



## PROJECT DOCUMENT

Version 0.2 – 3 July 2018

**Project Title:** *Promoting Cross-Border Cooperation through Effective Management of Tajikistan's Border with Afghanistan, PHASE II*

**Project Number:** 00107574**Output ID:** 00107847**Start Date:** 1 January 2019**End Date:** December 2021**PAC Meeting date:**

### Brief Description

The '*Promoting Cross-border Cooperation through effective management of Tajikistan's border with Afghanistan*' *Phase II* design is guided by the outcomes of the previous phase of BMP and is based on consultations with project beneficiaries, including Tajik Border Forces, Customs Service Agency, and Drug Control Agency. The BMP II also builds on lessons learnt from previous and ongoing border management projects and activities (BOMNAF I, BOMNAF II, BOMCA, CADAP) and cross border cooperation initiatives (TAPRI, LITACA I, LITACA II) of UNDP and other development partners (ongoing BOMCA, Pakistan, Afghanistan, Tajikistan Regional Integration Project, etc), including those funded by the Government of Japan. Details are shown at Annex M.

Continuing the capacity development of border agencies achieved under BMP I, this proposed new phase will focus on strengthening the capacities of border agencies, regional governments and local institutions for promotion of sustainable economic growth in borderland regions. While doing so, strong focus will be made on inter-agency coordination for promotion of cross-border communication and cooperation as well as improving the operation of existing cross-border market facilities in target areas. To support this aim, the project will create strong geographic and thematic synergies to complement UNDP's ongoing LITACA project, which is funded by the Government of Japan. Building on the lessons from BMP I, the project will make a strong emphasis on collection and disaggregation of data, as part of monitoring the project's impact on the social and economic empowerment of women. (e.g. at cross border markets).

Contributing Outcome (UNDAF/CPD, RPD or GPD):	Total Resources Required	\$
<u>UNDAF/CPD (2016-2020), Outcome 1:</u> People have their rights protected and benefit from improved access to justice and quality services delivered by accountable, transparent, and gender responsive legislative, executive and judicial institutions at all levels.	<b>Total resources allocated:</b>	<b>Donor: \$4,586,198</b> <b>Government: In-kind Contributions</b>
Indicative Output(s) with gender marker <sup>2</sup> : TBD as part of project appraisal process	<b>Unfunded:</b>	<b>\$4,586,198</b>

Agreed by (signatures):

Government	UNDP
Print Name:	Print Name:
Date:	Date:

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## ABBREVIATIONS USED IN THIS DOCUMENT

ADB	Asian Development Bank
AKDN	Aga Khan Development Network
AKF	Aga Khan Foundation
B2B	Business to Business
BCP	Border Crossing Point
BG	Border Guards
BIG	Border International Group (Donor Coordination Mechanism)
BM	Border Management
BMP	Effective Border Management and Cross-border Cooperation between Tajikistan and Afghanistan
BOMCA	EU Border Management Central Asia Project
BOMNAF	EU Border Management in Northern Afghanistan Project
CADAP	EU Central Asia Drugs Action Programme
CAREC	Central Asia Regional Economic Cooperation Programme
CABSI	Central Asia Border Security Initiative
CBM	Cross Border Market
CPD	Country Programme Document (UNDP)
CTA	Chief Technical Adviser
DCA	Drug Control Agency
DRM	Disaster Risk Management
F2F	Farmer to Farmer
FEZ	Free Economic Zone
G2B	Government to Business
GBAO	Gorno-Badakhshan Autonomous Oblast
IBM	Integrated Border Management
INL	International Narcotics & Law Enforcement (USA Dept of State)
JICA	Japan International Cooperation Agency
KfW	Kreditanstalt für Wiederaufbau. German government development bank
LITACA	Livelihoods Improvement in Tajik-Afghan cross-border areas
M&E	Monitoring and Evaluation
MEDT	Ministry of Economic Development and Trade
MFA	Ministry of Foreign Affairs
NBMS	National Border Management Strategy
NCNS	National Counter Narcotics Strategy
OSCE	Organization for Security and Cooperation in Europe
OVOP	One Village One Product
PATRIIP	Pakistan, Afghanistan, Tajikistan Regional Integration Project
RT	Republic of Tajikistan
SCNS	State Committee on National Security
SCORED	EU Supporting Cooperation and Opportunities for Regional Economic Development
SCNS	State Committee for National Security (Tajikistan)
tbc	To be confirmed
TBF	Tajikistan Border Force
TCS	Tajikistan Customs Service
TWG	Technical Working Group



## DEFINITIONS

- **Border Post** (*Пост*). The administrative and operational base of a local border unit. A border post is situated on the green border up to a few hundred metres from the state line. Responsible for green border security. Normally staffed by 3-5 soldiers.
- **Border Outpost** (*Застава*). Part of a border detachment, performing direct and continuous protection of a certain section of the state border. Usually includes a detachment of service dogs, as well as specialists in various technical disciplines. Responsible for Green Border Security. Normally staffed by 30 – 50 soldiers. Commanded by a major.
- **Commandants' Office** (*Комендатура*). Located at strategic centres. Part of the border detachment, which performs tasks to ensure the protection of a certain section of the state border. The length of border responsibility of a commandant's office and its composition are determined by the specific situation on the border. Responsible for green border security within a designated area. Normally staffed by approximately 70 soldiers. Commanded by a major.
- **Border Detachment** (*Отряд*). A Border Detachment has all the necessary forces and means to ensure reliable protection of a certain section of the state border. Located on the perimeter of each borderlands district, (Shamsiddin-Shohin, Murghob, Ishkashim, Panji-Poyon, etc). Responsible for the green border, through command of several border posts, outposts and one Commandants Office. Normally staffed by approximately 600-650 soldiers. Commanded by a colonel.
- **Border Crossing Point** (*КПП*). A specially equipped point through which people, vehicles and goods pass through the state border. Responsible for Border Crossing Point and Cross-Border Market. Reporting directly to Dushanbe TBF HQ Border Control Unit. Normally staffed by approximately 30-35 soldiers. Commanded by a major or captain. Each BCP has an attached Customs Post integral to the facility.

## ADDITIONAL INFORMATION

**Border Crossing Points.** There are eight international Border Crossing Points (BCP) on the Tajikistan-Afghanistan border:

- **BCP Panji Poyon** – BCP Sherkhan Bandar. Links Panj District (Tjk) with Kunduz Province (Afg).
- **BCP Kokul** – BCP Ai Khanum. Links Farkhor District (Tjk) with Takhar Province (Afg).
- **BCP Shohon** - BCP Khohon. Links Shamsiddin Shohin District (Tjk) with Khohon District (Afg).
- **BCP Ruzvai** - BCP Nusai. Links Darvoz District (Tjk) with Northern Badakhshan Province (Afg).
- **BCP Khumroghi** – BCP Djomarji Bolo. Dashtak. Links Vanj District (Tjk) with Northern Badakhshan Province (Afg).
- **BCP Tem** - BCP Shegnan. Links Khorogh City (Tjk) with Northern Badakhshan Province (Afg).
- **BCP Ishkashim** - BCP Eshkashem. Links Ishkashim District (Tjk) with Eshkashem District (Afg).
- **BCP Langar** - BCP Dehqonkhona. Links Ishkashim & Murghob Districts (Tjk) with Wakhan District (Afg).

**Border Outposts.** There are 43 Border Outposts on the Tajik-Afghan border.

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# 1. DEVELOPMENT CHALLENGE

## 1.1 INTRODUCTION

Tajikistan is a largely rural, land-locked country with a population of approximately 9m<sup>1</sup>. Over nine tenths of Tajikistan's territory is covered by mountains, making access to neighbouring countries challenging. The country inherited relatively improved infrastructure from Soviet times and boasts near-universal literacy rates.

For a long time, security and stability of the region has been among the top priorities for the Government of Tajikistan and emphasis is therefore paid to sustain effective management at international borders. Special attention and importance is paid to the border with Afghanistan, due to the unstable situation in that country. Violent extremism, emerging as a trend in Central Asia, and studies pointing to an increasing concentration of Foreign Terrorist Fighters close to the Tajik-Afghan border also calls for more effective border management. Across the region, physical geographical obstacles, such as rivers and the accompanying lack of transportation infrastructure, including roads and bridges across the frontier make cross-border movement and trade logistically difficult. However, the realization of greater regional trade cooperation and the host of initiatives currently presented, including China's Silk Road Economic Belt policy, ADB's Central Asia Regional Economic Cooperation (CAREC) programme and Central Asia Border Security Initiative (CABSI), means that there are opportunities to promote greater transport and energy infrastructure connectivity if the governments of Tajikistan and its neighbours genuinely have the political will to implement them.

Tajikistan is located on one of the highest volume illicit drug trafficking routes in the world, between Afghanistan's opium harvests on its southern border and the illicit drug markets of the Russian Federation and Eastern Europe to the north.

**Borders Are Bridges, Not Barriers.** Free movement, transit and trade improve, not reduce, security. Promotion of communication, cooperation and coordination is at the heart of BMP II's connectivity objective. Changing the mentality of '*when it comes to shared borders with Afghanistan, closed is controlled*' - may be assisted through consistent introduction of IBM, encouragement of regional cooperation and promotion of inter-government dialogue.

1,350 Km, of Tajikistan's border is shared with Afghanistan - from the high-altitude mountains of the Wakhan Corridor in the east to the rolling hills of Panj and Qubodiyon in the west. This constitutes Tajikistan's longest, most porous, and frequently the most topographically isolated, borderland areas, where geographical obstacles impede movement both domestically and internationally. Inevitably therefore, maintaining frontier security and carrying out legitimate cross-border trade is a complex, challenging series of tasks. Map of the proposed area of project area of activities is shown at Annex I.

More efficient implementation and integration of border management is crucial here, not just to halt the illegal movement of smuggled goods and trafficking of opiates and chemical precursors, but also to facilitate legal trade, needed for livelihood creation in these remote and deprived areas. Another positive element is facilitating the access of remote Afghan communities, especially women and children to health care in Tajikistan and particularly at times of emergency<sup>2</sup>. A synergy between the two is required to improve overall security, with criminal elements being routed while borderland communities are provided with stable and

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<sup>1</sup> <http://countrymeters.info/ru/Tajikistan>

<sup>2</sup> Joint monitoring visits to BMP I project sites showed that inhabitants of Afghan communities, especially pregnant women during labour complications, benefitted from the services of Tajik hospitals.

lawful income generating occupations.

While efforts to modernise border management policy are complimentary to the infrastructure and equipment provided by the project, improving institutional capacity, including both vertical and horizontal coordination, is ultimately more important than any material aid the international community can deliver. Improvements in professional skills coupled with opportunities for strengthened cooperation and communication across national borders will contribute to ensuring sustainable and effective security institutions along Tajikistan's border with Afghanistan.

By providing sustainable, lawful alternatives to cooperation with outlawed groups, an increase in legitimate cross-border trade with Tajikistan's southern neighbour could do much to support improvement of the security situation in borderlands regions. Measures such as increases in cross-border trade flows, education exchanges, and the establishment of regular electricity supply as seen on a small scale from Tajikistan's GBAO to Afghanistan's Badakhshan Province and envisaged on a larger scale by the CASA-1000 project, could do much to improve the lives of border communities. Ultimately, improving the region's standard of living and creating livelihood opportunities is the most sustainable and far-reaching means of stabilizing border areas and reducing illegal activities.

### **1.1.1 AFGHANISTAN**

Since 2014, there has been a significant deterioration in security conditions in northern Afghanistan. The surprise capture of Kunduz by Taliban forces on 28 September 2015, was a shocking milestone in this decline. This city, the first provincial capital to fall to insurgents since the ousting of the Taliban in 2001, is located only 60km from the Sher Khan Bandar - Panji Poyon Border Crossing Point into southern Tajikistan. It is less than a 250km drive on sealed roads from Dushanbe. Although Kunduz city was rapidly retaken by Afghan National Security Forces, its occupation by insurgents was an important psychological victory for the Taliban and raised the spectre of insurgents establishing a staging point for operations in the Central Asian republics.

Today, the security situation on the Afghan side of Afghanistan's northern border with Tajikistan remains chaotic. At the time of writing, on any given week there are dozens of security incidents reported across the North and North-East Region, stretching from Faryab to Badakhshan Provinces. These range in scale from violent criminal acts to armed assaults on government personnel and retaliatory air strikes. A recent incident involved the killing of a Tajik border guard and three Afghan drug traffickers attempting to illegally cross Panj River from Afghanistan to Tajikistan.<sup>3</sup>

It is certain that such a chaotic situation is obviously conducive to the growth of transnational criminal networks involved in drug smuggling (mainly opiates and hashish), people trafficking and the illicit arms trade.

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<sup>3</sup> <https://news.tj/en/news/tajikistan/incidents/20180423/three-afghan-drug-traffickers-killed-and-one-another-wounded-in-exchange-of-gunfire-on-the-tajik-afghan-border-in-khatlon>

### **1.1.2 IMPACT**

The security situation in Afghanistan, coupled with increased opium production, have a direct impact on Tajikistan's stability. The border with Tajikistan is Afghanistan's longest and most porous with any neighbouring country, with frequent illegal crossings and casualties caused by clashes between border guards and criminals involved in illicit activities across the border. The second largest region for opium production in Afghanistan is based in its Northern provinces and, as Afghanistan's northern neighbour, Tajikistan is consequently part of the main '*northern route*' for narcotics trafficking.

The varying degrees of development and security described above illustrate that calls for continued efforts of the development community, to strengthen security and management of the Afghanistan-Tajikistan border, are critical for sustainable development of Tajikistan and the region.

### **1.1.3 RESPONSE MEASURES**

Experience has shown that border management achieves the best results, if interventions are supported by favourable conditions and an enabling environment for cross-border cooperation. As well as preventing trafficking in narcotics and other illegal trade and travel, Border crossing points (BCP) are a building block in creation of greater economic cooperation, especially through existing cross-border markets. In addition to enhancing security through strengthening border management capacities, BCPs between Afghanistan and Tajikistan have also allowed some Afghans to receive access to critical social services, including emergency medical aid at Tajik hospitals. For instance, as per the information received from the Afghan Border Police, in June 2017, several Afghan soldiers injured in counter terrorism operations were permitted to cross the border for treatment at Tajik medical facilities).

Tajikistan's national borders need to be secured against extremism, terrorism and organized crime. At the same time, borders need to be sufficiently open to allow people, especially women, living in proximity to national boundaries to have a decent life. As experience shows, the balance between these two objectives should serve as a guiding principle of any potential new phase of BMP.

### **1.1.4 BORDER SECURITY AND DEVELOPMENT**

Stability and security in the region may be improved by economic growth and cross-border commerce and development. Improved local governance and stronger coordination of border services (Border Guards, Drug Control Agency, Customs Service, etc) and non-security sector institutions at the national level dealing with regional and local development<sup>4</sup> as well as the local governments, including economic, water, and electricity departments, etc. is key in developing cross border and regional trade. The perpetual challenge of open, secure borders means that there will always be a trade-off between security and cross-border trade. At the same time, when strengthening border control, the project objective will also include

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<sup>4</sup> The key counterparts include Ministry of Economic Development and Trade regulating economic and trade policies and reforms, Chamber of Commerce and Industry, Local Development Committee regulating the work of local governments. Other state agencies will also be directly involved as will be required in the course of implementation (subject to approval of BMP II).



improvements to Cross Border Markets and enhancing local economic development through promotion of cross-border communication and cooperation.

### **1.1.5 TAJIKISTAN-AFGHANISTAN CROSS-BORDER RELATIONS**

There are presently seven bridges spanning the riverine boundaries delineating the Tajik-Afghan border, with construction of an eighth bridge in the planning stages. Tajikistan's national development strategy has factored the growth of cross-border economic ties with its southern neighbour by establishing purpose built Free Economic Zones (FEZ) in Panj and Ishkashim. These free economic zones will eventually grant tenants tax benefits and other investment incentives. They are designed to serve as a springboard for local value-added production destined for export to Afghanistan while generating employment for the surrounding communities. Although both FEZs are vacant at the time of writing, BMP will remain prepared to assist in raising the profile of FEZs and in this regard, will support governments plans wherever possible and in line with the Mid-Term Development Plans of the FEZs Ishkashim and Panj for 2016-2018.

### **1.1.6 EFFECTIVE BORDER MANAGEMENT**

Effective cross-border trade requires stability and to assist in the maintenance of regional stability, there is a continuing need to further enhance the border management system in Tajikistan. Building on BMP I, there remains a significant requirement to strengthen the national border force and customs agencies, including modernization of equipment and capacity building, as well as infrastructure investments. A brief outline of results and achievements made by BMP I are shown at Annex L.

## **1.2 SITUATION ANALYSIS**

### **1.2.1 PHYSICAL INFRASTRUCTURE – SECURITY**

Tajikistan's border with Afghanistan is secured and managed by a line of Outposts and Detachments to guard the green border. Border Crossing Points at recognised crossing places rely on external security provided by these units. Further support is provided by Detachments and Commandants Offices. The entire structure is reliant on each part working together, at the same time and to an identical set of procedures and systems. Officers are posted and promoted across units and the Tajikistan Border Force operates under one general officer and one budget. If one part of the structure is not properly equipped or serviced, the border may be weakened generally.

Considering the continuing severe security situation at Tajikistan's border areas, support for improvement of general Border Management continues to be a priority requirement and, to maintain a secure and safe border with Afghanistan, a focus on that output should be continued. There is an ongoing requirement for creation of a favourable environment for improved living and service conditions for officers and troops stationed at the border. Physical infrastructure needs to be strengthened through construction of modern border facilities, including possibilities for support to cross-border markets, such as equipping border crossing points to improve flow of traders and clients and surveillance of market activity.

### **1.2.2 COMMUNICATIONS ON THE BORDER**

Although attendees at weekly cross-border markets, situated at BCPs, are not required to have international passports and visas, to support regional trade and travel *beyond* the existing cross-border markets, adequate visa issuance process and government support to regional trade and development needs proper communications at the state border. All the border crossing points of Tajikistan need to be connected to a single network and the border management communications system needs to be improved. In addition, development of a database of traders and communities and issuance of machine-readable identity cards for traders and clients at cross-border markets could assist in security as well as communications for local border and security agencies.

### **1.2.3 CAPACITY BUILDING AND TRAINING**

Professionalism of border management staff is indispensable and capacity building training to this end is essential. Border agencies and facilities need to be staffed by trained, qualified professionals, working in line with international standards.

In addition to general and classroom training, lessons learnt from the previous phase of the project suggest that border agencies' field staff need more practical training on use, operation and maintenance of specialised equipment, as well as reference materials such as video instructions, translated manuals, etc. on correct use, maintenance and servicing.

### **1.2.4 NARCOTICS TRAFFICKING**

Afghanistan's second most important opium producing region is the *Northern part of the country*, which is responsible for 16 per cent of national production.

Associations with illegal trafficking of narcotics overwhelmingly dominate criminal activities in Tajikistan, due to the area's broad geographical frontage onto the northern route, and the country's border with Afghanistan, described in a US State Department Report as, "...one of the highest volume illicit drug trafficking routes in the world, between Afghanistan's opiate production to its south and the illicit drug markets of the Russian Federation and Europe" via the northern and Western Balkans routes.

According to UNODC's World Drug Report 2017, '*the Taliban's involvement in the illicit drug (opiates) trade in Afghanistan is well documented*' with an estimated '*85% of opium poppy cultivation areas being under the influence of Taliban*'. In 2016 alone, '*non-state armed groups raised \$150 mln from opiate trade and cultivation*'.

In 2017, opium production in Afghanistan increased by 87 per cent compared with 2016 levels, to a record; 9,000 metric tons. Between 47-55% is estimated to be converted into heroin.

**Narcotics detecting dogs.** To support the capacity of government agencies working at the border, a source of narcotics detecting dogs is required. At present, the dog training school in Dushanbe does not have the capacity to provide the requisite number of dogs at the appropriate level of ability to maintain operational effectiveness.

In order to support and maintain a capacity for detection and deterrence, it is clear that border agency canine teams can be an important component in the system of assets required to assist in securing Tajikistan's border with Afghanistan, through effective narcotics detection, visible deterrence, and timely, mobile response to support border patrols and units.

**Drug Addicts in Tajikistan.** The number of people with substance use disorders in the country has remained relatively stable; the Ministry of Health registered 7,226 in 2015. At the same time, according to the results of population size estimation of People Who Inject Drugs in the Republic of Tajikistan conducted in 2014 (most recent available data) by Republican AIDS Centre, jointly with an international expert, the estimated number of people who inject drugs in the country is 23,100. However, the Red Cross and UNODC have estimated the actual numbers of addicted users is much higher.

## **1.3 BORDER SECURITY**

### **1.3.1 CHALLENGES**

As well as prevention of illicit trafficking and illegal crossing of the state border, Border Crossing Points can be a component in the development of economic cooperation through cross-border commerce, trade and cooperation. If the border is equipped with modern equipment, border facilities repaired and border guards professionally trained, peace and stability in Central Asia will be supported. Before this can happen, key challenges to cross-border markets include governance, infrastructure and coordination.

### **1.3.2 MANAGEMENT OF CROSS BORDER MARKETS**

Markets are operated and administered by District governments, who also provide local services to each CBM location. Legal operationalisation of cross-border markets has been complicated by insufficient human and technical capacity within agencies charged with facilitating flows of goods and people. Notable issues include: limited hours, inferior quality of goods, dissatisfaction with hygiene at some locations, disputes between traders, corruption of regulations, and delays in establishing new cross-border markets. BMP II could facilitate collaboration of Districts with National Government structures. This may be done through the creation of a Technical Working Group (TWG) at the sub-national level. Alternatively, the feasibility of using the existing platforms such as regional Consultative Councils on Investment Climate will also be explored.

### **1.3.3 INFRASTRUCTURE**

Several international organisations have contributed to infrastructure improvements in cross-border markets and surrounding areas. All of these limited activities have assisted development of villages and areas located close to the border. Many other communities and areas continue to need similar external assistance and despite these and other significant developments in border areas, needs still include upgrades and modernisation of border agencies' facilities, infrastructure and equipment.

**Aga Khan Foundation and its agencies.** The Aga Khan Development Network have upgraded and renovated roads adjacent to the border on the Afghan side. Aga Khan agencies have also rehabilitated bridges to improve access and built cross border markets (eg CBM Shoghun) to encourage cross-border trade. The Aga Khan Foundation has built five bridges, co-located to BCPs and cross-border markets, partially financed through the PATRIP Foundation and KfW, with funds provided by the German Foreign Office, to link Tajikistan

with Afghanistan, bringing people into contact again, sparking local trade, and supporting local livelihoods.

**USA.** As well as construction of an important bridge and associated port facilities on both sides of the border at Panji Poyon, the USA has upgraded Border Outposts in Khatlon region, built a customs facility at Murghob and provided equipment to customs and border agencies.

**KfW.** Using German funding, KfW has financed construction of new transmission lines in Tajikistan to supply some Tajik and Afghan villages with reliable, cross-border power.

**IOM and DFID.** IOM supported TBF to strengthen the technical capacity of BCP at the Tajik-Afghan state border through the provision of IT and document examination equipment. In addition, IOM has been involved with facilitation of collaboration between the border agencies of Afghanistan and Tajikistan.

**Asian Development Bank.** The national government of Tajikistan has requested donor support in many areas and Tajikistan's border agencies continue to need assistance to improve their capacity along the Tajik-Afghan border, to combat illicit trafficking of narcotics, as well as to support legal trade and development between the two countries. There are still requirements for further development of roads and infrastructure, reliable electricity, clean water supplies, shelter and warehouses. Livelihoods and opportunities for creating jobs, as well as further cross-border commercial activities remain outstanding. Women remain marginalised, agriculture and food security continue to need development support and many villages still do not have their own medical centres, schools, energy and water supplies.

Further details are shown in the Donor Mapping Table at Annex M.

### **1.3.4 COORDINATION**

Traders and consumers using cross-border markets are growing without a commensurate increase in support for creating an environment conducive to expanding trade activities. As markets mature and traders' familiarity with regulations increases, local and international organisations should coordinate economic development activities to avoid duplication and ensure effectiveness.

### **1.3.5 OPPORTUNITIES**

The proposed project will exploit and develop responses to potential opportunities to support and expand cross-border trade activities as a source of income that is expected to contribute to food security of bordering communities. The project is also expected to create an environment for economic development and closer ties between Tajikistan and Afghanistan.

### **1.3.6 REGIONAL TRADE**

Potential for transit of goods from the other Central Asian republics and China, is a natural economic consequence of Tajikistan and Afghanistan's geographical positioning that has not so far been fully exploited or realised. Likewise, connecting Tajikistan via overland highways to Indian Ocean ports in Pakistan or Iran, via Afghanistan, could benefit its economy tremendously. Being isolated and landlocked means that container shipping to and from

Tajikistan remains prohibitively expensive and slow and that the country suffers as a result, in the global ranking of its border trade competitiveness.

### **1.3.7 CROSS BORDER MARKETS (ENHANCING LIVELIHOODS FOR RESILIENCE AND STABILITY)**

Over the last decade, UNDP and other development partners have built cross-border market places (CBM) at border crossing points associated with six existing bridges across the river border between Tajikistan and Afghanistan. Such amenities are important for providing the population of borderlands regions, especially in Badakhshan province, with goods and trading opportunities.

Operating once a week on Saturdays, the cross-border markets are an effective means for diversifying the income of local communities, especially for people living in borderlands villages, whose livelihoods depend heavily on these markets. Recent monitoring missions show a high demand for more frequent opening of the markets. However, the market at BCP Ishkashim has not been opened since July 2016 and the establishment of any comprehensive, mutually beneficial, two-way trade and transit routes between Tajikistan and Afghanistan has not yet been achieved.

Well-functioning borders and smooth border crossing of goods contribute to promoting trade and sustainable economic development. Markets produce income for local traders and local populations benefit considerably from such trade. The CBMs also serve as a powerful driver of ancillary employment and broadly improved overall living conditions of the local population. The interaction on the markets fosters positive attitudes between border communities and holds non-negligible benefits for vulnerable populations. Due to a sharp focus on security on the Tajikistan side of the border, the number of market days are limited, opening hours conscribed, and movement across the border for Afghan participants is restricted, leading sometimes to resentment among Afghan traders.

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## 2. STRATEGY

### 2.1 BUILDING ON CHALLENGES AND LESSONS FROM BMP I

Security and stability of the region are among the top priorities for the Tajik government. In this context, Tajikistan pays great importance to effective border management. Special attention is paid to the border with Afghanistan, due to the unstable situation in that country. Experience has shown that border management achieves the best results if interventions are supported by favourable conditions and an enabling environment for cross-border cooperation, and opportunities are created for legal employment and self-employment of cross border communities. This suggests the following interventions to be considered:

**2.1.1 Further capacity building at BCPs.** According to the President of Tajikistan, approximately twelve new frontier posts are required on the Tajik-Afghan border, as well as renovation and refurbishment of facilities that were built in the 30-40s of the last century.

Successful implementation of BMP I, including strengthening the capacity of the Tajik Border Force provides a solid basis for continuing efforts already initiated. Although equipment and furniture donated under BMP I were sufficient to address the immediate needs of six targeted BCPs, field units deployed at the border continue to lack modern technical equipment and the training to deploy it. At those sections of the border where there is a large traffic flow, additional equipment and specialist tools are required to support expeditious screening, rapid transit and quick processing. Future capacity building efforts should focus on maintenance of specialised equipment and those needs not addressed under BMP. Border agencies' field staff need more practical training on use, operating and maintenance of specialised equipment and reference materials such as video instructions, manuals, etc on proper use of the equipment are required for use at the field and operational levels in local language(s).

**2.1.2 Greater focus on cross border trade.** The key lesson is that both BMP and BOMNAF are heavily focused on security aspects of border management. This includes provision of essential skills and equipment for day-to-day operations at BCPs. BMP also included funding for more effective operations of CBMs. Special arrangements for screening women at the Border Crossing Points have also proved their relevance for increasing the number of females visiting cross border markets. Lessons learnt from UNDP's earlier border management interventions, including BMP I, suggest that, to encourage regional economic integration, any new phase of BMP should have a greater focus on modernization, regional cooperation, trade facilitation and cross-border activities. Therefore, more investment is required to develop the local economic potential of border adjacent communities, especially women, through boosting cross-border trade. This in turn requires synergies with the JICA-funded LITACA project and greater focus on data collection that would help tracking changes among the women visiting cross border markets. In terms of intervention strategy, and through a coinciding geographical area of activities, BMP II will link to the LITACA Project to jointly implement and support activities that would facilitate more effective operation of cross border markets whereas BMP II efforts will focus more on creating conditions (eg market security and access, water supply for Cross Border Market in Shohon, etc), while LITACA will use these markets for developing agricultural value chains, including via facilitating market access of OVOP (One Village One Product) initiatives. Further information about LITACA is shown at Annex K.

**2.1.3 Greater focus on vertical and horizontal coordination of border management:** In addition to BOMNAF, cooperation and coordination with other UNDP programs, such as LITACA and Aid for Trade is very well integrated into the BMP Project. This situation will be

continued and improvements to communications and collaboration will be developed as synergies are identified.

- **Coordination with development partners.** As during BMP I, to maintain the avoidance of duplication by other agencies, Interagency coordination through the Borders Implementation Group (BIG) will be a continuing focus.
- **Coordination within the Government and Beneficiaries.** Communication and coordination between stakeholders, including GoT, MFA, civil society and beneficiary agencies, needs to be strengthened. In order that dialogue with commanders in the field is supported by their headquarters and by MFA, BMP II's Technical Working Groups will formally agree on key principles and procedures to be applied for more practical horizontal and vertical interactions between state institutions and the project. BMP II will also support internal meetings and other events, if required, for improving vertical coordination between operational (BCPs) and national (HQ TBF and MFA) levels. In addition, the project will assess how the TWG may be linked with the BM Interagency Secretariat to ensure more systematic and durable representation of beneficiary agencies.

**2.1.4 Broaden the perception of BCPs mandate to go beyond security aspects of border management.** Without broad international cooperation, Tajikistan will not be able to achieve its goals in development of the national economy and relations with neighbouring countries. Border Crossing Points are an important mechanism for the development of Tajikistan's fiscal planning; they are not only a security mechanism, but also an instrument for cross-border trade and regional development.

BMP will support the capacity of border guards to process cross-border traders and CBM customers through formalities at BCPs including through training of border agencies and advocacy:

- Facilitate dialogue between Tajikistan and Afghanistan at the operational level and improve awareness to support cross-border trade activities contributing to food security, economic development and closer ties between population of both countries.
- Improve local stakeholder capacity through support for trade organisations, facilitating cooperation between current and future stakeholders, e.g., connect Afghan and Tajik traders to meet the demand for bulk goods before winter.

**2.1.5 Synergies for open and secure borders.** For greater impact, future border management initiatives need to explore and employ synergies with socio-economic activities on the ground, so that security related activities (border management infrastructure and services/human security aspect), such as those planned for BMP II complement community level activities (economic development, cross border trade/human development aspect). This approach can form the ground for promoting secure, and at the same time, open borders and cross border relations.

## **2.2 CRITICAL SUCCESS FACTORS**

If there is to be a BMP project continuation in the form of Phase II or in any other way, early planning is key. This may also ensure that the project has sufficient time to ensure retention of suitably competent staff members and to maintain systems of cooperation, collaboration and support in Dushanbe and on both sides of Tajikistan's border with Afghanistan.

It is crucial that international and regional support programmes for strengthening border security in Central Asia include the aspect of building confidence and mutual trust in the whole region, as well as at the local, border communities, level.

To maintain inter-agency coordination, to prevent deterioration of the situation and to improve communication and collaboration across the Tajik-Afghan border, the following measures need to be taken to ensure critical factors for success:

- Reinforce the capacity and upgrade the technical infrastructure of border agencies deployed at the operational level, first and foremost, by providing the Tajik border guards with more modern, effective and efficient means of active border protection.
- Increase active and effective coordination of agencies involved at the border.
- Enhance and intensify interaction between Tajik and Afghan law enforcement agencies.
- Improve interaction with international agencies involved at the border.
- Broaden cooperation with other countries in the region.
- Utilize and improve capacity in Tajikistan (the OSCE’s Border Management Staff College in Dushanbe, DCA’s Dog Training School, and other institutions) for the professional training of border agencies’ staff and military personnel.
- Collect regularly (through acquiring official data and collecting first-hand information at the project sites) gender segregated data and closely monitor the project impact on the number of women visiting cross border markets.

### 2.3 THEORY OF CHANGE

The project’s Theory of Change builds on Outcome 1 of UNDP Country Programme Document (2016-2020): *People have their rights protected and benefit from improved access to justice and quality services delivered by accountable, transparent, and gender responsive legislative, executive and judicial institutions at all levels.* The CPD Outcome 1 Theory of Change stems from the following:

Lessons Learnt	Relevance to BMP II
Implementation of laws and policies is slow or weak.	<p>BMP I showed that Border and customs officials in project target areas have limited or no (e.g. BCP Langar) capacities (human, financial, technical) to timely implement the priority measures outlined in the National Border Management Strategy. The Strategy is the government’s comprehensive long-term (2010-2025) reform plan on the border security and covers all the ministries and agencies involved in border issues.</p> <p><b>NBMS Priorities 2010-2025:</b></p> <ul style="list-style-type: none"> <li>• Provision of adequate living conditions and facilities.</li> <li>• Opportunities for joint construction and sharing of premises with other agencies.</li> </ul>



	<ul style="list-style-type: none"> <li>• The opportunities to utilise solar, water and/or wind power to provide premises with sustainable and cheap energy.</li> <li>• A plan for the maintenance and upkeep of premises.</li> <li>• Conduct an audit, assessment and review of all equipment and to create an action plan to include: <ul style="list-style-type: none"> <li>- The possibility of rationalising equipment.</li> <li>- Opportunities for increasing cost effectiveness by engaging in joint procurement with other agencies (economy of scale).</li> <li>- A prioritised procurement plan linked to the BCP categorisation programme and other needs including helicopters for operational support of remote patrolling.</li> <li>- A plan for the maintenance and upkeep of equipment.</li> </ul> </li> </ul> <p>Initial aspects of the most critical capacity gaps, shown below, were filled through BMP I.</p> <ul style="list-style-type: none"> <li>• Provision of adequate living conditions and facilities.</li> <li>• Opportunities for joint construction and sharing of premises with other agencies.</li> <li>• The opportunities to utilise solar, water and/or wind power to provide premises with sustainable and cheap energy.</li> </ul> <p>BMP II will build on these achievements and will complement capacity building with intra-service and inter-agency coordination to enhance efficiency and effectiveness of border and customs services, especially at those BCP locations on the Tajikistan-Afghanistan border where cross border markets facilities are already in place.</p>
<p>Sustainable outcomes are rooted in local capacities.</p>	<p>BMP I largely focused on building capacities at the local level, directly targeting border and customs officials based at project target areas. The same approach will be applied for BMP II, with a greater focus on communication and coordination between agencies and institutions on both sides of the border.</p>
<p>Practicing open government is not only about transparency and accountability, but also about confidence building measure.</p>	<p>While practicing open government, particularly within the security sector, may not be feasible at this time, elements of transparency and accountability were strongly emphasised during confidence building activities between Tajik and Afghan border officials within Integrated Border Management Training activities implemented throughout BMP I. This approach will be further continued during</p>

	BMP II.
Challenges on the ground are sophisticated and multidimensional, requiring complex solutions. This in turn requires concerted and coordinated efforts of partners.	BMP II proposes a strong emphasis on communication and coordination, particularly at the local level. This was found essential to support increased effectiveness of operations at existing cross-border market facilities, which require the close coordination of local governments (including water, electricity, health departments) and border agencies (immigration, security, customs, drug control, etc).

In view of the above lessons learned from the CPD and the work carried out under BMP I, BMP II is designed based on the following *theory of change*:

***IF** border and customs officials are equipped with facilities, information, skills and equipment to coordinate and effectively deliver their services at the local level **THEN** the livelihoods of borderland communities, including women will be enhanced and they will be less likely to engage in illegal activities and cross-border movement. **BECAUSE** possibilities for [legal] productive employment/ income generation initiatives and trade facilitation will be enhanced through more effectively operating cross-border markets.*

**Approach:** Capacity to effectively manage national borders, as well as coordination and cooperation between border and law enforcement agencies on both sides of Tajikistan’s borders lies at the core of mitigating illegal trans-border activities. The need to facilitate communication and cooperation between these groups has been long understood by donors, international organisations and other stakeholders as a core integrated border management (IBM) consideration for the region.

In addition to its primary objectives, the BMP II strategic areas of intervention will indirectly affect Migration and Refugees, Trade Facilitation, Counter Narcotics, Regional Development and Cross-Border Cooperation.

This Project intends to contribute to strengthening effective, accountable and inclusive governance by building the capacity of Tajikistan’s border agencies and strengthening cross-border communication, cooperation and coordination with counterparts in Afghanistan, including Afghanistan Border Police and Afghanistan Customs Department, in line with the goals and objectives of the latest global and regional strategies, including:

- **Agenda 2030 for Sustainable Development.** Especially, Sustainable Development Goal 16 which focuses on peace, justice and strong institutions. The present project directly contributes to peace and effective institutions pillars of SDG16 and can positively contribute to SDGs1, 2, 5 and 8.
- **UNDP’s Strategic Plan (2018-2021).** To help countries eradicate poverty in all its forms, accelerate structural transformations for sustainable development, and build resilience to crises and shocks.
- **UN Development Assistant Framework in Tajikistan (2016 – 2020).** Outcome 1 focuses on enhancing governance, rule of law and human rights.
- **Central Asia plus Japan dialogue** - Political initiative between Japan and the Central Asian countries, with the goal to create “a new framework for cooperation, thereby elevating relations between Japan and Central Asia to a new level. Serves as a forum to

*promote inter-regional cooperation*”<sup>5</sup>.

- **Japan Country Assistance Policy for the Republic of Tajikistan.** Promotion of state development for sustainable social and economic development.<sup>6</sup>

## **2.4 “PROMOTING CROSS-BORDER COOPERATION THROUGH EFFECTIVE MANAGEMENT OF TAJIKISTAN’S BORDER WITH AFGHANISTAN” PROJECT - PHASE II**

This proposed project will follow on from UNDP’s existing “Promoting Cross-Border Cooperation Through Effective Management of Tajikistan’s Border with Afghanistan” Project funded by the Government of Japan, through JICA, to continue a focus on the Tajikistan side of the Tajik-Afghan border and will include components such as construction of infrastructure, provision of training and procurement of equipment. Project plans are developed from information gathered during field missions and based on consultations with the Government of Tajikistan.

Proposed locations for project activities are in the most threatened locations of the Tajik-Afghan border in terms of narcotics trafficking, vulnerability to regional terrorism, and illicit activities. Thus, strengthened control at these locations is essential for maintaining security and stability in the region.

## **2.5 CORE PRINCIPLES TO BE APPLIED BY THE PROJECT**

**Development Partners’ coordination:** The project is in line with the needs of the national Government and prospective beneficiaries. As such, BMP II will build on past achievements. UNDP, using existing coordination and communication platforms such as the Border International Working Group (BIG<sup>7</sup>) and Interagency Secretariats<sup>8</sup>, will undertake all efforts not to duplicate or overlap, but to complement other ongoing efforts of the Government of Tajikistan and the donor community, including the Government of Japan, in the field of border management and measures to counter illicit drug trafficking.

Serving as the Secretariat of the Border International Working Group (BIG), UNDP will ensure direct linkages of activities and operations on the ground to discussions at policy levels.

Since the anticipated impacts created by the proposed project, have both border and regional and cross border trade elements, interactions with BIG will not be sufficient. For this purpose, UNDP will also use other platforms to engage with the Government and other development partners such as the Development Coordination Council, and corresponding Working Groups,

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<sup>5</sup> <http://www.mofa.go.jp/region/europe/dialogue/>

<sup>6</sup> <http://www.tj.emb-japan.go.jp/kunibetsu2012.pdf>

<sup>7</sup> [In order to strengthen exchanges, coordination and dialogue among donors and development partners on key issues, the purpose of the Borders Implementation Group \(BIG\) is to create appropriate linkages between stakeholders, with the aim of providing coherence to the activities and delivery of international development aid to Tajikistan’s national borders. The primary focus, under the present regional security and geo-political circumstances, is the border between Tajikistan and Afghanistan.](#)

<sup>8</sup> [The Inter-Ministerial secretariat on Border Management was established by a Presidential Decree. Its chairman is the Chairman of KOGG. Meetings are held twice yearly and additionally as required. There are a number of sub-committees and working groups devolved from the Commission to examine proposals and make recommendations to the Commission. The Secretariat is currently implementing the national strategy. Each working group has a Plan of action to be implemented. The secretariat membership includes ministries and agencies of Tajikistan, which are responsible for implementing the Action plan of the strategy. The secretariat includes from 14 to 25 different government structures.](#)

Public Private Partnership platforms (district), Consultative Councils on Improvement of Investment Climate (national and sub-national) and others.

This level of interaction at security and trade-focused platforms will ensure that both security and economic aspects of the project will be used to shape and influence policy level discussions to boost regional economic growth.

**Gender.** The project will promote and apply the principles of gender equality to ensure that women and men equally benefit from the opportunities the project aims to create for the target border adjacent communities. To track this, the project will set gender sensitive indicators and collect gender disaggregated data. As well, for training and else capacity building measures sought under the project, quotas will be set to ensure due representation of women in project related planning and decision making.

**Promoting open but secure borders:** While implementing the project, UNDP will promote the principles of open secure borders and integrated border management (IBM).<sup>9</sup> That is, national and international communication, and cooperation among all authorities and agencies involved in border security and trade facilitation to establish effective, efficient and coordinated border management to reach the objective of open, secure and well-controlled borders.

Effective border management goes beyond the security sector, and also covers social and economic sectors. Existing border crossing points are not only a means of preventing the illegal movement of drugs and people, but also an opportunity to expand economic (through cross-border markets and trade) interactions of border communities, particularly for women. In general, their effective operation can contribute to strengthening regional security and stability, reducing the threat of terrorism and religious extremism, as well as combating illicit drug trafficking and other crimes, such as human trafficking.

Effective border management not only enhances security in the border areas, but also provides opportunities for sustainable human development by facilitating cross-border cooperation that can significantly improve the economic conditions of the population. This, in turn, contributes to the stability of communities in border areas.

## 2.6 REGIONAL TRADE FACILITATION THROUGH CBM

In continuing to support cross-border markets as well as border security, “*Promoting Cross-Border Cooperation Through Effective Management of Tajikistan’s Border with Afghanistan*” Project Phase II, will focus on promotion and facilitation of cross-border trade, and coordination mechanisms locally and increase the capacity of border units at the operational level. This will require considerable communication and collaboration between the project office, beneficiaries and partner agencies, as well as state institutions involved in operation of cross-border markets.

Improving the capacity of free economic zones in the target area will also support an increase in regional trade facilitation and provide opportunities for traders from both countries to collaborate based on their comparative advantages.

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<sup>9</sup> The three pillars of IBM include intra-service (within a service or ministry), interagency (between different ministries or border agencies) and international cooperation (with other countries and international organizations).

## **2.7 EMPLOYMENT OPPORTUNITIES**

Although the CBMs are an important source of income and job opportunities, there are currently few employment opportunities or economic activities to support the livelihoods of borderlands communities. Better relations between the people of two neighbouring states can influence cross-border trust and cooperation and improve their economic wellbeing. Although there remain challenges for advocacy and communication, there are also opportunities; for instance, in catering, health care and other services associated with cross-border markets.

### 3. RESULTS AND PARTNERSHIPS

#### 3.1 EXPECTED RESULTS

##### 3.1.1 PROPOSED INTERVENTIONS

- Border Crossing Points and Tajikistan Border police units, including Border Crossing Points on the Tajikistan-Afghanistan border have varying degrees of capacity: some have no capacity, others have limited capacity, and the capacity of others is insufficient or outdated. Due to these varying degrees of capacity, UNDP’s approach for project investments at each location may vary; those with lowest capacity will require larger project investments than other targets.

BCP/Unit	Proposed interventions
BCPs and Units with no capacity lack basic conditions such as working facilities, infrastructure and equipment to perform border and customs related functions.	<ul style="list-style-type: none"> <li>• Original design works and new construction of main buildings.</li> <li>• Connection to water and power supplies.</li> <li>• Provision of equipment and furniture.</li> <li>• Training on integrated border management subjects and practical training on the use and maintenance of border and customs related equipment.</li> </ul>
BCPs and Units with <b>limited capacity</b> have infrastructure, but no equipment. As a result, services are of low quality. Movement of goods and people through these BCPs is rather slow often resulting in long queues.	<ul style="list-style-type: none"> <li>• Renovation or reconstruction of buildings and facilities as required.</li> <li>• Provide equipment and furniture to complement existing holdings.</li> <li>• Training on integrated border management subjects and practical training on the use and maintenance of border and customs related equipment.</li> </ul>
BCPs and Units with <b>insufficient or outdated capacity</b> are those which have basic working conditions (working facilities/infrastructure, equipment) and can maintain border and customs related equipment. However, the existing capacity of BCPs is insufficient to render quality border and customs related services	<ul style="list-style-type: none"> <li>• Construction of additional facilities as required.</li> <li>• Provision of additional equipment and furniture.</li> <li>• Refresher training on the use and maintenance of border and customs related equipment and on the principles of integrated border management.</li> </ul>

### 3.1.2 PROJECT RESULTS CHAIN

As part of support to eight Border Crossing Points and associated Cross-Border Markets at the same locations, on the Tajikistan-Afghanistan border, and building on the lessons from BMP I and other border management and cross border initiatives such as LITACA funded by the Government of Japan through JICA, and BOMNAF funded by EU, as well as other activities implemented by ADB, UK, USA, OSCE, IOM, UNHCR, UNODC, AKF, AKDN, KfW, and other agencies, the following set of interrelated and mutually reinforcing activities are proposed for consideration under BMP II (*please also see Annex A: Project Results Framework*):

The project's anticipated impact includes: *Enhanced security and stability of cross border regions of Tajikistan and Afghanistan through enhancing capacity of border officials and economic status of Tajik-Afghan communities*. This will be achieved through a set of interlinked outcomes and outputs as provided below.

### OUTCOMES

#### **Outcome 1: Increased capacity of Border Security Agencies for legal flow of people and goods across the Tajik - Afghan border**

*Output 1: Improved border Management, including Infrastructure, Communications & Capacity building, in target areas.* Activities under Output 1 include

- Construction and renovation works at target Border Crossing Points, Drug Control Agency Canine Centre, etc.
- Procurement and delivery of specialised equipment.
- Delivery of specialised training, including on Integrated Border Management and on the use and maintenance of the specialised equipment.

The activities under the present Output were developed based on the requests from the Government of Tajikistan, including from Tajik Border Forces, Customs Services and also the Drug Control Agency.

### TAJIK BORDER AGENCIES - MAJOR CONSTRUCTION PROJECTS

- **Capital repair or replacement of cross-border bridge at BCP Langar.** The newly constructed Border Crossing Point at Langar, funded by JICA, may eventually be useful as an access point and for delivery of essential goods, food, medicine, etc for several thousand local borderlands inhabitants in Tajikistan and Afghanistan. The bridge at this location, over the River Panj, was originally built by Soviet military engineers to service and support operations in Afghanistan during the 1980s. It is about 20m long and the wooden roadway surface of the bridge is in obvious need of repair. Supporting steel girders and joists etc need technical inspection and probable refurbishment before any comprehensive usage. The concrete foundations to the bridge abutments have been damaged by the river flow and require repair and possible replacement. Without a new or refurbished bridge, safe crossing of the international border between Tajikistan and Afghanistan will not be possible for people and trucks.



The bridge over the River Panj at Langar

- **A new Border Crossing Point, to be built at Kokul, Farkhor district, Khatlon region.** In order to catalyse regional economic development and integration in the border regions of Afghanistan and Tajikistan, the EU Delegation in Tajikistan is planning a SCORED (EU Supporting Cooperation and Opportunities for Regional Economic Development) project, which includes EU financing of a new cross-border bridge at Kokul. EU Financial contribution for implementation of the measure is €16,000,000. KfW/PATRIP and the Aga Khan Foundation will implement the action and it will be formally managed by the EU Delegation at Kabul<sup>10</sup>.
- Once the bridge construction is completed, a new Border Crossing Point, including customs facilities will be required on the Tajikistan side of the border, to service travellers moving over the cross-border bridge. (Requested by Tajikistan Customs Service). BMP II will construct a new-build BCP and Cross Border Market at this location. (Modular facilities for 4 border guards at BCP Kokul are already built by IOM).
- As mentioned in Paragraph 1.2 ‘Analysis’, support for improvement of Border Management continues to be a priority requirement. There is an ongoing need for creation of a favourable environment for improved living and service conditions for officers at the border. Physical infrastructure needs to be strengthened through construction of modern border facilities.
- Renovation of DCA Canine Centre, in Dushanbe (Requested by DCA). Improvements are required to the working capacity of the existing narcotics detection dog training

<sup>10</sup> <https://news.tj/ru/news/tajikistan/politics/20180626/tadzhikistan-s-afganistanom-soedinit-etshe-odin-most>;  
<https://news.tj/en/news/tajikistan/economic/20180628/one-more-bridge-will-connect-tajikistan-and-afghanistan>



centre. These include a requirement for life-size mock-ups of an aeroplane and a railway carriage, to be used to support daily training for service dogs. The following support is also required:

- Synthetic substitutes for narcotic drugs for the systematic consolidation of dog skills through daily training.
- A platform for walking dogs.
- A septic tank and water sluicing system to assist with cleaning dog cages and kennels.

## **GENERAL CONSTRUCTION TASKS.**

- **Provide access to water at Cross Border Market and BCP Shohon, Shamsiddin Shohin district.** BCP is located approximately fifty km from the centre of Shamsiddin Shohin district. The main source of water for BCP staff at the present time is from the River Panj. The river water is not safe and poses microbiological pollution such as bacteria, viruses and protozoans, and health risks such as leptospirosis and Weil's Disease. Because water is at the core of sustainable development and is critical for socio-economic development, healthy ecosystems and for human survival itself, access to water for border officials is clearly a key parameter for their well-being and operational effectiveness. Access to water is also essential for the compliance of the Cross Border Market operations with the sanitary norms and for avoiding potential disease transmission and outbreaks resulting from lack of potable water.

## **USER MANUALS and MOVIES**

The project will develop user manuals for those equipment items that require such instructions. Manuals will be translated into required language(s) and used during trainings to beneficiaries. For more Hi-Tech and sophisticated equipment, video instruction movies on operation and basic maintenance can be developed by the project for use during general training, as well as to be delivered as DVDs to field units and border outstations.

In support of the LITACA Project, BMP II will assist development of guidelines, Standing Operational Procedures and manuals to support cross-border trade and other business opportunities between Tajikistan and Afghanistan and will also be rising the profile of the Free Economic Zones in Panj and Ishkashim to support implementation of their Mid-Term Development Plans for 2016-2018. Utilising its geographic coverage, BMP II will also support LITACA team in exploring the opportunities to promote One Village One Product in GBAO region and will facilitate their access to services and opportunities provided under LITACA. The work of BMP II on CBMs and FEZ will ensure that farmers of bordering communities benefiting from LITACA, also have greater access to international markets and potentially long-term investments.

## **TRAINING AND EDUCATION**

**Training.** Training to be provided to border, customs and DCA officials will be based on the concept of Integrated Border Management. This requires intra-service, interagency and international cooperation to develop a more comprehensive, effective and efficient system of

border management in the country. Three trainings for each year are planned, throughout the project's operational phase. Training will cover range of topics, including:

**Training for customs officers:**

- Use of equipment for the control and identification of chemical, biological and other substances.
- Repair and maintenance of x-ray scanners at the production base of the Rapiscan company.
- Detection and identification of radiation materials, reagents, and dual-use goods.
- Finding and preventing movement of narcotic drugs and precursors.
- Risk management systems.
- Classification and characteristics of goods (interpretation of goods).
- Unified automated information systems.
- Customs control procedures.
- Detection of forged documents.
- Technical equipment; endoscope, technical search equipment, radiation portal monitor, metal detectors, etc.

**Training for Drug Control Agency Officers**

- Combating illicit trafficking in narcotic drugs.
- Canine trainings.
- Practical training on technical equipment.

**Training on Disaster Risk Management:**

As part of enhancing security for cross-border market users, there are many opportunities for joint, cross-border training to raise awareness of Disaster Risk Management for people in remote border areas, who may be affected by such major incidents as earthquakes, floods, landslides and avalanches. If carried out in the field, on the border, joint training for DRM can be a vehicle to promote regional cooperation by delivering simple but effective training and awareness raising which supports the IBM concept. Integration of the skills learned or improved during such training can increase the effectiveness of border agencies and improve operational ties between Tajikistan and Afghanistan border services.

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**Outcome 2: Improved cross border trade and communication across the Afghanistan Tajikistan border**

Output 2: Cross-border trade through CBM between Tajikistan and Afghanistan is supported and facilitated. Activities under Output 2 include:

- Training and knowledge exchange for Tajik-Afghan bordering communities on cross-border trade. Together with LITACA where possible, conduct trade fairs and business forums for participation of entrepreneurs and other stakeholders from Tajikistan and Afghanistan.

- Enhanced access to cross border markets through creation of ID cards for market entry and stronger security risk management in the cross-border markets.
- Confidence building measures through cross border cooperation for more effective operations of the cross-border markets. Cooperate with LITACA and contribute to policy dialogues and consultations related to cross-border trade and economic cooperation.
- Measures to improve attractiveness of FEZ Panj and Ishkashim for entrepreneurs and investors (to complement LITACA activities).

## **IMPROVE LOCAL STAKEHOLDER CAPACITY**

### **Assist in the development of local institutions that support borderlands communities.**

Design of infrastructure and training events will be implemented in cooperation with local leaders and organizations. Local leaders and organizations will be consulted in the development of border institutions, including the organization and running of border markets.

Whilst supporting vulnerable populations and understanding local and cultural sensitivities, the project will provide information and support for beneficiaries, as well as to NGOs and trade organisations facilitating cooperation between current and future stakeholders, e.g., connect Afghan and Tajik wholesale traders to meet market demands for bulk goods before winter.

**Activity 1: – Implement joint training for Tajik and Afghan border-adjacent communities on cross-border trade.** In cooperation with UNDP’s EU-BOMNAF, LITACA and Aid for Trade projects, BMP 2 will facilitate and conduct training, at the BCPs and Cross Border Markets along the Tajik-Afghan border, for local and borderlands communities at BCP locations where there is a cross border market, e.g., BCP Shohon, BCP, Ruzvai, BCP Khumroghi, BCP Tem and BCP Ishkashim, on border crossing procedures and trade related subjects. This will give an opportunity for attendees to learn about border crossing formalities, legality or otherwise of certain goods in either country, as well as learn the market needs.

## **IMPROVE AND INCREASE CBM ACCESS AND SECURITY FOR MARKET USERS, TRADERS AND GOODS**

**Activity 2: - Improve connections and connect all border crossing points to a single network.** Develop a database of traders and communities and issue machine-readable identity cards to traders and clients at cross-border markets.

In cooperation with LITACA, joint exhibitions and other marketing and visibility events, with cooperative involvement of Tajik and Afghan Chambers of Commerce, to support and market local products at CBMs.

**Activity 3: - Conduct a risk assessment and develop a strategy to recommend measures to ensure adequate security.** As part of considerations for ‘security’, development of the border should include developing gender equality and aspects of local communities, including food and water security, access to medical care, and treatment for addiction to narcotic drugs.

**Disaster Risk Management.** As part of enhancing security for cross-border market users, there are many opportunities for joint, cross-border training to raise awareness of Disaster Risk Management for people in remote border areas, who may be affected by such major incidents as earthquakes, floods, landslides and avalanches.

## **ENSURE RULES AND REGULATIONS ARE IMPLEMENTED AND CBM RUN APPROPRIATELY**

**Activity 4: - Improve capacity of government agencies overseeing cross-border markets.** The project will work with and ensure close coordination between the local government and CBM governing and supervisory bodies in each district, as well as border agencies, to ensure rules and regulations in place are communicated to CBM users. In cooperation with LITACA, capacity building training will be provided to border and government agencies. This will include joint workshops and knowledge exchange events with participation of entrepreneurs, business support organizations and trade policy makers from Tajikistan and Afghanistan, including Business to Business (B2B), and Government to Business (G2B). At the same time, awareness raising campaign activities, such as information to be publicised to market users through development and dissemination of leaflets and posters in required languages. Information and notice boards will be erected at appropriate sites and potential for local radio broadcasts will be evaluated.

In cooperation with LITACA, develop guidelines, standing operational procedures and manuals to support cross-border trade and other business opportunities between Tajikistan and Afghanistan.

**Facilitate dialogue and engagement between Tajikistan and Afghanistan at the operational level.** Assist in security as well as communications for local border and security agencies. Improve capacity of regional commissions and cross-border market working groups to lobby for distinct needs, e.g., Market openings twice weekly to meet high demand.

## **CONNECT TRADERS, START-UPS AND ESTABLISHED BUSINESSES**

**Activity 5: - Support on-site business development.** Enable trainings to develop trader capabilities to produce and process goods in areas where demand exceeds supply. Organize and conduct business start-up trainings for local entrepreneurs with a focus on cross-border trade and CBMs. Training programmes and modules like the UN's International Labour Organization (ILO) '*Start and Improve Your Business*' can be used for this, for which manuals and video presentations are already available. Complementarities will be sought to undertake collaborative capacity building events on the border and at local centres, including with LITACA for promotion, marketing and management of FEZ in Panj and Ishkashim. This includes

- Improving attractiveness of FEZs for entrepreneurs;
- Support in development of information materials on FEZ activities and their dissemination among interested parties;
- Conduct capacity building activities to FEZ staff on promotion, marketing and management of FEZ;

- Organization of informational visits of interested entrepreneurs to FEZ to raise awareness on it;
- Development of handbook on how to attract investment or how to promote FEZ for staff of FEZ;
- Organization of B2B (business to business) and G2B (government to business) meetings with participation of state authorities, entrepreneurship, investors and other interested parties including from Afghanistan.

## **CREATION OF GREATER AWARENESS TO SUPPORT AND EXPAND CROSS-BORDER TRADE ACTIVITIES**

**Activity 6: - Support promotion of stronger regional and cross-border cooperation.** The project will organise and conduct workshops, conferences and other events involving border security and trade agencies from both countries to discuss issues of mutual concern and potential for development and improvement. Joint training events, together with LITACA, will be arranged for border agencies to facilitate export-import relationships transits and shipments, and customs clearance of goods.

## **STRENGTHENING CONFIDENCE BUILDING MEASURES**

**Activity 7: - Enable cross-border communication and cooperative events.** Cooperate with the Chamber of Commerce and Industry of Tajikistan to strengthen regional and cross-border cooperation through their representatives in Afghanistan, by organizing seminars and exhibitions of industry for businesspeople working directly on the border.

## **3.2 RESOURCES REQUIRED TO ACHIEVE THE EXPECTED RESULTS**

To ensure efficient project implementation, a project team will be hired in accordance with UNDP recruitment rules and regulations. The project management structure and main functions and responsibilities of project staff are detailed on page 35.

UNDP Dushanbe will appoint a Team Leader at the UNDP Country Office to be responsible for the provision of Quality Assurance to this Project, as well as general and other Programming support as needed. Project Quality Report is shown at Annex F.

Additionally, consulting services will be called upon for specific or specialist short-term tasks, including training, mentoring or engineering, from both national and international consultancy services providers. Procurement for such services will be undertaken in accordance with UNDP rules and procedures.

### **3.2.1 TIME – PROJECT DURATION**

Proposed project duration:	- Three Years
Expected project start date:	- January 2019

Expected project completion date: - December 2021

### **3.2.2 FUNDING - PROJECT BUDGET**

Estimated budget outline, by activities is provided at Annex C.

## **3.3 PARTNERSHIPS**

### **IMPROVED COOPERATION**

There can be no doubt that the ongoing JICA-BMP Project has achieved very considerable synergy and trust in Tajikistan, within an area of intervention considered as complex and highly sensitive. Ongoing and successful joint and cooperative activities already underway as part of the current BMP I project will be continued and developed throughout the proposed BMP II Project.

UNDP's Borders Projects Team are fully aware that integrated border management, cross-border and regional issues are better managed by building capacity and improved cooperation among local, national and international partners. To this end, BMP I has created synergies with several agencies and organizations across the borders sector in Tajikistan and the intention is to further build complementarity at and across the border while meeting the project goals and increasing the capacity of beneficiaries.

### **BMP AND BOMNAF**

There are border management and regional cooperation initiatives in the region but, until recently, there has been no single agency working on any programme of activities targeted simultaneously to both sides of the border.

UNDP's JICA-BMP project had originally been envisaged to be managed by a stand-alone project management team. Considering geopolitical realities on the Tajik-Afghan border, UNDP Tajikistan identified the potential for the success of JICA-BMP to be confirmed by coupling the project with UNDP's EU-BOMNAF Project. Both Japan and EU agreed to the idea and this arrangement now provides an umbrella for synergies and complementarities between these two existing projects. For the last two years, the two projects have worked together, from one office, under the oversight of an international Chief Technical Adviser.

### **BMP AND LITACA**

The BMP and LITACA projects complement each other geographically and thematically at national, provincial, local and community levels. There are obvious possibilities for entry points for joint efforts and thematic and geographic synergies to sustainably support cross-border markets and to jointly provide capacity building activities for security institutions, local authorities, and cross border communities. Although the geographic overlap currently occurs at BCP Panji Poyon – BCP Sherkhan Bandar, BCP Kokul – BCP Ai Khanum, BCP Shohon - BCP Khohon, thematically, both projects work on and across the Tajikistan border and the intention is to seek further possibilities for cooperation between BMP and LITACA to complement each other's activities with stronger focus on cross border cooperation and trade facilitation, for e.g.:

- Capacity Building:
  - Develop guidelines, standing operational procedures and manuals to support cross-border trade and other business opportunities between Tajikistan and Afghanistan (BMP will contribute its technical expertise on issues related to border control, customs control and LITACA adds expertise related to cross-border trade, investment, regional economic opportunities, etc). Dissemination of these guidelines will be done jointly to all relevant stakeholders.
  - Joint workshops and knowledge exchange events on business development in cross-border areas with participation of entrepreneurs, business support organizations and trade policy makers from Tajikistan and Afghanistan, including Business to Business (B2B), Government to Business (G2B), study tours and exchange visits, Farmers to Farmers (F2F). These events will be organized jointly by LITACA and BMP. Latter will facilitate the participation of the representatives of Border Forces and Customs Service (at national and local levels).
  - Training events for border agencies to facilitate import-export relationships, transit and shipments, and customs clearance of goods (to be planned and implemented jointly with BMP and LITACA).
- Regional Cooperation:
  - Conduct trade fairs and business forums for participation of entrepreneurs and other stakeholders from Tajikistan and Afghanistan. These events will be planned and undertaken with joint efforts of BMP and LITACA projects. BMP will ensure participation of Tajik Border Forces and Customs representatives.
  - Cooperate on policy dialogue and consultations related to cross-border trade and economic cooperation. These activities will be planned and carried out jointly by BMP and LITACA projects. BMP will ensure participation of Tajik Border Forces and Customs representatives.
- Research:
  - Market analysis on existing and potential cross-border economic cooperation and trade facilitation (planned under LITACA Project). Border and Customs representatives are considered as one of the key stakeholders, therefore to be targeted by this research and analysis to collect / document their views, insights and inputs. This will ensure comprehensiveness of the challenges in place and potential way forward

In developing management and coordination at the border and especially at Cross Border Markets, BMP II will work with LITACA project to facilitate access of the products of LITACA's One-Village-One-Product (OVOP) to cross-border and other market places wherever practical openings permit. These joint efforts will focus on improving attractiveness and awareness of public on opportunities and potential of FEZ for business development, including through supporting and improving cross-border trade relations between both countries.

- LITACA plans to sell the OVOP products but goods that are produced on the territory of FEZs in Panj and potentially in Ishkashim and Dangara. In such case (when goods are produced on the territory of FEZ), the OVOP goods for export can be tax exempted.

- The OVOP goods produced under LITACA to be promoted through CBM in CBM Ruzvai and in Shohon (once it becomes operational), as well as other CBMs which are in place, but not operational due to security or other reasons.
- The OVOP goods produced in Kulyab Zone (Sh. Shohin, Farkhor and Hamadoni) and Kurgan-Tyube Zone (Shaartuz, Qubodiyon, Dusti (ex-Jilikul), Jayhun (ex-Qumsangir), Panj,) of Khatlon region will be exported through target BCPs of LITACA and BMP projects (BCP Panji Poyon – BCP Sherkhan Bandar, BCP Kokul – BCP Ai Khanum, BCP Shohon - BCP Khohon), but not limiting to if import-export relationship demands arise;
- Through research and infrastructure component LITACA and BMP will also consider joint construction of agriculture processing workshops on territories of FEZ – Panj in particular (to process the agriculture outputs) with the export potential to Afghanistan and other neighbouring countries.

UNDP Tajikistan also implements an *Aid for Trade* initiative which promotes inclusive, green economic growth through promoting trade and enhancing national competitiveness and sustainable development, by helping poor and vulnerable communities to share in the gains from trade. The project focuses on Sughd and Khatlon regions of Tajikistan<sup>11</sup>.

### 3.4 RISKS AND ASSUMPTIONS

The main external risks for programme delivery are related to potential decline of stability and security triggered by regional economic crises and the security situation in Afghanistan; In addressing these, UNDP will closely monitor the situation and apply an early-warning approach. Several risks, both external and internal, have been identified in carrying out the activities of this Project. These are reflected in the Risk Log, shown at Annex B. The most critical risks may include:

- **Political destabilisation, insurgency and armed conflict.** This might cause a shift in the priorities of the Government agenda; hence it might entail changes in the action plans of ministries and agencies involved in the national borders. Such an occurrence might suspend the course of project activities. Project management response, in line with conflict sensitive project management principles, guided by the “do no harm” ethos, will be to agree actions through regular UNDP Senior Management and Project leadership channels with Government counterparts; in case of necessity, changes may be introduced and implemented within the project framework.
- **Lack of motivation/political will to implement reforms.** For the comprehensive implementation of project activities, motivation and political will of the Government of Tajikistan is required. Fulfilment of agreed joint priorities, especially at the institutional level is required.
- **Weather conditions.** Extreme weather conditions and geographical location (mountainous area) complicate access of target areas. This, in turn can affect the project in both summer and winter.

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<sup>11</sup> [http://www.tj.undp.org/content/tajikistan/en/home/operations/projects/poverty\\_reduction/aid\\_for\\_trade\\_II.html](http://www.tj.undp.org/content/tajikistan/en/home/operations/projects/poverty_reduction/aid_for_trade_II.html)



**Summer.** At the height of summer, temperatures can reach 50 degrees Celsius and this brings its own set of issues. Extreme heat can cause health problems to workers, and if they decide to seek relief in the form of removing safety provisions like hard hats or safety glasses, they could be putting themselves at risk for injury. Sunstroke and dehydration can also affect a person's judgment and reaction time.

Heat can also affect materials like concrete, paint and bricks; intense heat can affect the strength of concrete and require additional water. Paint applied in the heat can become cracked, wrinkled, blistered or otherwise unattractive and ineffective. Extreme heat can also cause discoloration in the paint. Bricks can become too dry in hot weather. This will decrease a brick's ability to adhere to the mortar paste and thus create weak masonry work.

Dry heat also brings about dust and airborne dirt, which can enter equipment through filters and cause premature wearing of the working parts.

**Winter.** If winter arrives unexpectedly, completion dates for construction projects may be delayed. During mid-winter, temperatures may drop to minus 45° C. Cold weather can negatively impact construction in many ways. The water and solvents in paint can freeze, which slows down the curing process. All equipment needs to be winterized by using lubricants designed to withstand icy temperatures. Concrete and bricks can both become weakened when ice crystals form. When mortar and grout become too cold, they cannot properly absorb moisture. This will make them weaker and less resistant to water in the future.

Cold weather affects workers as well. They will have to wear additional layers during their time working outdoors. Muscles and joints are also less flexible when cold, which could put workers at greater risk for injury.

The project will ensure contractors take precautions to protect equipment, materials, site and workers. Steel storage containers will be used to protect supplies and equipment from rain and excessive sun and provide a weather resistant space to store anything that needs to be kept safe and protected.

### **3.5 STAKEHOLDER ENGAGEMENT**

**Stakeholders:** The project's two core international stakeholders are the Donor and the UNDP. The latter will reprise its role as an implementing partner, as it has done continuously since the beginning of its first Border Management Projects, in 2007. Since the project pursues both security and regional economic trade related objectives, the stakeholders will represent both security and non-security institutions. The main beneficiary institutions from the security sector will be the Tajik Border Forces, Customs Services and Drug Control Agency. The main beneficiary institutions from the non-security sector will include but will not be limited to the Ministry of Economic Development and Trade, Chamber of Commerce and Industry, Tojikmatlubot, Local Development Committee, Local (Regional, District) governments and others. Overall coordination within the Government will remain with the Ministry of Foreign Affairs.

The project will be implemented in close collaboration with the relevant ministries and their line departments at provincial and district level. UNDP has long-established relationships with the government of Tajikistan. Ongoing communications, coordination and cooperation will

continue to take place and partnerships will continue to be leveraged to promote project goals. Beyond the national government and beneficiary agencies, UNDP and BMP staff will continue to collaborate and liaise with an array of critical organisations and stake-holder organisations working with border agencies and within borderlands communities.

<b>Involvement of Other Organizations</b>			
<b>#</b>	<b>Agency</b>	<b>Role</b>	<b>Function</b>
1.	UNDP	Implementing Agency	Implementation of the entire project.
2.	Ministry of Foreign Affairs	Govt Agency	Overall coordination. Leads Steering Committee.
3.	UNDP-LITACA	Partner Project	Support activity implementation.
4.	Tajikistan Border Force	Beneficiary	Member of TWG. Observer at Steering Committee.
5.	Tajikistan Customs Department	Beneficiary	Member of TWG. Observer at Steering Committee.
6.	Drugs Control Agency	Beneficiary	Member of TWG. Observer at Steering Committee.
7.	Local Development Committees	Key Partner	Regulating the work of local governments.
8.	Ministry of Economic Development & Trade	Key Partner	Coordination with LITACA Activities. Member of TWG.
9.	Chamber of Commerce	Key Partner and Beneficiary	Member of TWG.
10.	Tojik Matlubot	Beneficiary	Member of TWG. Creation of local TWG.
11.	OSCE	Partner Agency	Provision of training & Education activities.
12.	National Secretariat for the National Border Management Strategy.	Key Partner	Implementing the NBMS, through nominated working groups. Member of Steering Committee.
13.	State Committee for National Security.	Key Partner	Regulating involvement of TBF.

Space for the development of synergy will be sought between UNDP projects in the region (such as LITACA), as well as other initiatives focused on Tajikistan's border with Afghanistan.

The same will be applied to relevant endeavours of other international development organisations working in this sector.

Underpinning all relationship building efforts will be a focus on the beneficiary government at both national and local level. Encouraging a greater degree of ownership of project mandate areas and a proactive approach towards border management is critical in ensuring project resources generate a long-term impact.

**Target groups:** The project's target groups include staff of border institutions, namely Tajik Border Forces, Customs Services and Drug Control Agency, as well as staff of local governments, including water, electricity, health departments and operators of cross-border markets at national (Tojikmatlubot under the Ministry of Industry and New Technologies), regional (GBAO), staff of FEZ Panj and Ishkashim and local (district) levels. The staff at the local level include those based at the project's targeted Border Crossing Points and Cross Border Markets. Other target groups include the populations of borderland communities using cross-border markets at BCPs Shohon, Ruzvai, Khumroghi, Tem and Ishkashim.

**Other potentially affected groups:** other potentially affected groups are the traders, patrons and entrepreneurs using the cross-border markets as well as travellers using the Border Crossing Points for the movement of goods and people through the Tajik-Afghan border.

### 3.6 SOUTH-SOUTH AND TRIANGULAR COOPERATION (SSC/TRC)

Wherever possible, the project will apply South-South and Triangular Cooperation to achieve and sustain the results. Illustrative examples applied during BMP I include:

- **BMP and OSCE.** During implementation of Phase I, BMP was a primary user of OSCE's Border Management Staff College and associated assets, which included use of experts' roster and OSCE premises. This proved cost effective and enabled creation of synergies with other users, including beneficiaries and other agencies, who have partnered with BMP to provide expertise or emulated BMP activities within their own operational sectors.
- **Triangular Cooperation.** Under the JICA funded Border Management Project and BOMNAF II, triangular cooperation involved donor funding which enabled Afghan (via BOMNAF II) and Tajik (via BMP) officials to coordinate and jointly plan construction of new border management infrastructure such as BCP Dehqonkhona on the Afghan side and BCP Langar on the Tajik side of the border.

The BMP and BOMNAF projects will continue to identify opportunities to apply South-South and Triangular Cooperation to maximise project impact for effective border management. Other forms of South-South and triangular cooperation will be actively investigated and pursued, as resources allow.

### 3.7 KNOWLEDGE

Throughout BMP II, UNDP will ensure wide outreach on project results via extensive use of social media (Facebook, Twitter, etc) as well as traditional mass media (TV, radio, newspapers). The project's Technical Working Groups, as well as Steering Committee meeting outcomes will be documented and disseminated among stakeholders. Project progress reports

will also serve as a main source of knowledge to guide project planning and decision making throughout BMP II.

To ensure institutional memory, all knowledge products and reports from BMP I will be kept on file for the duration of BMP II, and will be shared with other stakeholders as appropriate. Knowledge management will not be limited to the development and storing of singular products. It will instead be introduced as a cross cutting approach across the project. This means that the BMP will document the various levels of results in a systematic fashion.

Mutual learning and exchanges of experiences within the Project and between partners will be strengthened. All knowledge and communication materials will be produced in line with donor's visibility and communication related guidelines.

### **3.8 SUSTAINABILITY AND SCALING UP**

#### **3.8.1 Sustainability**

The current, BMP I project is the result of more than three years of successful cooperation between UNDP and Japan with the government of Tajikistan, in Dushanbe and on the Tajik-Afghan- border.

The issue of sustainability of inputs, including maintenance and upkeep of facilities will be addressed during the project, considering lessons learned from UNDP's earlier interventions. Without assuming full responsibility for maintenance, project funds should be available to refurbish facilities and repair donated equipment.

**Procurement of Modern Equipment.** Beneficiaries' difficulties with maintenance and use of hi-tech equipment persist. Provision of sophisticated technology should therefore continue to be moderated, during the current stage of assistance. BMP II will pay special focus on maintenance aspects of donated equipment and selected vendors will deliver training on the use and maintenance of donated equipment. In addition, the project will support beneficiaries in developing detailed maintenance plans, to specify frequency of maintenance requirements, responsibilities for updates and servicing and user operations.

**Capacity Building Training.** As well as Tajikistan's Border agencies' needs to support management of the border, through training, adoption of contemporary standard operating procedures (SOP), enhanced internal coordination and improved cross-border collaboration, there remains a clear and urgent requirement to continue improvement of the sustainable capacity of the Tajikistan Customs Department, whose needs remain very considerable.

**Integrated Border Management (IBM).** The capacity of integrated border management in Tajikistan, to support cross-border security and cooperation has been significantly improved by the interventions of the UNDPs BMP Project. Through continued support to regional development and cross-border initiatives, this situation will continue to improve.

**National ownership.** This new, BMP II project phase will emphasise increasing beneficiary responsibility for ensuring that interventions made to support their activities are sustainable. This will partly depend on encouraging beneficiaries to develop a culture of ensuring that they maintain facilities, equipment and skill-sets without the need for prompting from the project.

**Strengthen and monitor national capacities.** In terms of Soft support, a culture of revision

and integrations of training provided by BMP I and II will be planned to occur within the beneficiaries' own instructional frameworks. New skill sets, knowhow and information provided by BMP training cycles will be appropriately applied, practiced and shared. In encouraging changes of culture and mindset, the project will ensure continuation of a sustainable, meaningful impact in all its interventions.

### **3.8.2 Scaling Up**

The proposed project directly builds on the achievements of BMP I and entails several pathways for scaling up in terms of:

- **Scaling up synergies with EU-BOMNAF project.** building on a successful partnership created during construction of adjoining BCPs at Langar (Tajikistan) Dehqonkhona (Afghanistan) as well as conducting joint training for Tajik and Afghan border and customs officials at Border Crossing Points. Information about the EU-BOMNAF Project is shown at Annex J.
- **Scaling up Technical Working Groups.** The Technical Working Group established under BMP I, was an effective mechanism for technical-level discussions about project progress and the way forward, prior to Steering Committee meetings. Taking this positive lesson into account, BMP II will set up a similar structure at the district level for improving coordination towards more effective operations of the cross-border markets. Given that there will be trade and economic development components within BMP II, ministries and agencies such as MEDT, Tojikmatlubot, and other relevant structures will be encouraged to join.

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## 4. PROJECT MANAGEMENT

### 4.1 COST EFFICIENCY AND EFFECTIVENESS

**Effectiveness.** UNDP has a strong and well-established field presence across Tajikistan through 5 Area Offices. This set up allows maintaining long-term partnerships, networks and capacities at the local level and well positions UNDP to discuss both policy and implementation with GoT counterparts at all levels, from local officials to Ministers.

Through close collaboration with donors, government and other stakeholders, UNDP has been successful in developing and implementing projects in various socio-economic areas of Tajikistan. Among many other activities and programmes, UNDP Tajikistan is currently implementing two important and ongoing projects on the Tajikistan-Afghanistan border, aimed at improving livelihoods in the border districts and improving regional trade, across the border with Afghanistan. In addition, through the JICA-funded LITACA Project, UNDP has also become involved in livelihood development opportunities for borderlands communities. It focuses on sustainable local development of the bordering districts of Khatlon region of Tajikistan and, in Afghanistan, Khatlon Province (Shaartuz, Qubodiyon, Jayhun, Dusti, Panj, Shamsiddin Shohin, Hamadoni, Farkhor districts); Khulm, Kunduz (Imam Saheb), Takhor (Dasht-e-Qala, Yang-e-Qaka) and Badakhshan (Chah Ab) Provinces.

UNDP's comparative advantage in border management includes its specialised technical expertise and knowledge base in implementing border management and cross border cooperation initiatives along the Tajik-Afghan and Tajik-Kyrgyz borders. UNDP's current input to the Tajikistan-Afghanistan border is a package of projects implemented within a strategic rationale and designed for success as part of a comprehensive border programme. Based on the experience of successful projects and programs for border management in Central Asia and Afghanistan (BOMCA<sup>12</sup>, BOMNAF, CADAP<sup>13</sup>, etc.), UNDP continues to participate in the support of regional cooperation, and will focus on issues such as the institutional development of border agencies, trade facilitation and management of migration flows.

The above combination of technical profile and expertise in border management and local economic development enables UNDP to integrate its approach in promoting regional security through regional trade.

**Efficiency.** Building on the outcomes of BMP I, BMP II and BOMNAF will continue sharing technical assets (Office IT equipment, etc), human (project staff), and financial resources (cost-sharing of office premises, project staff in the field, training costs, etc). By sharing staff, offices and administrative costs, these projects are both able to devote more resources to implementation. More importantly, this set up enables enforcement of *'international*

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<sup>12</sup> Since its launch in 2003, the BOMCA Programme has implemented phases targeting capacity building and institutional development, developing trade corridors, improving border management systems and eliminating drug trafficking across the Central Asia region. Each new phase of BOMCA was designed to gradually continue the Actions implemented during the preceding phases of the Programme. During its earlier phases, the Programme focused its resources on creating a modern border management infrastructure equipped with the latest equipment. With time the horizons of BOMCA became broader and the actions of the Programme not only targeted border guards, but also other authorities working in the area of customs, migration, drug control, agriculture, health, etc. The Programme introduced the concept and principles of Integrated Border Management (IBM), with the view to improve cooperation and communication channels among border agencies. The concept is not only built on best EU practice, but is also aimed at tackling the issue of coordination and consolidation of actions of the Central Asian border management institutions.

<sup>13</sup> Central Asia Drug Action Programme (CADAP) represents continuity of the EU policy and long term engagement with Central Asian partners to help further strengthen their national policies in drug demand reduction. The beneficiaries of CADAP 6 include policy makers, drug experts, penitentiary and hospital staff, media professionals, teachers, drug users, prisoners, young people and the general public.

*cooperation*' pillar of the Integrated Border Management concept allowing parallel and coordinated efforts on both sides of Tajik-Afghan border.

## 4.2 PROJECT MANAGEMENT

**Geographical scope:** The project will be implemented in Tajikistan, with activities in Khatlon and GBAO regions of the country. In each region, UNDP already has a long-term presence and partnerships with the security sector institutions such as Border Guards, Customs Services, Drug Control Agency, local government at sub-national levels. The main project office shall be located in Dushanbe, for ease of coordination with main government stakeholders. Overall, project administration will be carried out at the UNDP Tajikistan Country Office.

**Financial Arrangements.** The Project will be implemented in accordance with UNDP's Direct Implementation Modality (DIM), meaning that funding will flow through UNDP and UNDP will be responsible for the overall management, backstopping and monitoring of the Project in line with UNDP's Programme and Operational Policies and Procedures.

The project will be subject to GMS equivalent to 8% of the total project cost. The project is subject to audit according to UNDP rules and procedures. Direct Project Costs will apply for project and development effectiveness activities.

The project will submit financial reports once a year (January, along with annual reports) to the donor. As was the case for BMP I, UNDP will provide quarterly narrative progress reports to the donor.

**Operational capacity.** UNDP has unrivalled operational capacity and can deliver administratively complex, multi-component programmes at regional and national levels. UNDP's financial and procurement management systems and controls ensure the highest-levels of transparency and accountability, and adherence to all internally recognized standards. UNDP in Tajikistan employs over 200 development professionals specialized in the fields of governance, rule of law, human rights, border management, health, poverty, energy and environment, and disaster risk reduction.

## 5. MONITORING AND EVALUATION

In accordance with UNDP's programming policies and procedures, the project will be monitored through the following monitoring and evaluation (M&E) plans:

<b>Monitoring Activity</b>	<b>Purpose</b>	<b>Frequency</b>	<b>Expected Action</b>	<b>Partners (if joint)</b>	<b>Cost (if any)</b>
<b>Track results progress</b>	Progress data against the results indicators in the RRF will be collected and analysed to assess the progress of the project in achieving the agreed outputs.	Quarterly, or in the frequency required for each indicator.	Slower than expected progress will be addressed by project management.		
<b>Monitor and Manage Risk</b>	Identify specific risks that may threaten achievement of intended results. Identify and monitor risk management actions using a risk log. This includes monitoring measures and plans that may have been required as per UNDP's Social and Environmental Standards. Audits will be conducted in accordance with UNDP's audit policy to manage financial risk.	Quarterly	Risks are identified by project management and actions are taken to manage risk. The risk log is actively maintained to keep track of identified risks and actions taken.		
<b>Learn</b>	Knowledge, good practices and lessons will be captured regularly, as well as actively sourced from other projects and partners and integrated back into the project.	At least annually	Relevant lessons are captured by the project team and used to inform management decisions.		
<b>Annual Project Quality Assurance</b>	The quality of the project will be assessed against UNDP's quality standards to identify project strengths and weaknesses and to inform management decision making to improve the project.	Annually	Areas of strength and weakness will be reviewed by project management and used to inform decisions to improve project performance.		



<b>Review and Make Course Corrections</b>	Internal review of data and evidence from all monitoring actions to inform decision making.	At least annually	Performance data, risks, lessons and quality will be discussed by the project board and used to make course corrections.		
<b>Project Report</b>	A progress report will be presented to the Project Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk long with mitigation measures, and any evaluation or review reports prepared over the period.	Annually, and at the end of the project (final report)			
<b>Project Review (Project Board)</b>	The project’s governance mechanism (i.e., project board) will hold regular project reviews to assess the performance of the project and review the Multi-Year Work Plan to ensure realistic budgeting over the life of the project. In the project’s final year, the Project Board shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up and to socialize project results and lessons learned with relevant audiences.	Specify frequency (i.e., at least annually)	Any quality concerns or slower than expected progress should be discussed by the project board and management actions agreed to address the issues identified.		

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## 6. MULTI-YEAR WORK PLAN<sup>14,15</sup>

*To be completed prior to submission to the Local Project Appraisal Committee and after incorporating the comments from potential donor(s)*

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<sup>14</sup> Cost definitions and classifications for programme and development effectiveness costs to be charged to the project are defined in the Executive Board decision DP/2010/32

<sup>15</sup> Changes to a project budget affecting the scope (outputs), completion date, or total estimated project costs require a formal budget revision that must be signed by the project board. In other cases, the UNDP programme manager alone may sign the revision provided the other signatories have no objection. This procedure may be applied for example when the purpose of the revision is only to re-phase activities among years.

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## 7. GOVERNANCE AND MANAGEMENT ARRANGEMENTS

### 7.1 IMPLEMENTATION MODALITY

The project will be implemented by UNDP under its Direct Implementation Modality (DIM) whereby UNDP takes on the role of Implementing Partner.

UNDP has the technical and administrative capacity to assume the responsibility for mobilizing and applying effectively the required inputs in order to reach the expected outputs. UNDP assumes overall management responsibility and accountability for project implementation. Accordingly, UNDP must follow all policies and procedures established for its own operations.

According to the Programme and Operational Policies and Procedures of UNDP, the following Policies are applied for Direct Implementation Modality:

- All Policies and Procedures applicable to UNDP operations (i.e. procurement of goods and services, recruitment of project personnel, training activities, etc).
- All UNDP **Financial Rules and Regulations**:
  - **Financial management:** In the context of DIM modality, the financial software programme - ATLAS will be applied. ATLAS is the management information system which ensures accuracy and transparency of financial information. UNDP country office uses ATLAS to keep track of the financial status of the project at all times, to control expenses, to handle outstanding commitments, to make payments and to monitor the performance of contractors. As such, Atlas is used for both financial management and substantive monitoring.
  - **Financial reporting:** The financial reporting and control mechanisms used to monitor DIM Project include: 1) Combined Delivery Report (CDR), 2) Project Budget Balance and 3) Project transaction detail report.

The Combined Delivery Reporting is mandatory and reflects the expenses and funds utilized on a project. This report is run on a quarterly basis and is signed by UNDP Resident Representative or Country Director on an annually basis. The Project Budget Balance is used to monitor and manage budgetary availability of the Project. The Project transaction detail report is very detailed and is used on a daily basis to monitor daily transactions and expenses.

### 7.2 PROJECT STRUCTURE

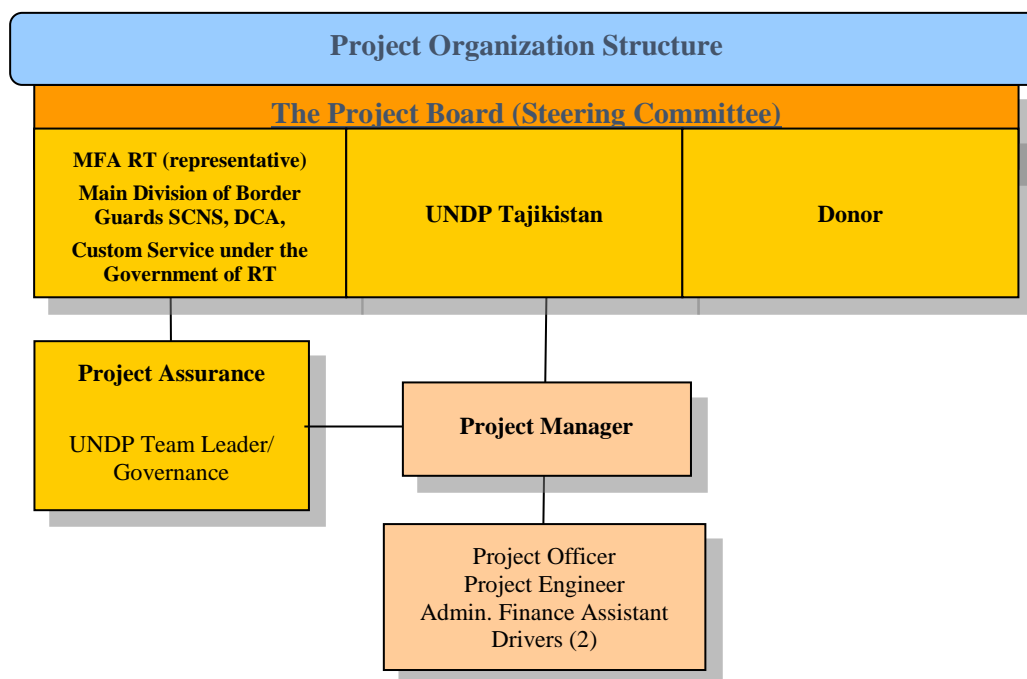
Minimum requirements for a project's governance arrangements include stakeholder representation (i.e., UNDP, national partners, beneficiary representatives, donors, etc.) with authority to make decisions regarding the project. Target groups will be engaged in decision making for the project, to ensure their voice and participation. The project's management arrangements will include, at minimum, a project manager and project assurance that advises the project governance mechanism.

### 7.3 PROJECT BOARD

The Project Board comprising the Donor’s Embassy in the Republic of Tajikistan, Donor’s Agency in the Republic of Tajikistan, UNDP in Tajikistan and the Government of Tajikistan will be formed to provide strategic direction of the project. The Project Board will review the progress of the project, including project reports, and work plans. The Project Board will serve as a platform for the major stakeholders of the project to discuss the overall direction of the project as well as to take the strategic decisions to ensure most optimal use of resources towards achievement of set goals and objectives. Terms of Reference for the Project Board are shown at Annex G.

Project Board meetings will be organized on regular basis, but not less than twice a year, to review work-plans and implementation of the project. As was the practice for BMP I, for effective and focused Project Board meetings, the project will continue holding Technical Working Group meetings to discuss project progress and way forward at the technical level.

The proposed composition of the project’s organizations structure, which UNDP will ensure is in place, is depicted below:



### 7.4 MAIN FUNCTIONS AND RESPONSIBILITIES OF PROJECT STAFF

The assigned **UNDP Team Leader for Governance, Rule of Law and Human Rights** will be responsible for the provision of Quality Assurance to this Project. , S/he will also provide general Programme management support as required.

Other critical project staff include:

**Project Manager** will work under the guidance of UNDP Senior Management and in close coordination with the responsible UNDP Programme Analyst to refer major executive project decisions to the Project Board. The Project Manager will provide strategic management and oversight, including coordination and communication. The UNDP Project Manager will be

responsible for overall management of the Project activities. S/he will also bear responsibility for overall financial and operational accountability of the Project, including budgets and ensuring strict and consistent application of UNDP rules and regulations. S/he will ensure timely and accurate submission of periodic narrative and financial reports on Project activities and deliverables to UNDP, Project Board, donors, and the Government.

**Project Officer** is responsible for the general, day-to-day management of the project (60%) and will be specifically responsible for visibility, communication and outreach activities (40%). S/he will provide full programmatic support to the Project Manager. The primary responsibilities of the Project Officer will include 1) substantially support Project Manager in development of strategic documents, including in design and dissemination of visibility, communication and outreach materials, 2) close monitoring of project implementation against established work plan, provision of translation services (verbal and written); 5) and fulfilment of other relevant functions.

**Project Engineer** will be responsible for providing technical expertise and assistance to the project activities requiring Engineering services (upgrading border crossing points and cross border market facilities). The Engineer will also bear monitoring functions and will be responsible for collection of the project related data from different sources, including from the BCPs and cross border markets.

**Administrative/Finance Assistant (AFA)** will be responsible for all administrative, including human resources, and financial management of the Project in line with UNDP financial rules and regulations. As well, the AFA will provide the required logistical and else administrative support in organizing project related high-level meetings and events. Within his/her established level of authority, S/he will also be responsible for procurement and contracts management from planning of the tender to handover of the goods and services to target beneficiaries.

**Driver** (2) will provide driving services and will also ensure safety of staff while on missions.

Other local and international experts may be involved for short term project specific assignments.

The Project Manager will be based in Dushanbe and will bear direct responsibility for both Outcomes 1 and 2. However, the Project Manager will also pay regular monitoring visits to oversee implementation of project activities in target areas.

Given the long distance between Dushanbe and GBAO, a vehicle for travelling to the project sites and a small sub-office to base a Project Engineer in Khorog is already in use by the project. The presence in GBAO will ensure frequent monitoring of project sites and closer activity coordination with project stakeholders such as local authorities, construction firms, and etc.

Upon project completion, the assets such as vehicle, office equipment and furniture purchased under the present project, will be handed over to the Border Guards based on established UNDP rules and procedures for transfer of project assets to the beneficiaries.

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## 8. LEGAL CONTEXT

This project document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement between the Government of Tajikistan and UNDP, signed in 1993. All references in the SBAA to “*Executing Agency*” shall be deemed to refer to “Implementing Partner.”

This project will be implemented by UNDP in accordance with its financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. Where the financial governance of an Implementing Partner does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition, the financial governance of UNDP shall apply.

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## 9. RISK MANAGEMENT

### UNDP DIRECT IMPLEMENTATION MODALITY (DIM)

1. UNDP as the Implementing Partner will comply with the policies, procedures and practices of the United Nations Security Management System (UNSMS.)
2. UNDP as the Implementing Partner will undertake all reasonable efforts to ensure that none of the [project funds]<sup>16</sup> [UNDP funds received pursuant to the Project Document]<sup>17</sup> are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via [http://www.un.org/sc/committees/1267/aq\\_sanctions\\_list.shtml](http://www.un.org/sc/committees/1267/aq_sanctions_list.shtml). This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document.
3. Social and environmental sustainability will be enhanced through application of the UNDP Social and Environmental Standards (<http://www.undp.org/ses>) and related Accountability Mechanism (<http://www.undp.org/secu-srm>).
4. UNDP as the Implementing Partner will: (a) conduct project and programme-related activities in a manner consistent with the UNDP Social and Environmental Standards, (b) implement any management or mitigation plan prepared for the project or programme to comply with such standards, and (c) engage in a constructive and timely manner to address any concerns and complaints raised through the Accountability Mechanism. UNDP will seek to ensure that communities and other project stakeholders are informed of and have access to the Accountability Mechanism.
5. All signatories to the Project Document shall cooperate in good faith with any exercise to evaluate any programme or project-related commitments or compliance with the UNDP Social and Environmental Standards. This includes providing access to project sites, relevant personnel, information, and documentation.
6. UNDP as the Implementing Partner will ensure that the following obligations are binding on each responsible party, subcontractor and sub-recipient:
  - a. Consistent with the Article III of the SBAA [*or the Supplemental Provisions to the Project Document*], the responsibility for the safety and security of each responsible party, subcontractor and sub-recipient and its personnel and property, and of UNDP's property in such responsible party's, subcontractor's and sub-recipient's custody, rests with such responsible party, subcontractor and sub-recipient. To this end, each responsible party, subcontractor and sub-recipient shall:
    - i. put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;
    - ii. assume all risks and liabilities related to such responsible party's, subcontractor's and sub-recipient's security, and the full implementation of the security plan.
  - b. UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an

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<sup>16</sup> To be used where UNDP is the Implementing Partner

<sup>17</sup> To be used where the UN, a UN fund/programme or a specialized agency is the Implementing Partner

appropriate security plan as required hereunder shall be deemed a breach of the responsible party's, subcontractor's and sub-recipient's obligations under this Project Document.

- c. Each responsible party, subcontractor and sub-recipient will take appropriate steps to prevent misuse of funds, fraud or corruption, by its officials, consultants, subcontractors and sub-recipients in implementing the project or programme or using the UNDP funds. It will ensure that its financial management, anti-corruption and anti-fraud policies are in place and enforced for all funding received from or through UNDP.
- d. The requirements of the following documents, then in force at the time of signature of the Project Document, apply to each responsible party, subcontractor and sub-recipient: (a) UNDP Policy on Fraud and other Corrupt Practices and (b) UNDP Office of Audit and Investigations Investigation Guidelines. Each responsible party, subcontractor and sub-recipient agrees to the requirements of the above documents, which are an integral part of this Project Document and are available online at [www.undp.org](http://www.undp.org).
- e. In the event that an investigation is required, UNDP will conduct investigations relating to any aspect of UNDP programmes and projects. Each responsible party, subcontractor and sub-recipient will provide its full cooperation, including making available personnel, relevant documentation, and granting access to its (and its consultants', subcontractors' and sub-recipients') premises, for such purposes at reasonable times and on reasonable conditions as may be required for the purpose of an investigation. Should there be a limitation in meeting this obligation, UNDP shall consult with it to find a solution.
- f. Each responsible party, subcontractor and sub-recipient will promptly inform UNDP as the Implementing Partner in case of any incidence of inappropriate use of funds, or credible allegation of fraud or corruption with due confidentiality.

Where it becomes aware that a UNDP project or activity, in whole or in part, is the focus of investigation for alleged fraud/corruption, each responsible party, subcontractor and sub-recipient will inform the UNDP Resident Representative/Head of Office, who will promptly inform UNDP's Office of Audit and Investigations (OAI). It will provide regular updates to the head of UNDP in the country and OAI of the status of, and actions relating to, such investigation.

UNDP will be entitled to a refund from the responsible party, subcontractor or sub-recipient of any funds provided that have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of this Project Document. Such amount may be deducted by UNDP from any payment due to the responsible party, subcontractor or sub-recipient under this or any other agreement. Recovery of such amount by UNDP shall not diminish or curtail any responsible party's, subcontractor's or sub-recipient's obligations under this Project Document.

Where such funds have not been refunded to UNDP, the responsible party, subcontractor or sub-recipient agrees that donors to UNDP (including the Government) whose funding is the source, in whole or in part, of the funds for the activities under this Project Document, may seek recourse to such responsible party, subcontractor or sub-recipient for the recovery of any funds determined by UNDP to have been used inappropriately, including through fraud or corruption, or otherwise paid other than in accordance with the terms and conditions of the Project Document.



Note: The term “Project Document” as used in this clause shall be deemed to include any relevant subsidiary agreement further to the Project Document, including those with responsible parties, subcontractors and sub-recipients.

- g. Each contract issued by the responsible party, subcontractor or sub-recipient in connection with this Project Document shall include a provision representing that no fees, gratuities, rebates, gifts, commissions or other payments, other than those shown in the proposal, have been given, received, or promised in connection with the selection process or in contract execution, and that the recipient of funds from it shall cooperate with any and all investigations and post-payment audits.
- h. Should UNDP refer to the relevant national authorities for appropriate legal action any alleged wrongdoing relating to the project or programme, the Government will ensure that the relevant national authorities shall actively investigate the same and take appropriate legal action against all individuals found to have participated in the wrongdoing, recover and return any recovered funds to UNDP.
- i. Each responsible party, subcontractor and sub-recipient shall ensure that all of its obligations set forth under this section entitled “Risk Management” are passed on to its subcontractors and sub-recipients and that all the clauses under this section entitled “Risk Management Standard Clauses” are adequately reflected, *mutatis mutandis*, in all its sub-contracts or sub-agreements entered into further to this Project Document.

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## 10. ANNEXES

<i>Annex</i>	<i>Title</i>	<i>Para</i>
<i>Annex A</i>	<i>Results Framework</i>	
<i>Annex B</i>	<i>Risk Log and Analysis</i>	
<i>Annex C</i>	<i>Estimated Outline Budget</i>	
<i>Annex D</i>	<i>List of equipment and furniture requested by beneficiaries</i>	
<i>Annex E</i>	<i>Social and Environmental Screening Template</i>	
<i>Annex F</i>	<i>Project Quality Assurance Report</i>	
<i>Annex G</i>	<i>Project Board - Terms of Reference</i>	
<i>Annex H</i>	<i>Terms of Reference - Project Staff</i>	
<i>Annex I</i>	<i>Map of Proposed Project Area of Operation</i>	
<i>Annex J</i>	<i>Information about EU-BOMNAF</i>	
<i>Annex K</i>	<i>Information about LITACA</i>	
<i>Annex L</i>	<i>Brief results and achievements of BMP I</i>	
<i>Annex M</i>	<i>Donor Mapping Table of Projects On The Tajikistan-Afghanistan Border</i>	

## ANNEX A - RESULTS FRAMEWORK

RESULTS FRAMEWORK											
<b>Intended Outcome as stated in the UNDAF/Country [or Global/Regional] Programme Results and Resource Framework:</b> People have their rights protected and benefit from improved access to justice and quality services delivered by accountable, transparent, and gender responsive legislative, executive and judicial institutions at all levels.											
<b>Outcome indicators as stated in the Country Programme [or Global/Regional] Results and Resources Framework, including baseline and targets:</b> 1.1.2 Marginalised groups, particularly the poor, women, people with disabilities and displaced are empowered to gain universal access to basic services and financial and non-financial assets to build productive capacities and benefit from sustainable livelihoods and jobs											
<b>Applicable Output(s) from the UNDP Strategic Plan:</b> Effective and inclusive governance promotes democratic participation, prevents conflict and builds peaceful societies.											
<b>Project title and Atlas Project Number:</b> Promoting cross cooperation through effective management of Tajikistan's border with Afghanistan (phase II)											
Expected Outputs	Output Indicator	Data Source	Baseline		Targets (By Frequency of Data Collection)						Data Collection Methods & Risks
			Value	Year	Year 1	Year 2	Year 3	Year 4	Year	Final	
<b>Output 1: Improved border Management, including Infrastructure, Communications &amp; Capacity building, in target areas.</b>	<i>1.1 Number of border and customs facilities (i.e BCP, Bridge, Canine Centre, etc.) in project target areas constructed/upgraded and operational.</i>	<i>GoT request</i>	0	2019	0	1	2	1	2021	4	Project M&E and progress reports.
	<i>1.2 Number of border and customs units received specialised equipment, furniture, etc.</i>	<i>GoT request</i>	0	2019	0	2	2	4	2021	8	Asset transfer and handover documents.
	<i>1.3 Proportion of border agency and customs officers trained in IBM and associated subjects (gender disaggregated) vs those using manuals and training materials in their daily work (gender segregated)</i>	<i>GoT request</i>	0	2019	No change	tbd	tbd	tbd	2021	30% (both male and female)	Project training data & progress reports.

	<i>1.4 Training satisfaction rate (gender segregated)</i>	<i>GoT request</i>	0	2019	70%	75%	80%	85%	2021	85% (both male and female)	Project training data and progress reports
<b>Output 2</b> <i>Cross-border trade through CBM between Tajikistan and Afghanistan is supported/ facilitated</i>	<i>2.1 Number of Tajik-Afghan events organised/conducted to promote stronger regional and cross-border cooperation</i>		0	2019	0	1	2	2	2021	2	Project M&E and progress reports.
	<i>2.2 Border wait times for people (gender segregated) and goods</i>	<i>Target Border Crossing Points</i>	TBD during 1 <sup>st</sup> quarter of the project	2019	No change	5% decrease	5% decrease	10% decrease	2021	10% decrease	Method: Field monitoring visits;  Risks: BCPs and Customs Units may be reluctant to disclose information
	<i>2.3 Number of people using cross border markets (gender segregated).</i>	<i>Target Cross Border Markets</i>	TBD during 1 <sup>st</sup> quarter of the project	2019	No change	No change	5% increase of women visitors	10% increase of women visitors	2021	110% increase	Method: Field monitoring visits;  Risks: Not all Cross Border Markets will be operational due to security reasons, hence indicators will be monitored separately for each CBM

## ANNEX B - RISK LOG AND ANALYSIS

#	Description	Type	Impact & Probability	Countermeasures / Management response	Owner
1.	National political instability	Political	Weak support from government at all levels P = 2, I = 5	All activities will be implemented in close cooperation between UNDP, Donor, beneficiaries and implementing partners.	UNDP Country Office
2.	Change of government at different levels	Political	Weak support from government at all levels P = 2, I = 4	UNDP and implementing partners will try to adapt project activities to the developing situation at an early stage and will ensure that the project contributes to changes in the systems and institutions so that the outcomes of the project become less dependent on the separate individuals within the system/ institutions.	UNDP Country Office
3.	Insufficient coordination among the Government entities involved	Organizational	Partial achievement of project results P = 1, I = 3	UNDP will work in close cooperation with the implementing agencies and beneficiaries to ensure proper coordination among the involved Government entities involved.	UNDP Country Office
4.	Poor participation / contribution from beneficiaries	Organizational	Partial achievement of project results P = 1, I = 3	Country Office will work in close cooperation with the implementing agencies and beneficiaries to ensure ownership and participation in project	UNDP Country Office
5.	Low capacity of beneficiaries	Organizational	Partial achievement of project results P = 3, I = 3	Country Office and the implementing partner will facilitate activities to raise the capacity of beneficiaries	UNDP Country Office
6.	Weather – if winter arrives early completion dates may be delayed. During mid-winter, temperatures may drop to minus 45° C.	Environmental	Partial achievement of project results P = 2, I = 2	Plan early. Plan for delays. Flexible timetable.	UNDP Country Office

7.	Natural disasters – flooding, earthquakes, and landslides – could cause programme dates to be pushed back or construction to be temporarily suspended.	Environmental	Partial achievement of project results P = 2, I = 2	Consider disaster risks at planning stage and ensure mitigation plan is in hand.	UNDP Country Office
8.	Infrastructure. The area is mountainous, remote, served by bad roads which are subject to rock and mud slides and become impassable from the end of November when temperatures plunge to well below zero.	Environmental	Partial achievement of project results P = 2, I = 2	Good planning. Plan time scale carefully for providing facilities at the three BCPs before winter arrives.	UNDP Country Office
9.	Insecurity of the neighbouring areas in Afghanistan can disrupt or halt field activities.	Security	Partial achievement of project results P = 1, I = 2	Prior discussion / agreement. Border units to provide full time armed protection if it becomes necessary.	UNDP Country Office

**ANNEX C – ESTIMATED OUTLINE BUDGET**

Item	Description	Unit	Cost per unit	Total	Remarks
<b>Output 1: Improved border Management, including Infrastructure, Communications &amp; Capacity building, in target areas.</b>					
1.10	Capital repair or replacement of cross-border bridge at BCP Langar.	1	\$190,000	\$190,000	
1.11	Renovation of DCA Canine Centre, in Dushanbe (DCA).	1	\$200,000	\$200,000	
1.16	Construction of BCP Kokul, including customs post and Cross-Border Market, Farkhor district, Khatlon region (A new-build BCP).	1	\$1,500,000	\$1,500,000	
	<b>Sub total</b>			<b>\$1,890,000</b>	
<b>General Construction Tasks:</b>					
1.17	Drill a borehole and construct a water tower at BCP Shohon, Shamsiddin Shohin district.	1	\$55,000	\$55,000	
	<b>Sub total</b>			<b>\$55,000</b>	
<b>Equipment supply:</b>					
1.18	Procure and Distribute Equipment. Furnish and equip four border facilities.	1	\$10,000	\$10,000	
	<b>Sub total</b>			<b>\$10,000</b>	
<b>Training:</b>					
1.20	Production of User Manual and Training Movies	6	\$10,000	\$60,000	
	<b>Sub total</b>			<b>\$60,000</b>	

<b>Training for Customs officers:</b>					
1.21	Use of equipment for the control and identification of chemical, biological and other substances.	4	\$8,000	\$32,000	
1.22	Repair and maintenance of x-ray scanners at the production base of the Rapiscan company. (1 per year)	2	\$35,000	\$70,000	
1.23	Detection and identification of radiation materials, reagents, and dual-use goods.	4	\$8,000	\$32,000	
1.24	Finding and preventing movement of narcotic drugs and precursors.	4	\$8,000	\$32,000	
1.25	Risk management systems.	4	\$8,000	\$32,000	
1.26	Classification and characteristics of goods (interpretation of goods).	4	\$8,000	\$32,000	
1.27	Unified automated information systems.	4	\$8,000	\$32,000	
1.28	Customs control procedures.	4	\$8,000	\$32,000	
1.29	Detection of forged documents.	4	\$8,000	\$32,000	
1.30	Technical equipment; endoscope, radiation portal monitor, metal detectors, etc.	4	\$8,000	\$32,000	
	<b>Sub total</b>			<b>\$358,000</b>	
<b>Training for Customs officers:</b>					
1.31	Combating illicit trafficking in narcotic drugs.	4	\$8,000	\$32,000	
1.32	Canine trainings.	4	\$8,000	\$32,000	
1.33	Practical training on technical equipment.	4	\$8,000	\$32,000	
	<b>Sub total</b>			<b>\$96,000</b>	



	<b>Output 1 Sub total</b>			<b>\$2,469,000</b>	
<b>Output 2: Cross-border trade through CBM between Tajikistan and Afghanistan is supported and facilitated.</b>					
2.10	Improve local stakeholder capacity.	4	\$8,000	\$32,000	
2.11	Improve and increase CBM access.	4	\$8,000	\$32,000	
2.12	Enhance security for traders and goods.	4	\$8,000	\$32,000	
2.13	Ensure rules and regulations are implemented and CBM run appropriately.	4	\$8,000	\$32,000	
2.14	Connect traders, start-ups and established businesses. Creation of greater awareness to support and expand cross-border trade activities.	4	\$8,000	\$32,000	
2.15	Creation of greater awareness to support and expand cross-border trade activities.	4	\$8,000	\$32,000	
2.16	Strengthening confidence building measures.	4	\$8,000	\$32,000	
2.17	Improving attractiveness of FEZs Panj and Ishkashim for entrepreneurs	1		\$73,000	
2.17.1	Support in development of informational materials on FEZ activities and their dissemination among interested parties	4	\$3,000	\$12,000	
2.17.2	Conducting capacity building activities to FEZ staff on promotion of FEZ, marketing and management of FEZ	2	\$10,000	\$20,000	
2.17.3	Organization of informational visits of interested entrepreneurs to FEZ Panji Poyon and Ishkashim to raise awareness on it	2	\$3,000	\$6,000	
2.17.4	Development of handbook on how to attract investment or how to promote FEZ for staff of FEZ	1	\$15,000	\$15,000	

2.17.5	Organization of B2B and G2B meetings with participation of state authorities, entrepreneurship, investors and other interested parties, particularly representatives from Afghanistan	2	\$10,000	\$20,000	
	<b>Sub total</b>			<b>\$370,000</b>	
<b>Equipment:</b>					
2.26	Oil radiator	80	\$150	\$12,000	
	<b>Sub total</b>			<b>\$12,000</b>	
<b>Equipment for Customs:</b>					
2.27	Radiation portal monitor	7	\$35,000	\$245,000	
2.28	Scales for passenger luggage	6	\$7,000	\$42,000	
2.29	Scales for cargo vehicles 100 tons	1	\$100,000	\$100,000	
2.30	Metal detector arch	7	\$3,000	\$21,000	
2.31	Hand-held metal detector	8	\$350	\$2,800	
	<b>Sub total</b>			<b>\$410,800</b>	
<b>Equipment for DCA:</b>					
2.32	Digital cameras	2	\$3,000	\$6,000	
2.33	Battery for Motorola radio.	30	\$150	\$4,500	

2.34	200 Clients Automated Branch Exchange.	1	\$3,000	\$3,000	
2.35	300m 30-pair wire to connect DCA to automatic telephone station # 34.	1	\$5,000	\$5,000	
2.36	Heater Element Assembly A4000 / HA.	1	\$400	\$400	
2.38	Special laboratory furniture.	1	\$10,000	\$10,000	
	<b>Sub total</b>			<b>\$28,900</b>	
	<b>Output 2 Sub total</b>			<b>\$821,700</b>	
	<b>PROGRAM COST Sub total</b>			<b>\$3,290,700</b>	
<b>Project Management Cost (36 months)</b>					
4.10	UNDP Team Leader for Governance, Rule of Law and Human Rights (Direct Project Costs)	1	\$45,000	\$45,000	
4.11	Local Project Manager	1	\$90,000	\$90,000	
4.12	Project Officer	1	\$69,300	\$69,300	
4.13	Finance assistant	1	\$60,480	\$60,480	
4.14	Engineer	1	\$60,480	\$60,480	
4.15	Logistics	1	\$60,480	\$60,480	

4.16	Driver	2	\$34,020	\$68,040	
4.17	Office costs	1	\$240,000	\$240,000	
4.18	Office supplies (including IT supplies)	1	\$18,000	\$18,000	
4.19	Vehicle maintenance	1	\$40,000	\$40,000	
4.20	Communication cost, printing, publishing	1	\$24,000	\$24,000	
4.21	Travel	1	\$70,000	\$70,000	
4.22	Monitoring and evaluation	1	\$50,000	\$50,000	
4.23	Bank fees (cost of transactions) and miscellaneous	1	\$60,000	\$60,000	
	<b>PROJECT MANAGEMENT COST Sub total</b>			<b>\$955,780</b>	
	<b>PROJECT COST Total</b>			<b>\$4,246,480</b>	
	<b>Indirect cost (GMS 8%)</b>			<b>\$339,18</b>	
<b>Grand Total</b>				<b>\$4,586,198</b>	

**ANNEX D - LIST OF EQUIPMENT AND FURNITURE REQUESTED BY BENEFICIARIES**

#	Item	Qty	Remarks
1.	<b><u>For Customs</u></b>		
2.	Radiation portal monitor	7	
3.	Scales for passenger luggage	6	
4.	Scales for cargo vehicles (100 tons)	1	
5.	Metal detector arch	7	
6.	Hand-held metal detector	8	
7.			
8.	<b><u>For DCA</u></b>		
9.	Digital cameras	2	
10.	Battery for Motorola radio.	30	
11.	200 Clients Automated Branch Exchange.	1	
12.	300m 30-pair wire to connect DCA to automatic telephone station # 34.	1	
13.	Heater Element Assembly A4000 / HA.	1	
14.	Special laboratory furniture.	1	

**ANNEX E - SOCIAL AND ENVIRONMENTAL SCREENING TEMPLATE**

*To be submitted prior to the Local Project Appraisal Committee*

## **ANNEX F - PROJECT QUALITY ASSURANCE REPORT**

Project Quality Assurance (PQA) is the responsibility of the Project Board as well as UNDP Tajikistan Country Office, which will carry out objective and independent Project oversight and monitoring functions. This role ensures appropriate Project management milestones are managed and completed.

Project staff will provide Project administration, management and technical support to the Programme Manager as required. Project support staff will include, but not be limited to a finance assistant, administrative assistant and Project driver.

The day-to-day technical and financial monitoring of the implementation of the project will be a continuous process and part of the project manager's responsibilities. Throughout the project lifecycle, UNDP will record information and results against project indicators. Data on project activities will be collected on a regular basis by field monitoring using UNDP established standard formats. The following are some of the items that will regularly be checked by the Project Assurance throughout the Project as one means of ensuring that project activities remain relevant, follow approved plans and meet the planned targets with quality.

- Maintenance of engagement and collaboration throughout the Project between the members of the Project Board;
- Beneficiary needs and expectations are being met or managed;
- Risks are being controlled;
- Acceptable solutions to implementation obstacles are being developed;
- The Project remains viable;
- Internal and external communication is working;
- UNDP rules and regulations are being observed;
- Any legislative constraints regarding the running of the Project are observed;
- Adherence to UNDP corporate results-based monitoring and reporting requirements and standards;
- Quality management procedures are properly followed; and
- Project Board's decisions are followed up, and Project revisions are dealt with fully in line with required UNDP procedures.

## ANNEX G

### **PROJECT BOARD (STEERING COMMITTEE) - TERMS OF REFERENCE**

#### **GENERAL**

- a. For greater coordination of donor funding, The Project will be overseen by a Project Board, which will meet regularly at least twice per year. As the project's governance mechanism, the project board will hold regular project reviews to assess the performance of the project and review Work Plans to ensure realistic budgeting over the life of the project. In the project's final year, the Project Board shall hold an end-of project review to capture lessons learned and discuss opportunities for scaling up and to share project results and lessons learned with relevant audiences.
- b. Any concerns regarding quality or slower than expected progress should be discussed by the project board and management actions agreed to address the issues identified.
- c. **Frequency of Meetings.** The schedule for Steering Committee meetings is set out at the beginning of the project so that members can plan and arrange their attendance. Steering Committee meetings will be planned for key milestones, which are set out in the Project Plan, or according to a schedule set out by the Project Donor.
- d. **Agenda, Minutes, and Decision Papers.** A package will be sent to members three to five business days in advance of a Steering Committee meeting. This package will include the following:
  - Agenda for upcoming meeting.
  - Minutes of previous meeting.
  - A progress report for the project.
  - Any other documents/information to be considered at the meeting.

#### **ROLE OF THE STEERING COMMITTEE**

- a. The Board will include UNDP senior management, MFA, TBF, CS and DCA representatives. Key partners may also be invited to attend Project Board meetings, comment, and make presentations.
- b. The Project Board will be responsible for making management decisions when guidance is required, including recommendations for UNDP approval of Project work plans and revisions. To ensure UNDP's ultimate accountability, Project Board decisions should be made in accordance with corporate UNDP standards that shall ensure best value for money, fairness, integrity, transparency and effective international competition. In case consensus cannot be reached, final decision shall rest with the Board.
- c. Performance data, risks, lessons and quality will be discussed by the project board and used to make course corrections during the Project's life cycle. The role of the Steering Committee is as follows:



- Ensures project is aligned with Donor, UNDP and Beneficiaries' organizational strategies.
- Provide overall leadership, guidance and direction in successful delivery of Outputs and their contribution to Outcomes under the Project.
- Be responsible for making strategic decisions by consensus, including the approval of substantive revisions of the Project, i.e. changes in the Project document.
- Approve annual work plans, annual reviews, and other reports as needed.
- Meet at least twice per year to critically review Project implementation, management risks, and other relevant issues.
- Address programming issues as raised by the Project.
- Provide guidance on new Project risks and agree on effective and feasible countermeasures and management actions to address specific risks.

#### **RESPONSIBILITIES OF THE STEERING COMMITTEE CHAIR**

- a. The Steering Committee Chair is Ministry of Foreign Affairs. Responsibilities of the Chair are as follows:
  - Sets the agenda for each meeting and ensures that agendas and supporting materials are delivered to members in advance of meetings.
  - Makes the purpose of each meeting clear to members and explains the agenda at the beginning of each meeting.
  - Clarifies and summarizes what is happening throughout each meeting.
  - Keeps the meeting moving by putting time limits on each agenda items and keeping all meetings to two hours or less.
  - Encourages broad participation from members in discussion by calling on different people to intervene at the meeting.
  - Ends each meeting with a summary of decisions and assignments.

#### **RESPONSIBILITIES OF STEERING COMMITTEE MEMBERS**

- a. Individual Steering Committee members have the following responsibilities:
  - Understand the goals, objectives, and desired outcomes of the project.
  - Understand and represent the interests of project stakeholders.
  - Take a genuine interest in the project's outcomes and overall success.
  - Act on opportunities to communicate positively about the project.

- Check that the project is aligned with the organizational strategy as well as policies and directions across the national government.
- Actively participate in meetings through attendance, discussion, and review of minutes, papers and other Steering Committee documents.
- Support open discussion and debate, and encourage fellow Steering Committee members to voice their insights.
- Provide advice and guidance on issues facing the project. Use influence and authority to assist the project in achieving its outcomes.

## **REPORTING**

- a. The requirement for record-keeping is mandatory. A note-taker will attend each meeting to take minutes, to be approved and distributed among members.
- b. Annually, and at the end of the project, a progress report will be presented to the Project Board and key stakeholders, consisting of progress data showing the results achieved against pre-defined annual targets at the output level, the annual project quality rating summary, an updated risk log with mitigation measures, and any evaluation or review reports prepared over the period.

**ANNEX H – TERMS OF REFERENCE FOR PROJECT STAFF**

# ANNEX I - MAP OF PROPOSED PROJECT AREA OF OPERATION



## ANNEX J

### OUTLINE INFORMATION ABOUT THE EU-BOMNAF PROJECT

<b>Project Title:</b>	Border Management in Northern Afghanistan II (BOMNAF II)
<b>Start Date:</b>	01 July 2014
<b>End Date:</b>	30 June 2017 (extended on no cost basis until 30 December 2018)
<b>Budget:</b>	€ 7,500,000
<b>Geographic Locations:</b>	Northern border of Afghanistan with Tajikistan, Turkmenistan and Uzbekistan
<b>Executing Agency:</b>	UNDP/ BOMNAF II

#### Description:

The primary objective of the project is to support cross-border security and cooperation by improving the ability of the Afghanistan Border Police to practice Integrated Border Management in northern Afghanistan. This will improve cross-border cooperation, the capacity to reduce crime, and improve legal trade, travel, and commerce along Afghanistan's border with Central Asia. It will also contribute to mutual trust, regional development, conflict resolution and prevention, and enhanced human security, as well as to indirectly enhance and expand economic development on both sides of the border.

This will be achieved by building capacity through the provision of infrastructure, training and equipment to the Afghan Border Police deployed on Afghanistan's northern frontier.

### BOMNAF INFRASTRUCTURE FACILITIES



#### NAMES OF LOCATIONS:

- |                |                    |
|----------------|--------------------|
| 1. Towrghondi  | 9. Djomarji Bolo   |
| 2. Aqina       | 10. Shegnan        |
| 3. Hayratan    | 11. Eshkashem      |
| 4. Qalai Zol   | 12. Dehkonkhona    |
| 5. Chasmai Tut | 13. Mazar-e-Sharif |
| 6. Khohon      | 14. Kunduz         |
| 7. Jarf        | 15. Taloqan        |
| 8. Nusay       |                    |

#### COLOURED POINT INDICATORS:

- ① - Complete or under construction.
- ② - Proposed construction / upgrade.

#### TYPES OF FACILITIES:

- Border Crossing Points (BCP): 1, 2, 3, 6, 8, 9, 10, 11, 12.
- Border Outposts (BO): 4, 8, 10, 11.
- Battalion Headquarters (BnHQ): 5, 11.
- Brigade Headquarters (BdeHQ): 14.
- Training Centres (TC): 13, 14.
- ABP Transit Base (ABP TB): 15.

## History of engagement, achievements and lessons from previous phases

Since 2007, the projects, implemented by UNDP Tajikistan, have provided a comprehensive support programme to the Afghan Border Police on the northern border, comprising training, equipment and facilities, aiming to install an integrated border management system. Despite the resounding success of the projects, a large number of border police on the northern frontier continue to function without appropriate training, adequate facilities or essential equipment. There is furthermore little direct interaction between the Afghan border agencies (e.g., Border Police, Customs, and Counter-Narcotics Police) and their respective counterparts on the Central Asian side of the border. This lack of interaction results in a number of impediments to legitimate cross-border traders, such as arbitrary closure of Border Crossing Points, different operating hours, failure to coordinate clearances, etc. This situation could be alleviated by the provision of joint initiatives to coordinate agencies on both sides of the border.

### BOMNAF II achievements to-date:

#### 1. Capacity building measures (educational, training & mentoring activities) for Afghan Border Police and Afghan Customs officers;

- 2237 Afghan Border Police and Customs officers are trained in Dushanbe, Ashgabat, Mazar-e-Sharif and along the Tajik-Afghan border on Integrated Border Management and associated subjects.

○



#### 2. Construct border management infrastructure and facilities on the Northern Borders of Afghanistan:

- A new Training Center constructed at the Afghan Border Police (ABP) Brigade #6 HQ in Mazar-e-Sharif, Balkh Province and handed over to the ABP;
- The Border Crossing Point (BCP) Aqina on the Afghan-Turkmen border upgraded by building a passport and passengers registration facility, vehicle search facility, as well as fencing the BCP territory, etc.
- The Border Crossing Point Sheghnan on the Afghan-Tajik border upgraded by building watchtowers, a security booth, and fencing BCP territory, etc.
- The Construction of ABP Battalion HQ in Chashmai Tut (left over from BOMNAF I) is completed;
- Construction of a Border Crossing Point at Khohon is ongoing. Over 70% of construction works are completed by now.
- Construction of a Border Crossing Point at Dehqonkhona is started in January 2018 and is ongoing. As of 12 February 2018, 4.18% of construction works are done.



**3. Procure and supply equipment to the Border Management units on the Northern Borders of Afghanistan:**

- Equipment, such as communication equipment, search and detection equipment, office equipment, kitchen equipment, bed and beddings, personal equipment, etc. are procured and delivered to the Training Centre in Mazar-e-Sharif, Battalion HQ in Chashmai Tut, BCPs Nusai, Djomarchi Bolo, Sheghnan, and Aqina.
- Delivery of 4X4 Polaris ATVs (7pcs) to the ABP units in Kunduz and Mazar-e-Sharif Provinces will be done in early 2018 upon completion of customs clearance.
- Procurement of equipment for Khohon and Dehqonkhona BCPs is ongoing. It will be supplied to the project sites upon completion of the construction works till the end of the project;



**4. Organize and conduct events, workshops, seminars and conferences on Border Management to promote cross-border cooperation and collaboration;**

- “Integrated Border Management for Promotion of Regional Cooperation” Conference held during 24-25 November 2015;
- Joint field trip for Afghan and Tajik High border official - “Operations Building Bridges” was held during May 2016;
- “Sustainable Trade as an Aspect of Regional Cooperation” Conference was held during 24-25 October 2017;



**ANNEX K**

**OUTLINE INFORMATION ABOUT THE LITACA PROJECT**  
**Livelihoods Improvement in Tajik-Afghan Cross-Border Areas**  
**Phase II Project (LITACA II)**

**Project Period:** January 2018 – December 2020 (36 months)

**Key partners:** Ministry of Economic Development and Trade (MEDT) of the Republic of Tajikistan, Ministry of Rural Rehabilitation and

Development (MRRD) of the Islamic Republic of Afghanistan,  
Local district administrations

**Implementing Agencies:** United Nations Development Program (UNDP) – Tajikistan and Afghanistan

**Other Partners:** State Authorities of Executive Power of Khatlon Province and in targeted districts bordering with Afghanistan, local community-based organizations and community leaders

**Geographical coverage:** *Republic of Tajikistan:* Khatlon Province (Shaartuz, Qubodiyon, Jayhun, Dusti, Panj, Shamsiddin Shohin, Hamadoni, Farkhor); *Islamic Republic of Afghanistan:* Khulm, Kunduz (Imam Saheb), Takhor (Dasht-e-Qala, Yang-e-Qaka) and Badakhshan (Chah Ab) Provinces

**Total Budget:** USD 10.7 million (Afghanistan: USD 6.9 m (USD 5.7 million is Government of Japan (GoJ) contribution and USD 1.2 million is the contribution of UNDP AFG), Tajikistan: USD 3.8m (GoJ contribution))

## LITACA Phase II geographic focus:



### **History of engagement, achievements and lessons learned during Phase I (2014 – 2017):**

The project is a logical continuation of the successes and lessons of the Project for Livelihood Improvement in Tajik-Afghan Cross-border Areas (LITACA). The LITACA project is ongoing three-year initiative (April 2014 – March 2017), with a total budget of US\$ 10.7 million, financed by the Government of Japan through JICA and implemented by UNDP Tajikistan in cooperation with UNDP Afghanistan, the Ministry of Economic Development and Trade of the Republic of Tajikistan (MEDT), and the Ministry of Rural Rehabilitation and Development of the Islamic Republic of Afghanistan (MRRD). The project aims to promote stability and security in the districts of Khatlon Region of Tajikistan and Kunduz and Takhor Provinces of Afghanistan through improving livelihoods and resilience of bordering rural communities.

### **The key results of LITACA Project (Phase I) including:**



- 220 local government officials (including 29 women) in Tajikistan and 147 (including 33 women) in Afghanistan covered under DDPs capacity building program (strategic planning, M&E, resource mobilization);
- Construction rehabilitation of 86 rural socio-economic infrastructure (water supply, sanitation, irrigation, DRR facilities, schools, medical centers, bridges, community roads and small hydro power stations) targeting directly 249,000 people;
- 500 unemployed people (including 232 women) received vocational trainings for the skills demanded at the labour market (tailors, gardeners, electricians, electric welders, auto mechanics, bookkeepers, plumbers, etc.).
- 185 entrepreneurs (including 55 women) received training on business planning and development (150 was the project target for Tajikistan) and 176 women benefited in Afghanistan from implementation of women economic empowerment projects (handicrafts, livestock and dairy processing, beekeeping and tailoring).
- Small grants program for local economic development and introduction of the One Village One Product (OVOP) initiative targeting directly 2,693 (1,466 women) rural people. The One Village One Product (OVOP) initiative was piloted for the first time in Tajikistan and Afghanistan to enable rural communities in Tajikistan and Afghanistan to grow, process and market local products, such as pickled wild onion, fresh lemons, pomegranates, nashpati peers, other local agriculture species and hand-made handicrafts.
- Effective partnerships and networks were built to support cross-border trade, such as cooperation with Aga-Khan Foundation on construction of electricity lines for energy supply of the new cross-border market in Shamsiddin Shohin (former Shurobad) district and implementation of regional trade fairs and business forums in close collaboration with Aid for Trade project in Tajikistan.

#### **Successful practices:**

- Institutionalizing district development planning and its M&E;
- Alignment and Quality Assurance of all infrastructure projects with DDPs;
- Communities contribution to construction / rehabilitation of socio-economic infrastructure;
- Building linkages between vocational, business training and access to small grants.
- Organization of study tours, B2B events, business forums and trade fairs.

#### **Lessons learned during implementation of LITACA project:**

- Unstable security situation in the northern districts of Afghanistan resulted in certain limitations to promote the cross-border trade and economic cooperation both in Afghanistan and Tajikistan. The project could support only a few study tours, business forums and fairs, whereas the potential of economic cooperation and trade between two countries is much bigger.
- Local authorities face budget constraints to implement DDPs;
- Sustainability and O&M of the socio-economic infra remains to be a challenge;
- Training itself is not enough for jobs creation;
- Main barriers for women entrepreneurship are lack of confidence, limited business networks and experience;

- Coordination amongst relevant Government Institutions, Donors, UN, (I)NGOs to facilitate pro-actively the dialogue on cross-border economic cooperation;
- Market analysis to assess the demand in OVOP goods;
- Limited opportunities for frequent cross-border trade and cross-border economic cooperation.

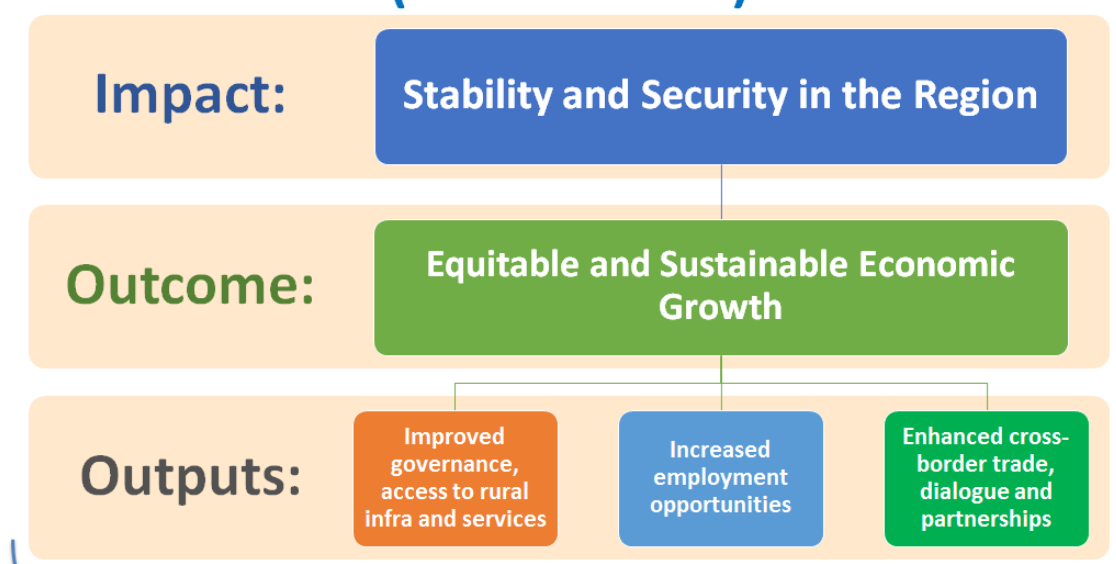
### **Project justification:**

Tajikistan and Afghanistan are the landlocked, agrarian countries with the majority (73% in Tajikistan and 85% in Afghanistan) of the population residing in rural areas. Challenges of sustainable access to safe water supply, sanitation, electricity, health and education especially in rural areas are also relevant to both states. People living below poverty line constitute of 31.3% in Tajikistan and 35% in Afghanistan.

Tajikistan economy is vulnerable to external factors such as world and regional economic crisis and fluctuation of the energy resources market in the region (especially Russia). Due to lack of job opportunities, labour migration is on the rise. Nearly half of the labour active population is looking for a job abroad, primarily in Russian and Kazakhstan. Labour migrants remittances constituted about half of country GDP.

Tajikistan Human Development Index (HDI) is 0.624 (ranked 129<sup>th</sup> out of 188 countries), making it the least developed country in Central Asia. The Afghanistan's HDI of 0.465 is among the lowest in the world (ranked 171<sup>st</sup> out of 188 countries). To resolve the current issues, the Governments of two countries have adopted national strategic development documents, as well as mid-term poverty reduction strategies that are well aligned with the Sustainable Development Goals (SDGs).

## **LITACA Phase II (2018 – 2020):**



Project period: Jan 2018 – December 2020 | Budget: US\$10.7 mln (AFG: USD 6.9 m (USD 5.7 m is GoJ contribution and USD 1.2 m is the contribution of UNDP AFG), TJK: USD 3.8m (GoJ contribution)

### **Summary of the LITACA Phase II Project:**

**Project Goal:** Strengthened living standards of selected rural communities in the bordering areas of Tajikistan and Afghanistan.

**Project Outputs and activity results:**

1. Border communities’ access to rural infrastructure and public services improved.
  - 1.1. Activity result: Local governance institutions capacity to manage local development and planning processes enhanced;
  - 1.2. Activity result: Community-based rural infrastructures (health, education, transportation, irrigation and agricultural facilities) are built, rehabilitated, and / or strengthened.
2. Employment opportunities for women and men in bordering provinces of Tajikistan and Afghanistan increased.
  - 2.1. Activity result: Labour skillsets of m/f youth, unemployed, marginalized groups and returning migrants in selected bordering areas strengthened
  - 2.2. Activity Results: Ability of agro- and non-agro-based enterprises in selected border areas to generate new employment opportunities through OVOP concept are strengthened
3. Border communities’ access to cross border trade, dialogue, and partnerships, including opportunities for vulnerable and marginalized rural women improved.
  - 3.1. Activity result: Promote and support local businesses in cross-border areas;
  - 3.2. Activity result: Support cross-border economic cooperation and interaction;
  - 3.3. Activity result: Enable rural women to register property and businesses in their names.

At least 130,072 (cumulative figure from both countries – 44,420 people in TJK) people will directly benefit from LITACA project while the livelihoods of more than 1,823,828 (cumulative figure from both countries – 971,700 people in TJK) people living in target bordering communities will be strengthened.

**LITACA Phase II Project Methodology**



**Project management arrangements:**

UNDP Afghanistan is the leading agency that reports to the donor (JICA AFG) on project implantation. MRRD is the National Implementing Partner of UNDP AFG, activities will be implemented in consultation with other relevant state partners and national and local levels. UNDP TJK in Tajikistan is the agency directly implementing project activities in the field. The project activities in Tajikistan to be implemented in consultation with MEDT and other state partners at national and local levels.

The Project Board (LITACA Steering Committee) is the management and coordination mechanism that meets semiannually to track the progress of the project. The Project Board (Steering Committee) includes the project donor (JICA), key national counterparts (MEDT TJK and MRRD AFG) and the UNDP (AFG and TJK) as implementing agency.

## ANNEX M

### JICA-BMP – BRIEF RESULTS AND ACHIEVEMENTS

Version 0.0 – 13 June 2018

#### GENERAL

The main objective of the project was to create favourable conditions for effective management of Tajikistan's border with Afghanistan, including modernization of border crossing points.

Potential for improved livelihoods of border adjacent communities, especially women to trade opportunities is increased and the security and economic status of Tajik-Afghan adjacent communities, especially women are now improved.

The capacity of Border Security Agencies is increased for the legal flow of people and goods across the Tajik - Afghan border. Potential is provided for an increase of the number of people crossing the border per week, including on the market days and a reduction in the number of illegal border crossings.

The UNDP-funded aspect of the project reviewed and revised the National Border Management Strategy and the National Counter-narcotics Strategy. After evaluation and update by BMP, the National Strategies on Border Management and Counter Narcotics are now under implementation.

The key results of Project are described below.

#### CONSTRUCTION

- **Construction of new Border Crossing Point.** BCP Langar. Including Administrative building, Barracks for 20 border officers, Warehouse for customs service, Facility for deep screening of vehicles, Accommodation building for customs service and general infrastructure for daily activity at the BCP.
- **Upgrade of Border Crossing Points.** Renovation of BCPs Tem, Ruzvai, Ishkashim, Khumroghi and Shohon, including construction of additional border and customs checking units where required.
- **Upgrade of Border Crossing Point.** Provision of containerized office facilities for BCPs Shohon and Khumroghi and installation of Rapiscan x-ray scanner.
- **Upgrade of Border Crossing Point.** Construction of a perimeter wall and upgrading of the lighting system at BCP Tem.
- **Upgrade of cross-border markets.** Improvements to cross-border markets at Ishkashim and Ruzvai. Including construction of new sales points, storage facilities for traders, improved existing water supply and hygiene and sanitation facilities, latrines for women and men, a canteen for 50 people at Ishkashim and procurement and installation of CCTV monitoring systems.

## EDUCATION

- The Project provided training to improve the capacity of border agency officers. Based on beneficiaries' stated preferences and training requirements, the trainings shown in the table below were completed.

### 2016-2017 Training

Title	Male	Female	Total
BMA Course for Tajik Law Enforcement	115	8	123
Study Tours to UK and Georgia	12	0	12
Secretariat Training	38	1	39
DRM at the border	34	0	34
<b>TOTAL</b>	<b>199</b>	<b>9</b>	<b>208</b>

## EQUIPMENT

- **Equipment for beneficiary BCPs.** Procurement and installation of equipment and furniture for six BCPs (Shohon, Ruzvai, Khumroghi, Tem, Ishkashim and Langar). Equipment provided included office furniture and IT equipment, kitchen equipment, search and detection equipment, including x-ray scanners to assist in searching travellers' baggage.

## COOPERATION

- **Review of National Border Management strategy (NBMS).** On 12 September 2017 representatives from 16 government agencies participated in the official opening of the Inter-Agency Secretariat for Border Management and Security of Tajikistan. At the event, the evaluation of the short-term implementation (2010-2015) of the National Border Management Strategy of Tajikistan, which was conducted by JICA BMP in 2016 with the OSCE Programme Office in Dushanbe and the International Organization for Migration handed over to the Tajik authorities.
- **Review of National Counter Narcotics Strategy (NCNS).** A review of the action and costing plan was conducted and handed over to the representatives of the National Counter Narcotics Strategy Secretariat on 31 July 2017.
- Funding from JICA for BMP to strengthen the border in Tajikistan was critical in complementing EU funding for BOMNAF on the Afghanistan side of the border. Both donors allowed a degree of flexibility to ensure that capacities are built in parallel on both sides of the border, and border-related security and development challenges are viewed by border officials as a common challenge, requiring actions from both sides of the border.

## ANNEX L

**DONOR MAPPING TABLE OF PROJECTS ON THE TAJIKISTAN-AFGHANISTAN BORDER****Activities and Gaps**

Information from various sources. Some donors and implementing agencies do not respond to requests for information.

<b>Implementing Agency</b>	<b>Approx USD \$ + Source</b>	<b>Key Projects</b>	<b>Dates</b>	<b>Remarks and Gaps in Outcome Area</b>
<p><b>UNDP</b></p> <p>BOMBAF</p> <p>BOMNAF I</p> <p>BOMNAF II</p> <p>BOMNAF III</p> <p>Border Management Northern Afghanistan</p>	<p>EU</p> <p>25,000,000</p>	<p><u>Capacity building measures (educational, training &amp; mentoring activities) for Afghan Border Agencies.</u></p> <p>and</p> <p><u>Construction of border management infrastructure and facilities on the Northern Borders of Afghanistan.</u></p> <ul style="list-style-type: none"> <li>• 2008-2014. Construction of BCPs and other facilities on the Afghanistan side of the Afg-Tjk border at Kalai Zol, Chasmai Tut, Khohon, Nusai, Djomarji Bolo, Shegnan, Eshkashem.</li> <li>• 2017. BOMNAF Training Centre at Mazar-e-Sharif.</li> <li>• 2017. Reconstruction of BCP Aqina on the Afghan-Turkmen border.</li> <li>• 2017. Border Liaison Office at BCP Hairatan on the Afghan-Uzbek border.</li> <li>• 2018. BCP Khohon.</li> </ul>	<p><u>Phase I</u> (BOMBAF) 2008-2010</p> <p><u>Phase II</u> 2010-2014</p> <p><u>Phase III</u> 2014-2018</p> <p><u>Phase IV</u> (tbc) 2019-2022</p>	<p>The national government of Tajikistan has requested donor support in many areas and Tajikistan's border agencies continue to need assistance to improve their capacity along the Tajik-Afghan border, to combat illicit trafficking of narcotics, as well as to support legal trade and development between the two countries.</p> <p>There are still requirements for further development of roads and infrastructure, reliable electricity, clean water supplies, shelter and warehouses.</p> <p>Livelihoods and opportunities for creating jobs, as well as further cross-border commercial activities remain outstanding.</p> <p>Women remain marginalised, agriculture and food security continue to need development support and many villages still do not have their own medical centres, schools, energy and water supplies.</p>

		<ul style="list-style-type: none"> <li>• 2018. BCP Dehqonkhona.</li> </ul> <p>Organize and conduct events, workshops, seminars and conferences to promote cross-border cooperation and collaboration.</p> <p>Raise awareness of borderland communities on border security, cross-border trade and disaster risk preparedness.</p>		
<p><b>UNDP</b></p> <p>BMP I</p> <p>UNDP-JICA Border Management Project</p>	<p>JICA</p> <p>4,000,000</p>	<p><u>Promoting Cross-border Cooperation through effective management of Tajikistan's border with Afghanistan</u></p> <p>Increase capacity of Border Security Agencies for legal flow of people and goods across the Tajik - Afghan border.</p> <p>Improve livelihoods of border adjacent communities, especially women, to trade opportunities.</p>	<p>2015-18</p>	<p>There remains an outstanding requirement to advocate for needs of local and borderlands communities, particularly in terms of accessing markets, and trading their products across the border.</p>
<p>BOMCA I to IX</p>	<p>EU</p> <p>16,000,000</p>	<p>Capacity building and institutional development, developing trade corridors, improving border management systems and eliminating drug trafficking across the Central Asia region.</p>	<p>2003- Dec 2019</p>	<p>Phases I to VIII of BOMCA were implemented by UNDP. The current IX phase is implemented by a Consortium of partners, including: State Border Guard of Latvia (Leading Partner); Customs Department under the Ministry of Finance of the Republic of Lithuania; Riga Technical University; Food and Veterinary Service of the Ministry of Agriculture of Latvia; State Revenue Service of the Republic of Latvia; International Centre for Migration Policy Development</p>



CADAP	EU 4,600	To strengthen capacity in the five Central Asian countries to deal with the drug phenomenon in the region in a comprehensive, integrated and sustainable manner.	2003-Sep 2019	Phases I to IV of CADAP were implemented by UNDP. The implementation of Phase V and current phase VI are coordinated by GIZ.
UNODC	Government of Japan + INL, US Department of State  2,700,000	Strengthening Control along the Tajik-Afghan Border through enhancement of the expert potential of border officers at border posts and outposts within the Shahrituz Border Detachment. <u>2017</u> . Construction of Tagnob Border Post. <u>2017</u> . Construction of Soldiers' Barracks at Ushturmullo Border Post. <u>2018</u> . Construct & equip border posts at Tagnob and Ushturmullo and two border outposts at Payvand and Khoshma. <u>2018</u> . Two 5-day Analytical Training courses.	2016-2018	
	WB 50,000	Development of possible options for cross border Customs-to-Customs (C2C) Cooperation. <u>2016</u> . Customs to Customs Cooperation Agreement signed between Afghanistan and Tajikistan, technical protocol signed, and real-time data exchange formally commenced.		
	ADB	ADB and Tajikistan have partnered to make the country's customs operations		

		<p>more simple, efficient, and transparent, so goods could be traded more easily with neighbouring countries.</p> <p>Regional Customs Modernization and Infrastructure Development Project supported a crackdown on smugglers, increased the amount of tax revenue collected at the border, and streamlined the process for imports and exports.</p>		
	ADB & Others	<p><u>Since 1998</u>. ADB has been helping Tajikistan increase the supply of energy to Afghanistan.</p> <p>2006. Power supply to the border town of Sher Khan Bandar (Afg), then to the Afghan towns of Kunduz, Baglan, Pul-e-Khumri, and, ultimately Kabul.</p>		
	ADB	2014. <u>Regional Customs Modernization and Infrastructure Development Project</u>		<p>Link:  <a href="https://www.adb.org/documents/tajikistan-regional-customs-modernization-and-infrastructure-development-project">https://www.adb.org/documents/tajikistan-regional-customs-modernization-and-infrastructure-development-project</a></p>
	ADB	<u>Regional Power Transmission Interconnection Project (AFG/TAJ)</u>		<p>Link: <a href="#">Regional Power Transmission Interconnection Project (AFG/TAJ)</a></p>
<p><b><u>UNDP</u></b>  TAPRI,  LITACA I,  LITACA II  Livelihoods  Improvement in</p>	<p>JICA  11,638,460</p>	<p>Improve local governance.  Enhance local economic development &amp; socio-economic infrastructure.  Cross-border economic cooperation.</p>	<p><u>Phase 1</u>  2014-17</p> <p><u>Phase II</u>  2018-20</p>	

Tajik-Afghan Cross-border Areas				
<b><u>Aga Khan</u></b>	PATRIIP Foundation and KfW, with funds provided by the German Foreign Office.	Five bridges, co-located to BCPs and cross-border markets.		
<b><u>Aga Khan</u></b>		Construction of Cross Border Markets (eg CBM Shoghun) to encourage cross-border trade.		
<b><u>Aga Khan</u></b>		Afg borderlands Roads – upgrades & renovations.		
<b><u>Aga Khan</u></b>		Bridges to improve local access.		
	KfW, with German funding,	Construction of new transmission lines in Tajikistan to supply Tajik and Afghan villages with reliable, cross-border power.		
<b><u>IOM</u></b>	Norway UK DFID US DoS	Modular facilities for 4 border guards in BCP Kokul Construction of border management coordination Center in BCP Nyjniy Panj and BCP Tem Water Supply System for BCP Ishkashim Renovation of Training Centre for Border guards in Dushanbe and Khorogh.	2016-2018	

	ADB			
<b><u>OSCE</u></b>		<p>Regional Workshops on Professional Behaviour.</p> <p>Workshop on risk management analysis.</p> <p>Workshop on Mass Media Awareness.</p> <p>Needs Assessment &amp; Categorization of BCPs.</p> <p>Workshop on use of technical equipment.</p> <p>Training of Trainers.</p> <p>Support to Inter-Agency Secretariat.</p>		
<b><u>OSCE BMSC</u></b>	4,856,241	<p>3 one-month Staff Courses per year.</p> <p>1 one-year Border Security &amp; Management for Senior Leadership Course every 2 years.</p> <p>3 one-day roundtables per year.</p> <p>Multiple short-duration training courses per year.</p>		
<b><u>USA EXBS</u></b> Export Control and Border Security, USA Embassy.	USA 100,000,000	<p>2007. Construction of an important cross-border bridge and associated port facilities on both sides of the border at Panji Poyon.</p> <p>Upgraded Border Outposts in Khatlon region.</p> <p>Customs facility at Murghob.</p> <p>Border facility at Kulma.</p> <p>Equipment for customs &amp; border agencies.</p>		

<p><b><u>USA EXBS</u></b> Export Control and Border Security, USA Embassy.</p>	<p>USA 350,000</p>	<p><u>Construction of NRSA Regional Training Centre</u> 2017. Improvement of NRSA training capabilities to conduct regional and local trainings for law enforcement and export control agencies.</p>		
<p><b><u>USA EXBS</u></b> Export Control and Border Security, USA Embassy.</p>	<p>USA 50,000</p>	<p><u>Security &amp; Strategic Trade Management Training at the University of Georgia's Center for International Trade and Security (CITS) in Athens, GA, USA.</u> 2017. Two Customs officers and two MEDT employees trained on strategic trade control system.</p>		
<p><b><u>USA EXBS</u></b> Export Control and Border Security, USA Embassy.</p>	<p>USA 235,000</p>	<p><u>Radiation Academy Training (RADACAD), Seattle, WA, USA</u> 2017. Twelve employees of Customs service, BGs and NRSA trained on WMD identification, interdiction and practical exercise.</p>		
<p><b><u>USA EXBS</u></b> Export Control and Border Security, USA Embassy.</p>	<p>USA 85,000</p>	<p><u>International X-Ray Interdiction Training (IXIT) course in Laredo, TX, USA.</u> 2017. Eight Customs officers trained on X-ray systems.</p>		

