TABLE OF CONTENT

1. DESCRIPTION

1.1 Title

Supporting integrated border management systems in the South Caucasus (SCIBM)

1.2 Locations

Armenia, Azerbaijan, Georgia; i.e. South Caucasus region

1.3 Cost of the action and amount requested from the Contracting Authority

Total eligible cost of the action (A)	Amount requested from the Contracting Authority (B)	% of total eligible cost of action (B/Ax100)
EUR 6.316 Million	EUR 6 Million	% 95

1.4 Summary

Total duration of the action	45 months
Objectives of the action	**Overall objectives**: To enhance inter-agency, bilateral and regional co-operation between the SC countries, EUMS and other international stakeholders; To facilitate the movement of persons and goods across borders while at the same time maintaining secure borders; **Specific objectives**: To enhance strategic border management capacities; Develop and establish broad BCP level procedures and operations; Demonstrate the benefits of IBM via the implementation of pilot programs and Deliver equipment for pilot BCPs for implementation of IBM.
Partner(s)	International Centre for Migration Policy Development (ICMPD), Austria; Estonian Board of Border Guard, Estonia; Latvian State Border Guard, Latvia; State Border Guard Service of Lithuania; Ministry of Interior, Czech Republic; Polish Border Guard, Poland; Direction de la Cooperation International (DCI), France
Target group(s)[1]	**Armenia** (State Customs Committee of Armenia, National Security Service of Armenia (NSS), Ministry of Agriculture Armenia, Visa and Passport Department and any other national ministry or agency relevant to Border Management) **Azerbaijan** (State Customs Committee of Azerbaijan, National State Border Service of Azerbaijan, Ministry of Agriculture Azerbaijan and any other national ministry or agency relevant to Border Management)

---

[1] "Target groups" are the groups/entities who will be directly positively affected by the Programme at the Programme Purpose level – See paragraph 2.3 in Section II for the list.

	Georgia (National Security Council of Georgia, Ministry of Internal Affairs of Georgia (Border Police of Georgia and Patrol Police), Revenue Service of the Ministry Finance of Georgia, and any other national ministry or agency relevant to Border Management)
Final beneficiaries	The final beneficiaries will be the end-users of the local border agencies' services as well as the inhabitants of the three countries Armenia, Azerbaijan and Georgia, who will benefit from easier movement, and open but secured borders.
Estimated results	At the closure of the programme the agencies will have: An improved set of harmonized IBM strategies and Action Plans; improved risk management and analysis capacities; strategic leadership and technical capacity in place while high security level is maintained; improved procedures at BCPs in identifying and processing suspicious cases without disturbing legitimate movements; better equipped pilot BCPs along the key trade routes; improved document analysis capacities; well trained trainers and a set of training curricula; enhanced relations among the border agencies in the region leading to better co-operation including road borders, rail borders and seaports.
Main activities	The Main activities are listed as below **Module 1. Raising IBM Awareness and Supporting Strategic Border Management Capacity** 1.1 IBM assessment and preparation of the detailed workplan 1.2 IBM awareness for decision makers 1.3 IBM public outreach(public awareness raising/visibility) 1.4 Development of IBM systems **Module 2 Strengthening Operational Techniques and Procedures** 2.1 Workshops on IBM awareness for Operation staff 2.2 Workshops on exchange of information and networking 2.3 Workshops on control procedures including regular workflow and contingency 2.4 Workshops on risk analysis and management 2.5 Development of manuals of procedures **Module 3Training and Pilot Programmes Development** 3.1 Trainings of the Trainers (ToT)/methodology and development of common basis for possible bilateral training programmes 3.2 Further development of training curricula and implementation of pilot training programmes 3.3 Production/acquisition of specific media for the training **Module 4 Establishment of Pilot Border Crossing Points** 4.1. Establishment of Pilot BCP's **Module 5 Providing Equipment and IT systems** 5.1. Provision of respective equipment/IT systems and training

1.5 Objectives

The *overall objective* of the proposed action is to enhance inter-agency bilateral and regional co-operation between the SC countries, EUMS and other international stakeholders; and to facilitate the movement of persons and goods across borders while at the same time maintaining secure borders.

The Programme design has been discussed with the authorities of Armenia, Azerbaijan and Georgia, who fully support the objectives and proposed activities. The consultations with the beneficiary authorities and other stakeholders have confirmed the need for a Programme that adopts a comprehensive Integrated Border Management (IBM) approach, covering the following four *specific objectives (SO)*:

1. To enhance strategic border management capacities with the goal of developing IBM systems;

2. To develop and establish broad border crossing point (BCP) level procedures and operations;

3. To demonstrate the benefits of Integrated Border Management via implementation of pilot programs,

4. Deliver equipment for pilot Border Crossing Points for implementation of IBM

The Programme will reach these objectives by taking a regional, bilateral and national approach; the bilateral components comprise Armenia-Georgia and Azerbaijan-Georgia.

As the three beneficiary countries are at different stages of IBM development and implementation and due to existing institutional differences (see section 1.6), the proposed action will tailor its activities to the real needs of each country. All Programme activities will hence be based on a preliminary, comprehensive description of the present border management (BM) status in the Region. During the situation assessment the BM agencies, the private sector (users) and international stakeholders will be interviewed and selected BCPs will be visited.

Subsequently, support will be provided to the relevant BM agencies through training and workshops on the best BM practises in the Europe and in the World. The sharing of expertise from EUMSs and relevant international agencies will play an instrumental role in ensuring effectiveness of these activities. Furthermore, study tours for decision makers and operational staff from all three countries to EUMS will be facilitated. These will focus on IBM concepts used to enhance strategic and managerial capacities of the beneficiaries enabling them to incorporate these concepts in their institutions and national strategies. The proposed action will also include assistance to equip, organize and administer the pilot BCP's.

1.6 Relevance of the action

The strategic location of the South Caucasus (SC) countries at the 'Silk Road' transit route makes border management a key issue. Efficient and effective border management will contribute to the creation of an area of security and freedom, where citizens can travel more freely and trade can flourish - key prerequisites for economic growth and poverty reduction. At the same time, threats related to abuse of borders, such as smuggling of goods and trafficking in people, drugs and weapons can be better addressed if authorities responsible for management of the crossing of state borders improve their co-operation. Such co-operation is part of the "Integrated Border Management (IBM)" concept, which covers "the coordination and cooperation among all relevant authorities and agencies involved in border security and trade facilitation to establish effective, efficient and integrated border management systems, in order to reach the common goal of open but controlled and secure borders".

In the specific context of the South Caucasus, the current border management approach demonstrates important discrepancies and often fails to include all relevant agencies involved in BM. Considering the benefits of the IBM model, the Governments of Armenia, Azerbaijan and Georgia have demonstrated their firm commitment to advance IBM system in a ministerial declaration supporting the upcoming SCIBM programme on10 October 2007. The three countries expressed an interest to advance domestic integration between government agencies as well as to make bi-lateral integration efforts (between Armenia-Georgia and Azerbaijan-Georgia) in partnership with counterparts from EU Member States (EUMS).

While the understanding of the importance of IBM exists in all three SC countries, they are at different stages of developing such a system:

Armenia has a Border Management information system (BMIS) in place, managed by the National Security Service (NSS) and linking some relevant agencies. There is however no formal IBM strategy and Action Plan, which hampers cooperation among different agencies.
Azerbaijan has no formal IBM strategy and Action Plan. Although there is an IBM initiative ongoing at the southern border with Iran, the relevant IBM features are not fulfilled due to the limited programme beneficiaries, i.e. Border Police and Migration Office.
Georgia for its part has adopted its "Border Management Strategy of Georgia" reflecting the Guidelines for IBM for the Western Balkans". Procedures at the BCPs reflect the IBM spirit to some extent but implementation is hampered due to a lack of experience with IBM.

The Programme at hand addresses the noted gaps: it seeks to include all relevant BM actors using a true interagency methodology. Via support to national Integrated Border Management Strategy and Action Plan development, the programme targets both the strategic and policy levels, while at the same time ensuring that IBM becomes operational at selected Border Crossing Points.

1.6.1 Beneficiaries, Target Groups and their Needs and Constraints

The beneficiaries of the proposed action are the three South Caucasus countries, which will gain from improved border management capacities and strengthened cooperation and information exchange. In the mid to long-term, individuals, organisations and companies engaged in trade and tourism will benefit from shorter processing times at the border. Most importantly, this will benefit the populations of Armenia, Azerbaijan and Georgia at large as it will facilitate freer movements and spur economic growth and improve security.

The target groups of this Programme are border management officials including Border Police (guards), customs, phyto-sanitary and veterinary services and migration authorities. Line ministries, such as ministries of health, transport and defence, which have border-related functions, will be included in programme activities where relevant. Representatives from the border agencies will stem both from the decision making and operational staff at central offices and border crossing points.

As mentioned in section 1.5, the proposed action is based upon consultations with the beneficiary countries' authorities. These discussions have revealed a set of challenges faced by the proposed target groups, which are outlined below.

In **Armenia,** the target groups will be the

- State Revenue Committee (SRC) of Armenia

One of the most important challenges faced by the *State Revenue Committee (SRC)* of Armenia is to improve effectiveness of customs clearance without forgoing proper security considerations. The SRC has been undertaking measures to improve efficiency of its operations, such as computerization of the Customs service, and introduction of newly designed automated Customs system (Trade World Manager (TWM) since January 2008. Furthermore, the SRC is currently undertaking a reorganization to facilitate trade, and to guarantee transparency of customs rules, procedures and tariffs for all operators. Particular attention is required to establish IBM within the reorganizing process. The reform process will also require substantial training and capacity development as the training system in Armenia is not systematic, cannot rely on full-time, well-trained trainers and lacks training equipment as well as established curricula.

- National Security Service of Armenia (NSS) of Armenia

Border control in Armenia is assigned to a military body – the *National Security Service (NSS)*. The NSS employs the BEMIS as a main instrument to manage traffic at the BCPs. The BEMIS is designed as an integrated system for control of passengers, transport vehicles and cargo entering and leaving the countries at BCPs. This tool links relevant agencies and aims to support open but secure borders.

- Police Visa and Passport Department of Armenia

It is expected that the Armenia *Visa and Passport Department* of the Police will shortly take over the document control functions from NSS as a component of the ongoing reform process within the Armenian system. Therefore the planned IBM programme has the opportunity to make an important contribution during this reorganization process and streamline the IBM concept while the secondary laws regulating tasks of the Police Visa and Passport Department are being modernized. In addition, provision of modern equipment and training will be key in ensuring success of this initiative.

- State Service for Food Security (SSFS) of the Ministry of Agriculture of Armenia

The SSFS is tasked to overlook phyto-sanitary and veterinary controls at the borders. However, the Ministry of Agriculture is not linked to the BEMIS and therefore information on relevant goods and persons is not always up-dated and shared among agencies. The MoA does not fully comply with EC standards at the borders and is in the process of upgrading its services by various measures. IBM can further assist Armenian authorities to demonstrate an additional progress towards convergence with EU veterinary and phyto sanitary standards.

In **Azerbaijan,** the Programme will target the:

- State Customs Committee of Azerbaijan

Azerbaijan *Customs* is presently focusing on the implementation of the "Customs Service Development Strategy" 2007-2011, under the instruction of the President of Azerbaijan. This includes developing the Unified Automated Information System (UAIS), which is supposed to become a fully automated system comparable to international standards. An upgrade of the Customs Legislation and Procedures took place in 2006, with the immediate focus on the introduction and/or revision of the primary legislation to bring it into line with EU Customs legislation and international standards. The newly drafted Customs Code is awaiting approval at the Parliament. Some present problems include the lack of risk-based profiles in the current Customs declaration processing system, and the insufficient operational IT capacity. Customs is also facing the task of completing the Automated Customs Registration and Control System (ACRCS). Customs has expressed its readiness to extend its functions and take responsibility for document control at the BCPs including phyto sanitary and veterinary cargoes. Customs also expressed its readiness to exchange the relevant data with the Georgian side to establish a harmonized accelerated process at the BCPs. This process shall be instigated by the SCIBM. Furthermore, the State Customs Committee of Azerbaijan runs the "WCO Regional Training Centre" enabling them to draw upon WCO expertise for training purposes. It is intended that the SCIBM shall further support this link and exploit their capacity to the benefit of the Region.

- National State Border Service of Azerbaijan

In the framework of the security sector reform, Azerbaijan has launched the border security concept, which is being revised and structural reforms aiming at a transformation of the State Border Service from a militarized structure into a law enforcement agency. The EU – Azerbaijan Action Plan foresees development of an IBM Strategy and enhancement of inter-agency co-operation among State authorities involved in border management as well as co-operation with neighbouring countries, including full implementation of existing bilateral border co-operation agreements and protocols. EU co-operation on border management has resulted in launching a pilot project with the objective to establish at the southern border of Azerbaijan a replicable IBM system. With the forthcoming SCIBM it is expected that the interagency co-operation will be fostered and closer co-operation and exchange information with other border agencies shall be established.

- **Ministry of Agriculture Azerbaijan**

The *Ministry of Agriculture* is tasked to control phyto-sanitary and veterinary issues, however the ministry is not part of a border management information system. Similar to other public agencies this ministry is undergoing reforms. It is expected that the phyto-sanitary controls may be transferred to another agency. The best location for the necessary controls and the routine procedures shall be subject to further planning and subsequent decisions. Although, this provides a particular opportunity for the SCIBM to contribute to the successful outcome of the ongoing reforms.

In **Georgia**, the target groups will be the

- **National Security Council of Georgia**

The National Security Council (NSC) of Georgia is an advisory agency to the President of Georgia. It is responsible inter alia for overseeing the implementation of the Border Management Strategy of Georgia and its action plan. The border management strategy of Georgia (February 2008), covers all the elements of a Four-Tier Border Security System. The strategy also includes the definition of standard operating procedures (SOPs) for border police and customs officers and the promotion of inter-agency co-operation at the border. Georgia elaborated new laws and regulations for the establishment of an inter-agency co-operation required for the IBM. An inter-agency commission on the facilitation of Georgian state border reform under the National Security Council is tasked with the regular update of the Border Management Strategy and the Action Plan. The NSC provided its support for organising inter-agency consultation and coordination on matters directly connected to updating the content of IBM.

However, effective implementation of the strategy remains to be further supported at national level as well as with agencies in Armenia and Azerbaijan.

- **Ministry of Internal Affairs of Georgia**

The border management reform process in Georgia has produced certain and important IBM results: The border guard department of the Ministry of Interior was transformed into the *Georgian Border Police (GBP)* as a full law-enforcement organ under the MIA. In January 2009 the functions of Border Police to conduct border checks at BCPs were delegated to Patrol Police Department of the MIA. One of the reasons of this reform was to use human and material resources rationally. Hence, the PPD is responsible for border checks at all types of BCPs: Airport, Seaports Land and Railway BCPs. The PPD conducts passport control of passengers and all vehicles except truck drivers, since the latter task belongs to Revenue Service. Border Police on the other hand is responsible for guarding the green and blue borders of Georgia.

The distribution of tasks and duties between PPD and Revenue Service, as well as passport control for PPD is regulated by the Joint Orders of the Ministers of Finance and Internal Affairs of Georgia mentioned above.

The main loopholes in border management are: incomplete legal basis, lack of SOPs for all BCPs and for Emergency Situations, training curricula for first and second line checks of travel documents, data of sample documents, shortage of respective equipments for BCPs and etc.

Improvements are needed of the institutional capacity to effectively manage BCPs and to secure the automatic processing of personal data of individuals. The existing data base of the Ministry of Interior is

open to all law enforcement agencies in the country but not yet linked to automatically exchange the relevant information. SCIBM activities will in particular support the implementation of inter-agency co-operation and information exchange. MIA expressed sincere interest and readiness to participate in the SCIBM.

- Revenue Service of the Ministry of Finance of Georgia

Similar to the GBP, *Georgian Customs* has undergone substantial reforms: A new Customs code has been developed, which is broadly compatible with the European Community Customs Code and the revised Kyoto Convention. Since 2007, the Customs administration has become a part of the newly established State Revenue Service together with the tax administration and the Financial Police. This merger also aimed at facilitating information exchange among the three agencies. Customs has actively contributed to the elaboration of the Border Management Strategy and thereby the number of controlling bodies at the BCP has been decreased to two agencies. Customs has also taken over control of all cargo documents (including phyto/vet documents).

Veterinary Inspection, Phyto-sanitary Inspection and Sanitary Inspection duties at the borders are delegated to the Revenue Service. However, policies for Veterinary and Phyto-sanitary services are still developed by the Ministry of Agriculture, and for Sanitary service - by the Ministry of Health, Labour and Social Affairs of Georgia.

In addition, at the Inter-agency level, a Joint Order of the Ministers of Finance and Agriculture regarding the implementation of rules on state phyto-sanitary border-quarantine control and state veterinary border-quarantine control is signed.

The Revenue Service also conducts passport control for truck drivers only based on the Joint Orders of the Ministers of Finance and Internal Affairs of Georgia.

Still the reform is far from being complete and will require more efforts with regard to legal, technical (equipment and infrastructure), organizational and manpower developments. Action Plans and SOPs are incomplete due to a lack of clear regulations.

1.7 Description of the action and its effectiveness

1.7.1 Overall Objective and Purpose of the Action

The overall objective of the proposed action is to enhance inter-agency, bilateral and regional co-operation between the SC countries, EUMS and other international stakeholders; and to facilitate the movement of persons and goods across borders while at the same time maintaining secure borders.

The four below-mentioned specific objectives to be attained will be addressed in a consistent and progressive manner by UNDP and its partners through 5 key areas / Modules:
- Module 1: *Raising IBM Awareness and Supporting Strategic Border Management Capacity,*
- Module 2: *Strengthening Operational Techniques and Procedures*
- Module 3 : *Training and Pilot Programmes Development*
- Module 4: *Establishment of Pilot Border Crossing Points,* and
- Module 5: *Equipment and IT Systems*

1. Enhance strategic border management capacities with the goal of developing IBM systems

Proposed specific action: Specific objective 1 will be achieved through a combination of Module 1: *Raising IBM Awareness and Supporting Strategic Border Management Capacity,* Module 2: *Strengthening Operational Techniques and Procedures* and Module 4: *Establishment of Pilot Border Crossing Points.* This will also include developing and establishing broad BCP level procedures and operations and demonstrating the benefits of IBM via the implementation of pilot programs (Module 4)

2. Develop and establish broad border crossing point (BCP) level procedures and operations

Proposed specific action: In order to achieve specific objective 2, the proposed action will i) develop and establish broad BCP level procedures and operations (Module 2) and ii) demonstrate the benefits of IBM via the implementation of pilot programmes.

3. Demonstrate the benefits of Integrated Border Management (IBM) via implementation of pilot programs

Proposed specific action: Reaching specific objective 3 will notably entail i) enhancing strategic border management capacities with the goal of developing IBM systems, ii) developing and establishing broad BCP level procedures and operations and iii) demonstrating the benefits of IBM via the implementation of pilot programs (see Module 3 and 4)

4. Deliver equipment for pilot Border Crossing Points for implementation of IBM

Proposed specific action: Module 5 will ensure that this specific objective is reached through the i) development and establishment broad BCP level procedures and operations, ii) the demonstration of the benefits of IBM via the implementation of pilot programs and iii) the provision of equipment to pilot BCP's for the implementation of IBM.

1.7.2. Outputs and Expected Results

It is expected that at the end of the programme the following specific results will be achieved:

Specific result 1: Strategic border management capacities are enhanced through the support to the development and piloting of operational IBM systems.

Specific result 2: Border crossing procedures are developed.

Specific result 3: Pilot programmes have been implemented and the benefits of IBM are demonstrated.

Specific result 4: Pilot BCPs are better equipped.

As mentioned above, the implementation of the programme will be carried out through five key areas/modules. The results of these modules will have strong multiplying and sustainable effect as it would involve number of legislative changes and stipulate inter-agency cooperation. Furthermore, curricula's developed for training centres will be used for other trainings and expertise will remain within beneficiary institutions via Training of Trainers (ToT) programs.

The section below specifies the expected results and outputs per Programme module.

Expected results for Module 1: Raising IBM Awareness and Supporting Strategic Border Management Capacity
- National Coordinators and Local Specialised Counterparts identified
- Main stakeholders, and decision-makers fully informed, and supportive to development of IBM Systems and committed to endorse the results of future Programme activities
- Preliminary, Mid-Term and Final Assessment Reports analysing the IBM situation is available
- Enhanced partnerships amongst border agencies' senior staff members and decision-makers and agreed mechanisms for international cooperation;
- Public awareness means including sign-posts, internet-pages , leaflets developed and available at public places, i.e. pilot BCPs, Programme Coordination Unit (PCU), etc
- IBM Inter-Agency Working Group (IAWG established)
- IBM documents (strategy / action plan) developed and adopted
- National IBM documents developed in a coherent way
- Organisation, management as well as curricula of Training Centres improved..

Outputs of Module 1:
- Official communications from SC countries' on nomination of National Coordinators (NCs) and Local Specialized Counterparts (LSC's) and composition, set-up and rules of functioning of IBM IAWG
- UNDP Project document signed by countries, as an indication of the authorities' support to the programme
- Preliminary, mid-term and final assessment reports
- Follow up actions endorsed by the participating decision-makers
- Seminar, training and workshop and conferences reports conclusions of the Regional Conferences and experts' recommendations
- IBM related public awareness materials: leaflets SCIBM News Brochure, movies and computer animations, internet web page, multi lingual signboards at the pilot BCPs available both as hard copy and on the internet
- IBM Strategies and Action Plans
- Organisation, management and operation of Training Centres supported on an on-demand basis.

Expected results for Module 2: Strengthening Operational Techniques and Procedures
- Operational staff informed on IBM concept, its advantages and good practices in terms of Border Management;
- Enhanced partnerships among border agencies' operational staff.
- Standard harmonised forms for ad hoc information exchange developed
- Operational staff acquainted with different IT systems solutions supporting exchange of information
- Locally adapted solutions identified for control procedures,
- Operational staff familiar with EU good practices and European standards in the field of RAM and control procedures
- Solutions identified for setting up an efficient risk analysis and management (RAM) system as well as for supporting cooperation on information exchange elaborated. Agreed procedures and best practice incorporated into existing or considered while developing new manuals on border control/trade facilitation.
- National authorities supported with relevant ad hoc specialised technical assistance in regard to introduction of IBM practices.
-

Outputs of Module 2:

- workshop conclusions and reports
- Experts' recommendations on possible additional operational techniques or procedures
- Standard harmonised forms for ad hoc information exchange
- Commonly agreed mechanism for information exchange including risk analysis.
- Draft agreement proposal
- Technical assistance provided to support IBM implementation of national authorities.
- Manuals of procedures
- Reports and Recommendations

Expected results for Module 3: Training and Pilot Programmes Development
- Support to various national training institutes via information and experience sharing with regard to training practices.
- EU based training methodology and curriculum introduced. Common methodology curricula for training of trainers developed and applied .
- new curricula on locally adapted IBM good practices developed and applied.
- 54 training officers trained on import/export declaration, functions and tasks of the AEO; 36 training officers trained on control tasks and security;
- Media Training Modules developed as educational tools.

Outputs of Module 3:
- Lists of contact points
- Manuals on Methodology
- List of topics for possible common basis of training programme at bilateral level (basis for strengthened cooperation amongst academies)
- List of topics for possible basis for inter-agency training programme at the national level
- Reports and Recommendations
- Training Manuals and other related training materials
- Training media
-

Expected results for Module 4: Establishment of Pilot Border Crossing Points
- Pilot BCP's designated bilaterally (1 on ARM-GEO border, 1 on AZB GEO border)
- IBM procedures introduced at the Pilot BCP's
- Pilot BCP's equipped according to their needs and staff trained in line with results of Module 2.
- Improved Workflow at the BCP's
- Possibly 2 bilateral border police-customs cooperation centres (PCCC's) established at pilot BCP's and staff trained
- Improved exchange of information and mutual cooperation at the selected BCP's.

Outputs of Module 4:
- Number of trainings conducted and staff trained, along with lists of trainings provided
- List of equipment to be purchased
- Reports and Experts recommendation
- Feedback on reduced processing times at BCPs.

Expected results for Module 5: Providing Equipment and IT systems
- Equipment procured and installed at the identified locations;
- Training conducted including interagency joint trainings (where applicable) .
- Three Border Crossing Points designed on the Armenia/Georgia border

Outputs of Module 5:
- Technical specifications & BCP Designs
- List of Equipment / IT systems purchased/developed
- Number and list of staff trained (indicating the level and type of staff trained)
- Reports and Expert recommendations

1.7.3. Activities and their effectiveness

The tables below outline the proposed set of activities, which will allow the Programme team to systematically address and achieve the proposed action's specific objectives and generate results and outputs as listed in sections 1.7.1 and 1.7.2.

As an underlying principle, the activities will be organized by starting discussions and implementing results on the national level but seeking bi-lateral agreements separately between Armenia - Georgia and Azerbaijan – Georgia. This approach shall be followed to reach regional harmonization throughout the Programme activities where applicable.

Module 1	Raising IBM Awareness and Supporting Strategic Border Management Capacity

Module 1 aims at enhancing decision-makers' awareness and capacity on strategic border management issues with a view to facilitate the development of IBM systems.

After a short round of Programme Presentation Missions, a Preliminary Assessment of the IBM related context in the three countries will commence the activities. This is particularly important to ensure that the Programme activities will address the actual needs of each beneficiary country (see section 1.6) The assessment will notably aim at:
- Providing sufficient material for the elaboration of a Detailed Programme Work Plan
- Providing preliminary orientations on what kind of equipment should be purchased (more precise work would be done on this matter through the Module 4)
- Providing the Beneficiary countries' decision-makers with an exhaustive overview of the fields where actions should be taken in order to put in place an IBM system as per European standards.

Follow-up assessment missions (mid-term and final) will be organised to keep an up-to-date picture of the IBM situation in the SC countries.

Module 1 will also cover various types of activities: **lectures, seminars, workshops and study tours** aiming at raising awareness of decision-makers on advantages of setting up an IBM system especially on an inter-agency level. Short-term expert visits will also be carried out based on the request of beneficiaries, in order to consult the national authorities in IBM implementation.

Finally, a large part of the support to be provided through Module 1 will aim at helping SC countries to (re-) draft an IBM Strategy and start implementing it. This support will encompass assistance for the set-up of IBM **Interagency Working Groups (IAWG)**; inter-ministerial coordinating bodies having all power to make decisions in regard to border management issues in the three beneficiary countries. This would include as well support for the drafting and adoption of an inter-agency cooperation agreement where needed.

Activities	
➢ **Activity 1.1**	**IBM Assessment and Preparation of the Detailed Work Plan**
Description of Activity 1.1.	After a series of **Programme Presentation Missions** to the SC countries, **Preliminary, Mid-Term and Final Assessment survey** will be made with the aim to get a complete and up-to-date analysis of the IBM situation in the South Caucasus region. The surveys will cover policies, legal framework, organisational structures, procedures, etc. The **Preliminary** Assessment will also include: ▪ A detailed review of the technical /equipment and organisational needs that shall be addressed in order to put in place IBM systems in line with EU standards, and ▪ An inventory of past, ongoing and future IBM-related programmes, containing key information for the Programme team, the EC and the beneficiaries notably to coordinate in an optimal manner with other stakeholders present in the region. A **Detailed Integrated Work Plan** will be elaborated on the basis of assessment and analysis to develop a tailor-made support for the rest of the implementation period.

	The **Mid-Term** Assessment will enable the Programme team, the EC and the local partners to get a picture of the progress or short-comings identified for the first half of the Programme implementation period. This will allow making possible adjustments for forthcoming activities. Towards the end of the Programme, a **Final** Assessment survey will be carried out with the objective to evaluate the overall achievements of the Programme and to propose future follow-up actions. The missions will be organized in the form of a series of interviews with national and international stakeholders, representatives from the different Border Management agencies at central, regional and operational levels, some "end-users" of BM agencies' services, the European Commission, the EUSR, Black Sea Economic Co-operation (BISEC), IRU, TRACECA HQs, The World Bank, UNECE, UNCTAD, USAID, among others.
Target Group	All National and international stakeholders relevant to IBM in the SC countries

Sub-Activity 1.1.1	**National Programme Presentation Missions (2 days x 3)** aiming at: • Presenting the programme to the political and senior officials of administrations relevant to IBM, and getting their preliminary support for the implementation • Introducing the programme to international stakeholders present in the 3 SC countries • Identifying national focal points (National Co-ordinators and Local Specialised Counterparts)	National
Sub-Activity 1.1.2	**Preliminary National IBM Assessment Missions (5 days x 3)** on actual IBM Situation in all 3 countries focusing on: • existing policies • legal framework • operational techniques • technical equipment needs • training needs The missions will be implemented in the form of a series of interviews with national and international stakeholders.	National
Sub-Activity 1.1.3	**Mid-Term National IBM Assessment Missions (5 days x 3)** in all 3 countries. The focus of the survey will remain the same as for Sub-Activity 1.1.2, although some additional matters may be analysed according to the needs.	National
Sub-Activity 1.1.4	**Final National IBM Assessment Missions (5 days x 3)** in all 3 countries. Towards the end of the Programme the final survey will provide an exhaustive analysis of the programme's interventions, comprising a comparison between the different situations described in the Preliminary, the Mid-Term and the Final Assessments. This Final assessment will also lead to the provision of proposals for follow-up actions as to the EC as to the SC Beneficiaries.	National
➤ **Activity 1.2**		
Description of Activity 1.2	Three **general IBM Awareness Raising Workshops** will be organised with participation of political/ governmental and administrative leaders, especially on an **inter-agency cooperation** level. The first workshop will be organized in the beginning of the Programme and two refreshment workshops will be organized towards the middle and the end of the	

	programme.	
	In that framework, all topics listed in the Guidelines for Applicants such as successful forms of bi-lateral cooperation, or awareness on EU concepts, principles and good practices, including cross border co-operation will be covered. Additional topics of relevance will be covered according to the needs. Those workshops will be organised at both **bilateral** and **national** levels.	
	In support to the workshops, two **Study Tours** to EUMSs will be organised for the same participants to demonstrate some of the good practices presented.	
Target Group	**Decision Makers from the Border Agencies in the 3 SC countries** High ranking decision makers shall participate to overcome possibly existing individual hesitations and finally they shall actively support the SCIBM in their individual environment. Top government institutions are therefore important to participate.	
Sub-Activity 1.2.1.	**Bilateral Seminars on IBM good practices at international level and benefits from IBMS (3 days x 3)** with a specific focus on **Border Security and Trade Facilitation** (involving Border Police, Immigration Service, Customs, Phytosanitary, Veterinary and possibly Sanitary inspections). Two annual 'refreshing' sessions will be organised to provide possible updates.	Bilateral
Sub-Activity 1.2.2.	**National Inter-Agency Seminars on IBM good practices (2 days x 3 countries)** to complement the regional seminars, and involve **all** the stakeholders relevant to IBM in each country.	National
Sub-Activity 1.2.3.	**Study Tours to EUMS (5 days x 3)** In support to the joint inter-agency seminars, 3 study tours for decision makers will be organised to EU Member States, where some IBM good practices can be extensively presented.	Regional/Bilateral
➤ **Activity 1.3**	**IBM Public Outreach (Public awareness raising/visibility)**	
Description of Activity 1.3	While visibility component will be part of all activities foreseen for this programme, it will be useful to convene **2 regional conferences**, where all major stakeholders relevant to border management will be invited. The conferences will be organized as openings for the first Joint Regional Seminars on IBM good practices and its second refreshment session. The conferences will aim informing a larger audience about the activities of the Programme in the framework of formal events.	
Target Group	Major stakeholders (National and International) relevant to border management and the larger public	
Sub-Activity 1.3.1.	**Regional Opening Conference (1 day x 1)** This event will: • Present the IBM concept as it is conceived by the EC • Present the Programme Team and the SC partners • Present the Programme's objectives and activities	Regional
Sub-Activity 1.3.2.	**Regional Closing Conference (1 day x 1)** This event will: • Present the main results obtained through the Programme • Present the expert team's and SC beneficiaries' joint recommendations for follow-up.	Regional
➤ **Activity 1.4.**	**Development of IBM Systems**	
Description of Activity 1.4	This Activity is aimed at training selected Beneficiary agencies' managers and providing tailor-made support to the SC countries in the (re-)drafting of their National IBM Strategies and/or Action Plans. This will encompass facilitation of the regular meetings of the IBM IAWGs, organization of National Inter-Agency Workshops, and organization of Regional and/or Bilateral	

	Workshops focussing on: a) Coordination over the chapters related to International Cooperation. b) Follow-up on good practices, operational techniques, training curricula developed within and around the regional Programme in order to update IBM documents accordingly, etc.	
	This Activity will be implemented through the whole duration of the Programme and will be interacting with activities carried out within other modules. For instance, where new IBM-compatible procedures will be agreed upon within a workshop on operational techniques (Module 2), these will be systematically taken into account in the work of the IBM IAWGs. On the other hand, new orientations decided within the IBM IAWG's may be immediately addressed through the activities foreseen under other Modules (operational techniques, training, joint purchase and use of equipment, etc.).	
Target Group	Management level in the Border Agencies and relevant Ministries of the SC countries	
Sub-Activity 1.4.1.	**Facilitating meetings of the IAWGs on request of Government(0.5 days X 40):** Regular meetings of the IAWG will be organized. The RCU and PIT will furnish IAWG members with all relevant information to have the outputs prepared. Constant contact of the IAWG and the RCU and PIT will be prerequisite of success.	National
Sub-Activity 1.4.2.	**National Inter-Agency Workshops (3 days x 4)** focussing on: ● Support to the definition of terms of reference for the functioning of IAWGs (First workshop) ● Developing or updating IBM Strategy and Action Plan ● Supporting the elaboration of any regulatory or legal framework aiming at supporting the set-up of IBMS ● Monitoring of progress made on the field in regard to the priorities set in the IBM documents	National
Sub-Activity 1.4.3.	**Bilateral Workshops (3 days x 4)** for nationals IBM IAWG's. Work focussing on: ● Coordination over the chapters related to International Cooperation. This can lead to the definition of priority BCP's (among which future pilot BCP's would be determined), etc. ● Follow-up on good practices, operational techniques, training curricula developed within and around the regional programme in order to update IBM documents accordingly (vice versa shall be also considered).	Bilateral
➢ **Activity 1.5**	**Institutional Capacity Building**	
Description of Activity 1.5	Governments have identified the need to support the organisation and management of certain training academies and centres to bring them in line with European standards and ensure the institutional capacity necessary to act as modern and sustainable mechanisms for the introduction of IBM principles and practices.	
Target Group	Selected training centres of the Border Agencies in the three countries, on an on-demand basis.	
Sub-Activity 1.5.1.	**Assessment Missions upon Request** ● Assessment missions will explore the requested scope of intervention and the possible for provision of the required short and medium support, including twinning with EU counterpart institutions.	National
Sub-Activity 1.5.2.	**Support missions and mentoring** by European experts to meet needs identified & define follow-up actions for future EU programming.	National

Module 2	Strengthening Operational Techniques and Procedures

Module 2 will focus on operational issues and the Programme Team will aim its efforts at:
- Presenting in details EU good practices (possibly also from other regions where IBM concept was applied)
- Strengthening networking amongst SC countries' participants, while taking account of the geopolitical context
- Developing IBM compatible operational techniques and procedures adapted to the countries of South Caucasus

The work is to be done at least on 2 of the 3 levels of IBM cooperation and coordination: Inter-Agency and International. The Border Police, Customs, and possibly Veterinary and Phyto-sanitary services will be involved in the activities.

The activities will also comprise IBM awareness raising at operational/technical level, making a link with what would be achieved with the decision-making level through Module 1. They cover issues like common standards for risk analysis and management, mobile checks, etc.

Module 2 will also cover various types of activities: **lectures, seminars, workshops and study tours.** Short-term expert visits will also be carried out based on the request of beneficiaries, in order to consult the national authorities in strengthening operational techniques and procedures.

In order to ensure an **optimal impact** for the Programme activities, the results achieved through this Module shall be systematically forwarded to decision-making levels in order to have, when and where needed, corresponding work in terms of planning at the strategic level (inclusion into the IBM documents).

The results from Module 2 will also be used for the work of the other Modules, notably the ones aimed at developing training & pilot programmes (Module 3) and at establishing pilot BCP's (Module 4).

Activities		
➢ **Activity 2.1.**	**Workshops - IBM Awareness for Operational Staff**	
Description of Activity 2.1.	This activity aims at **raising awareness** of a selected number of operational staff on good practice examples from the EUMSs on operations of agencies functioning at the borders. The IBM Awareness Raising Workshops will address especially **inter-agency cooperation**-related good practices, and will be organised at both **bilateral** and **national** levels. All topics listed in the Guidelines for Applicants such as successful forms of bi-lateral cooperation, or awareness on EU concepts, principles and good practices, including cross border co-operation, methods for risk analysis and management, will be covered. Additional topics of relevance will be covered according to the needs identified through the Assessments (Module 1). In support to the workshops, two **Study Tours** to EUMS will be organised for the same participants to demonstrate some of the good practices presented.	
Target Group	Operational staff from Central and Local levels from: • At least Border Police, Customs, Veterinary and Phytosanitary services for the bilateral workshops, and • All agencies present at the BCP's for national workshops.	
Sub-Activity 2.1.1.	**Bilateral Workshops – IBM Awareness – Good Practices / Border Security and Trade Facilitation (3 days x 2)** General presentation of good practices in regard to Border Security and Trade Facilitation (customs, border police, veterinary, phytosanitary, possibly sanitary).	Bilateral
Sub-Activity	**Study Tour to an EUMS – Border Security and Trade**	Bilateral

2.1.2	Facilitation (5 days x 2) Organised in support to Sub-Activity 2.1.1. to provide the participants with a more concrete idea of some of the good practices presented.	
Sub-Activity 2.1.3.	National Inter-Agency Workshops (3 days x 3 countries)	National

➤ Activity 2.2.	Workshops - Exchange of Information and Networking (Contact Points)	
Description of Activity 2.2.	Bilateral workshops will be organised with a special focus on information exchange and networking. Good practices in line with EU standards will be presented to the participants and locally adapted solutions be envisaged jointly. The workshops will be organised on a **bilateral** level (Armenia-Georgia and Azerbaijan-Georgia). Each main sector (border police, customs, veterinary, phytosanitary) will be addressed through sessions on border security and trade facilitation.	
Target Group	Operational staff from Central and Local levels from Border Police, Customs, Veterinary and Phytosanitary services.	
Sub-Activity 2.2.1.	Bilateral Workshops - Exchange of Information and Networking (Border Police, Customs, Veterinary, Phytosanitary) (5 days x 2)	Bilateral

➤ Activity 2.3.	Workshops - Control Procedures (Regular Workflow and Contingency procedures)	
Description of Activity 2.3.	National workshops will respond to ad hoc requests received from counterparts in regard to upgrading knowledge and skills of control procedures and other aspects of IBM practice. Bilateral workshops will be organised with a special focus on control procedures and streamlining of procedures at the BCP's. Good practices in line with EU standards will be presented to the participants and locally adapted solutions be envisaged jointly. The workshops will be organised on a **bilateral** level (Armenia-Georgia and Azerbaijan-Georgia). Each main sector (border police, customs, veterinary, phytosanitary) will be addressed through sessions on border security and trade facilitation.	
Target Group	Operational staff from Central and Local levels from Border Police, Customs, Migration,Veterinary and Phytosanitary services	
Sub-Activity 2.3.1.	National Workshops – Control Procedures (Border Police, Customs, Migration,Veterinary, Phytosanitary) (3 days x 9)	National
Sub-Activity 2.3.2.	Bilateral Workshops – Control Procedures (Border Police, Customs, Migration, Veterinary, Phytosanitary) (5 days x 2)	Bilateral

➤ Activity 2.4.	Workshops - Risk Analysis and Management	
Description of Activity 2.4.	The workshops will aim at presenting good practices in terms of risk analysis and management, about European standards in that field provide extensive information on the systems in place in the EU MS, and support Beneficiaries in elaborating jointly agreed solutions applicable to SC region. Different techniques will also be presented such as planning of samplings, etc. If an opportunity can be identified, the Programme team will seek the drafting of mutual agreements in terms of bilateral cooperation in this field amongst border services of the region.	
Target Group	Operational staff from Central and Local levels from Border Police, Customs, Veterinary and Phytosanitary services	
Sub-Activity 2.4.1.	Bilateral Workshops – RAM (Border Police, Customs, Veterinary, Phytosanitary) (5 days x 2)	Bilateral

➤ Activity 2.5.	Workshops – -Green and Blue Border Control	
Description of Activity 2.5.	The workshops will aim at presenting good practices in terms of controlling the green border, and sea border when it applies, through development of relevant cross-border	

	agreements, introduction of coordinated patrolling, and surveillance methodologies. The interventions will be closely coordinated with the workshops on risk analysis and management, and be supported by the procurement of equipment by UNDP under Module 5.	
Target Group	Decision-makers (Sub-Activity 2.4.1), Operational staff from Central and Local levels from Border Police/Service and Customs.	
Sub-Activity 2.5.1.	**Bilateral Workshops – Cross Border Agreements (2 days x 2)**	Bilateral
Sub-Activity 2.5.2.	**Bilateral Workshops – Introduction of coordinated patrolling (3 days x 2)**	Bilateral
Sub-Activity 2.5.3.	**Bilateral & National Workshops – Border Surveillance (3 days x 5)**	Bilateral & National
➤ **Activity 2.6.**	**Development of Manuals of Procedures**	
Description of Activity 2.6.	This activity will aim at incorporating into Manuals the different solutions identified in the previous activities under Module 2. These manuals will be tested through the pilot training programmes (Module 3) and at pilot BCP's (Module 4). Where and when needed, the Programme team will provide its support to the updating manuals on procedures/Border Security/Trade Facilitation; and organize workshops to discuss common basis for manuals.	
Target Group	Operational staff from Central and Local levels from: • At least Border Police, Customs, Veterinary and Phytosanitary services for the bilateral workshops, and • All agencies present at the BCP's for national workshops.	
Sub-Activity 2.6.1.	**Development of common basis for Manuals of Procedures / Border Security (5 days x 2)**	Bilateral
Sub-Activity 2.6.2.	**Development of common basis for Manuals of Procedures / Trade Facilitation (3 days x 2)**	Bilateral
Sub-Activity 2.6.3.	**National Inter-Agency Workshops / Development of common basis for Manuals of Procedures (5 days x 3)**	National
Sub-Activity 2.6.4	**Updating of the Manuals of Procedures (according to specific needs)**	Bilateral& National

Module 3	*Training and Pilot Programmes Development*

Module 3 will contribute to capacity development of the SC countries border agencies, through the development of Training schemes and the implementation of a number of training activities.

This will enable the selected beneficiary countries' officials, to act as trainers for their colleagues, at the end of the programme, and thus promote a longer term and multiplier effect of the programme.

This Module will provide its support in:
• Training of local trainers (ToT), providing them with new **methodologies** for training development and training delivery
• Developing **training curricula** and **pilot programmes** as per the needs to be further determined through the Preliminary Assessment Missions (see Module 1)
• Topics such as risk management and mobile checks will definitely be subject to the implementation of new IBM practices at BCPs and the green border. Fine tuning of the programmes will then be carried out in order to provide most appropriate fit to the needs of operational staff at the borders

Results from other Modules will serve also as a basis for the development of curricula and pilot training programmes, among others:
• Orientations decided by IBM IAWGs in regard to the Training and Human Resources chapters of the IBM documents (see Module 1)

- New procedures or operational techniques elaborated, Manuals of Procedures (see Module 2)
- Specific training needs identified while establishing pilot BCP's (see Module 4)

The production/procurement of relevant media and material for training purposes will be done within this Module.

Activities	
➤ **Activity 3.1**	**Training of the Trainers (ToT) / Methodology and Development of common basis for possible Bilateral Training Programmes**
Description of Activity 3.1.	This activity will aim to provide the participants with tips and hints for developing and implementing new training curricula. Along with the provision of **methodological tools**, the first step will be made towards the possible development of common basis for bilateral training programmes on Border security and Trade facilitation. Training on the technical level on the common contents of the devised national IBM strategies will foster co-operation between various national training institutes to ensure full awareness of the (proposed) process of change.
Target Group	Trainers from Central level (Academies) and Operational level (Regional/Local training centres or BCP's) from the relevant border agencies

Sub-Activity 3.1.1.	Bilateral Workshop – ToT Methodology (Border Police) (3 days x 2)	Bilateral
Sub-Activity 3.1.2.	Bilateral Workshop – ToT Methodology (Customs) (3 days x 2)	Bilateral
Sub-Activity 3.1.3.	Bilateral Workshop – ToT Methodology (Veterinary) (3 days x 2)	Bilateral
Sub-Activity 3.1.4.	Bilateral Workshop – ToT Methodology (Phytosanitary) (3 days x 2)	Bilateral
Sub-Activity 3.1.5.	Joint Bilateral Workshop – ToT Methodology (Border Security) (3 days x 2)	Bilateral
Sub-Activity 3.1.6.	Joint Bilateral Workshop – ToT Methodology (Trade Facilitation) (3 days x 2)	Bilateral
Sub-Activity 3.1.7.	National Inter-Agency Workshops – ToT Methodology (3 days x 3): Local trainers who participated to the Sub-activities above will be in charge, in the framework of national inter-agency workshops, to introduce their counterparts from other national training institutions to new training methods and transfer the knowledge they acquired. They will be "coached" by international trainers.	National

➤ **Activity 3.2**	**Further Development of Training Curricula and Implementation of Pilot Training Programmes**
Description of Activity 3.2.	This activity will aim at supporting local trainers in developing new training curricula and integrating IBM good practices into it. Pilot training programmes will be prepared and delivered in close interaction with Module 4 (Pilot BCP's). Fine tuning of the training programmes will be made on the basis of lessons learned from the implementation. Local trainers will be in charge of the preparation and implementation of various "on the job trainings" with the support of EUMS trainers.
Target Group	Trainers from Central level (Academies) and Operational level (Regional/Local training centres or BCP's) from the relevant border agencies and staff of selected BCP's and mobile units

Sub-Activity 3.2.1.	**Specific Training Curricula Development** Sectoral training (border police, customs, veterinary and phytosanitary) and inter-agency training curricula will be	National

	developed for each SC country.	
Sub-Activity 3.2.2.	**Preparation and Implementation of Pilot training Programmes (to be further determined on the basis of Preliminary Assessment Missions)** Topics highlighted in the Guidelines (i.e. Mobile checks, implementation of new procedures for import/export controls, etc) will be addressed under this activity. Other topics will be determined on the basis of Preliminary Assessment Missions;	Bilateral& National
➤ **Activity 3.3.**	**Production/acquisition of specific media for the trainings**	
Description of Activity 3.3.	The activity will aim at producing and/or purchasing various types of material supporting local trainers in their tasks. Among others, media shows on border activities at road, sea, rail borders and at international airports (ca. 10 – 15 min. each) will be produced. The media will demonstrate operations of IBM at certain BCP's. The media will be used during respective training and working sessions throughout the Programme and beyond. This set of media appears particularly useful for all relevant training sessions due the mix of life scenes and particular selected items (computer animations) which are needed to emphasize during training sessions. Details of the requirements shall be specified in the Preliminary Assessment Survey (See Module 1).	
Target Group	Trainers from Central level (Academies) and Operational level (Regional/Local training centres or BCP's) from the relevant border agencies and staff of selected BCP's and mobile units	
Sub-Activity 3.3.1	**Production/acquisition of specific media for the trainings** Training media as films and computer animations showing relevant border activities at road, sea, rail borders and at international airports shall be prepared by the Programme or procured.	Regional

Module 4	**Establishment of Pilot Border Crossing Points**

Module 4 will provide the concrete focus of the Programme's efforts to introduce European IBM practices at selected border crossing points in the three countries.
Members of the IBM IAWG's should be involved in this module and informed in detail at the earliest stage about this Module 4. Issues addressed through and results obtained from other modules will systematically be used within this Module 4 for the pilot BCP's. Activities under this module should be thoroughly monitored by local (existing/future) IBM IAWG's for possible fine tuning of their national IBM Strategies and Actions Plans (see Module 1).

It could be proposed to assist the beneficiary countries with the establishment of Police/Customs Cooperation Centre's (PCCC's) at specific locations on bilateral borders between Georgia and Azerbaijan as well as/or between Georgia and Armenia.
By the end of the Programme it is expected that the advantages of IBM can be observed by measurable results obtained through those pilot BCP's. These are reflected by the time needs for routine processes and by the continuous information exchange among agencies concerned. Beneficiaries have experienced advantages of IBM information exchange and support further development regionally.

Activities	
➤ **Activity 4.1**	**Establishment of Pilot BCP's**
Description of Activity 4.1	This activity will encompass all actions aiming at establishing selected pilot BCP's with possibly PCCC's, equipping them and training the operational staff. This will serve as a laboratory for some of the training curricula and pilot programmes developed under Module 3. Most of the trainings will be made on **bilateral** levels.
Target Group	Operational staff at the designated BCP's

Sub-Activity 4.1.1	**Designation of future pilot BCP's (see Module 1) and Decisions on establishing those structures**	Bilateral
Sub-Activity 4.1.2	**Study Visit to France to see PCCCs in operation (2x 5 days)** These activities are the follow up of the seminars and training organized at local level. The aim is to familiarize the delegates of the three countries with the daily working operations at the PCCCs..	Regional
Sub-Activity 4.1.3	**Establishment and equipment of Pilot BCP's** This will comprise training of the staff on new operational techniques and procedures developed through Module 2, etc.	Bilateral
Sub-Activity 4.1.4	**Establishment and equipment of PCCC's** Upon acceptance from decision-making level, PCCC's can be set up and equipped in complement to the pilot BCP's. Joint databases development could be envisaged in that framework.	Bilateral

Module 5	Providing Equipment and IT systems

Module 5 has a key role in the framework of this programme, since it will provide support in terms of equipment and IT systems development/purchase, and preparation of designs for upgrading of border infrastructure on the Armenian side of Armenia-Georgia border. The details of necessary equipments and systems will be specified in the preliminary assessment report, in close consultation with representatives from the national border management agencies.

Beyond the establishment of technical specifications and procurement of needed equipment, coordination on needs at the regional (more likely bilateral) level for the purchase will constitute a good example of cooperation. This module also covers training on the use of IT systems.

Recommendations will observe in principle the EC Council conclusion on "i2010" reflecting ICT and related documents concerning the interoperability for Networks for Administrations. This module also covers training on the use of IT systems.

If PCCC's are to be set up, there will be a need to develop/purchase relevant information systems to equip those cooperation offices.

Activities

➤ **Activity 5.1**	**Provision of respective equipment / IT systems and training**	
Description of Activity 5.1	The Activity will aim at providing all equipment and IT systems necessary for the implementation of IBM systems in the SC countries, and support the design of new BCP infrastructure at the Armenian side of Georgia-Armenia border. Procurement will be done based on agreed lists of items needed, identified by the preliminary assessment report in consultation with national stakeholders. Particular attention will be paid at ensuring a minimum level of **compatibility** amongst the beneficiaries, while keeping in mind the necessity not to inter-relate directly Georgia-Armenia and Georgia-Azerbaijan components among themselves. The equipment packages installed shall reflect the cross border needs of Georgia-Armenia and Georgia-Azerbaijan in order to support harmonised operations based on **interoperability** where applicable. The indicative list of equipment to be procured include IT software and hardware solutions for exchange of info on goods and persons, for interagency and cross border info sharing with neighbouring country, as well as modern passport scanners and detection equipment for pilot BCPs, and mobile equipment for trains and ferries. Beneficiaries will be introduced to the benefits of possible joint use of equipment and IT systems.	
Target Group	Operational staff at the Border	
Sub-Activity 5.1.1	**Procurement** Procurement shall be done based on agreed lists of items needed, identified by the Programme Team in consultation with respective	National& Bilateral

	stakeholders. Possibilities of joint use of equipment by the beneficiaries shall be targeted.	
Sub-Activity 5.1.2	**Training** Equipment as identified requires to be operated professionally. Where applicable joint training shall be executed by the provider of the equipment. Although not necessarily qualified in didactical skills the trained staff of the beneficiaries shall be qualified to act as trainers thereafter.	National& Bilateral
Sub-Activity 5.1.3	**Design of Infrastructure** Three border crossing points will be designed on the Armenian side of Armenia – Georgia border, at Bagratashen, Bavra & Gogavan.	National

1.8 Methodology

1.8.1 The methods of implementation

The Programme activities will be implemented through the five modules described above. This **thematic approach** will allow the Programme team to deliver its expertise and transfer knowledge in a **harmonized, gradual** and **coherent** manner while covering optimally the entire scope of what is actually **Integrated Border Management**. This will inter alia, allow tackling in a flexible way:

- All sectors relevant to IBM (not only border police and customs);
- All levels of cooperation and coordination as defined in the EC IBM concept[2];
- Most of the areas to be addressed for the set-up of an IBM System (legal, institutional frameworks, procedures, human resources and training, infrastructures, etc.);
- All geographic levels as prescribed in the Guidelines for Applicants[3].

The whole design of the Programme is meant to ensure that any issue addressed from a specific angle would be tackled **exhaustively**, i.e. from other perspectives as well, due to **strong cross-modular connections**. For instance, new procedures developed within Module 2 (Operational Techniques and Procedures) would be taken into account for the work under:

- Module 1 for the drafting / updating of the relevant national IBM documents;
- Module 3 for the elaboration of possible newly adapted training curricula and pilot programmes (**multiplier effect** systematically applied);
- Module 4 for the implementation of those new procedures at selected pilot BCP's and feedback for possible re-adjustments within other Modules.

For the implementation of the activities, special attention will be paid to the use of **interactive methods** and the identification of **concrete and practical results** as much as possible directly applicable to the local realities. This will allow the beneficiaries to better link themselves with the results obtained and this **strengthened ownership** amongst the beneficiaries in regard to the IBM process will constitute further guarantee for **sustainable effects** of the Programme in the South Caucasus region.

Specific methods of implementation will be applied for the operation of the five modules:

- **Module 1:** Flexible and constant coaching of the decision-making level, facilitating the work of the IBM Inter-Agency Working Groups (or equivalent) in their strategic planning, supporting interactive exchanges at the 3 levels of cooperation and coordination;

- **Module 2:** Very practical and concrete result-oriented work, a number of group works, simulations, fostering inter-agency contacts and exchanges of experiences, constantly linking the theory with practice;

- **Module 3:** Provision of modern methodology for the transfer of knowledge and the preparation of trainings, fostering exchanges of experiences amongst colleagues.

- **Module 4:** In support to all other modules, serving as a laboratory for the implementation of new working procedures, acquainting the operational staff of selected BCP's with the results of their theoretical work in practice.

- **Module 5:** Procurement of equipment and possibly IT systems to be carried out in accordance with UNDP rules and regulations.

The whole set of activities will be adapted according to the findings made through the Preliminary Assessment to be carried out during the Inception phase of the implementation and agreed upon with the European Commission and the beneficiaries. The Inception phase will also include recruitment of the staff and establishment of the offices.

---

[2] Intra-service, inter-agency and international.
[3] National, bilateral and regional levels.

1.8.2 The procedures for follow up and internal/external evaluation

A rigorous **reporting system** will be put in place in order to provide the Programme Team, the European Commission and the beneficiaries with an up-to-date insight on the progress achieved or possible constraints identified during Programme implementation. It will also allow the Programme team to be promptly informed about any external factor that may have an impact on the activities.

For each activity, the experts will be asked to provide the Programme Coordination Unit (PCU) and UNDP Programme Implementation Teams (PIT), as well as the Consortium members, with a consolidated report including recommendations for follow-up and a detailed evaluation of the results made against the sets of indicators defined beforehand. A parallel reporting system may be proposed to the beneficiary countries' decision-making level; this would strengthen further ownership in the SC countries.

Preliminary, Mid-Term and Final Assessment Surveys are foreseen in the programme of activities and will contribute to getting a clear picture of IBM status quo in the SC region. This will constitute an additional tool for monitoring and evaluating the progress made or possible shortcomings and for producing recommendations for follow-up.

Programme structures such as the **3 Steering Committees (STC)** and an **International Advisory Board (IAB)** will directly contribute to the regular evaluation of the programme as well as to the definition of follow-up actions. Those bodies are further described below in **Section 1.8.4**.

The national **IBM Inter-Agency Working Groups (IBM IAWG's)**, or equivalent, to be set up or further strengthened in the SC countries (through Module 1), will also contribute actively to the monitoring and evaluation of the Programme from a beneficiary country's perspective, since those inter-ministerial coordinating bodies are also meant to use the results of the programme for their strategic planning.

1.8.3 Role and participation of various actors and stakeholders

As described above, the Programme team will favor working methods and mechanisms that foster to a high degree the **involvement of all relevant beneficiaries and external actors**. It will, inter alia, be necessary to establish strong partnership links with the beneficiaries and opportunities should be provided to national authorities to follow and comment on the preparation, progress and results of the programme.
For this purpose, the Programme team will seek the nomination of:

- A **National Coordinator (NC)** shall be appointed for each of the three beneficiary countries. He/She will be the direct counterpart / point of contact for the PCU, the PIT and the Consortium Members within the local Public Administration. NCs will take part in the coordination of the implementation and monitoring of the Programme during the sessions of the Steering Committees (STC) from the countries' perspectives.
- **Local Specialised Counterparts (LSC)** will serve as focal points for the main agencies involved in border management in each country. They will, among other, assist the Programme team and their respective National Coordinator in identifying the participants to the different activities to be implemented. LSCs will also be in charge of collecting feedback from the participants for possible follow-up actions.

The nominations and appointment of these persons will be done by the local authorities, as one of the first activities during the Inception phase and the Programme Presentation Missions (Module 1).

The **3 national Steering Committees (STC)** and the **International Advisory Board (IAB)** will allow a direct involvement of all major relevant stakeholders in the framework of the programme. Furthermore, liaison will be kept with major stakeholders like the WCO, UNCTAD, UNECE, BSEC, other EU funded border management programmes (BOMCA, EUBAM) and their respective representatives will be invited to participate in selected events and will be consulted for their expertise to foster cooperation and share synergies.

A regular consultation mechanism between the members of the consortium will established on an informal basis, and the IAB convened in close consultation with the EC as donor., The involvement of the **Consortium Partners** in the action will be described hereafter. In addition to the expertise provided by the

partners, the CIVIPOL (the consulting and service company of the French Ministry of Interior), a pool of EUMS's customs experts as well as international organizations, like the World Customs Organization (WCO), UN Economic Commission for Europe (UNECE), UN Conference on Trade and Development (UNCTAD) will be available. Also, the customs organisations from different EU partner countries, mainly, but not exclusively from **France and Latvia** will provide expertise in all fields, as required by the action.

1.8.4 Management and Organisational Structure

The Consortium:

The present Programme will be implemented by a consortium composed of the following members: the United Nation's Development Programme UNDP in the lead (Applicant / Contractor); the International Centre for Migration Policy Development (ICMPD); the Service de Co-opération Internationale de Police (SCTIP) (French Ministry of Interior); the Polish Border Guard; the Estonian Board of Border Guard; the State Border Guard Service of Lithuania; the Latvian State Border Guard; the Ministry of Interior, Czech Republic.
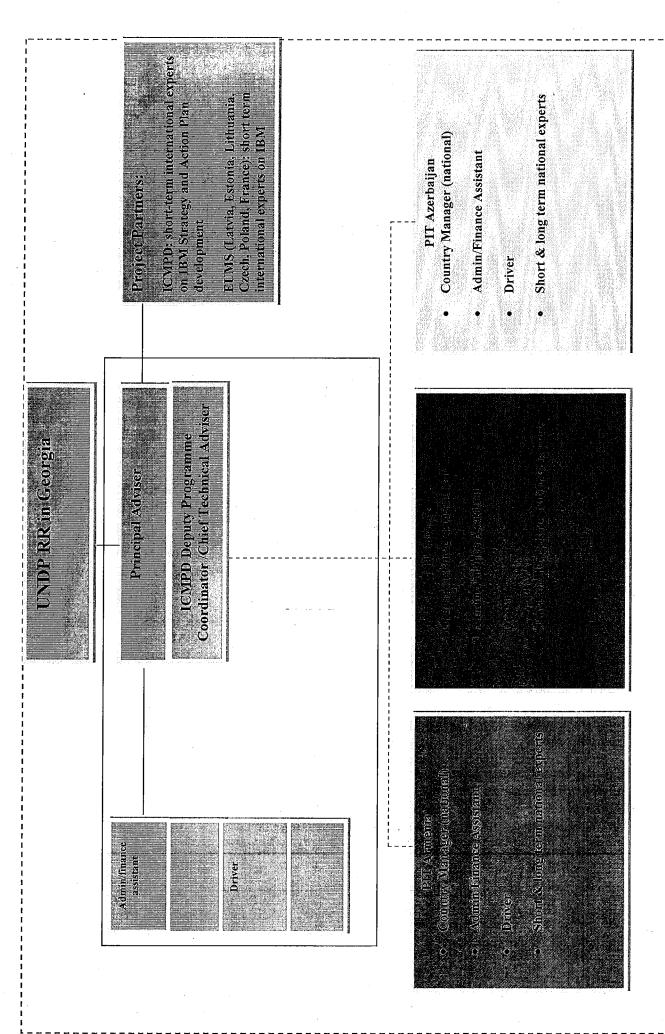
Programme Management Structure of SCIBM:

A **Programme Coordination Unit (PCU)** will be established and placed in Tbilisi (Georgia) to coordinate the overall Programme implementation and support synergies among its activities. The PCU will be placed under the guidance and technical supervision of a Principal Advisor and a **Deputy Programme Coordinator/Chief Technical Advisor (DRC)**, the candidates for the latter will be proposed by ICMPD. The selection of the Principal Advisor will be undertaken by UNDP while the DRC will be selected by ICMPD. The PCU will be supported by an Administrative/Finance Assistant and a Driver.

In addition, **3 Programme Implementation Units (PITs)** will be established in each country and will be responsible for the day to day implementation and management of the Programme activities. The **PITs** in each country will be run by an nationalCountry Manager and support staff consisting of Administrative/Finance Assistant and Driver. Short and long-term national experts will be recruited to support PITs on specific tasks (i.e. legal, IT, security issues, trade facilitation) as need, like streamlining of local legislation with IBM standards, support upgrade of IT system at pilot BCPs. The PITs will directly report to the concerned UNDP Country Offices' management.

Steering Committees (STC) will be formed in each country involving beneficiary institutions, the EC/AIDCO, UNDP and the Programme partners (ICMPD and EUMS). The STCs will convene minimum twice a year, first time after the inception period, to take strategic decisions on the Programme implementation, ensure activity coherence in the respective countries. The STC will provide overall guidance and monitoring of the Programme, assess progress made and support harmonized regional approach where applicable. Representatives of the direct beneficiaries also serve as counterparts to the Programme team and experts, thus ensuring efficient communication links between the STC and the Programme team.

Finally, an **International Advisory Board (IAB)** will be set up. Consisting of interested international stakeholders, this structure will allow a better coordination of all relevant actors in border management and **synergies** at the regional level. The IAB members will ensure that experience and expertise from other programmes is shared with the Programme parties concerned. Through the IAB the Programme will adapt to and support current IBM-developing activities in the region and beyond.

UNDP RR in Georgia

Principal Adviser

ICMPD Deputy Programme Coordinator /Chief Technical Adviser

Project Partners:

ICMPD: short-term international experts on IBM Strategy and Action Plan development

EUMS (Latvia, Estonia, Lithuania, Czech, Poland, France): short term international experts on IBM

Admin/finance assistant

Driver

PIT Azerbaijan
- Country Manager (national)
- Admin/Finance Assistant
- Driver
- Short & long term national experts

PIT Armenia
- Country Manager (national)
- Admin/Finance Assistant
- Driver
- Short & long term national experts

Recruitment of experts and procurement of goods will be conducted according to the UNDP procurement rules and regulations, that will apply throughout the whole duration of the Programme, and in line with the EC-UNDP Framework agreement (FAFA).

Module Leaders:

In parallel with the structure defined for the overall management of the programme, **for each thematic Module a leading partner of the Consortium** shall be identified as **"Module Leader" (ML)**. Module Leaders have the capacity to provide to a large extent in-house expertise on the thematic areas covered by a given module or, if no in-house expertise available, have the possibility to efficiently mobilize external expertise mainly, but not exclusively from other Programme partners. Furthermore Module Leaders are in charge of coordinating efforts of experts, not only in terms of transfer of expertise and methodology, but also in terms of reporting and monitoring.

The **distribution of responsibilities** amongst the Consortium members has been agreed as follows:

	Module title	Proposed Module Leader
Module 1	Raising IBM Awareness & Supporting Strategic Border Management Capacity	International Centre for Migration Policy Development
Module 2	Strengthening of Operational Techniques	Latvian State Border Guard
Module 3	Training and Pilot Programs Development	Ministry of Interior, Czech Republic
Module 4	Establishment of Pilot Border Crossing Points	Direction de la Cooperation International (DCI) General Directorate of National Police, Ministry of Interior of France
Module 5	Equipment and IT Systems	UNDP

For selecting relevant expertise in the framework of the programme, the Consortium partners will make use of their network and pools of experts. Many of them speak Russian and have a thorough knowledge and experience of the region; this constitutes further advantage for the implementation of the activities in the SC.

As partner in the action, **ICMPD**, through its involvement during several years of national and regional IBM project implementation in the Western Balkans, South Caucasus and Central Asia, has been promoting a strong **multi-sector approach in border management**. ICMPD has access to EUMS's experts from *all* relevant fields of IBM, i.e. border police, customs, phyto-sanitary and veterinary services. Required **customs expertise** for the action will be provided from ICMPD's pool of EUMS's customs experts. Customs organisations from different EU partner countries, mainly, but not exclusively from **France and Latvia** have already expressed their readiness, to provide expertise in all fields, as required by the action. In addition, expertise will be provided by the relevant international organizations, like the World Customs Organization (WCO), UN Economic Commission for Europe (UNECE), UN Conference on Trade and Development (UNCTAD).

1.8.5 Attitudes of all stakeholders towards the action

Overall, there is a very positive attitude towards the proposed programme from all concerned parties.

Governments of the SC countries exhibit firm commitment to support the SCIBM initiative, as demonstrated by the signature of a respective ministerial declaration by the three countries on 10th October 2007 in Brussels. Thereafter, beneficiaries' commitment has been reiterated to the UNDP during

various meetings and discussions aiming at elaborating the concrete activities for the proposal at hand. The governments have agreed to nominate their representatives to serve in the Steering Committees (STCs), Inter Agency Working Groups (IAWGs), and trainings. There is a stated interest to participate in respective seminars/workshops and study tours. Besides, representatives from local beneficiaries are interested in getting involved into the process of selection of the respective equipment for the pilot BCP's.

ICMPD has provided substantial input to the programme proposal at hand and the EUMSs have been consulted during the preparation of the concrete programme interventions, also with regard to their role in the action. The commitment of programme partners during this process further evidences their interest and motivation to contribute to the successful outcome of the action.

1.8.6 Anticipated synergies

The UNDP partnership arrangements trigger wide ranging synergies for the benefit of the programme. UNDP has already and is still executing numerous projects related to BM, security, social development and good governance, etc. Border management is one of UNDP's strong areas of engagement in regional cooperation in the Black Sea region and neighbouring countries. Since 2001 UNDP has implemented ten border management projects, in partnership with, among others, Armenia, Azerbaijan, Georgia, Moldova, and Ukraine, with a value of about $100 million. The EU has provided most of the funding.

UNDP's work in border management falls into four main categories:

- **Upgrading border infrastructure**, including: Purchase and installation of computer equipment and software; Purchase of and training on specialized equipment, such as thermo-vision scanners, special destination vehicles, and radio-communication devices; Construction and renovation of facilities
- **Capacity building**, including: Training border guards in human rights standards; Training border guards in the proper treatment of illegal migrants; Training and resources for intelligence-based interdiction; Training in visa management and identification of falsified documentation; Training in proper search and seizure methods; Joint instruction and practical exercises for customs and border guards; Facilitating cross-border collaboration by border and customs services
- **Policy advice on EU-standard border management**, including: Expert advice on customs legislation; Expert advice on drug control frameworks; Expertise on strategic reforms of border guard and customs services
- **Best-practice programme/project management**, including: Complex procurements of technical equipment; Large-scale human resource management, including hiring and payroll

Open but secure borders would ensure the best possible use of new transit infrastructure planned for the region. Border management improvements would also dovetail with the regional trade and investment promotion efforts that international investors and organizations are supporting.

Specifically strong synergy impact will come from using the EUMSs' experience with IBM, as well as UNDP and ICMPD's experience in this field, particularly from EC funded programs as e.g. BOMCA, EUBAM and the EUSR.

Synergies will also be experienced by improved interagency and bilateral communications among the beneficiaries. This will be supported by improved technical interoperability between the existing IT systems on a national level.

1.9 Duration and indicative action plan for implementing the action

The duration of the action will be 45 months. A detailed plan of the activities to be carried out in the remaining months of the programme duration is attached below.

SCIBM

Plan of Activities	2011						2012								
	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep
MODULE 1															
Activity 1.1.4 Final assessment mission													X		
Activity 1.2.1 Joint Bilateral Seminar (GEO - AZB)														X	
Activity 1.2.1 Joint Bilateral Seminar (GEO - ARM)														X	
Activity 1.2.3 Study visit to Slovenia											X				
Activity 1.3.2 Regional Closing Conference															X
Activity 1.4.2 National Inter-Agency Workshops for IAWG: GEO	X														
Activity 1.4.3 Bilateral Workshop (GEO - AZB)															
Activity 1.4.3 Bilateral Workshop (GEO - ARM)				X											
Activity 1.5 Capacity Building (ad-hoc missions)															
MODULE 2															
Activity 2.1.2 Bilateral Study visit to Latvia - IBM Awareness		X													
Activity 2.3.2 National Workshop on Control Procedures (ARM)								X							
Activity 2.3.2 National Workshop on Control Procedures (AZB)							X								
Activity 2.3.2 National Workshop on Control Procedures (GEO)							X								
Activity 2.5.1 Bilateral WS on Devt of Manuals / Border Security (GEO - AZB)				X											
Activity 2.5.1 Bilateral WS on Devt of Manuals / Border Security (GEO - ARM)					X										
Activity 2.5.3 National Devt of common basis for Manuals of Procedures (ARM)									X						
Activity 2.5.3 National Devt of common basis for Manuals of Procedures (AZB)								X							
Activity 2.5.3 National Devt of common basis for Manuals of Procedures (GEO)									X						
Activity 2.6.1 Bilateral Workshop on Cross Border Agreements (GEO - AZB)						X									
Activity 2.6.1 Bilateral Workshop on Cross Border Agreements (GEO - ARM)						X									
Activity 2.6.2 Bilateral Workshop on Coordinated Patrolling (GEO-ARM)												X			
Activity 2.6.2 Bilateral Workshop on Coordinated Patrolling (GEO-AZB)												X			
Activity 2.6.3 National Workshop on Border Surveillance (ARM)										X					
Activity 2.6.3 National Workshop on Border Surveillance (AZB)											X				
Activity 2.6.3 National Workshop on Border Surveillance (GEO)											X				

Activity														
Activity 2.6.3 Bilateral Workshop on Border Surveillance													X	
Activity 2.6.3 Bilateral Workshop on Border Surveillance													X	
Ad - hoc activity. Risk Analysis mission	X													
Ad - hoc activity. Customs mission			X											
MODULE 3														
Activity 3.2.2 National Pilot training Programme (ARM)											X			
Activity 3.2.2 National Pilot training Programme (AZB)									X					
Activity 3.2.2 National Pilot training Programme (GEO)										X				
Activity 3.2.2 Bilateral Pilot training Programme (GEO - ARM)							X							
Activity 3.2.2 Bilateral Pilot training Programme (GEO - AZB)								X						
Activity 3.3.1 IBM movie														
MODULE 4														
Activities 4.1.2 Establishment of Pilot BCPs/ WS (GEO - ARM)			X											
Activities 4.1.2 Establishment of Pilot BCPs/ WS (GEO - AZB)				X										
Activities 4.1.3 Study visit		X												
Activities 4.1.3 Study visit										X				
Ad - hoc activity. IT expert in Armenia		X												

1.10 Sustainability

The promotion of sustainability of Programme interventions is at the heart of designing each proposed activity. Similarly, the sustainability issue will be strongly emphasized over the entire duration of the implementation.

The sustainability and government ownership of the proposed initiatives will be demonstrated by:
- Adoption of the IBM strategies and Action Plans
- Implementing proposed legal changes
- Stipulating inter-agency, bilateral and international cooperation by relevant decrees or MOUs
- Adoption of manuals of procedures to institutionalize improved efficiency at the pilot BCPs.

In each country a national IBM IAWG will be created, if and where needed with the support of the Programme. IAWGs will be composed of representatives from governmental agencies involved in border management in each of the three beneficiary countries. Following Programme completion, it is anticipated that these IAWG will be progressively transformed into national IBM Inter-ministerial Commissions and will continue to be the official body, in charge of border management coordination at national level.

As a part of the capacity building exercise, all equipment and structures will be maintained within the beneficiary agency. Moreover, the programme training component will focus on training of trainers and elaboration of the modern training curricula. These will enable the agencies to maintain the training self-capacity after completion of the programme. Beneficiary agencies will continue operating the equipment and employing trained trainers after completion of the programme.

Therefore, it is expected that the programme achievements will be sustained well beyond the programme lifetime.

1.10.1. Main preconditions and assumptions

It is assumed that the beneficiary agencies will maintain at least the same level of commitment towards the Programme as demonstrated during the implementation of the "Training activities for the preparation for South Caucasus IBM Programme (Lot 7 Framework contract)" and thus provide needed support to the proposed activities; i.e. appointment of the STC representatives, IAWG members, designation of the workshop/seminar participants, TOT staff, identification and endorsement of pilot BCPs and supervision that the approved SOPs and manuals are being used at operational level.

It is assumed that after adoption of the IBM strategies and Action Plans by the Steering Committees (STCs), they will be formally adopted by the authorities as well. However, if the formal adoption is delayed, it is assumed that implementation of the elements of the Strategy and Action Plans on pilot BCPs will, nevertheless, take place.

It is assumed that UNDP together with its partners will have no delays in identifying and securing the necessary expertise and equipment.

1.10.2. Risk analysis

The matrix below details the character of some key risks that might be relevant to the programme. The matrix also provides the level of risk severity (low, medium, high). The section below the matrix reflects some actions by the programme to mitigate the identified risks.

	Character of Risk	Risk type	Severity
1	Lessening Government commitment towards implementing IBM	Political	Low
2	National and/or bilateral tensions	Political	Medium
3	Frequent changes of governmental officials, both at senior and at working levels	Political	Medium
4	Delay with a formal adoption of elaborated IBM strategy and Action Plans	Political	High
5	Lack of cooperation among involved agencies	Political	Low
6	Limited capacity of the IAWGs to provide results timely	Socio-Economic	Medium
7	High turnover of the IAWG members	Socio-Economic	Low
8	Limited local training capacity	Socio-Economic	Medium
9	Limited initial understanding of the majority of agencies' staff on the IBM related issues and newly designed SOP	Socio-Economic	High
10	Equipment malfunctions	Physical	Low

1. *Lessening Government commitment towards implementing IBM:* At present governments of the SC countries exhibit sound commitment and interest to implement IBM. In case unforeseen circumstances lessen the current commitment, this may affect the implementation. In particular, delays may occur with forming of SCT, IAWG, securing the agencies participation in national seminars and workshops, adoption of the strategy, etc.

Mitigation Measure: The programme team will permanently focus on raising awareness of the decision makers on the matters concerned, however, in case there are early signs of lessening the interest, the immediate involvement of senior officials from UNDP, EC, and EUMS will be secured.

2. *National and/or bilateral tensions:* Potential national, and/or bilateral tension will have a negative consequence over implementation of the activities, since one of the major components of the initiative is to foster inter-agency and bi-lateral cooperation. Any problem with the cooperation will hinder the successful outcome of the programme.

Mitigation Measure: The programme team will make all efforts to raise awareness of the senior decision-makers on the importance and usefulness of international cooperation. Involvement of senior officials from UNDP, EC, and EUMS will be secured if needed.

3. *Frequent changes of governmental officials, both at senior and at working levels:* The high turnover may hinder the programme activities, since the staff members represent direct beneficiaries and counterparts of the programme.

Mitigation Measure: The programme team should organize special meetings with the newly nominated staff members to provide necessary background information. To avoid delays with programme implementation this, the programme staff will strive to explain to the newly arrived staff that the programme is actually helping in implementation of their core responsibilities.

4. *Delay with a formal adoption of elaborated IBM strategy and Action Plans:* Even though, the IBM strategy and Action Plans will be elaborated by the respective agencies, the risk exists, that the formalization of the documents takes longer then expected. It may occur due to a general and typical resistance within the political institutes to take on formal commitments.

Mitigation Measure: UNDP together with its partners will take active measures to convince the national authorities on the importance of the formalized IBM strategy and Action Plans. This will include but be not limited to the interference of the UNDP senior management to an extent possible. Although, even if the adoption of the documents takes longer then expected, the UNDP will make all efforts to, yet, apply the elements from the strategy and action plans in pilot BCPs and pilot programmes.

5. *Lack of cooperation among involved agencies:* Establishment of the IBM system requires a close cooperation among the respective agencies. Therefore, if such cooperation is hindered by certain (political or selfish) considerations, this may lead to a disharmonized approach in the IAWGs and STCs. This will negatively influence the advancement of the IBM agenda.

Mitigation Measure: UNDP and its partners will ensure interference of the national authorities at more senior level (i.e. National Coordinator) to ensure settlement of the disagreements at a high level.

6. *Limited capacity of the IAWGs to provide results timely.* The staff nominated to serve in the IAWG may lack necessary capacity to provide results of an adequate quality in a relatively short time span. This may be a result of a limited commitment, or of a limited expertise in the IBM related aspects. This, in turn, may lead to delays in producing sound results.

Mitigation Measure: During the initial meetings and interviews with the decision-makers the programme staff will make additional efforts in convincing the senior authorities to nominate the most qualified and committed staff to serve in the IAWGs. The programme will organize a number of introductory and awareness raising activities with the IAWG members. Capacity building of the IAWG members will be emphasized during these events. In addition, during the IAWG working process the international experts will be in charge of guiding and supervising the work of the IAWGs and will be available regularly for counseling and advice, while fostering to the maximum extent ownership of the process amongst the beneficiaries.

7. *High turnover of the IAWG members.* A possible turnover of the IAWGs members may lead to delays with elaboration of the strategy and action plans due to the need to familiarizing the new members with the requirements.

Mitigation Measure: All necessary actions will be taken, in order to clearly explain, at the beginning of the action, that it is crucial that members IBM IAWG's stay at and are supported in their functions, which is a prerequisite for a smooth implementation. In case members would be changed, the programme team will take the responsibility of discussing the requirements, individually coaching the new IAWG members and bringing them up to speed of the IAWG work.

8. *Limited local training capacity:* Considering the limited experience of the SC countries in the contemporary IBM related aspects, identification of the relevant training institute and/or trainers may be a challenge.

Mitigation Measure: The programme team will make extra efforts to convince the senior authorities to nominate the most qualified staff for the TOT purposes. In addition, in case one national training institute cannot be identified in the countries, the training function may be divided with several national training institutes.

9. *Limited initial understanding of the majority of agencies' staff on the IBM related issues and newly designed SOPs* may lead to the resistance of the agencies staff to comply with the SOPs.

Mitigation Measure: The programme team will make additional efforts to secure commitment of the decision-makers to implement the new SOPs. In addition, by daily cooperation and coaching the programme will ensure raising awareness of the IBM strategies/action plans and SOPs with the personnel of the pilot BCPs. Furthermore, the programme team will ensure that the decision-making level is constantly informed about the progress made during the WS and its related results (including SOP's), in order to secure their ongoing needed support.

10. *Equipment malfunctions:* Equipment malfunction may lead to hampering efficiency of the BCP's operation.

Mitigation Measure: The warranty terms will be carefully elaborated before the procurement decision is made. In case of malfunction of the equipment, the physical repair will be requested in compliance with the warranty and the staff will be trained on maintenance and, partly, mending delivered equipment.

1.11 Logical framework

Logical Framework for the project

ANNEX 3: LOGICAL FRAMEWORK

Note: SCIBM is made out of 6 components: 1 regional (Ar, Az, Geo), 2 bi-lateral (Ar-Geo, Az-Geo), 3 national (Ar, Az, Geo).

This logical framework reflects the complete program with all its components. Activities for this Programme are composed of 5 Modules. These are reflected in the logical framework. The detailed approach is given in the Proposal.

	Intervention logic	Objectively verifiable indicators of achievement	Sources and means of verification	Assumptions
Overall Objective	To enhance inter-agency, bilateral and regional co-operation between the SC countries, EUMS and other international stakeholders; and to facilitate the movement of persons and goods across borders while at the same time maintaining secure borders.	· Meetings of interagency working groups, both at national and bilateral/ regional level take place at regular intervals · Reduced border processing times at pilot BCPs · Information exchange among agencies is continuous · Increase in detection of cross-border crime cases	· Bilateral country cooperation agreements · Reviews of the implementation of ENP Action Plans. · Programme Preliminary, Mit-term and Final Assessment Reports · Assessment reports by governments and international organisations; · Interviews with users as private sector representatives · Statistics on detected cross-border crimes	Continued commitment of the beneficiaries to implement Integrated Border Management (IBM).
Specific objective 1	To enhance strategic border management capacities with the goal of developing IBM systems	· In the short-term: At the end of the programme the beneficiary countries will have an IBM Strategy, a related Action Plan and will have piloted IBM activities. · In the mid-to long-term: Armenia, Azerbaidjan and Georgia will benefit from enhanced border management capacities due to a functional IBM system.	· IBM Strategy and Action plan in the three beneficiary countries · Programme documentation · Programme Preliminary, Mit-term and Final Asessment Reports	· Commitment of SC states on bi-lateral cooperation · Access to key decision makers in the beneficiary administrations.
Specific objective 2	To develop and establish broad BCP level procedures and operations	At the end of the programme: · The efficiency of interagency and international cooperation will be increased. · The updated manuals of precedures will be available in the countries	· Reports of field visits to pilot BCPs · Programme Preliminary, Mit-term and Final Asessment Reports · Assessment studies indicating an increased efficiency observed by users and target groups. · Routing slips at the pilot BCPs, indicating processing times · Manuals of procedures and SoP	Commitment of the beneficiaries to implement and maintain the procedures beyond programme duration.
Specific objective 3	To demonstrate the benefits of IBM via the implementation of pilot programmes	At the end of the programme, decision-makers of all border agencies and operational staff at pilot BCPs will have actively participated in IBM pilot activities and will maintain and further promote IBM implementation beyond duration of the programme.	· Programme documentation · Written evaluation report · Programme Preliminary, Mit-term and Final Asessment Reports	Political will to develop and uphold IBM systems remains high
Specific objective 4	To deliver equipment for pilot BCPs for implementation of IBM.	At the end of the programme technical equipment for border management, has been procured and installed and selected staff has been trained on the use and maintenance of equipment. Border police officers perceive that the implementation of IBM related tasks has been made easier through the procured equipment.	· Interviews by the programme team at the end of the programme as part of the programme's final evaluation (final programme report). · Programme Preliminary, Mit-term and Final Asessment Reports	Procured equipment works according to the technical specifications.
Specific result 1	Strategic border management capacities have been enhanced through the support to the development and piloting of operational IBM systems.	At the end of the programme: · Beneficiary countries will have established a complete national inter-ministerial coordination mechanism for Border Management · Strategic orientations for the implementation of IBM will have been defined and their implementation on the field started	· Decisions on the establishment of National IBM Inter-Agency Working Groups (or equivalent) · IBM Strategy and Action Plans · Reports from the beneficiary participants involved in the programme · Programme Preliminary, Mit-term and Final Asessment Reports	· Willingness of National Authorites to maintain IBM inter-agency coordinations methansms · Constant support of the National authorities to the work of the IBM coordinating bodies and beyond the programme duration
Specific result 2	Broad border crossing procedures have been developed and established	At the end of the programme: · Staff of border agencies will have been informed about IBM and good practices in terms of border management · The programme beneficiaries will have developed (joint) procedures and a set of standardised templates and forms	· Manuals of procedures · Pprogramme documentation · Decisions for the adoption of new (joint) procedures · Programme Preliminary, Mit-term and Final Asessment Reports · Statistics from the pilot BCPs	Agreed cooperation procedures remain in place beyond programme duration.

Logical Framework for the project

Specific result 3	Pilot programmes have been implemented and benefits of IBM have been demonstrated.	At the end of the programme: · Operational staff, among others at pilot BCPs, will have experienced the implementation of IBM in their day-to-day work. · At the end of the programme at least 90% of the same operational staff will acknowledge the benefits of IBM.	· Interviews by the programme team at the end of the programme as part of the programme's final evaluation (final programme report). · Reports from the field staff members · Programme Preliminary, Mit-term and Final Assessment Reports · Statistics from the pilot BCP's	Continued commitment of the beneficiaries to implement Integrated Border Management (IBM).
Specific result 4	Pilot BCPs are better equipped.	At the end of programme, a number of pilot BCPs, out of which at least two bi-lateral ones (GEO-ARM & GEO-AZB), will have been equipped (The exact number of the pilot BCP's to be determined at the inception phase of the programme)	· Inventory of equipment needs · Procurement notices · Invoices · Programme Preliminary, Mit-term and Final Assessment Reports	Procured equipment works according to the technical specifications.

Logical Framework for the project

Activities	Means	Sources of information	Assumptions
Module 1: Raise IBM Awareness & support Strategic Border Management Capacity · Activity 1.1.: Perform IBM Assessment and prepare a detailed workplan · Activity 1.2.: Raise IBM Awareness for Decision-Makers · Activity 1.3.: Raise public awareness and give visibility to the programme (IBM Public Outreach) · Activity 1.4.: Support the development of IBM Systems	**Human resources:** · One Regional Coordination Unit incl. one regional coordinator and one deputy regional coordinator · Three PIT country managers · International short-term experts on specific topics · National experts per country (IT, legal, etc.); **Equipment:** · Equipment for pilot BCPs, beneficiary institutions and programme offices	· programme documentation and workplan · Preliminary, mid-term and final assessment reports · Minutes and reports of seminars, workshops and conferences · Various analytical publications · IBM related public awareness and programme visibility materials, including website, leaflets, movies and computer animations and multilingual signboards · IBM Strategy and Action Plan in each country	· Access to relevant information for the IBM assessment · Willingness of all stakeholders to participate in awareness raising events · Continued commitment of programme beneficiaries to the set up and implementation of IBM systems
Module 2: Strengthening Operational Techniques & Procedures · Activity 2.1.: Organise workshops - IBM Awareness for Operational Staff · Activity 2.2.: Organise workshops - Exchange of Information and Networking (Contact Points) · Activity 2.3.: Organise workshops - Control Procedures (Regular Workflow and Contingency procedures) · Activity 2.4.: Organise workshops - Risk Analysis and Management · Activity 2.5.: Green and Blue Border Control · Activity 2.6.: Develop Manuals of Procedures		· Programme documentation and workplan · Programme Preliminary, Mit-term and Final Asessment Reports · Workshop conclusions and reports · Manuals of procedures · Standard formats for risk analysis reports and information exchange · Draft agreements	· Availability of staff to participate in workshops · Staff continuity · Willingness of beneficiary agencies to implement expert recommendations
Module 3: Training and pilot rogrammes Development · Activity 3.1.: Provide training of trainers (ToT) / methodology and development of common basis for possible bilateral training programmes · Activity 3.2.: Further develop training curricula and implement pilot training programmes · Activity 3.3.: Produce/ acquire specific media for the trainings		· programme documentation and workplan · Training curricula and materials · Reports on pilot training programme · Training media · Reports and recommendations	· Availability of trainers to participate in ToT activities. · Reasonable staff continuity among trainers.
Module 4: Establishment of Pilot Border Crossing Points · Activity 4.1.: Establish pilot BCPs		· Programme documentation and workplan · Records about reduced processing times · Programme Preliminary, Mit-term and Final Assessment Reports	· Sufficient staffing of the selected pilot BCP's.

Logical Framework for the project

Module 5: Providing Equipment and IT systems	· Activity 5.1.: Procure and provide equipment / IT systems and training	· Programme documentation and workplan · Equipment list · Procurement notices and invoices · Programme Preliminary, Mit-term and Final Assessment Reports	· Timely delivery of equipment. · Equipment delivered in line with the technical specifications
		Total cost of the action: EUR 6.316.000 Human resources: EUR 3.529.580 Travel: EUR 213.550 Equipment and supplies: EUR 1.431.000 Local office/ action costs: EUR 185.600 Other costs: EUR 543.073,70 Administrative costs: EUR 413.196,30	Pre-condition before programme start: Relative politicial stability at national and regional level.