



The European Union's Border Management Programme
in Central Asia

Border Management in Central Asia *Phase 4*

*Progress report
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TABLE OF CONTENTS

1. PROJECT SYNOPSIS	5
2. SUMMARY OF PROJECT PROGRESS SINCE THE START.....	8
2.1. LEGAL ASSISTANCE (PROJECT 1)	8
2.2. CONSTRUCTION OF TRAINING INFRASTRUCTURE	9
2.3. TRAINING FOR BORDER STAFF	10
2.4. TRAINING FOR HIGH RANKING MANAGERS.....	11
2.5. COMPUTER BASED TRAINING IN THE PILOT REGIONS	11
2.6. AIRPORT CONTROL	12
2.7. CREATION OF MOBILE UNITS IN THE REGIONS.....	13
2.8. REINFORCEMENT OF BORDER CROSSING POINTS IN THE PILOT REGIONS	14
2.9. BORDER DOG CAPACITY IN THE PILOT REGIONS	15
2.10. COORDINATION OF INTERNATIONAL ASSISTANCE.....	15
3. SUMMARY OF PROJECT PLANNING FOR THE REMAINDER OF THE PROJECT	17
3.1. LEGAL ASSISTANCE	17
3.2. CONSTRUCTION OF TRAINING INFRASTRUCTURE FOR BORDER SERVICES	17
3.3. TRAINING FOR BORDER STAFF	17
3.4. TRAINING FOR HIGH RANKING MANAGERS.....	17
3.5. COMPUTER BASED TRAINING IN THE PILOT REGIONS	17
3.6. AIRPORT CONTROL	17
3.7. CREATION OF MOBILE UNITS IN THE PILOT REGIONS.....	18
3.8. REINFORCEMENT OF BORDER CROSSING POINTS IN THE PILOT REGIONS	18
3.9. BORDER DOG CAPACITY IN THE PILOT REGIONS.....	18
3.10. COORDINATION OF INTERNATIONAL ASSISTANCE.....	18
4.1. LEGAL ASSISTANCE	20
4.2. CONSTRUCTION OF TRAINING INFRASTRUCTURE	20
4.3. TRAINING FOR BORDER STAFF	20
4.4. TRAINING FOR HIGH RANKING MANAGERS.....	21
4.5. COMPUTER BASED TRAINING IN THE PILOT REGIONS	21
4.6. AIRPORT CONTROL	21
4.7. CREATION OF MOBILE UNITS IN THE PILOT REGIONS.....	21
4.8. REINFORCEMENT OF BORDER CROSSING POINTS IN THE PILOT REGIONS	22
4.9. BORDER DOG CAPACITY IN THE PILOT REGIONS.....	22
4.10. COORDINATION OF INTERNATIONAL ASSISTANCE.....	22
5. PROJECT PLANNING FOR NEXT REPORTING PERIOD	23

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

Abbreviations

BCP	Border Crossing Point
BOMCA	Border Management Programme in Central Asia
BG	Border Guards
BS	Border Service
CA	Central Asia
CADAP	Central Asia Drug Action Programme
CCTV	Closed Circuit Television Systems
DAMOS	Drug Abuse Monitoring System
DPU	Drug Profiling Unit
EC	European Commission
EU	European Union
FPD	Focal Point on Demand
FPS	Focal Point on Supply
IRP	Information Resource Person
IOM	International Organization for Migration
KG	Kyrgyzstan
KZ	Kazakhstan
OSCE	Organization for Security and Cooperation in Europe
PMO	Programme Management Office
SSA	Special Service Agreement
TJ	Tajikistan
TOR	Terms of Reference
TM	Turkmenistan
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNODC	United Nations Office on Drugs and Crime
UZ	Uzbekistan
WEA	Western European Agency

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

Project activities:

Output 1:

- P1A1: Existing legal and institutional framework are assessed;
- P1A2: Task Force on border legislation and reforms in each country are established;
- P1A3: A working level inter-agency working group is established in each country;
- P1A4: A regional evaluation seminar on border legislation and border reforms is held;

Output 2:

- P2A1: Training facilities to be reconstructed and equipment to be provided are assessed;
- P2A2: Training facilities reconstructed, necessary equipment provided;

Output 3:

- P3A1: Border guard training curriculum expert selected in each country;
- P3A2: Training workplan drafted for each country;
- P3A3: Training for border guards of Tajikistan and Kyrgyzstan is carried out;
- P3A4: Training curricula for BG improved (IBM part included);
- P4A1: Study Tour for High Ranking Border Managers to the European Union organized;
- P5A1: Computer based training provided in the pilot regions;
- P5A2: Computers, software and manual provided to the participants;
- P6A1: Airports in the regions are assessed in terms of security;
- P6A2: A manual on visa management at airports is produced and distributed;
- P6A3: Training on visa management at airports is provided;
- P6A4: Security equipment is delivered to the airports;
- P7A1: Official endorsement to creation of Mobile Units as an element of added security in the pilot regions (KG, TJ) is achieved;
- P7A2: Infrastructure and equipment is provided to equip the Units;
- P7A3: Regional field training by a European expert is conducted;
- P8A1: Assessment missions in the pilot regions of TJ and KG are carried out to establish the BCP to be reinforced;
- P8A2: Renovation works are carried out and equipment is provided to selected BCPs;
- P8A3: Skills training is carried out in both countries;
- P9A1: Assessment of local dog units in the pilot zones to renovate and equip in TJ and KG;
- P9A2: Renovation and construction of dog units in the pilot regions, provision of equipment to dog units in these pilot zones and in UZ and KZ;
- P9A3: Carry out training for dog handlers in TJ and KG in UZ and KZ with the involvement of an EU expert trainer;
- P9A4: Carry out the Study Tour to EU dog training Centre for KZ and UZ trainers;

Output 4:

- P10A1: Steering committee meetings in each country carried out two times a year to coordinate the implementation of projects with the beneficiaries;
- P10A2: Regular coordination meetings are organized with other members of the donor community to harmonize policies of assistance in a given country;
- P10A3: An assistance matrix of partners and projects in the field of border and security in Central Asia is developed;

P10A4: A library of documentation on border management is assembled.

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. Within the framework of realization of tasks on IBM Training team in Kazakhstan provided working group meeting with state bodies in Astana on May 3, 2006. The objective of the meeting was: 1) Discussion of future possible ways of cooperation; 2) Presentation on IBM and its benefit for the country; 3) Presentation and discussion on National Strategy and Action

Plan Development; and 4) Presentation and discussion on Work Plan for IBM Training. During that meeting participants agreed that Kazakhstan has already followed IBM conception and developments as joint experiments, one stop principle are introduced in the country.

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 on 14 July 2006 – reporting directly to a single interlocutor in the Presidential Administration.

In Tajikistan, an Inter-Ministerial Commission for Border Management (IMC) is chaired by Colonel General Zuhorov, Chairman of the State Committee for Border Protection. He reports directly to the President. Members are drawn from all ministries and agencies with a responsibility for border management at deputy Minister level. Donors including the BOMCA – CADAP project management team have observer status. The IMC has several working sub committees which are actively assisted by the BOMCA – CADAP project management team.

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.

A Regional Evaluation Seminar on border legislation and border reforms has been conducted in February 2006 in Bishkek, Kyrgyzstan, to assess the work of the Task Forces; to assess the impact of BOMCA assistance on border management reforms; to encourage harmonization approaches; to share best practices.

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.

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, facilities for regional training in Almaty Training Centre of the Border Guard Service developed, works are completed and equipment provided.

In Tajikistan, a Training Institute for Officer Cadets of the Border Force is being built in Dushanbe in two phases. Phase I has been completed and is in use.. Facilities include lecture theatre, classrooms, dining hall, kitchen, and accommodation for 112 officer cadets. Phase II - 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 Phase II construction works. The USA is to build further facilities and when completed, the complex will provide a “show case” facility for training Border Force Officers and Officer Cadets in Central Asia.

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. The list of required equipment was received from the Border Guards Committee and finalized, and procurement tender to be announced in July 2006.

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. Tender for project design was conducted. 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). Construction company for renovation works in branch training centre in Osh is selected and designing of training centre in Novo Pokrovka has been started.

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.

Seven hundred and ninety seven Border Agency staff (Border Force & Customs) 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.

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. 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. The Study tour provided an opportunity for high ranking managers of Border Controlling Agencies from each CA country to visit the territory of the European Union, Hungary, to learn best practices in border control and to be familiarized with IBM concept. However, the Government of Uzbekistan sent a last minute reply with refusal to participate at this event.

The Study trip was organized in connection with the International Border Police Conference, which was held by the Hungarian Border Guards on 30-31 May 2006. After the participation at this two-day Conference, dealing exclusively with theoretical and professional issues of border management at the strategic level, a seven-days tour (1-7 June 2006) was made visiting BCPs both at the European internal and external borders, listening to presentations about integrated border management, joint control at BCPs and joint patrol of mobile units at the green borders, European cooperation mechanism (FRONTEX) etc. European best practices in airport control, searching and controlling international trains was also presented, as well as detailed lectures were provided on the theory and practice of IBM by the Hungarian Border Guards and Customs authorities.

In Turkmenistan, a follow-up training seminar will be organized in Summer/Autumn 2006. The idea is to follow up on previous activities attended by Turkmen representatives. Indeed, after the ICMPD seminar in February 2006, material has been distributed in related ministries. Turkmen representatives attended the study-tour in Hungary. It seems reasonable to organize training in Ashgabat for high and middle-ranking officers in order to familiarize with IBM concept as a best practice of EU.

In Uzbekistan, a debriefing/training seminar, based on the outcomes of the Budapest study tour was organized on 12 July 2006. The audience was high and middle-ranking officers of the Border Guards and the Customs Committee.

This project is completed.

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).

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 September 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. In addition training classrooms will be provided for Ministry of Interior, Customs, National Security Service and Drug Control Agency (5 computers in each agency).

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 BCPs and Border Posts. This additional activity/expenditure was considered essential in order to build IT-capacities within each agency, 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, Khujand 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. Assessments to the following airports was done in Shymkent (Kazakhstan), Osh (Kyrgyzstan), Khujand (Tajikistan) and Bukhara (Uzbekistan). Manuals on visa management were developed for Kyrgyzstan, Kazakhstan, Uzbekistan and Tajikistan and distributed among national authorities. The visa management training for the staff of assessed airports, central border control and consular authorities were conducted for four countries. Training was conducted for total of 127 participants on fraudulent documents detection, inspection of vehicles and persons crossing the borders, and international migration law for total of 127 participants are conducted.

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 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. Recruitment process of International Expert on Mobile Units Training is launched to carry out the training in Kyrgyzstan (September 2006) and Tajikistan. However, the concept of training operational mobile units in accordance with EU best practice is inappropriate for the hostile environment along parts of the Tajik / Afghan border where clashes between well armed drug trafficking gangs and Border Force troops are not uncommon. It is intended to organise the training as a series of seminars for senior officers that will introduce them to concepts of border patrolling applicable in areas less hostile than is currently the case on the Tajik / Afghan border.

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 in August – September of 2006.

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 Customs buildings are being renovated for continued use as accommodation for Border Force and Customs staff. New build facilities are to be provided for in which Border Force, Customs & Ministry of Health staff will work together with border control, comprising containerized buildings designed to operationalise inter-Agency working. The design was agreed in August 2005. Contracts will be let in July 2006 with a completion date of October 2006. Equipment for the BCPs has already been procured and is in storage at Border Force and Customs warehouses.

Training in passport and visa management for Border Force personnel in the pilot regions was undertaken as a component of the large scale training 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 within the pilot zone in Tajikistan, local markets exist within the Crossing Point compounds, and are being renovated/extended and provided with running water and sanitary facilities. Using photo ID cards issued for the most recent elections in Afghanistan, Afghans are permitted to cross the border without passports. Once the improvements have been completed, it is anticipated that the markets will be permitted to open on more than one day per week as is the current practice.

Under its existing Communities Programme, UNDP has increased by three, its network of Jamoat Resource Centres along the Tajik-Afghan border in the Khatlon Region. Subject to adequate funding, it will extend this network into the BOMCA CADAP pilot zone in GBAO.

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 “Sarasiya-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 de-mining effort. Design of works to an approximate value of 35,000 Euro is now complete, tendering on capital renovation of the BCP “Sarasiya-Avto” is completed and contracting is in process. Following to EC Delegation approval to a Contract addendum this activity has been contracted from resources previously allocated to the contingency budget line.

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 regions 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, Turkmen 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 courses for dog handlers, including provision of new dogs, were 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, Mr. Josef Schützenhofer.

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 will be completed by the end of July 2006. Contract for construction works at Osh Dog Unit Center is signed and works started.

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 conferences, were held in Dushanbe, Tajikistan, in February and September 2005. The President of Tajikistan addressed the September conference. Tajikistan was 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 conferences. 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. A further GBP 500 thousand was received in the first half of 2006 to upgrade Border Outposts in the pilot zone. The German Embassy in Dushanbe has provided 37,500 Euro in parallel financing to ensure closer liaison between Tajik and Afghan law enforcement Agencies. Coordination with the USA (the largest donor to LEAs and Ministry of Defence in Tajikistan) 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 opposite the BOMCA – CADAP pilot zone in GBAO, has met with an enthusiastic response from EU Member States and the USA, and is leading to improved profile of the BOMCA project and increased collaboration particularly with the UK, Germany, France and Austria.

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 was held in Astana on 11 April 2006; the meeting in Tashkent on 26 April 2006 taking into account the lessons learnt from the Astana meeting, and the one in Ashgabat on 26 May 2006. SC in Dushanbe was organized on 12 July 2006 and the CADAP SC in Kyrgyzstan – on 14 July 2006.

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 2006.

Except for this element, the TOR for this project has actually been fulfilled, the project is finalized.

3.2. Construction of Training Infrastructure for Border Services

Construction works at the Training Centres in Tajikistan, Kyrgyzstan and Uzbekistan are 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 effect or commit all payments. In Uzbekistan, works are planned to be finalised in November 2006.

In regard to the Training Centre in Kyrgyzstan (Novo Pokrovka), 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 is completed, and the design is expected to be finalized early October 2006 at the latest.

Construction company for construction works in the Osh Training Center for Southern Region of Kyrgyzstan (Ferghana pilot region) is selected. Reconstruction and renovation works are expected to be finalized before the end of November 2006. Continuous supervision of these activities is planned.

Partial renovation of the Border Guard training center in Ashgabat will start end of Summer 2006.

3.3. Training for Border Staff

Training for the border staff in Kyrgyzstan is foreseen to take place in Autumn 2006.

3.4. Training for High Ranking Managers

Project is completed.

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 July 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.

Agreement of state services at the border in Kyrgyzstan to be secured for the creation of mobile units in the Ferghana pilot zone (Karasuu) and Kyrgyz-Kazakh border (Akjol-Kordai). TOR for a European expert on training of mobile forces is developed and the Expert to be contracted during July 2006. Training for Tajik and Kyrgyz mobile units to be carried out in September 2006

3.8 Reinforcement of Border Crossing Points in the Pilot Regions

Contracts for the construction / renovation of infrastructure at three border crossing points in Tajikistan (Darvoz, Khorog, Ishkashim) and upgrading the adjacent markets were signed in June 2006 and the major contract will be signed in July 2006. All works will be completed by October 2006.

A tender for renovation works at the Sarasiyo-Avto (UZ)-Bratstvo (TJ) border crossing point is completed and contracting is in process. See 2.8 and 4.8.

3.9 Border Dog Capacity in the Pilot Regions

In Tajikistan, on-going support for the drug detecting dog unit at Khorogh, that will be completed in July 2006 will be required.

In Kyrgyzstan, as construction works of the Osh dog unit of the Border Guard Service began early July 2006, a continuous supervision is to be ensured, involving the design company and the BOMCA engineer. The completion of this project is foreseen to be in the end of November 2006.

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 October 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 was in principle overhauled by end of April 2006. Development of an e-library section for border management and security materials pertaining to Central Asia is also ongoing, 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 [Almaty](#) in the Autumn of 2006, which will have a dual purpose as a [Regional Annual BOMCA/CADAP Review Meeting](#).

National Steering Committees have been arranged for all five Central Asian countries participating in the BOMCA Programme in the first half of 2006, except the BOMCA SC in Kyrgyzstan, where an urgent Government meeting was called by the Prime Minister and announced at a very late stage due to the situation development in Southern part of the country. This meeting will be then organized during August 2006.

Planning for the second half of the year will take place in Autumn 2006. The preliminary target dates for the SC meetings should be before the end of 2006.

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 construction of Phase II is well under way with completion scheduled for March 2007.

The TBF wish to make the Training Centre the base for training of all officer cadets, a function previously 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.

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

Due to unstable political and social situations in Kyrgyzstan and bureaucratic delays the Project was extended till 30 April 2006 in order to:

- Organize a visa management seminar in Tashkent for the representatives of the Consular Service of the Ministry of Foreign Affairs of the Republic of Uzbekistan, the Committee for Protection of the State Border of the Republic of Uzbekistan, Department for Entry, Exit and Registration of the Ministry of Interior of the Republic of Uzbekistan.
- Conduct a five-day training sessions on fraudulent documents and border control in Tashkent for officers of the Committee for Protection of the State Border of the Republic of Uzbekistan, officers of the Department for Entry, Exit and Registration of the Ministry of Interior of the Republic of Uzbekistan, staff Consular Service of the Ministry of Foreign Affairs of the Republic of Uzbekistan, officers of the State Customs Committee.
- Complete the editing of the Russian version of the manual on visa management and disseminate the published manual to the relevant government agencies in the four target countries.

The project is completed and final report on the Project from IOM is expected soon.

4.7 Creation of Mobile Units in the Pilot Regions

No deviation from the Description of Operations is foreseen, except in Tajikistan where training will be directed towards senior officers.

However, it should be noted that project results should not 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 selected 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

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

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 confusing. The BOMCA website was re-launched.

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 and consultancy activities to national legal experts of BOMCA Country Teams by the subcontractor, ICMPD, including support missions as necessary.

5.2 Construction of training infrastructure

Ongoing secondary-level supervision of construction works at Dushanbe and Termez. Ongoing supervision of renovation works for the satellite centre at Osh in Kyrgyzstan, and design of the main Kyrgyz Training Centre at Novopokrovka to be completed before October 2006.

5.3 Training for border staff

Completion of IBM training work plans for Central Asian countries.

5.4 Training for High Ranking Managers

Project is completed.

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 (end July 2006) to establishment of mobile units in the pilot regions; contracting of EU expert for training of these units.

5.8 Reinforcement of border crossing points in pilot regions

Infrastructure is in the course of construction at three BCPs on the Tajik Afghan border. Completion scheduled for October 2006. Equipment has already been delivered to beneficiary agencies.

The tender for renovation works at the Sarasiyo-Avto (UZB)-Bratstvo (TAJ) border crossing point will start in July 2006.

5.9 Border dog capacity in the region

Construction works started for the dog training centre in Osh, Kyrgyzstan, ongoing supervision of these works is required; and on-going assistance for the centre in Khorog dog unit in Tajikistan is carried out.

5.10 Coordination of International assistance

Include in new BOMCA website an e-library of documentation on border management and security in Central Asia. Holding of BOMCA SC in Kyrgyzstan, postponed from the first half of the year, in August 2006. Planning for the dates of Steering Committees to be held in all five countries towards the end of 2006.

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 : 01.04.2006 -30.06.2006				Prepared on: 30.06.2006				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 2006						INPUTS							
		Months						PERSONNEL EC CONSULTANT		COUNTERPART		EQUIPMENT AND MATERIAL		OTHER	
		April	May	June				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													
1.3	To produce & disseminate Guidelines on IBM for Central Asia	X	x	x											
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				0.5 m/m int	0.5 m/m int						
1.6	To develop National Strategies and workplans for IBM implementation			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														
2.3	To subcontract works, procure & deliver required equipment and furniture	x	x	x				2 m/m int	2 m/m int					Uzbek TC: 750.000 E	Uzbek TC: 750.000 E
														Tajik TC: 540.000 E	Tajik TC: 540.000 E
														Kyrgyz TC: 600.000 E	Kyrgyz TC: 600.000 E

3.1	To renovate Border infrastructure at pilot sites/pilot regions	xx	xx	x				1.5 int	m/m	1.5 m/m int				Tajik BCPs & Market: 525.000 Euro	Tajik BCPs & Market: Launched
3.2	To provide Border Agencies with equipment to facilitate IBM trial		x	x				0.5 int	m/m	0.5 m/m int				Tajik border classrooms: 3000 E	Tajik border classrooms: 3000 E
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							0.5 int	m/m	0.5 m/m int					
4.1	To establish regular donor coordination meetings for donors and implementing Agencies on border management assistance							0.5 int	m/m	0.5 m/m int					
Total								6 m/m int		6 m/m int					

FORM 2.3: RESOURCE UTILISATION REPORT

Project title : Border Management in Central Asia 4		Project number :		Country : Central Asian Republics		Page :	
Planning period : 01.04.2006 -30.06.2006		Prepared on : 31.06.2006		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	6 m/m	6 m/m	45 m/m	5 m/m		
Sub-total							
Sub-total							
OTHER INPUTS	Dog Centers: 217.000 Euro Equipment (4.1): 1.014.700 Tajik TC: 540.000 E Kyrgyz TC: 300.000 E Equipment and supplies: 1.679.000 Euro	Dog centers Kyr and Khorog: 110.000 Euro Tajik TC: 120.000 E Kyrgyz TC: funds committed	Dog centers Kyr and Khorog: 110.000 Euro (money committed in Kyrgyzstan Tajik TC: 120.000 E	Dog centers: 217.000 Euro Equipment: 1.009.018 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							
TOTAL							

FORM 2.4. OUTPUT PERFORMANCE REPORT

Project Title : Border Management in Central Asia 4		Project number :	Country : Central Asian Republics	Page :
Prepared on : 30-06-06			EC Consultant : UNDP	
Output results	Deviation original plan + or - %	Reason for deviation		Comment on constraints & assumptions
<ul style="list-style-type: none"> • Legislation and institutional frameworks revised/reformed as necessary • Training facilities of Border Agencies renovated/constructed • Border control capacity strengthened at selected airport, seaport and stretches of green border • Coordination framework established for border management assistance of EU Member States and other donors 	<ul style="list-style-type: none"> • -15% • +20% • -15 % • -20 % 	<p>Good progress. Turkmen Government clearly indicated it's willingness to be more involved. IBM seminar to be organised in Ashgabat in 09/06.</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, Uzbek TC to be finalised in Autumn</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, except when already established by other donors, as it is the case in Turkmenistan.</p>		<p>The political will to facilitate infrastructural investment has always been met. Assumption valid</p> <p>idem</p>