



The European Union's Border Management Programme  
in Central Asia

# Border Management in Central Asia *Phase 4*

*Progress Report  
End March 2006*



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## Form 1.2 REPORT COVER PAGE

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## TABLE OF CONTENTS

<b>1. PROJECT SYNOPSIS .....</b>	<b>5</b>
<b>2. SUMMARY OF PROJECT PROGRESS SINCE THE START .....</b>	<b>7</b>
2.1. LEGAL ASSISTANCE (PROJECT 1) .....	7
2.2. CONSTRUCTION OF TRAINING INFRASTRUCTURE .....	8
2.3. TRAINING FOR BORDER STAFF .....	8
2.4. TRAINING FOR HIGH RANKING MANAGERS.....	9
2.5. COMPUTER BASED TRAINING IN THE PILOT REGIONS .....	9
2.6. AIRPORT CONTROL .....	10
2.7. CREATION OF MOBILE UNITS IN THE REGIONS.....	11
2.8. REINFORCEMENT OF BORDER CROSSING POINTS IN THE PILOT REGIONS .....	12
2.9. BORDER DOG CAPACITY IN THE PILOT REGIONS .....	13
2.10. COORDINATION OF INTERNATIONAL ASSISTANCE.....	13
<b>3. SUMMARY OF PROJECT PLANNING FOR THE REMAINDER OF THE PROJECT .....</b>	<b>14</b>
3.1. LEGAL ASSISTANCE .....	14
3.3. TRAINING FOR BORDER STAFF .....	14
3.4. TRAINING FOR HIGH RANKING MANAGERS.....	15
3.5. COMPUTER BASED TRAINING IN THE PILOT REGIONS .....	15
3.6. AIRPORT CONTROL .....	15
3.7. CREATION OF MOBILE UNITS IN THE PILOT REGIONS.....	15
3.8. REINFORCEMENT OF BORDER CROSSING POINTS IN THE PILOT REGIONS .....	15
3.9. BORDER DOG CAPACITY IN THE PILOT REGIONS.....	16
3.10. COORDINATION OF INTERNATIONAL ASSISTANCE.....	16
<b>4. ACHIEVEMENTS IN COMPARISON WITH PLANNED OUTPUTS .....</b>	<b>17</b>
4.1. LEGAL ASSISTANCE .....	17
4.2. CONSTRUCTION OF TRAINING INFRASTRUCTURE .....	17
4.3. TRAINING FOR BORDER STAFF .....	17
4.4. TRAINING FOR HIGH RANKING MANAGERS.....	18
4.5. COMPUTER BASED TRAINING IN THE PILOT REGIONS .....	18
4.6. AIRPORT CONTROL .....	18
4.7. CREATION OF MOBILE UNITS IN THE PILOT REGIONS.....	18
4.8. REINFORCEMENT OF BORDER CROSSING POINTS IN THE PILOT REGIONS .....	18
4.9. BORDER DOG CAPACITY IN THE PILOT REGIONS.....	19
4.10. COORDINATION OF INTERNATIONAL ASSISTANCE.....	19
<b>5. PROJECT PLANNING FOR NEXT REPORTING PERIOD: .....</b>	<b>19</b>

## **Annexes**

- Annex 1: Form 2.2 Project Progress Report**
- Annex 2: Form 2.3 Resource Utilisation Report**
- Annex 3: Form 2.4 Output Performance Report**
- Annex 4: Budgets by Project & by Country**
- Annex 5: Financial Disbursement Reports**
- Annex 6: Workplans by country**

## 1. PROJECT SYNOPSIS

Project Title	: Border Management in Central Asia, phase 4
Project Number	:
Country	: Central Asian Republics

Project objective[s]: The overall objectives of the programme are 1) to enhance security in Central Asia; 2) to reduce the flow of illicit traffic through the countries of the region; to contribute to an increased flow of persons and legal goods across Central Asian borders.

The specific objective of BOMCA is to strengthen Kazakhstan's, Kyrgyzstan's, Tajikistan's, Turkmenistan's and Uzbekistan's capacities in managing their borders in accordance with European best practices.

The specific goal of the project is:

- To reform legal and institutional framework necessary to the introduction of modern border management
- To build National training capacities to support implementation of modern border management
- To successfully demonstrate projects in border management concluded at pilot sites/in pilot regions

Planned outputs:

- Legislation and institutional frameworks revised/reformed as necessary
- Training facilities of Border Agencies renovated/constructed
- Border control capacity strengthened at pilot sites through provision of infrastructure, equipment and key skills training
- Coordination framework established for border management assistance of EU Member States and other donors

Sub-projects:

### Project 1: Legal assistance

The project will support the elaboration and/or adoption of new legislation and/or regulation on border management in line with EU best practice. Inter-agency working group will be created and/or reinforced.

### Project 2: Training infrastructures

Training infrastructure will be built/renovated in Tajikistan, Kyrgyzstan, Uzbekistan and in Kazakhstan. Training facilities will also receive training equipment. UNDP will subcontract infrastructure work and will provide equipment.

Project 3: Training of border staff

Field training will be carried out by EU border police officers with special focus in the pilot regions. EU trainers will train local trainers (train-the-trainer). They will also make specific recommendations with a view to adjust existing curricula.

Project 4: Training for high ranking managers

The project will organize one study tour in EU for high ranking managers, which objective will be to advocate for border reforms and to demonstrate the effectiveness for modern border management. This project will also reinforce informal contacts among border authorities from EU and CA.

Project 5: Computer based training

The project will deliver computer training with special emphasis on the two pilot regions in Tajikistan and in Kyrgyzstan.

Project 6: Control at airports

The project will (1) assess the current situation in each airport; (2) identify needs in terms of training and equipment; (3) draft a manual on visa management; (4) provide training to border and customs officers in each airport; (5) provide specific control equipment for border service.

Project 7: Creation of mobile unit in border pilot zones

The project will carry an in-depth assessment of the green border; on the bases of this assessment pilot border zones will be identified. In these border zones equipment and training will be provided with a view to create operational mobile control capacity of the green border. Tajikistan will receive special emphasis due to the imminent withdrawal of the Russian Border Guards and growing drug trafficking.

Project 8: Renovation and training of border crossing points in pilot regions

The project will identify border crossing points (BCP) in the pilot border zones; these BCP will be renovated and equipped. Joint training (Customs/Border service) will be implemented in the BCP and neighbouring country will be invited to participate. The project will focus in particular on Tajikistan and Kyrgyzstan.

Project 9: Creation of local dog units in pilot border zones

The project will renovate and equip local dog centre in the pilot regions of Tajikistan and Kyrgyzstan; Uzbek and Kazakh dog training centres will also receive support in terms of equipment and renovation; Uzbek and Kazakh training centres will organize training for their Tajik and Kyrgyz counterparts.

Project 10: Coordination of border and security assistance in Central Asia

BOMCA also aims at encouraging coordination of border and security assistance in Central Asia. To reach this objective UNDP will develop three activities: to organize regular meetings with donors community, to set up an "assistance matrix" and to create a database border management and security in Central Asia.

Project starting date : BOMCA 4-1: January 20, 2004  
BOMCA 4-2: March 7, 2005

Project duration : BOMCA 4-1: 30 months  
BOMCA 4-2: 30 months

## **2. Summary of project progress since the start**

Activities of the BOMCA 4 contract were developed according to the conclusions and recommendations of a number of assessments and limited interventions undertaken under previous preparatory phases of assistance, and as a whole comprise the launch of full-scale intervention by BOMCA in Central Asia.

The BOMCA 4 Programme comprises ten separate projects for implementation in five countries, a major intervention of the European Commission in the field of border management in Central Asia. EC funding of the BOMCA 4 Programme was split between two allocations: BOMCA 4.1 and BOMCA 4.2.

### **2.1. Legal Assistance (Project 1)**

The objectives of the project are: 1) to establish and improve the legal and regulatory framework of border management according to EU best practices, in particular regarding the administrative structure, the scope of tasks and responsibilities, cooperation agreement with other services etc. 2) to enhance cooperation of border guard services with other administrations and bodies.

The project has been subcontracted by UNDP to ICMPD, along with the related project for Training of Border Guard Services. All activities are either completed or are proceeding according to plan.

ICMPD carried out assessment missions to four CA countries, given that Turkmenistan does not participate in this project of the programme. Based on the assessments made by ICMPD in the four beneficiary countries, the compilation of legislation and other acts governing the management of borders by all the services, is finalized.

Although the Project calls for two bodies to be established in each country, Task Forces for legislative change, and working-level Inter-Agency Working Groups (IAWGs), in practice this is seen by beneficiaries and Programme Management as a rather heavy structure which in some countries involves a duplication of roles. A pragmatic, country-specific approach is being taken on this: however, the key concept is retained that high-level technical working groups (IAWGs) report to the political level in each country, to facilitate participation of technical agencies and recommend changes to legislative and institutional frameworks as necessary.

In Kazakhstan, an Inter-Ministerial commission under the Government of Kazakhstan «On elaboration of recommendations for construction and development of typical border crossing points at the automobile border crossing points of the Republic of Kazakhstan» was established which includes all state enforcement agencies at border crossing points. Legal basis of the commission is the Government Resolution of RK # 1256, dated November 26, 2002..The Secretariat Function is being held by Customs Control Committee of Ministry of Finance of RK. In accordance with mentioned Government Resolution, a commission was created for the purpose of: a) improvement of unified control system of border crossing procedure; b) elaboration of recommendations for construction and development of typical border crossing points at the automobile border crossing points of Kazakhstan. An official letter was sent to the MFA of Kazakhstan, with copy to the Customs Control Committee on December 20, 2005, requesting that the Commission officially facilitate the work of the BOMCA-CADAP Programmes.

In Kyrgyzstan, an Inter-Agency Working Group has been formed, but is presently defunct due to political instability and changes to counterparts. It is due to be revived in Summer of 2006 – following the first Kyrgyz Steering Committee – reporting directly to a single interlocutor in the Presidential Administration.

In Tajikistan, an Inter-Ministerial Commission for Border Security is chaired by General Zuhorov, Head of the Border Guard Service, who reports directly to the President.

In Turkmenistan, the State Coordinating Commission on Drugs has been assigned as primary counterpart to both the BOMCA and CADAP Programmes.

In Uzbekistan, an Inter-Agency Working Group, chaired by the Border Guard Services, reports to the State Commission on Border Security.

It should be noted that the Government of Turkmenistan did not endorse this project, on the grounds that legal change was not required. However, the Government is participating fully in many of the activities. The position of the Government reinforces the view of Programme Management that legislative and institutional change should be demand-led not supply-driven, and should arise as a result of successful implementation of BOMCA activities as a whole. Along the same lines, a Regional Evaluation Seminar, foreseen in the original TOR, has not been conducted yet.

## **2.2. Construction of Training Infrastructure**

The objective of the project is to establish/reinforce operational training infrastructure in beneficiary countries. These include Kazakhstan, Tajikistan, Kyrgyzstan and Uzbekistan. Turkmenistan is scheduled to benefit from this project under BOMCA 5.

Activities include the recruitment of engineers and design of training centres, subcontracting of works, provision of equipment, and holding of opening ceremonies.

Initial assessments for training infrastructure needs were undertaken by European experts contracted under BOMCA 3. Assessment reports submitted were of uniformly poor quality both in terms of physical requirements and in terms of cost estimations.

In Kazakhstan, training facilities are already well developed, and only minor refurbishment and provision of equipment to the Almaty Training Centre of the Border Guard Service was required. Works are now contracted, and equipment already provided.

In Tajikistan, a Training Centre for the Border Guard Service is being built in Dushanbe in two phases. Phase I of works is now complete, including classrooms and accommodation for 220 officer cadets. Phase II of works, a new-build training and administration block, has been contracted and is under construction. Furniture and equipment has been delivered for Phase I; the remaining furniture and equipment will be procured toward completion of the construction works.

In Uzbekistan, a Training Centre for the Border Guard Service is under construction in Termez, with a completion date of Autumn/Winter 2007. Uzbek counterparts have requested a further phase of the project to provide new dormitory accommodation for trainees. No furniture/equipment has yet been provided.

In Kyrgyzstan, agreement has been reached to provide a mixed scheme of new construction and refurbishment of existing facilities at Novo Pokrovka, outside of Bishkek. A satellite training centre will be established at refurbished premises in Osh, as a base for field training in the Ferghana pilot region envisaged under project 3, Training for Border Staff, and as a permanent site for Computer Based Training (project 5).

## **2.3. Training for Border Staff**

The objective of the project is to reinforce the border training capacity of beneficiary countries (Tajikistan and Kyrgyzstan only).

Activities in the TORs are stated as: "Field training will be carried out by EU border police officers with special focus in the pilot regions. EU trainers will train local trainers (train-the-trainer); they will also make specific recommendations with a view to adjust existing curricula".

This project has been subdivided into two distinct activities: training in integrated border management methodologies for commanders of Border Agencies, subcontracted to ICMPD, along with the related project for Legal Assistance (BOMCA 4, Project 1 – see above); basic skills training in the pilot regions for Border Agency staff, passed by Letter of Agreement from UNDP to specialized UN Agencies (IOM, UNODC, UNHCR).

ICMPD were contracted to undertake an assessment of training curricula and needs in all countries of Central Asia, to serve as a basis for future BOMCA interventions (see training component of work plan for BOMCA 5), and to develop national strategies for the introduction of IBM training.

Field training envisaged under this project has been combined with that envisaged under BOMCA Projects 7 and 8, and has been contracted to a number of specialized UN Agencies with a requirement that they utilize EU trainers.

Training-of-trainers was conducted in Tajikistan in Summer of 2005. UNODC provided training in intelligence sharing among authorities at the border, risk profiling and search techniques; IOM provided training in border control, visa management and identification of forged documents; UNHCR provided training in asylum rights and human rights. UNDP undertook basic training in computer skills and language scripts, to improve border controller capacities.

Approximately seven hundred and fifty Border Agency staff (Border Guards, Customs, Police) were trained in Tajikistan by the international agencies through a Train-the-Trainers approach. Each international training team was required to utilize at least one Russian trainer, in order to improve coordination and align training methodologies of the main international actors.

The same Training-of-Trainers approach to field training is to be replicated in Kyrgyzstan in Summer/Autumn 2006.

## **2.4 Training for High Ranking Managers**

The objective of the project is to sensitise high ranking management to the need for border reforms and the effectiveness of modern border management.

The project is limited to a single activity, to organise one study tour in the EU for high ranking manager and advocate for border reforms.

This project is considered a vital part of the package of activities necessary to introduce concepts of European border management to Central Asia.

The organization of this Study Tour by the BOMCA regional office began in April 2006, with the tour to take place in Hungary-Austria on 30 May-7 June 2006. See Section 3.4.

## **2.5 Computer Based Training in the Pilot Regions**

The objective of the project is to provide a sustained computer training programme for staff located in the pilot region.

Activities of the project are defined as delivering computer training with special emphasis on the two pilot regions in Tajikistan and in Kyrgyzstan.

This project was originally formulated to support the roll-out to Central Asia of UNODC-prepared inter-active training software designed to improve the interdiction capacities of law enforcement agencies. The software was originally developed for use in South-East Asia, but was translated into a Russian-language version under a UNODC project of the Turkish Drug Control Agency (TADOC).

Reference to UNODC was removed from the Programme TORs due to AIDCO concerns in regard to pre-selecting contractors. However, UNDP is able to pass work to other sister UN Agencies listed under the EC/UN FAFA without recourse to competitive tendering.

UNODC has thus been contracted under Letter of Agreement by UNDP to fulfill the EC TORs for this Project. A pilot phase is underway in Tajikistan, to test applicability of the software in Central Asia prior to releasing a final version for Regional roll-out. The pilot phase and software revision will be completed by Spring/Summer 2006, and it is foreseen that contracted activities will be completed on schedule.

Computer classrooms were established by UNDP at four locations along the Tajik-Afghan border, as well as in Dushanbe, in order to implement field training activities under BOMCA 4, Project 3, Training of Border Staff. These computer classes will now become the training centres required by UNODC to fulfill the TORs of the contracted Project.

It should be noted that additional cost-sharing funds received from the UK have been added to the budget given to UNODC under the Letter of Agreement, to finance additional centres in Tajikistan.

In Kyrgyzstan, two centres will benefit: the national Training Centre for the Border Guard Service proposed for Novo Pokrovka (and already equipped with a computer classroom under BOMCA 3), and the branch training facility at Osh which will serve the proposed pilot region training in basic skills envisaged under Project 3, Training of Border Staff. Agreement has been reached with the Border Guard Service that all Border Agencies will be able to access Border Detachment 2 HQ in Osh for purposes of training at this satellite training centre.

The Letter of Agreement with UNODC includes funds to support salary payments for IT-specialists for the Border Guard Service. These specialists will serve to maintain equipment and software both of the computer based training centres, and that provided to Border Crossing Points and Border Posts. This additional activity/expenditure was considered essential in order to build IT-capacities within the Border Guard Services, and in order to retain qualified staff who would otherwise seek employment within the private sector.

## **2.6 Airport Control**

The objective of the project is to reinforce the control capacity in each national airport of the region.

Activities of the project are to: (1) assess the current situation in each airport; (2) identify needs in terms of training and equipment; (3) draft a manual on visa management; (4)

provide training to border and customs officers in each airport; (5) provide specific control equipment for border service.

This project was passed to IOM for implementation, following successful completion of a similar project under BOMCA 3.

Following discussion between Programme Management, AIDCO and IOM, it was decided to target this project at airports suffering problems in regard to human trafficking, specifically the trafficking of young women from Uzbekistan to the UAE and elsewhere. Airports selected were Shymkent, Osh, Hudzhand and Bukhara. Additionally, Tashkent airport, assessed but not equipped under BOMCA 3, was provided with control equipment.

All equipment procurement was undertaken by UNDP, following IOM recommendations and endorsement from the EC Task Manager. However, it should be noted that not all equipment recommended by the subcontractor was procured. The conveyor belt and a thermal system to screen travelers' body temperatures for use at Osh Airport have not been purchased. While these recommendations remain valid, UNDP does not feel that the installation of the conveyor belt for passengers luggage is part of the BOMCA Programme. Similarly, the procurement of a thermal system for Osh airport at this stage would not be a cost efficient utilization of the resources of this Programme.

The project is now completed, and UNDP is awaiting a final report from IOM.

Following late endorsement of the BOMCA Programme by the Government of Turkmenistan, it was agreed that a full-scale technical assessment of Turkmen border control capacities would be undertaken under BOMCA 4. Thus, assessment of visa management capacities at Ashgabat airport in Turkmenistan was agreed under the Coordination Project of BOMCA 4 (Project 10). This assessment was undertaken by an Austrian expert, Ms. Silvia Bojinova, rather than by IOM. Her recommendations were conveyed to the Turkmen authorities in December 2005; no formal response has yet been received, although recommendations have been shared verbally and have been welcomed by technical-level counterparts.

## **2.7. Creation of Mobile Units in the regions**

The objective of the project is to establish operational mobile control in pilot border regions.

“On the basis of the initial assessment (BOMCA 3), an in depth assessment will be carried out by an expert on mobile border control; on the bases of this assessment equipment and training will be provided to two pilot border zones.” *Programme TORs, BOMCA 4.*

According to the previous CTA of the BOMCA Programme, no separate endorsement of the concept of mobile units is required, given that the legislative framework in each country allows for these already. The CTA did not feel the necessity to employ additional short-term expertise to plan the introduction of mobile units or to assess their needs.

Equipment lists for mobile units were provided by the previous CTA and have been procured and delivered by UNDP to the Tajikistan pilot area of Gorno Badakhshan. Training for mobile interdiction teams is foreseen for the Summer of 2006. Assessment of border posts has been completed in Tajikistan, but agreement with the Tajik Border Force to rationalize the number of border posts in Badakhshan has yet to be reached, and renovation/construction of posts will now fall under BOMCA 5. Mobile patrolling of the

green border will be organized from Detachment HQ in Khorog, and from BCPs to be renovated under Project 8.

The previous CTA of BOMCA agreed to a Kazakh request to utilize available allocation to strengthen mobile units in the Sary-Agash region by dedicating resources to the provision of additional kenneling and equipment for patrol dogs.

The establishment of mobile units in the Ferghana Pilot region in Kyrgyzstan has commenced, equipment and vehicles have been provided, and training for the servicemen is foreseen to take place during the summer of 2006 (see project 3, Training of Border Staff).

## **2.8 Reinforcement of Border Crossing Points in the Pilot Regions**

The objective of the project is to reinforce selected Border Crossing Points (BCP) located in the pilot border regions. The project will adopt a global approach integrating local communities into the project and developing poverty alleviation assistance in the border zone.

According to the EC TORs, "the project will identify BCPs in the pilot border zones; these BCP will be renovated and equipped. Joint training (Customs/Border service) will be implemented in the BCP and neighbouring country will be invited to participate. The project will also assist local communities with supply of water and electricity; BOMCA 4 will focus in particular on Tajikistan and Kyrgyzstan."

In Tajikistan, three BCPs have been identified for reinforcement, all in the Gorno Badakhshan Autonomous Oblast (GBAO): Darvoz, Khorog and Ishkashim. At each location, existing buildings will be renovated for continued use as accommodation for Border Guard Officers and Customs. New build facilities will be provided for border control, comprising containerized buildings designed to operationalise inter-Agency working. Technical proposals have been agreed, and infrastructure (including furniture) is in process of procurement. Equipment has already been procured and delivered to local detachments of the Border Guard Service.

Training in border control for border officers in the pilot regions was passed to IOM for execution and was undertaken in Tajikistan in Summer of 2005, as part of the multi-Agency Training-of-Trainers activities described under Project 3, Training of Border staff.

Training for border officers required minor renovation works to classrooms at Darvoz, Khorog and Ishkashim (3,000 Euro). These classrooms have been equipped with computers (originally intended for border posts by the previous CTA, but redirected to the classrooms in preparation for the Computer Based Training project), and serve as general training facilities for implementation of all phases of the BOMCA and CADAP Programmes.

The provision of infrastructure to local communities, is taking the form of renovation of existing border markets. At all three BCPs in Tajikistan, local markets exist within the Crossing Point compounds, and are being renovated/extended and provided with running water and sanitary facilities. An ID-card scheme, to allow Afghans to cross the border without passports, is being extended to allow more Afghans to participate, and the number of market days is being increased.

UNDP is proposing to expand its Communities Programme to the pilot region in Tajikistan, and establish a network of Jamoat Resource Centres along the Tajik-Afghan border.

In Kazakhstan, at the request of the Government, BCPs in Sary-Agash pilot region have been strengthened through the extension of power supplies to the border, to allow roll-out of the Berkut information system for the border services. This work was completed in April 2006.

In Uzbekistan, it was agreed to renovate facilities at "Sarasiyo-Avto" border crossing point with Tajikistan (Bratstvo on Tajik side), as part of a pilot region intervention linking provision of improved border security under the CADAP Programmes with a resumption of the national Uzbek demining effort. Design of works to an approximate value of 35,000 Euro is now complete and ready for tendering and contracting. As such a development, namely the readiness of the Uzbek Government to discuss de-mining in the region in return for a reinforcement of this pilot region was unforeseen at the time of contracting, UNDP will apply for this expenditure to be financed from the contingency budget line of the BOMCA contract.

## **2.9 Border Dog capacity in the Pilot Regions**

The objective of the project is to establish an operational local dog capacity in each of the pilot border region of Kyrgyzstan and Tajikistan

According to the EC TORs, "UNDP jointly with local authorities will define needs in terms of equipment and training; the project will renovate and equip local dog centre in the pilot regions of Tajikistan and Kyrgyzstan; Uzbek and Kazakh dog training centres will also receive support in terms of equipment and renovation; Uzbek and Kazakh training centres will organise training for their Tajik and Kyrgyz counterparts."

Assessment of needs at the Regional Dog Training Centres in Almaty and Tashkent was undertaken, and equipment (and breeding dogs) provided. Two three month training course for dog handlers, including provision of new dogs, was provided at Almaty (February-April 2005), and in Tashkent (September-November 2005). Each training included five handlers from each Central Asian country. OSCE parallel-financed the addition of five trainees from Afghanistan to the Tashkent training. The majority of trainers will serve in the pilot regions; however, some will serve at national airports or at other borders, as per the requirements of individual countries. The training and assessments benefited from two-week missions of Austrian dog handling expert Josef Schutzenhofer.

Facilities for local dog units are being established at Khorog in Tajikistan, to serve the GBAO pilot region, and at Osh Border Detachment 2 HQ, to serve the Kyrgyz/Uzbek border pilot region. Construction works for the Khorog Dog Unit have been contracted and equipment procured; construction works at Osh are tendered for completion in the end of Summer 2006.

## **2.10 Coordination of International Assistance**

The objective of the project is to facilitate coordination of European and international assistance in the fields of border management and security in Central Asia with a view to increase assistance and to gain in effectiveness and impact.

According to the EC TORs, "BOMCA also aims at encouraging coordination of border and security assistance in central Asia. To reach this objective UNDP will develop three activities: to organise regular meetings with donors community, to set up an "assistance matrix" and to create a data base border management and security in central Asia."

Two successful donor coordination Round Tables have been held in Dushanbe, Tajikistan, the main focus of international community concern and Programme activities during 2005. The Programme Manager has also engaged in a number of bilateral

meetings with donors and implementing Agencies around the Region in order to encourage coordination and cooperation in regard to border management and security programming.

The ability of the BOMCA Programme to emerge as a coordination platform for donor assistance – and the idea that donors will adjust their assistance to the BOMCA framework – needs to be based on BOMCA delivery of quality programme rather than statements of intent in the EC TORs or at Round Tables. Re-organisation of activities during 2005, and improved rate of delivery, has created a momentum in the Programme, and a high-profile with Government and international community throughout most of Central Asia.

An additional 2m Euro of cost-sharing has been agreed by the EC with the UK, as support to implementation of the projects of BOMCA and CADAP in Tajikistan. The German Embassy in Dushanbe has provided 50,000 Euro in parallel financing to ensure closer liaison between Tajik and Afghan law enforcement Agencies. Coordination with the US has improved significantly in recent months, particularly in Tajikistan, and the Programme is now set to replicate this success in the other countries of Central Asia.

BOMCA involvement in the planning of an EC Kabul border management intervention to strengthen the Afghan side of the Tajik-Afghan border has met with an enthusiastic response from EU Member States and the United States, and is leading to improved profile of the BOMCA project and increased collaboration particularly with the UK, Germany, France and Austria.

### **3. Summary of project planning for the remainder of the project**

#### **3.1 Legal Assistance**

In order to cover all five countries, including Turkmenistan, where an assessment mission was not carried out, consultations are being held with the Government of Turkmenistan to implement an assessment of the relevant legislation of that country. It is preliminarily expected that an expert team of ICMPD will carry out this mission during early Summer 2006.

#### **3.2. Construction of Training Infrastructure for Border Services**

Construction works at the Training Centres in Tajikistan and Uzbekistan is on-going. Regular supervision of the ongoing works is foreseen throughout the remaining time of the project with a view to achieve the technical quality foreseen by the beneficiary and to effectuate or commit all payments.

In regard to the Training Centre in Kyrgyzstan (Novopokrovka), an agreement has been reached with the Kyrgyz Border Service concerning the size of the training centre, and estimated number of students to be trained there in the same time. Tendering of the design works will take place in May 2006.

The Osh Training Center for Souther Region of Kyrgyzstan (pilot region) renovation works are in the design phase, with the documentation to be completed early May 2006, whereupon tendering for construction will immediately take place. Construction and renovation works are expected to be finalized before the end of November 2006.

#### **3.3. Training for Border Staff**

Training for the border staff in Kyrgyzstan is foreseen to take place during late Summer 2006.

### **3.4. Training for High Ranking Managers**

A one-shot event, five high ranking experts from each CA countries will travel to the territory of the European Union to learn best practices in border control and to study IBM methods.

The Study trip is being organized in connection with the International Border Police Conference to be organized by the Hungarian Border Guards on 31 May-1 June 2006. After the participation at this two-day Conference dealing exclusively with theoretical and professional issues of border management at the strategic level, a five-days tour is foreseen to visit border crossing stations both at the European internal and external borders, listening to presentations about integrated management of border traffic, common control at BCPs and common patrol at the green borders, European cooperation mechanism (FRONTEX) etc.

### **3.5. Computer Based Training in the Pilot Regions**

A detailed work plan for the roll-out of the computer based training project will be prepared by UNODC following assessment of the pilot phase currently being implemented in Tajikistan.

### **3.6. Airport Control**

The Programme Management Office expects IOM to submit the final project report during May 2006.

### **3.7. Creation of Mobile Units in the Pilot Regions**

Although the previous CTA of the BOMCA Programme was correct to assert that the legal basis for inter-Agency mobile units exists in Tajikistan (and other CA countries), there is still a need to formalize institutional arrangements to operationalise the concept.

The Project Manager for Tajikistan has been tasked with securing inter-Agency agreement during April 2006. Agreement of state services at the border in Kyrgyzstan to be secured for the creation of mobile units in the Ferghana pilot zone (Karasuu). TOR for a European expert on training of mobile forces to be developed and the Expert to be contracted during early Summer 2006. Training for Tajik mobile units to be carried out in June/July 2006 and for Kyrgyz units, in August/September 2006.

Some remaining equipment for the Ferghana Pilot zone is planned to be supplied towards the end of 2006.

### **3.8. Reinforcement of Border Crossing Points in the Pilot Regions**

Tenders for the construction/renovation of three border crossing points in Tajikistan (Darvoz, Khorog, Ishkashim) have been launched in April 2006, for contracting in May and delivery/installation mid July. A separate tender will be launched for renovation of market places in the border crossing point compounds.

A tender for renovation works at the Sarasiyo-Avto (UZ)-Bratstvo (TJ) border crossing point will be launched in April 2006, with works scheduled for June and July, subject to EC agreement to utilization of the contingencies budget line. See 2.8 and 4.8.

### **3.9 Border Dog Capacity in the Pilot Regions**

In Tajikistan, on-going supervision of the construction contract for the establishment of a dog unit at Khorog is required.

In Kyrgyzstan, a tender for the Osh dog unit of the Border Guard Service will be launched in April, with works scheduled to be undertaken in June/July.

A final activity in this project is a European Study Tour for chiefs of regional Dog Handlers facilities in Kazakhstan and Uzbekistan. It is foreseen that the study tour would take place in Austria, building on the excellent relationships the Programme Management developed in this country, and the obvious qualities of the Austrian system. The activity is likely to be held in September 2006.

### **3.10 Coordination of International Assistance**

Donor coordination meetings are an ongoing requirement, and will continue to be held on a monthly basis in Tajikistan. Similar coordination meetings are planned for other countries, to be established by the newly-appointed Project Managers for Kyrgyzstan & Kazakhstan, and for Uzbekistan and Turkmenistan.

The website of the BOMCA Programme will be overhauled by end of April 2006, and will include an e-library section for border management and security materials pertaining to Central Asia, in fulfillment of the third foreseen activity of the project. The second activity, creation of a project matrix for donor assistance for CA border management, is envisaged to be completed in Autumn 2006.

The EC Delegation has requested UNDP not to implement the envisaged donor workshop in Brussels.

A Regional beneficiary workshop will be held in Astana in the Autumn of 2006, which will have a dual purpose as a Regional Steering Committee.

National Steering Committees have been arranged for all five Central Asian countries participating in the BOMCA Programme. These will become bi-annual events. The meetings will serve as an information exchange and coordination framework for Programme Management and representatives of beneficiaries. The first such SC meeting will be held in Astana on 11 April 2006; the meeting in Tashkent on 26 April taking into account the lessons learnt from the Astana meeting. Steering Committees are foreseen in Ashgabad at the end of May, in Dushanbe early June, and in Bishkek late June.

## **4. Achievements in comparison with planned outputs**

### **4.1. Legal Assistance**

Deviations for the Description of Operations include non-participation of Turkmenistan, and thus the reduction of local legal experts recruited and legal assessments undertaken to four rather than five; variation in the composition of the international assessment team following discussions with the subcontractor ICMPD; interpretation of the activities to establish Task Forces and Inter-Agency Working Groups in each country to suit pre-existing national structures and respect wishes of national authorities.

Moreover, the focus of attention on Border Guard Services written into the original Terms of Reference has been dropped in favour of an inclusive approach to all Agencies working at the borders, as befits an integrated border management methodology.

The project has basically provided a good foundation for future work of the BOMCA Programme. Assessments of current legal and institutional frameworks, and dissemination of Guidelines on Integrated Border Management for Central Asia, are seen as important documents for establishing route maps for each country toward more modern European approaches to border management, and the establishment of IAWGs as the mechanism for progress.

However, Governments are unlikely to respond to calls for legislative or institutional change on the basis of technical assessments and recommendations alone, and the overall objectives of the BOMCA 4 Legal Assistance project require successful implementation of two other BOMCA projects if they are to be fulfilled. The Study Tour for High Ranking Managers (BOMCA 4, Project 4) is considered vital to familiarize decision-makers and key technical interlocutors of the benefits of integrated border management; pilot region experiments to introduce IBM practices (BOMCA-CADAP Programme, various Projects) are necessary to prove that IBM is both a more effective and cost-efficient way to manage borders.

Legal assistance within BOMCA 4 is understood to be a preparatory phase for the effective adaptation of legislation of CA countries, premised upon national adoption of integrated border management methodologies following implementation of pilot region trials under future phases of BOMCA assistance.

### **4.2. Construction of Training Infrastructure**

No deviations from the Description of Operations for this project have occurred or are foreseen.

The Tajik Border Force (TBF) is very happy with the Phase I works of the Training Centre in Dushanbe, and the plans for Phase II construction are now contracted.

The TBF wish to make the Training Centre the base for training of all future officer cadets, a function now fulfilled in piecemeal fashion over a number of sites. This clearly fits well the aim of establishing long-term institutional capacity for the introduction of modern border management methodologies to Tajikistan.

### **4.3. Training for Border Staff**

There have been no deviations from the Description of Operations for this project, and the project is proceeding on track.

However, “two new curricula proposed” are stated as a result of the Project, and “new curricula endorsed, translated and published” listed as an achievement indicator. These are considered unrealistic by the Programme Management, and unlikely to be achieved.

Border Guard Services are part of the military defense establishment in all countries, and training curricula for officers are considered a matter of national security. The Programme, and its subcontractor ICMPD, can proceed only on the basis of requests for assistance to develop new modules for current curricula, incorporating IBM components, and will be unable to access (or to influence) the full training curricula of Border Guard Services.

A model IBM training handbook, relevant legislation and a training manual, developed by ICMPD is available only from the BOMCA website, and is being distributed to the beneficiaries in all five countries.

#### **4.4 Training for High Ranking Managers**

No deviation from the Description of Operations has occurred or is foreseen.

#### **4.5 Computer Based Training in the Pilot Regions**

No deviation from the Description of Operations has occurred or is foreseen.

#### **4.6 Airport Control**

No deviations from the Description of Operations occurred, and the project is now completed.

#### **4.7 Creation of Mobile Units in the Pilot Regions**

No deviation from the Description of Operations is foreseen.

However, it should be noted that project results should include “increased seizures in the pilot regions”, and achievement indicators include data on seizures. This is considered illogical by Programme Management: a pilot region approach to building interdiction capacities is likely to displace trafficking to other areas, and may well lead to a fall in seizures rather than an increase.

#### **4.8 Reinforcement of Border Crossing Points in the Pilot Regions**

No deviation from the Description of Operations is foreseen, other than the inclusion of Uzbek and Kazakh pilot regions in addition to those foreseen for Tajikistan and Kyrgyzstan.

In Uzbekistan, it was agreed with EC AIDCO to renovate facilities at “Sarasiyo-Avto” border crossing point with Tajikistan (Bratstvo on Tajik side) as part of a pilot region intervention, linking provision of improved border security under the CADAP Programmes with a resumption of the national Uzbek demining effort.

In Kazakhstan, work was already underway on strengthening the Sary Agash pilot region when the Description of Operations was revised for contracting of BOMCA 4.2.

Similar to the caveat over indicators offered for the previous project, “Creation of Mobile Units”, it is unclear that renovation of border crossing points in pilot regions is likely to

increase legitimate State revenue collection from Customs. Legitimate as well as illegitimate trade may be displaced by Programme work to other crossing points, given the high-levels of corruption endemic in current border management in Central Asia.

#### **4.9 Border Dog Capacity in the Pilot Regions**

This project contributes to Output 2 for strengthening the border control capacities and is being implemented fully in line with Programme TORs.

The project in Tajikistan has benefited greatly from donor coordination work (see Section 4.5). All donors and implementing Agencies have come together to form a sub-committee on provision of drug detecting dogs to the Tajik law enforcement Agencies, and have recently written a joint letter to Government to insist that institutional arrangements be put in place to ensure a sustainable, multi-Agency approach to the strengthening of national dog capacities.

#### **4.10 Coordination of International Assistance**

It is proposed that wording of activities listed in the Description of Operations be revised.

It is not considered appropriate for BOMCA to “take over the role as coordinator of border assistance in Tajikistan”, either by the Government of that country, other actors of the international community, or by Programme management. It is proposed instead that the Government of Tajikistan be supported to coordinate international assistance to its own borders.

As per a request made by the EC Delegation in a Management Meeting with UNDP, the donor workshop to be organized in Brussels under Activity 2 will not be implemented.

Activities 3 and 4 of the Description of Operations are confused. The BOMCA website is being re-launched to include a page making available published documentation on border management and security in Central Asia, including links to other websites and organizations. However, it is recommended to drop the concept of an “assistance matrix” under Activity 3, to be modeled on that created by UNODC for the Paris Pact initiative (confusingly mentioned under Activity 4), as this is considered a duplication of the UNODC effort by stakeholders consulted (implementing Agencies and Member States).

### **5. Project planning for next reporting period**

#### **5.1 Legal assistance**

On-going support to national legal experts of BOMCA Country Teams by the subcontractor, ICMPD, including support missions as necessary.

#### **5.2 Construction of training infrastructure**

Completion of training facilities in Kazakhstan by end June 2006; ongoing secondary-level supervision of construction works at Dushanbe and Termez. Tendering of renovation works for the satellite centre at Osh in Kyrgyzstan, and design of the main Kyrgyz Training Centre at Novo Pokrovka.

#### **5.3 Training for border staff**

Completion of IBM training work plans for Central Asian countries.

#### **5.4 Training for High Ranking Managers**

A Study Tour to Hungary will take place 30 May – 7 June 2006.

#### **5.5 Computer Based Training in the Pilot Regions**

Completion of the pilot phase in Tajikistan and development of activities work plan for the remainder of the Project.

#### **5.6 Airport control**

Project completed. Submission and acceptance of final report from IOM.

#### **5.7 Creation of mobile units in pilot regions**

Agreement to be reached both in Tajikistan and in Kyrgyzstan among participating agencies (mid-May 2006) to establishment of mobile units in the pilot regions; drafting of Terms of Reference and recruitment of EU experts.

#### **5.8 Reinforcement of border crossing points in pilot regions**

Infrastructure and equipment for three border crossing stations at the Tajik Afghan border has been tendered, for contracting in May-June 2006.

The tender for renovation works at the Sarasiyo-Avto (UZ)-Bratstvo (TJ) border crossing point will be launched in May 2006, pending agreement of the EC to use the contingency budget line of the BOMCA 4.1 budget.

#### **5.9 Border dog capacity in the region**

Contracting and start of works for the dog training centre in Osh, Kyrgyzstan, and on-going secondary-level supervision of works for Khorog dog unit in Tajikistan.

#### **5.10 Coordination of International assistance**

Re-launch of BOMCA website, including e-library of documentation on border management and security in Central Asia, as well as Steering Committees to be held in all five countries. On-going regular coordination meetings with counterparts and representatives of the international community.

## FORM 2.2: PROJECT PROGRESS REPORT

Project title: Border Management in Central Asia 4				Project number :				Country : Central Asian Republics				Page :				
Planning period: 01.12.2005 -31.03.2006				Prepared on: 30.03.2006				EC Consultant : UNDP								
Project objectives: facilitate the licit flow of persons and goods over Central Asian Borders and increase security in Central Asia																
No	ACTIVITIES IMPLEMENTED	TIME FRAME 2005-2006						INPUTS								
		Months						PERSONNEL EC CONSULTANT		COUNTERPART		EQUIPMENT AND MATERIAL		OTHER		
		Dec	Jan	Feb	March				Planned	Utilised	Planned	Utilised	Planned	Utilised	Planned	Utilised
1.1	To establish Political level Task Forces in order to oversee Programme implementation	X														
1.2	To assess current legal frameworks and to propose recommendations	xx						0.5 m/m int	0.5 m/m int							
1.3	To produce & disseminate Guidelines on IBM for Central Asia	X	x	x	x			0.5 m/m int	0.5 m/m int							
1.4	To organize Regional conference on IBM and Study Tour to Europe	x	x	xx				0.5 m/m int	0.5 m/m int							
1.5	To establish IAWGs to support Programme implementation	x	x	x	x			0.5 m/m int	0.5 m/m int							
1.6	To develop National Strategies and workplans for IBM implementation			x	x			1 m/m int	1 m/m int							
2.1	To agree on sites and scope of works for training centres with national authorities															
2.2	To agree on design of renovation/ construction works to be undertaken				x											
2.3	To subcontract works, procure & deliver required equipment and furniture	x	x	x	xx			2 m/m int	2 m/m int				Tajik TC Phase 1: Works 270.000 Euro	Tajik TC Phase 1: Works 270.000 Euro	Uzbek TC: 750.000 E	Uzbek TC: 750.000 E
													Kazak TC: Works:88.000 Euro	Kazak TC: Works:88.000 Euro	Kyrgyz TC: 600.000 E	Kyrgyz TC: Waiting

												HQ Roof: 25.000 Euro Power Supply: 60.000	HQ Roof: 25.000 Euro Power Supply: 60.000	to be confirmed	for approval	
3.1	To renovate Border infrastructure at pilot sites/pilot regions	xx	xx	x	x			1 m/m int	1 m/m int			Tajik BCP ground work: 113.000 E	Tajik BCP ground work: 113.000 E			
												Tajik BCPs & Market: 525.000 Euro	Tajik BCPs & Market: Launched			
												Tajik border classrooms: 3000 E	Tajik border classrooms: 3000 E			
3.2	To provide Border Agencies with equipment to facilitate IBM trial		x	x				1 m/m int	1 m/m int							
3.4	To strengthen Regional Dog Centre at Almaty and train dogs and handlers from CA for deployment to current and future pilot regions/site	xx	xx	xx	x			0.5 m/m int	0.5 m/m int			Dog kennels Kaz: 80.000 E + 27.000E	Dog kennels Kaz: 80.000 E + 27.000E			
												Tajik dog unit: 60.000 E	Tajik dog unit: 60.000 E			
												Kyrgyz Dog Unit: 50.000 E	Kyrgyz Dog Unit: 50.000 E			
4.1	To establish regular donor coordination meetings for donors and implementing Agencies on border management assistance							0.5 m/m int	0.5 m/m int							
<b>Total</b>								<b>8 m/m int</b>	<b>8 m/m int</b>							



**FORM 2.3: RESOURCE UTILISATION REPORT**

Project title : Border Management in Central Asia 4		Project number :		Country : Central Asian Republics		Page :	
Planning period : 01.12.2005 -31.03.2006		Prepared on : 31.03.2006		EC Consultant : UNDP			
Project objectives : facilitate the licit flow of persons and goods over Central Asian Borders and increase security in Central Asia							
RESOURCES/INPUTS	TOTAL PLANNED	PERIOD PLANNED	PERIOD REALISED	TOTAL REALISED	AVAILABLE REMAINDER	FOR	
PERSONNEL International experts	50 m/m	8 m/m	8 m/m	37 m/m	13 m/m		
Sub-total							
Sub-total							
OTHER INPUTS	Training Centers: 443.000 Euro Renovation of BCPs: 641.000 Euro Dog Centers: 217.000 Euro Equipment (4.1): 1.014.700 Uzbek TC: 750.000 E Tajik TC: 540.000 E Kyrgyz TC: 300.000 E Equipment and supplies: 1.679.000 Euro	Kazak TC: 88.000 Euro Tajik BCPs & Market: 525.000 Euro Dog centers Kyr and Khorog: 110.000 Euro Uzbek TC: 200.000 E Tajik TC: 120.000 E Kyrgyz TC: funds committed	Kazak TC: 88.000 Euro Project launched Dog centers Kyr and Khorog: 110.000 Euro (money committed in Kyrgyzstan Uzbek TC: 200.000 E Tajik TC: 120.000 E	Training Centers: 443.000 Euro Renovation of BCPs: 116.000 Euro Dog centers: 217.000 Euro Equipment: 1.009.018 Uzbek TC: 600.000 E Tajik TC: 450.000 E	Tajik BCP: 525.000 Euro  Equipment: 5682 Euro Uzbek TC: 150.000 E Tajik TC: 90.000 E Kyrgyz TC: 300.000 E 1.014.000 Euro		
Sub-total							
	<b>TOTAL</b>						

**FORM 2.4. OUTPUT PERFORMANCE REPORT**

Project Title : Border Management in Central Asia 4		Project number :	Country : Central Asian Republics	Page :
Prepared on : 31-03-06			EC Consultant : UNDP	
Output results	Deviation original plan + or - %	Reason for deviation	Comment on constraints & assumptions	
<ul style="list-style-type: none"> <li>• Legislation and institutional frameworks revised/reformed as necessary</li>   <li>• Training facilities of Border Agencies renovated/constructed</li>   <li>• Border control capacity strengthened at selected airport, seaport and stretches of green border</li>   <li>• Coordination framework established for border management assistance of EU Member States and other donors</li> </ul>	<ul style="list-style-type: none"> <li>• -10%</li>   <li>• +20%</li>   <li>• -15 %</li>   <li>• -40 %</li> </ul>	<p>Good progress except in Turkmenistan, which has still to endorse the project. However, Turkmen Government clearly indicated his willingness to be more involved. ICMPD mission planned in June 06 in Ashgabat</p> <p>Additional funds were allocated to the renovation of TC in Tajikistan and Kazakhstan. Tajik TC was assessed as a priority after the departure of Russian Border Guards</p> <p>Still some activities are on-going at Tajik, Uzbek, Kyrgyz and Kazak BCPs. Turkmenistan will be dealt with under Bomca 5</p> <p>Framework fully established in Tajikistan. Still to be established formally in other countries</p>	<p>The political will to facilitate infrastructural investment has always been met. Assumption valid</p> <p>idem</p>	