

Country: Georgia

United Nations Development Programme

Project Document

Project Title

Better coordination of protection of the land border between Georgia and Azerbaijan

Expected Output(s):

Capacity of Border Management agencies in Georgia and Azerbaijan enhanced

Implementing Partner:

UNDP

Responsible Parties:

UNDP, International Center for Migration Policy Development (ICMPD)

Brief Description

The overall objective of the action is to improve operational capacities of the border agencies of Azerbaijan and Georgia by organizing and carrying out coordinated operations at land border with eventual positive impact on overall security in the region and whole Europe. The project also aims to strengthen cooperation between Georgian Border Police and Azerbaijani State Border Service and introduce EU best practices in the field of land border protection through four major activities: 1) establishment of coordination mechanism; 2) conduct of coordinated operations at the border; 3) development and delivery of training programme and 4) Provision of modern infrastructure and equipment.

Programme Period:	2014-2017
Key Result Area (Strategic Plan 2014-2017):	Outcome 3, output 3.6
Atlas Award/Output ID:	00082153/00091186
Start date:	1 Oct. 2014
End Date	1 Oct 2017
Management Arrangements	DIM

AWP Budget:	3,405,337.06 USD
Total resources required:	3,405,337.06 USD
Total allocated resources:	3,405,337.06 USD
• Regular	
• Other/ EC:	2,858,958.68 USD
UNDP	N/A
Government	546,378.38 USD
Unfunded budget:	
In-kind Contributions	

Agreed by UNDP:

Niels Scott
UNDP Resident Representative

Date:

Agreed by Ministry of Internal Affairs of Georgia:

Vakhtang Gomelauri
Minister

Date:

I/ SITUATION ANALYSIS

In recent years, significant progress has been achieved in the two countries towards introduction of the Integrated Border Management (IBM) principles, enhancement of inter-agency and bilateral co-operation. Due to a focused approach of national governments and international assistance, procedures at the border crossing points (BCPs) were significantly improved creating a proper balance between security and facilitation of movement. However, illegal migration, smuggling and other threats for border security cannot be prevented having porous land borders between BCPs.

Total length of Georgian-Azerbaijani border is 446 km. There are five border crossing points at the border – two international land border crossing points, two interstate land border crossing points and one railway crossing point. The land border section is mixed in geographical character. It runs in valleys, desert, on the lake and a small section of the border lies in the high mountainous area of the Caucasus. Currently, the land border segments are protected by two Border Detachments operating at 20 border posts from Azerbaijani side and by three Border Police Regional Offices and 20 border sectors from Georgian side.

The border represents the old soviet administrative boundary line. The negotiations between the two countries on delimitation of the border, i.e official, international agreement on border line, are ongoing and only 2/3 of the border is agreed upon. Hence, the border is not demarcated either, i.e. there are no border marks or signs along the border.

In general, the Georgian side of the border can be characterized as extremely underdeveloped. In terms of infrastructure, only about a quarter of all infrastructures have the minimal, elementary conditions for human beings to carry out their service. About 75% of all infrastructures, however, are mainly made up of shacks, unfit for secure and human existence, all the more for keeping weapons and other security equipment in a safe way. Metal containers are used by staff for resting without proper ventilation or heating.

At the Azerbaijani side the infrastructure seems to be in acceptable condition with minor deficiencies (like no running water, old heating system etc.) at some of the places.

The identified border segment for the project, is located on territory of the Pirosmeni and Sabatlo border sectors of the Dedoplistsqaro Border Police Regional Office on Georgian side and at Kapanakchi settlement of Zagatala region through Qindirga settlement of Qakh region on Azerbaijani side. It is a particularly porous segment of the border. In particular, considering the weather conditions, it is possible to cross border on feet or by horse and/or with 4-wheel drive vehicles along 85% of the border.

There are several general factors that have an adverse impact on overall border security in the countries. Territories of Azerbaijan and Georgia are increasingly used by third country nationals as the transit route on their way to final destinations in Europe. Consequently, the attempts of illegal migration and human trafficking are on a rise. Putting into operation Baku-Tbilisi-Kars railway would also increase the number of passengers crossing the state borders and would require enhanced capacity and good cooperation of border guards to deter criminal activities.

Cooperation between the border services of Azerbaijan and Georgia is improving. The main problem lies in the different structural situation in the two countries: in Georgia, there are two services controlling the border: the Patrol Police Department (PPD) of the Ministry of Interior is responsible for the control of BCPs and the Border Police Department is responsible for the control of the land and maritime border. In Azerbaijan the State Border Service is an independent service, implementing the control of the whole border: BCPs as well as the land and sea border sections. Its commander is subordinated only to the Prime Minister, raising the level of this service to the level of a Ministry. Both the difference in the level of the structure as well as the incompatibility of the heads of the services and departments makes it difficult to maintain a fruitful cooperation. However, lower in the structure, at regional or local level of command, the systems can fully cooperate.

Therefore authorities of both countries decided to develop and implement this joint project that would assist governments of Georgia and Azerbaijan to strengthen cooperation also at the land borders.

The border cooperation between Azerbaijan and Georgia is presently regulated on the basis of the following bilateral legal framework:

- Agreement between Azerbaijan and Georgia of 3rd February 1993 on "Visa free entry /exit of citizens of Azerbaijan and Georgia"
- Intergovernmental agreement between Azerbaijan and Georgia of 18th February 1997 "On cooperation on Border issues" and three protocols deriving from this agreement:
 - Protocol between Ministry of National Security of Azerbaijan and State Border Department of Georgia dated 26.03.02 on "Cooperation in investigation and search operations";
 - Protocol between Ministry of National Security of Azerbaijan and State Border Department of Georgia dated 26.03.02 on "Cooperation in border control at the State Border between Azerbaijan and Georgia";
 - Protocol between Ministry of National Security of Azerbaijan and State Border Department of Georgia dated 26.03.02 "On procedures for an information exchange between Azerbaijan and Georgia on situation at the border".

Draft agreements on "Border crossing points at the state border" and "Border delegates' activities" are prepared and currently being considered by the leaderships of the two agencies.

In Georgia, border staff receives professional training at the Police Academy. Border Police Faculty of the academy trains and re-trains personnel of Border and Patrol Police working at state borders of Georgia. In addition, the faculty is responsible for preparation of teaching materials. Currently, Border Police Faculty conducts the following basic training and retraining courses: Special basic course for border guards of Land Border Protection Department of Border Police for new recruits, who are appointed at ordinary position; Basic course designed for border Controllers of Border-migration Control Division of PPD. Re-training courses for Border Controllers of Border-migration Control Division of PPD and shift leaders in the fields of legislation, travel documents, and management.

In general, these trainings are of high quality, but more support is required to mentor instructors in modern pedagogical methods and ensure targeted development of professional capacities of staff serving at land border through advanced training, on-the-job training as well as specialized skills training.

III/ BENEFICIARIES AND TARGET GROUPS

In Georgia, the main beneficiary is the Border Police Department of the Ministry of Interior, which is responsible for protecting the land border segment of the state border. In the Republic of Azerbaijan the main beneficiary of the project is the State Border Service (SBS) which has sole responsibility to protect the state border of the country.

Supporting them in capacity building will have a positive impact on their everyday activities related to border security. The relevant institutional framework and the organizational capacity in the respective authorities of both countries were assessed during the feasibility study on the present project conducted by the EU experts. Local commitment to the project and ownership of the process was found sufficient for the planning and implementation. In addition, the commitment and ownership of both governments had once again been confirmed with the active cooperation and communication with regard to the present initiative within the EU Eastern Partnership IBM panel, which is a standing body to discuss IBM related issues between the EU and six eastern partnership states, including Georgia and Azerbaijan.

III/ STRATEGY

The government of Georgia is interested in strengthening IBM system, involving all border institutions in the country.

From strategic and legal perspectives, the Project aims to support the governments of the two countries in their efforts to further align border-related legislation and procedural base with EU IBM principles, in line with Action Plans developed. Moreover, the Project will provide assistance in analysing and reviewing strategies and Action Plans in order to update its provisions, as appropriate, to the changing environment.

The main objective of the project is development of the operational capacities of the border authorities in Azerbaijan and Georgia to create and apply mechanism of Coordinated Operations at land border between the countries with eventual positive impact on overall security situation in the region and whole Europe.

Specific objectives of the project are to support institutional development and capacity building of the Georgian Border Police and State Border Service of Azerbaijan, including building capacity to conduct coordinated and joint actions and exchange of information as appropriate as well as to improve their operational capacities through provision of better infrastructure and modern technology.

Project activities will be piloted at the part of the border that lay from Kapanakchi settlement of Zagatala region through Qindirga settlement of Qakh region on Azerbaijani side and on territory of the Pirosmeni and Sabatlo border sectors of the Dedoplistsqaro Border Police Regional Office on Georgian side.

It is anticipated that the experience gained during the implementation of the project would be replicated by the Border Agencies of Georgia and Azerbaijan at other parts of the state border.

Enhancing security at border requires provision of modern infrastructure and equipment; well-defined intra-Agency, inter-Agency and international cooperation and information sharing between Border Services; professional skills training and zero tolerance of corruption.

The project seeks to meet all of the above requirements, in order to achieve the ultimate goal of contributing to enhancement of border security, and in so doing meet the overall objective of the introduction of European standards of IBM at the land border.

The Project will reach these objectives by taking a bilateral and national approach. Subsequently, support will be provided to the relevant BM agencies through training and workshops on the best BM practices in the Europe. The sharing of expertise from EU Member States and relevant international agencies will play an instrumental role in ensuring effectiveness of these activities.

The Project will be implemented through four major activities. This thematic approach will allow the Project 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 an IBM.

The whole design of the Project 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.

The four activities are as follows:

- Activity 1:** Establishment of Coordination Mechanism and awareness raising
- Activity 2:** Coordinated operations at the selected part of the land border including improvement of land border protection and control procedures
- Activity 3:** Development and delivery of the comprehensive training program
- Activity 4:** Infrastructure and Equipment

It is anticipated that at the end of the action, the following results will have been achieved:

Cooperation between Georgian Border Police and Azerbaijani State Border Service is strengthened. Operational capacities of the beneficiaries to implement coordinated activities such as observation, exchange of information and training is enhanced.

EU best practices in the field of land border protection are introduced.

Improved coordination of operations at selected part of the border and improved surveillance of the border.

Training programs for the border guard agencies of two countries are in place and use.

Pool of Trainers to conduct training according to the new training program is created.

Modern infrastructure and equipment is provided based on prior detailed needs assessment. Specialised equipment is installed and operational.

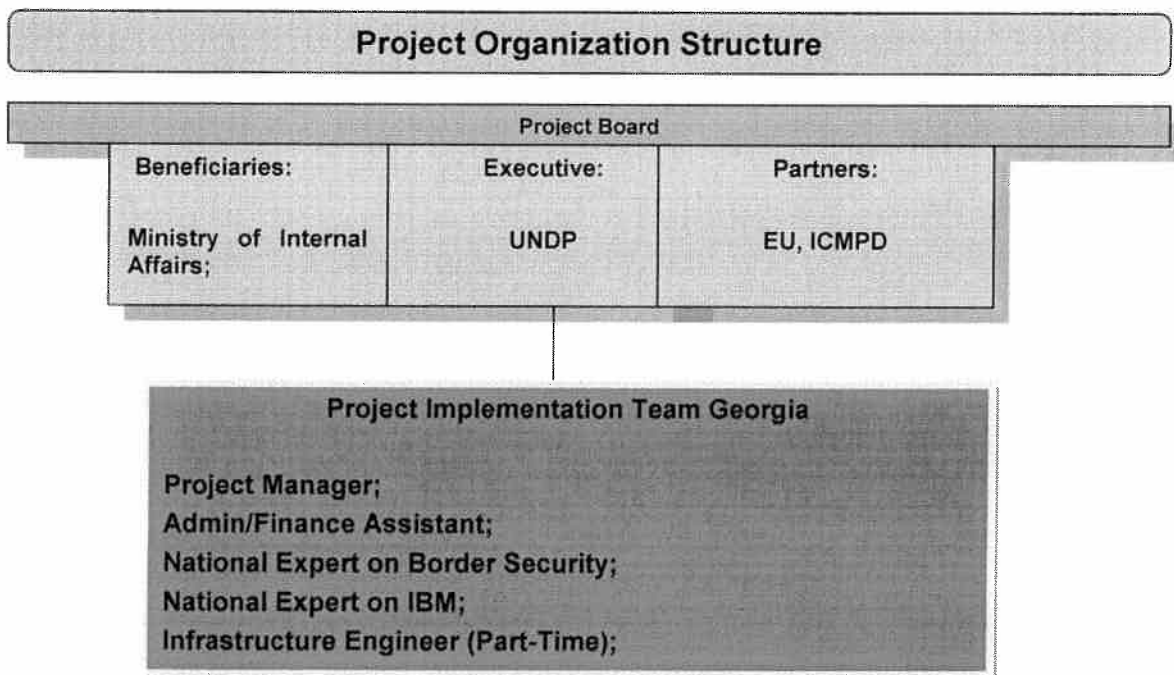
Border service staffs in Azerbaijan and Georgia are trained in the use and maintenance of the new equipment.

IV/ MANAGEMENT ARRANGEMENTS

UNDP Georgia will take overall responsibility for quality assurance and administration, including narrative and financial reporting. The project will be implemented under Direct Implementation Modality.

Two project teams will be established, one in Georgia and one in Azerbaijan, each comprising a Country Manager, two national experts in Georgia and three – in Azerbaijan, a Finance/Admin Assistant and a Driver. In addition to this, the project teams in both countries will also include part-time Infrastructure Engineers. A Country Manager will lead each project team, and report directly to nominated individuals within their respective UNDP Country Offices.

Steering Committee meetings will be held on a semi-annual basis in each country, comprising the relevant decision makers from border management agencies, as well as representatives of UNDP, the European Commission, and invited observers representing EU Member States.



V. RESULTS AND RESOURCES FRAMEWORK

Partnership Strategy: Project will be implemented in close collaboration with the Ministry of Internal Affairs of Georgia and any other national ministry or agency relevant to Border Management. The ICMPD and respective agencies from EU member states will provide technical support to the national stakeholders.				
Project title and ID (ATLAS Award ID): Land Border Management - 00082153				
INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESP. PARTIES	INPUTS
<p>Capacity of Border Management agencies in Georgia and Azerbaijan enhanced</p> <p>Baseline: Border Cooperation agreement between Georgia and Azerbaijan is in place. International agreement on border delegates between the two countries should be endorsed as well as additional protocols on cooperation updated. Poor infrastructure on Georgian side of the border, lack of adequate equipment.</p> <p>Activity 1 Indicators:</p> <ul style="list-style-type: none"> - Agreement on border delegates between Georgia and Azerbaijan enforced and operationalized. - EU Best Practices of border guarding and border surveillance presented to senior operational staff 	<p>Target 2014</p> <ul style="list-style-type: none"> - Project Inception Report; Project Workplan <p>Target 2015</p> <ul style="list-style-type: none"> - Coordination mechanism between GBP and SBS established; - Specific Training Program is elaborated and at least 15 senior border staff are trained; - At least 10 Border officials are exposed to EU best practice of land border surveillance; <p>Target 2017</p> <ul style="list-style-type: none"> - Expert Assessment Report drafted and recommendations for further development elaborated; 	<p>Activity 1: Establishment of Coordination Mechanism and awareness raising</p> <p>Inception Phase Planning & Coordination</p> <p>Creation and support to the work of bilateral cooperation mechanism</p> <p>Development and delivery of the specific training programs for staff of the relevant units.</p> <p>Two study visits to EU Member States.</p> <p>Final Assessment</p>	<p>UNDP, ICMPD</p>	<p>Project staff; International Center for Migration Policy Development (IC-MPD);</p> <p>Border Experts from EU Member States;</p> <p>Border Surveillance Equipment;</p> <p>Buildings and infrastructure for land border sectors;</p>
<p>Activity 2 indicators</p> <ul style="list-style-type: none"> - Coordinated patrolling by Georgian and Azeri border guards conducted on a regular basis. 	<p>Target 2015</p> <ul style="list-style-type: none"> - Recommendations for joint approach to strengthening border surveillance; - Recommendations for creation of coordination mechanism on investigation of trans-border crimes; <p>Target 2016-17</p> <ul style="list-style-type: none"> - Improved exchange of information between the border agencies and possible coordinated patrolling operations conducted; 	<p>Activity 2: Coordinated operations at the selected part of the land border including improvement of land border protection and control procedures</p> <p>Risk assessment and development of a joint approach in strengthening the control in identified areas.</p> <p>Implementation of coordinated approach between the relevant services on investigation of trans-border crimes at the state border between the countries.</p> <p>Support in conducting coordinated activities in the sphere of observation and experience exchange among relevant units of the border agencies of Georgia and Azerbaijan.</p>		
<p>Activity 3 indicators</p> <ul style="list-style-type: none"> - at least 50 senior and operational staff actively participating at the national and bilateral workshops - Positive feedback of staff on professional skills development training - Training programs for the border guard agencies of two countries are in place and use 	<p>Target 2015</p> <ul style="list-style-type: none"> - Report on training needs; <p>Target 2016-17</p> <ul style="list-style-type: none"> - Training Program drafted. Pool of Trainers identified. At least 15 trainers are trained in different thematic areas; - At least 60 senior and operational staff participate at training; 	<p>Activity 3: Development and delivery of the comprehensive training program</p> <p>Conducting of the needs assessment in both countries on current training needs of relevant services.</p> <p>Development of the Training Program (TP).</p> <p>Training of Trainers (ToT).</p> <p>Bilateral and National Trainings.</p>		

Partnership Strategy: Project will be implemented in close collaboration with the Ministry of Internal Affairs of Georgia and any other national ministry or agency relevant to Border Management. The ICMPD and respective agencies from EU member states will provide technical support to the national stakeholders.

Project title and ID (ATLAS Award ID): Land Border Management - 00082153

INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESP. PARTIES	INPUTS
<p>Activity 4 indicators</p> <ul style="list-style-type: none"> - New Sector offices built and provided to the project area sectors - Specialised equipment is installed and operational; Border staff trained in the use and maintenance of the new equipment. 	<p>Target 2014</p> <ul style="list-style-type: none"> - List of needed equipment and infrastructure prepared; Technical specifications for infrastructure drafted; <p>Target 2015</p> <ul style="list-style-type: none"> - Construction of two sector office buildings; <p>Target 2016-17</p> <ul style="list-style-type: none"> - Provision and installation of specialized equipment; 	<p>Activity 4: Infrastructure and Equipment</p> <p>Conducting needs assessment of the required additional infrastructure, analysis of the current equipment needs of selected land border segment; Development of the Technical Specifications for the construction of the additional infrastructure.</p> <p>Upgrading of specialized infrastructure</p> <p>Procurement, delivery and installation of specialized equipment for border management, in line with needs assessment</p> <p>Delivery of the training programs on use and maintenance of the procured equipment</p>		

VI. MONITORING FRAMEWORK AND EVALUATION

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

Within the annual cycle

- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.
- An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted, a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, a Quarterly Progress Reports (QPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.
- a project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project
- a Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

Annually

- **Annual Review Report.** An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board and the Outcome Board. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.
- **Annual Project Review.** Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.