening of refugees, deportees etc.
	Nigeria Agricultural Quarantine Services [Ministry of Agriculture & Rural Development]	NAQS (Establishment) Bill, 2008. C3115	Prevention of the spread of animal and zoonotic diseases as well as pests of plants and fisheries including their products. NAQS ensures that agricultural exports meet with international standards in line with the International Plant Protection Convention (IPPC).
	NAFDAC An Agency under the Federal Ministry of Health	Decree No. 15 of 1993	Regulation and control of the import, export, manufacture, advertisement, distribution, sale and use of drugs, cosmetics, medical devices, packaged water and chemicals. Undertakes the inspection of imported foods, drugs, cosmetics, medical devices, bottled water, and chemicals and establishes a relevant quality assurance system, including certification of the production sites and of the regulated products.

	Standard Organizations of Nigeria [Responsible to Standards Council]	SON Act No. 14, 2015	Functions include the establishment and compilation of Industrial Standards; awareness training on Quality Assurance, and to ensure that all products manufactured in Nigeria or imported from abroad conform to the relevant standard specifications. They maintain a presence at the borders.
Technical Partners	National Boundary Commission [Under the Office of the Vice President of Nigeria]	Act CAP.238, LFN 1990 amended in 2006	Mandate to intervene on internal and external boundary disputes; define and delimitate boundaries between States, Local Government Areas or communities in the Federation and between Nigeria and her neighbours in accordance with delimitation instrument or document established for that purpose; monitor trans-border relations between Nigeria and her neighbours with a view to detecting areas of tension and possible conflict; promote trans-border co-operation and border region development.
	Border Communities Development Agency	<u>Act, 2003</u> CAP. B10 LFN. 2004 [amended by CDA Act, 2006]	Mandate to ensure the sustainable social, economic and infrastructural development of border communities in Nigeria.
	Office of the Surveyor General of the Federation	Constitution of the FRN	Responsible for the implementation and coordination of surveying and mapping activities. It is the central depository for surveys, mapping and geo-information activities in the country, including delimitation, demarcation and demarcation treaties between Nigeria and neighbouring countries.
	NIMASA	NIMASA Act of 2007	Formerly National Maritime Authority. Responsible for regulations related to Nigerian shipping, maritime labour and coastal waters.
	Nigeria Ports Authority	Ports Act of 1954	Port operations/administration of land and water within port limits and cargo handling; Nautical/harbour operations; hydrographic survey; maintenance of safety/security at common areas.
	Federal Airports Authority (FAA)	<u>Act</u> - CAP. F5 L.F.N. 2004	Responsible for maintaining aviation and airport related security.
Interest Groups	Border Communities	Nil	Communities in border areas
	CSOs/NGOs/NARTO	Nil	Non-governmental stakeholders
	Nigeria Traders Association	Nil	Non-governmental stakeholder
	Customs Licensed Agents	Nil	Non-governmental stakeholder
External / Stakeholders	African Union (AU) (formerly OAU)	Established in 1963	The AU Charter commits member states to promote democracy and good governance. The focus is on prevention and resolution of border-related disputes and the promotion of regional and continental integration.

ANNEX 2

NIGERIA LEGISLATION, POLICIES AND STRATEGIES RELEVANT TO BORDER MANAGEMENT (chronological)

- *Nigeria Immigration Service Facilities and Services at a Glance: Handbook on Operationalisation of the Presidential Executive Order One (EO 1) in the Nigeria Immigration Service.* (June 2017)
- *Executive Order on the Promotion of Transparency and Efficiency in the Business Environment.* Nigeria, Office of the President. (May 2017)
- *Nigeria Immigration Regulations.* (February 2017)
- *Nigeria Immigration Service, Strategic Roadmap 2016-2019*
- *Nigeria National Counter-Terrorism Strategy.* (2016)
- *Nigeria National Drug Control Master Plan, 2015-2019*
- *Nigeria Immigration Act, 2015*
- *National Migration Policy.* (2015)
- *Nigeria National Border Security Strategy and Implementation Plan, Draft.* (2015)
- *Nigeria National Security Strategy.* (2014). (Now under review and revision)
- *Constitution of the Federal Republic of Nigeria.* (29 May 1999)

ANNEX 3

List of Relevant Treaties, Agreements and MOUs

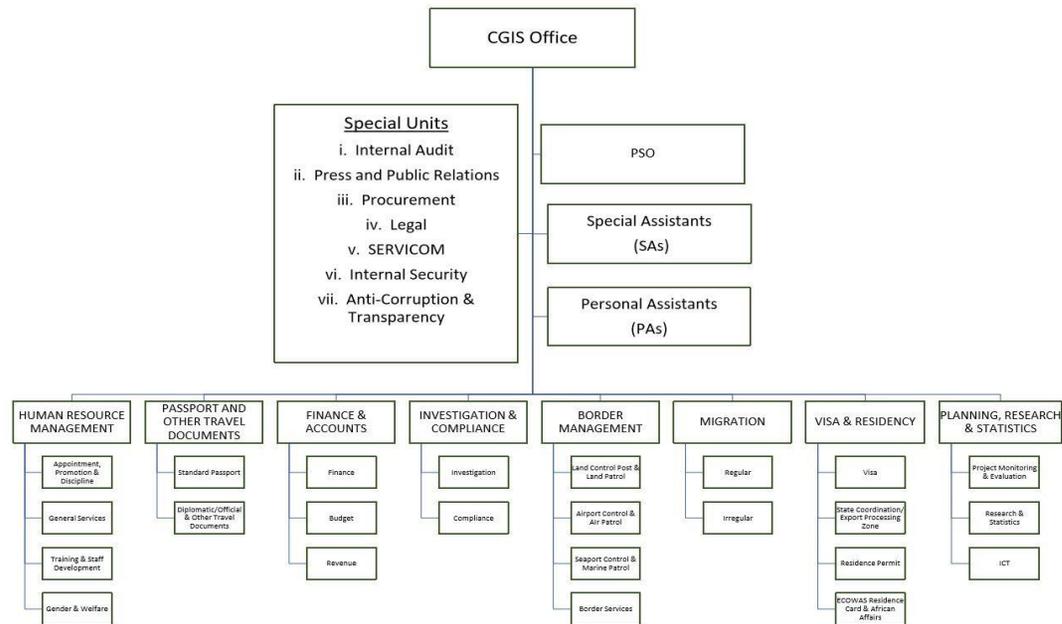
(chronological)

- *Global Compact for Safe, Orderly and Regular Migration (GCM)*. (endorsed by UN General Assembly, yes vote from Nigeria: 19 December 2018)
- *Global Compact on Refugees*. (endorsed by UN General Assembly, yes vote from Nigeria: 17 December 2018)
- *Nigeria-Niger: Joint Border Security Commitment Understanding*. (April 2018)
- *Memorandum of Understanding on the Extension of the use of INTERPOL I-24/7. INTERPOL, Nigeria National Police Force, Nigeria Immigration Service*. (28 December 2017)
- *Tripartite Agreement for the Voluntary Repatriation of Nigerian Refugees Living in Cameroon between The Government of the Republic of Cameroon, The Government of the Federal Republic of Nigeria and the United Nations High Commissioner for Refugees*. (2 March 2017)
- *African Union Convention on Cross-Border Cooperation (Niamey Convention)*. (Nigeria signature: 29 January 2017)
- *Common Agenda on Migration and Mobility between Nigeria and the EU*. (12 March 2015).
- *Lake Chad Basin Regional Border Security Framework*. (2015)
- ECOWAS Decision A/DEC.01/12/14, Amending Decision A/DEC 2/7/85 Establishing a Travel Certificate for ECOWAS Member States
- *Working Arrangement establishing operational cooperation between the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union (Frontex) and the Nigerian Immigration Service*. (19 January 2012)
- *Nigeria-Benin bilateral agreement on border security and trade facilitation*. (2012)
- *Nigeria-Switzerland bilateral agreement establishing a migration partnership for technical assistance in, e.g., document security, border management, reintegration of trafficking victims*. (2011)
- *Cotonou Partnership Agreement (second revision)*. (entry into force: 1 November 2010)
- *Protocol against the Smuggling of Migrants by Land, Sea and Air, Supplementing the United Nations Convention Against Transnational Organized Crime*. (entry into Force: 28 January 2004)
- *Nigeria-United Kingdom bilateral agreement foreseeing cooperation to prevent, suppress and punish Trafficking in Persons*. (2004)

- *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime.* (entry into Force: 25 December 2003)
- *United Nations Convention against Transnational Organized Crime (UNTOC).* (entry into Force: 29 September 2003)
- *Nigeria-South Africa bilateral agreement on returns.* (2002)
- *Nigeria-Ireland bilateral agreement on cooperation in the field of migration.* (2001)
- *Nigeria-Spain bilateral agreement on cooperation in the field of migration.* (2001)
- *Nigeria-Italy bilateral agreement on cooperation in the field of migration.* (2000)
- *International Covenant on Economic, Social and Cultural Rights.* (accession: 29 December 1993)
- *International Covenant on Civil and Political Rights.* (accession: 29 July 1993)
- *International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families.* (accession: 18 December 1990)
- *ECOWAS Supplementary Protocol A/SP.2/5/90 on the Implementation of the Third Phase (Right of Establishment) of the Protocol on Free Movement of Persons, the Right of Residence and Establishment.* (signatory: 29 May 1990)
- *ECOWAS Supplementary Protocol A/SP1/6/89 Amending and Complementing the Provisions of Article 7 of the Protocol on Free Movement of Persons, the Right of Residence and Establishment ECOWAS Supplementary Protocol A/SP.1/7/86 on the Second Phase (Right of Residence) of the Protocol on Free Movement of Persons, the Right of Residence and Establishment.* (signatory: 30 June 1989)
- *ECOWAS Supplementary Protocol A/SP.1/7/86 on the Second Phase (Right of Residence) of the Protocol on Free Movement of Persons, the Right of Residence and Establishment.* (signatory: 1 July 1986)
- *ECOWAS Protocol A/P.1/5/79 Relating to Free Movement of Persons, Residence and Establishment.* (signatory: 29 May 1979)
- *Organization of African Unity, Convention Governing the Specific Aspects of Refugee Problems in Africa.* (entry into force: 20 June 1974)
- *1951 Convention relating to the Status of Refugees (Geneva Convention).* (accession: 23 October 1967)
- *United Nations Protocol Relating to the Status of Refugees.* (entry into force: 4 October 1967)
- *Convention (and its Final Protocol) for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others.* (signatory: 21 March 1950)

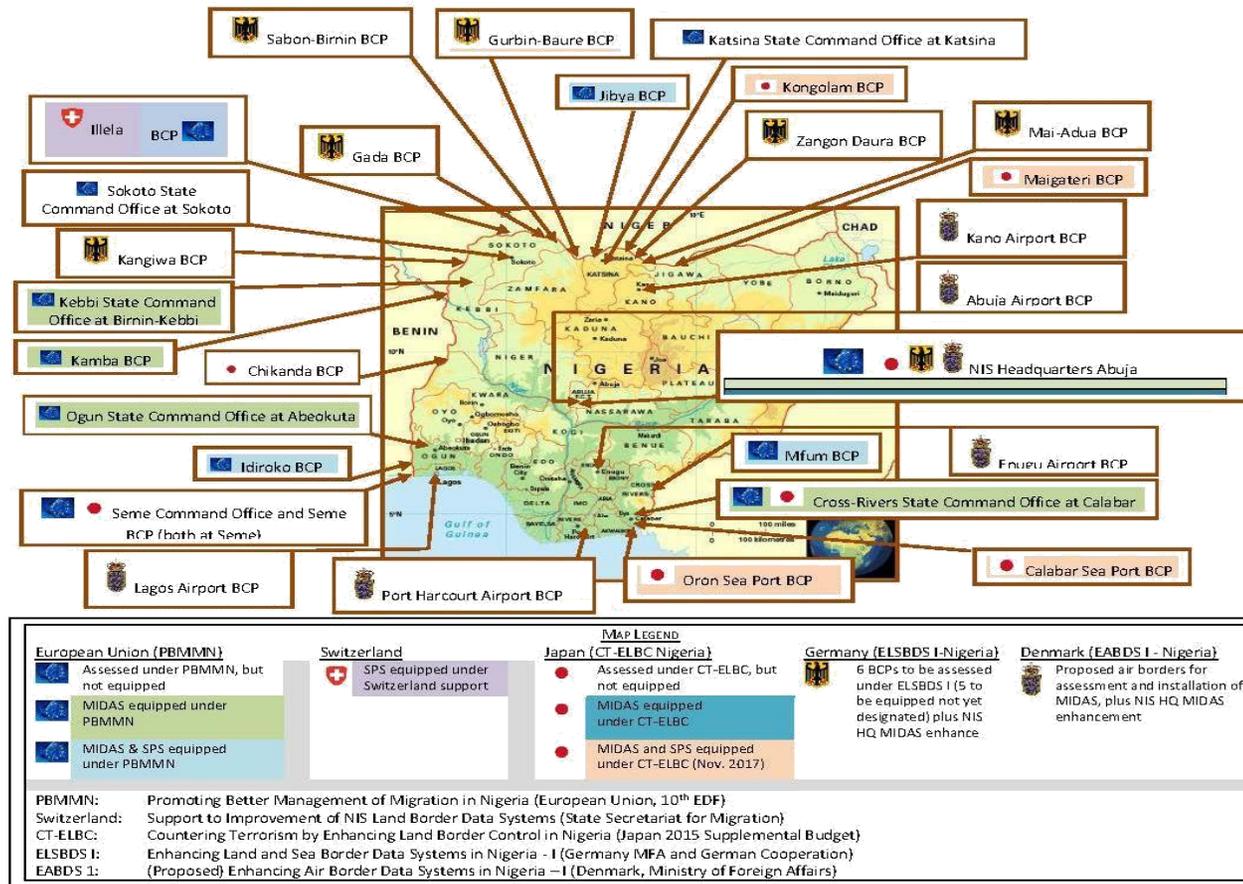
ANNEX 4

NIS ORGANOGRAM



ANNEX 6

MAP OF MIDAS DISTRIBUTION AND PLANNING



ANNEX 7

SUMMARY OF INTEGRATED BORDER MANAGEMENT COMPONENTS

Air Border Management



Objective 4: Through inter-agency planning, reduce the number of agencies conducting primary inspection and commensurately strengthen secondary inspection, including linked data systems for all agencies working in border clearance at each site, without compromising national security.



Objective 5: Actively contribute to all relevant inter-agency mechanisms focused on improvement of air border facilitation and security, such as the JAITF.



Objective 6: Integrate batch API into the air border data system and establish a standing technical working group on API data sharing with all relevant national and international partners.



Objective 8: Re-establish NIS' capacity for conducting air patrols and, through joint planning and new agreements, re-engage cooperative joint air patrols with NAF.



Objective 9: Establish rigorous and ongoing training for NIS officers managing the air borders, considering new technologies. Cross-train with other Nigerian agencies conducting secondary inspection as agreed through inter-agency consultations.



Objective 11: Effectively manage the process of re-positioning NIS's functions in the new terminals as they come online, in close coordination with other concerned agencies.

Land Border Management



Objective 2: In a phased approach, and in close cooperation with all concerned national agencies and cross-border partners, move toward establishment of One Stop Border Posts (OSBPs) at every major land BCP.



Objective 4: Assess and recommend if needed any change in data privacy laws required for expanded use of data collection at the land borders, particularly biometric data.



Objective 5: Through inter-agency planning and the provision of a shared data system, reduce the number of agencies conducting primary inspection and commensurately strengthen secondary inspection, including linked data systems for all agencies working in border clearance at each site.



Objective 7: Expand the number of Migrant Screening Centres and Transit Shelters to temporarily hold migrants with no clear right to enter or exit Nigeria, while screening takes place through a multi-agency collaboration, and ensure the highest level of humane conditions.



Objective 8: Strengthen the provision of continuous and rigorous professional training for NIS officers managing the land borders at BCPs and on patrols, considering new technologies and the special needs of cross-border communities. Conduct joint training with other Nigerian agencies performing complementing functions as agreed through inter-agency consultations.



Objective 10: Expand partnerships with relevant agencies and organizations in Nigeria and abroad to strengthen coordination of migration management efforts.



Objective 11: Enhance inter-agency collaboration and trans-border cooperation for intelligence and information sharing.



Objective 12: Implement all appropriate Public Service rules, and additional measures within the purview of the Service, to encourage and support personnel posted for long durations at remote and difficult land border bases and control posts.

Sea Border Management



Objective 1: Significantly enhance specialized training for NIS marine personnel in all technical and operational areas to improve abilities to interdict watercraft engaging in migration violations, including smuggling of migrants and trafficking in persons, and to identify and process stowaways and other persons of concern. Include extensive cross-agency training with NPA, Nigerian Police Marine units, Nigeria’s Navy and other key agencies



Objective 2: Greatly improve NIS port infrastructure – including jetties, border control offices and migrant reception facilities at seaport BCPs – to enhance responsiveness to security challenges, more smoothly facilitate normal migrant movement, and provide humane services to migrants who are detained for cause, or rescued, including humane temporary care for stowaways and for probable trafficking victims pending NAPTIP transfer.



Objective 4: Strengthen ad hoc and standing mechanisms for robust inter-agency collaboration in all areas of sea border management. Particularly improve inter-agency intelligence gathering and sharing, and cooperation in pursuit of prosecution of criminal cases based on marine migration violations.

Virtual Border Management



Objective 2: Strengthen linkages with all relevant local and international intelligence agencies for the purpose of enhanced cooperation in vetting visa applications to Nigeria and establish formal agreements for this purpose as needed.

Interior Management



Objective 3: Establish a specialized training programme in interior management, including proper use of advanced technologies and with components of inter-agency training with Police, DSS, NHRC and other relevant agencies, including a focus on the rights and responsibilities of migrants in Nigeria in line with national law, regional and continental agreements, and international norms.



Objective 5: Strengthen and rationalize all ad hoc and standing approaches for regular coordination between NIS and all relevant agencies in the management of migrants inside the country and internally displaced persons. Establish benchmarks and timelines for further functional integration of efforts.

Returns Management



Objective 3: To strengthen current inter-agency coordination mechanisms and establish new ones where necessary, to ensure full synergy and inter-agency collaboration in the rehabilitation and integration of returnees.



Objective 4: Establish a specialized training programme in returns management, including proper use of data systems and with components of cross-training with Police, DSS, NAPTIP, NCFRMI, NDLEA and other relevant agencies, including a focus on the rights and responsibilities of Nigerian returnees in line with national law, and international standards and best practices.



Objective 5: In collaboration with other agencies, design and conduct regular public information/sensitization campaigns to communicate clearly the dangers and disadvantages of irregular migration, and the commensurate rights of free but regular movement to agreed destination countries, in line with Nigeria's international agreements.

Visa Management



Objective 3: Establish a specialized training programme in visa management, including proper use of data systems, intelligence sharing and other key features, with components of inter-agency training with other concerned agencies such as DSS.

Travel Document Management



Objective 2: Strengthen capacities to verify documents and identity claims during the travel document application process, including appropriate technology tools/systems to support this process. In particular, establish efficient and secure means to confirm through NIMC data bases the NINs offered by applicants.



Objective 8: Establish a specialized training programme in travel document management, including proper use of data systems, verification of identity and support documents, and other key features. Include appropriate inter-agency training with other directly concerned agencies, such as NIMC.

Special Security Environment Border Management



Objective 1: Specifically work toward; further supporting and reinforcing all of NACTEST's workstreams, particularly the following:

- **Secure:** Strengthen border infrastructure; Increase joint border patrols and similar cooperation; Increase migration intelligence functions with other national agencies and with agencies in other countries.
- **Identify:** Contribute to disrupting terrorist threats before they are executed by increased use of data systems and biometrics for clearing persons at all border crossings, and for the visa application process, and through the implementation of an Advance Passenger Information System (API) for air borders; Expand community policing of borders, especially in contiguous border communities.



Objective 2: In collaboration with other mandated agencies, continue to actively contribute to the Joint Task Force and similar initiatives to improve security in special security environments, carrying out operations such as: cordon and search; perimeter foot and mobile routine reconnaissance; sentry rounds; rapid respond mop-up operations; and, supporting combat operations as may be needed.



Objective 3: In collaboration with other mandated agencies, continue to provide protection and maintenance of security for Internally Displaced Persons at various IDP camps, and similar functions at refugee and asylum seeker camps, including mounting road blocks, engaging in stop and inspect operations at all major point of entry and exit in key humanitarian operational areas, and by providing other similar support to the work of humanitarian initiatives in these areas.



Objective 4: In collaboration with the mandated agencies, and using increasingly sophisticated technology and intelligence sharing, screen terrorist group suspects in order to establish their true nationality and, as merited, make arrangement with counterpart agencies for their repatriation to their countries of origin.



Objective 6: Further reinforcing NIS' approach in special security environments, the Service will continue to actively participate as a member of the *Border Security Steering Committee* coordinated by the Office of the National Security Adviser (ONSA), and in other relevant inter-agency coordination mechanisms.

ANNEX 8

STAKEHOLDERS' FORUM ON BORDER MANAGEMENT MEETING REPRESENTATION

STAKEHOLDERS' FORUM ON BORDER MANAGEMENT		
NIS NBMS Review Meeting 4 December 2018		
S/no	Agency	Number of Representatives
1.	CISLAC	2
2.	DSS	2
3.	EU Delegation	1
4.	FAAN	2
5.	Ministry of Budget and National Planning	2
6	NAPTIP	2
7.	National Human Rights Commission	2
8.	NCFRMI	2
9.	NDLEA	2
10.	Nigerian Air Force	2
11.	Nigerian Army	2
12.	Nigerian Custom Service (NCS)	2
13.	Nigeria Immigration Service	15
14.	Nigeria Police Force	2
15.	NPA	2
16.	NTA	2
17.	Port Health Services	2
Total:		46

STAKEHOLDERS' FORUM ON BORDER MANAGEMENT

NIS NBMS Review Meeting

13 - 14 March 2019

S/no	Agency	Number of Representatives
1.	CISLAC	2
2.	Daily Independent	1
3.	Daily Trust Newspaper	1
4.	DSS	2
5.	FAAN	2
6.	Federal Ministry of Women Affairs and Social Development (FMWASD)	2
7.	Ministry of Budget and National Planning	2
8.	Ministry of Foreign Affairs (MFA)	2
9.	Ministry of Interior	2
10.	NAPTIP	2
11.	National Agricultural Quarantine Services (NAQS)	2
12.	National Boundary Commission (NBC)	2
13.	National Human Rights Commission (NHRC)	2
14.	National Population Commission (NPopC)	2
15.	NCFRMI	2
16.	NDLEA	2
17.	Nigerian Air Force	2
18.	Nigerian Army	2
19.	Nigeria Immigration Service	43
20.	Nigeria Police Force	2
21.	Nigerian Ports Authority (NPA)	2
22.	NTA	2
23.	Port Health Services	2
24.	UNODC	1
Total:		86

ANNEX 9

NIS NATIONAL BORDER MANAGEMENT STRATEGY WORKING GROUP MEMBERS AND RETREAT PARTICIPANTS

NIS WORKING GROUP ON NATIONAL BORDER MANAGEMENT STRATEGY		
<u>Working Group Members</u>		
S/no	Name	Rank
1.	ADEUYI , Funke Cecilia	ACG Border Management (Marine) Working Group Team Leader
2.	ADEPOJU , Caroline Wura	ACG Border Management (Border Services)
3.	ANYALECHI , Modupe O.	CIS (Comptroller Lagos Sea Port)
4.	ODELEYE , Christiana Mojisola	DCI Migration
5.	ABUBAKAR , Mohammed Lawan	DCI Border Management (Land)
6.	ABDULLAHI , S. U.	DCI Border Management (Air)
7.	UMAR , M. T	DCI Border Management (Border Services)
8.	IRO , Sani Shehu	ACI Border Management (Land)
9.	IDEMEBULAM , Nnamdi	ACI Migration
10.	BONIFACE , Lawrence Asuquo	ACI (Cross River State Command)
11.	TUKUR , Dan Azumi Alhaji	CSI (Refugee)
12.	MUSA , Masoud Muhammed	CSI (Procurement)
13.	PINDAR , Alhaji Mohammed	SI (Migration)
14.	OJEKA , Ajonye Chris	SI (ICT)
15.	JARAFU , Satumari Apagu	DSI (Border Management) Border Services
16.	TANKO , Muazu	SII (ICT)
17.	BANKOLE , Micheal Moyo	CIA Border Management (Marine)
18.	BOLARINDE , Omoluabi	Legal Adviser

NIS NBMS WORKING GROUP MEMBERS' PARTICIPATION IN DRAFTING RETREATS 1 & 2		
Retreat 1		
11 - 12 December 2018		
S/no	Name	Rank
1.	ADEUYI, Funke Cecilia	ACG Border Management (Marine) Working Group Team Leader
2.	ADEPOJU, Caroline Wura	ACG Border Management (Border Services)
3.	ABUBAKAR, Mohammed Lawan	DCI Border Management (Land)
4.	UMAR, M. T	DCI Border Management (Border Services)
5.	ABDULLAHI, S. U.	DCI Border Management (Air)
6.	IDEMGBULAM, Nnamdi	ACI Migration
7.	BONIFACE, Lawrence Asuquo	ACI (Cross River State Command)
8.	TUKUR, Dan Azumi Alhaji	CSI (Refugee)
9.	MUSA, Masoud Muhammed	CSI (Procurement)
10.	PINDAR, Alhaji Mohammed	SI (Migration)
11.	OJEKA, Ajonye Chris	SI (ICT)
12.	JARAFU, Satumari Apagu	DSI (Border Management) Border Services
13.	TANKO, Muazu	SII (ICT)
14.	BANKOLE, Micheal Moyo	CIA Border Management (Marine)
15.	BOLARINDE, Omoluabi	Legal Adviser
Retreat 2		
5 - 7 March 2019		
S/no	Name	Rank
1.	ADEUYI, Funke Cecilia	ACG Border Management (Marine) Working Group Team Leader
2.	ODELEYE, Christiana Mojisola	DCI Migration
3.	ABUBAKAR, Mohammed Lawan	DCI Border Management (Land)
4.	IRO, Sani Shehu	ACI Border Management (Land)
5.	IDEMGBULAM, Nnamdi	ACI Migration
6.	BONIFACE, Lawrence Asuquo	ACI (Cross River State Command)
7.	TUKUR, Dan Azumi Alhaji	CSI (Refugee)
8.	MUSA, Masoud Muhammed	CSI (Procurement)
9.	PINDAR, Alhaji Mohammed	SI (Migration)
10.	OJEKA, Ajonye Chris	SI (ICT)
11.	JARAFU, Satumari Apagu	DSI (Border Management) Border Services
12.	TANKO, Muazu	SII (ICT)
13.	BANKOLE, Micheal Moyo	CIA Border Management (Marine)
14.	BOLARINDE, Omoluabi	Legal Adviser
15.	ANYALECHI, Modupe O.	CIS (Comptroller, Lagos Sea Port)

ANNEX 10

SWOT ANALYSIS, FROM *NIS STRATEGIC ROADMAP: 2016-2019*

INTERNAL	EXTERNAL
<p>Strengths</p> <ul style="list-style-type: none"> • Strong political and governmental Support • Effective synergy between NIS and other security agencies • Enabling laws (Immigration Act) • Proactive leadership with transformational governing board • Increasing number of young/educated officers being recruited and trained • Good relationship with development and technical partners • Presence in all States and LGAs across Nigeria • Promotion of Rule of Law and Fundamental Human Rights 	<p>Opportunities</p> <ul style="list-style-type: none"> • Access to donor support and commitment of donor agencies to sustain capacity building and infrastructure development • Political stability (sixteen years of uninterrupted democracy) • Political will and commitment to support security sector reform • Enhanced cooperation frameworks region- wide, supported by international partners • Regional security network • Capability of NIS emerging as a major part of the poverty reduction and economic empowerment strategy • Deployment of NIS personnel at Nigerian Embassies and Missions abroad • Technological advances – possibilities to improve with automation
<p>Weaknesses</p> <p>a) Governance Organizational structure & Human Resource Management</p> <ul style="list-style-type: none"> • Inadequate skilled manpower • Inadequate curriculum covering pertinent fields in modern migration management, and absence of modern immigration academy • Lack of modern requisite training facilities at the Immigration Training Schools • Absence of human resource policy • Duplication of functions • Low level of response to policy challenges 	<p>Threats</p>

INTERNAL	EXTERNAL
<p>Weaknesses</p> <p>a) Governance Organizational structure & Human Resource Management</p> <ul style="list-style-type: none"> • Ineffective performance management system • Irrational deployment of staff • Poor motivated staff due to weak promotion system, poor remuneration package and poor working environment • Poor ICT usage culture • Dearth of core professional skills in relevant areas • Inadequate room for career progression and growth • No code of conduct or duty manual • Poor alignment of manpower • No talent and succession management <p>b) Infrastructure and Logistics</p> <ul style="list-style-type: none"> • Inadequate logistics for transportation and mobility • Facilities in poor condition, e.g., inadequate OSBPs • Effective integrated communications system is lacking • Weak communication infrastructure • Weak infrastructure, e.g., poorly resourced border posts • Poor working environment • Inadequate housing, health facilities, etc., at the border posts <p>c) Financing</p> <ul style="list-style-type: none"> • Poor financing strategy for the NIS • Inadequate funding/budgetary support • Poor remuneration packages 	<p>Threats</p> <ul style="list-style-type: none"> • Vast aerial and harsh terrain (porosity) of Nigeria’s borders • Increase in irregular migration due to global financial meltdown, climate change, etc., • Increase in resultant effect of influx of ECOWAS citizens under ECOWAS Protocol, due to Nigeria’s economic development and due to war in neighbouring countries (also unemployment, drugs, human trafficking, proliferation of small arms, etc.,) • Insecurity of lives and property • Inadequate data, including on migration for planning • Duplication of roles of MDAs • Lack of collaboration amongst relevant stakeholders • Inadequate financing of policy framework • Lack of dynamic public service rules • Frequent changes of technocrats in government • Poor selection/placement of personnel • Lack of alignment of plan with budget • Donor fatigue/withdrawal

INTERNAL	EXTERNAL
<p>Weaknesses</p> <p>d) Operational/Business processes and procedures</p> <ul style="list-style-type: none"> • No documented SOP/Code of Conduct • Lack of long-term strategic direction/plan • Lack of control on critical assets and operations • Lack of organizational capacity to adapt and support operations • Poor data gathering and management <p>e) Core mandate and legal framework</p> <ul style="list-style-type: none"> • Weak SLAs with vendors/partners • Inadequate implementation of SLAs • Lack of adequate integration of the National Migration Policy 2015 into other cross-cutting sectors of national life such as tourism, economy, investment, tax, security, diplomacy, elections, citizen identity, etc. • Institutional challenges in relation to the issuance of travel documents • Weak public image 	

ANNEX 11

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