



Annex I to Contract No DCI-ASIE/2011/268-512

**THE EUROPEAN UNION'S
BORDER MANAGEMENT PROGRAMME IN CENTRAL ASIA
(BOMCA)**

**Phase 8
Action duration: 36 months**

**Description of the Action
June 2011**

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Abbreviations

ADAM	Automated Donor Assistance Mechanism
BCP	Border Crossing Point
BO	Border Outpost
BOMBEL	Border Management in Belarus
BOMCA	Border Management Programme in Central Asia
BOMNAF	Border Management in Northern Afghanistan
CA	Central Asia
CABSI	Central Asia Border Security Initiative
CADAP	Central Asia Drug Action Programme
CAREC	Central Asia Regional Economic Cooperation
CARICC	Central Asia Regional Information Coordination Centre
CIS	Commonwealth of Independent States
CM	Country Manager
CO	Country Office
DCM	Deputy Country Manager
DCA	Drug Control Agency
DPU	Drug Profiling Unit
DRM	Deputy Regional Manager
EU	European Union
EUBAM	European Union Border Assistance Mission to Moldova and Ukraine
EurAsEc	Eurasian Economic Community
GBO	Gorno Badakhshan Autonomous Oblast
HQ	Headquarters
IAWG	Inter Agency Working Group
IBM	Integrated Border Management
ICMPD	International Centre for Migration Policy Development
IOM	International Organization for Migration
OSCE	Organization for Security and Cooperation in Europe
RATS	Regional Anti-Terrorist Centre
RRM	Rapid Reaction Mechanism
RPM	Regional Programme Manager
RPMO	Regional Programme Management Office
SCIBM	Southern Caucasus Integrated Border Management
SCO	Shanghai Cooperation Organisation
SNA	Senior National Advisor
TACIS	Technical Assistance for the Commonwealth of Independent States
TIR	Transports International Routiers
TOR	Terms of Reference
UBCP	United Border Crossing Point
UN ESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UNDP	United Nations Development Programme
UNHCR	United Nations Office of the High Commissioner for Refugees
UNODC	United Nations Office on Drugs & Crime
WCO	World Customs Organisation

1 Situation Analysis

1.1. Introduction

Improved border management is necessary to reduce the cross-border movement of illegal trafficking, drugs, militants, weapons, and radioactive materials, etc., as well as to facilitate legitimate trade & transit wherever possible. Many of the limitations on cross-border movement have been introduced for security reasons. Security threats and operational challenges do indeed face the border agencies in Central Asia. These include the fragile security situation in Afghanistan, potential of regional instability arising from religious extremism, terrorism, narcotics and weapons trafficking, other type of illegal trafficking and smuggling. Significant quantities of narcotics move through Central Asia along the “Northern Route” on their way to markets in the Russian Federation and Europe. Extremist and terrorist groups in the region are becoming more difficult to counteract. UN Security Council Resolution 1373 specifically calls on States to improve border management as one element in the international effort to counter the threat of terrorism.

Since 2003 the European Union has been responding to this need for enhanced border security in Central Asia region through its Border Management Programme in Central Asia (BOMCA). BOMCA is an integrated, multifaceted intervention with a developmental and institution building approach. BOMCA aims at increasing the effectiveness of border management whilst fostering security, stability and development in Central Asian states.

The European Union’s assistance policy in Central Asia is coherent with Article 208 of the Treaty on the Functioning of the European Union which states that “Union development cooperation policy shall have as its primary objective the reduction and, in the long term, the eradication of poverty.”

BOMCA’s overall history and equally the history of each programme implementation phase, as an integral part of the European Union’s assistance policy in Central Asia, has been coherent with the country-specific, regional and global strategic objectives that together shaped the EU’s approach to cooperation with Central Asia. The strategic objectives, as they were set out in the European Security Strategy of December 2003, considered security and good governance to be the key objectives in Central Asia. Cooperation on border management since then has become an essential complement to these, and to regional stability, whereas integrated border management principles have proven useful for transparent but secure borders.

BOMCA 8 is consistent with the European Union’s strategy “The EU and Central Asia: Strategy for a New Partnership” published in May 2007. The aim of the European Commission’s Assistance Strategy Paper for Central Asia (2007-13) is to promote the stability and security of the countries of Central Asia, to assist in their pursuit of sustainable economic development and poverty reduction and to facilitate closer regional cooperation both within Central Asia and between Central Asia and the EU. The EU Central Asia Strategy includes promotion of the United Nations Millennium Development Goals through the primary objective of poverty reduction with the complementary aims of promoting good governance and greater respect for human rights in a bid to ensure the stability and security of the countries in the region. Improved border management is understood as a key measure necessary to protect

development gains already made in Central Asia, and to safeguard and extend the development agenda of the future.

The partnership between the EU and UNDP with respect to border management is a mutually supportive relationship based on shared goals and objectives.

1.2. Current Situation

Border Management: Security

The Central Asian states continue to face the problem of both the formerly internal borders and the protection of the external borders of the former Soviet Union since its dissolution in 1991. These include both the pre-existing borders with China, Afghanistan, and Iran (inherited from the Soviet Union), and newly created borders between the countries of Central Asia, as well as with the Russian Federation (and Azerbaijan, if maritime borders are included). Russia managed the Chinese border with Kyrgyzstan until 1999, when the Kyrgyz Border Guard Service was formed. Russian Border Guards did not withdraw from the Tajik – Afghan border until June 2005. Russia maintains a Border Service Advisory mission in Kyrgyzstan and in Tajikistan, and has a leadership role in the Council of CIS Border Guard Commanders, to which all Central Asian countries have attached liaison officers.

All the states have had to create and develop their own border management capacities comparatively recently. The more resource-rich countries - Kazakhstan, Turkmenistan and Uzbekistan have been able to afford this more easily than impoverished Kyrgyzstan and Tajikistan. Tajikistan was ravaged by a five year civil war between 1992 and 1997 which shattered its already fragile economy. Kyrgyzstan events of June 2010, involving clashes between ethnic Kyrgyz and Uzbeks in southern Kyrgyzstan, further worsened a fragile environment in Ferghana Valley. And although major efforts were undertaken by the Kyrgyz government and international community to improve the situation, political and economic stabilization remains a very difficult long process, especially in a country divided by many lines of conflicts – not only political but also interethnic, regional and clan.

Because of their artificial nature, the administrative boundaries are a cause of frequent disputes between local populations of neighboring countries in border areas. These tensions typically concern ownership of and access to energy, water, and land (for both cultivation and pastures). Such tensions at times generate conflicts between border guard and local communities. There were cases of shootings of villagers who stray into foreign territory.

The Ferghana Valley is located within the borders of Kyrgyzstan, Tajikistan and Uzbekistan. It represents less than 0.5% of the total land area of Central Asia but its population comprises 17% of Central Asia's total, and a high birth rate prevails. The internal borders which existed prior to 1991 became international borders at independence. In many areas, ethnic populations found themselves in another country; divided from family, services and property, with inadequate arrangements for cross-border trade and transit. There are three large Uzbek and two large Tajik

enclaves within Kyrgyzstan, and one large Tajik enclave in the Uzbekistan. There are as many as forty smaller enclaves. Demarcation of borders in the Ferghana region is still not complete.

A focus on border control to meet immediate security threats, particularly in the ongoing conflict with the Taliban in Afghanistan since 2002, and the exodus of many religious extremists northwards through Tajikistan, has tended to restrict the flow of legitimate goods and local people. Instability in Kyrgyzstan in 2010 exacerbated this trend, with clear concerns expressed by Uzbekistan and Kazakhstan that militants in the Tajik and Kyrgyz Ferghana would seek to exploit the situation and export extremist 'contagion' across their borders. Many border crossings in the Ferghana remain fully or partially closed. Moreover, considerable numbers of landmines have been laid in some border areas. Many mine fields remain unmarked; complete information regarding their precise location and layout is missing for most. In addition to increasing uncertainties felt by local communities, these mine fields hinder border guards' activities and denies proper patrolling. But despite these security concerns, narcotics traffickers and terrorists seem to be able to cross Central Asia's borders.

Drugs transiting Central Asia weaken governance by fueling corruption, drug addiction and intravenous drug use-related HIV/AIDS. Primary destinations for drugs that transit Central Asia are Russia and, increasingly, China, with secondary destinations in the Baltic States and Northern Europe. It is estimated that large quantities of the precursor chemicals needed for conversion of raw opium into high-grade heroin are trafficked into Afghanistan through Central Asia as well as other neighbouring countries.

Border Management: Trade & Transit Issues

A strong "control mentality" on the part of the border authorities continues to be an impediment to trade facilitation in Central Asia. Since customs administrations face pressure to maximize revenue collections, their officials typically resort to detailed documentary and physical inspections to verify the value, classification and origin of goods. Complex and duplicative inspections, and a lack of a systematic profiling of risks, result in significant delays of goods at borders. The TIR system, (the most important international road transit system regime,)¹ is relatively little used in Central Asia, due to high initial set-up costs, the prevalence of owner-operated trucks, and because of frequent non-compliance with TIR principles at the border.

The complexity of the various border formalities, the various documents that must be presented to meet these requirements, and a lack of staff rotation, internal control and proper salaries, create opportunities for bribery and corruption. Harassment of and extortion from travelers and traders have become everyday realities at many border points.

Some communities that previously shared common cultures and ways of life, enjoying access to friends and family just across the administrative borders, are now cut off from one another. Visas—which are often only available in national capitals and are expensive for local people—are often required for border crossings. This has made freedom of movement increasingly

¹ TIR system is based on the Convention on International Transport of Goods Under Cover of TIR Carnets (the TIR Convention). It is used to simplify customs formalities and facilitate international cargo movement, including at border crossings

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difficult. Movement of people and vehicles at border crossing points is also constrained by bureaucratic procedures, political mistrust, and corruption among border and customs officials. Many local communities therefore view these "borders", and the restrictions they imply, with hostility.

The UNDP Regional Human Development Report for Central Asia (December 2005) indicates the major benefits for economic development that would accrue from an increase in cross-border trade. Current transit of goods between the countries of Central Asia and beyond is hampered by poor road connections and inefficient procedures at international Border Crossing Points (BCPs). Trade levels between Central Asian states have not been growing at rates that might have been expected although imports from China are rapidly increasing. Extensive road improvement projects are underway in all the countries which, when completed, should significantly improve travel times; but if overall rates of transit of goods are to be improved, the road improvements will have to be matched by reductions in illegal demands for payments and improvements in border management regimes.

Border Management: the System in Use

The current organizational structure for border management in all Central Asian states is based largely on the structure inherited from the Soviet Union. A strict division of responsibilities exists between the various agencies. The primary border management agency in each country remains the Border Guard Service, the first line of military defense in the case of external aggression, responsible for counter-intelligence, control of the green border, and passport control at border crossings. The Border Guard Service is a part of National Security in all countries of Central Asia, and reports through the National Security Service to Presidential Administrations rather than Parliaments.

The Soviet methodology for border security, which continues to be practised, is characterized by a military garrisoning of the border between international BCPs (the so called "Green Border"), where cross border movement is prohibited. Border Outposts, situated at varying intervals depending on perceived threats or topographic difficulty, provide static bases where platoon-sized units are stationed. The preferred physical method of defining international borders consists of barbed wire fences separated by cleared strips of land, and watch towers. Fortunately, most states have not extended this type of border defense from the original installations built during Soviet times, but there are exceptions. On some stretches of its borders in the Ferghana region, Uzbekistan laid anti personnel mines in 2000 - 2001. These have claimed the lives of people and domestic animals and left a similar number seriously maimed. There are also mine fields along stretches of the Tajik – Afghan border laid during the 1990s and before.

At international BCPs (which include airports and railway stations with international links), Border Guard staff responsible for control of travel documents and visas are part of a separate department and have little or no contact with troops responsible for security of the state border. They are usually rigorous in their checks, but a lack of modern equipment at many international BCPs often results in a time consuming manual processing of documents. Customs staff at international BCPs have little concept of profiling and in many instances require all transiting passengers and vehicles to complete detailed written questionnaires both on entry and departure. Cross border movement is often a slow and frustrating experience even for *bona fide* travellers.

The majority of **Border Guard** personnel in all five Central Asian states are conscripts who serve for up to two years. Salary levels for officers and the relatively few numbers of professional non – commissioned officers, vary between states and reflect the widely different economic circumstances, but as with Public Service salary levels in general, compare unfavorably with the commercial sector. In some countries, conscripts often receive no pay at all. This has resulted in low motivation of the border personnel to developing their professional skills and knowledge, inadequate responsibility and service performance level.

The capacity of border guards' services to absorb training from donors is also limited in some countries because of operational pressures. Training capacities are weak, current training systems in all states are based on knowledge transfer by experienced operational staff that lack modern training tools and methods, and have usually received little training before being appointed to instructional posts. Conscripts receive only basic military training. Many middle and senior ranking officers have received no training to prepare them for their current appointments and in some states; there is no capacity to do so. Morale is often low, particularly where living conditions along the borders are poor. Border Guard Commanders often have to combat corruption within all levels of their commands.

Customs Services in Central Asia are usually better resourced than their Border Guard counterparts, given that the Service retains a percentage of the Government revenues it collects. However, with the exception of Kazakhstan, Customs rarely have the modern detection equipment necessary to facilitate swift movement of cargo or to enforce modern standards of security (x-ray machines, particularly container scanners, dosimeters, drug/explosive particle detectors). Training capacities are generally weak. Corruption is understood to remain a significant problem, undermining public confidence in Customs Services. Governments require support to combat corrupt practices such as the purchase of posts overseeing international BCPs, under-reporting of legitimate cargoes, complicity in trafficking, and extortion of unofficial payments.

Other Agencies normally associated with border management are often physically absent from the borders in Central Asia. The Ministry of Interior police have no jurisdiction in border zones, and in general neither the sanitary, phyto-sanitary, veterinary nor transport agencies have the resources to be present at the majority of international BCPs. Their capacities to train staff are either very limited or non-existent.

Cross border cooperation with countries outside Central Asia varies enormously: Kazakhstan and Russia have now agreed a Customs Union between themselves and Belarus, whereas contacts between Turkmenistan and Uzbekistan with Afghanistan are virtually non-existent, particularly at the international BCP level. Since December 2006 the Tajik Border Force became once more subordinate to the Office for State Security, which has reduced direct contacts with both Afghan counterparts and with EU Member State Agencies. Little contact between the law enforcement agencies of Central Asian states and their Chinese counterparts is apparent.

1.3. Counterparts

Kazakhstan

Kazakhstan is challenged by one of the longest land borders on earth, but has demonstrated strong capacities in managing these borders in a balanced way. Whilst adhering to the ex-Soviet model of border security, with the Border Guard Service still an organ of National Security, Kazakhstan also recognizes the obvious benefits of liberalizing trade & transit procedures. A Customs Union between Kazakhstan, the Russian Federation and Belarus will come into effect 1st July 2011.

Kazakhstan is implementing the "Single Window concept", also referred to as United Border Crossing Points. Under the existing Joint Order, all five involved agencies of Kazakhstan closely interact at UBCPs. The plan for UBCPs has been implemented at the Kazakh-Russian border, where currently 18 UBCPs exist. It is proposed to extend this arrangement to a further 180 BCPs in total. An Operational Centre for Customs has been established in Astana with online access to five major trade crossings to China, which simplifies approval of documents online and provides permanent surveillance of the status of these crossings. This service will be extended to another 68 border crossings in the next three years.

Kazakhstan has highly developed training capacities. The Military Institute in Almaty is the main Training Centre for Border Guards, responsible for curriculum development and education, which is already providing training on a regional basis. Agreement has been reached to work with the BOMCA Programme, in support of further curriculum development and regional roll-out of training. A similar situation pertains to the Training Centre for Combating Illegal Drug Trafficking (under the auspices of the Academy of the Ministry of Internal Affairs). A Memorandum of Understanding between this Interagency Training Center and UNDP Kazakhstan (BOMCA) was signed in October 2009.

Kazakhstan has taken an active role in regard to efforts to establish regional cooperation and coordination on border management issues. Almaty hosts both EurAsEC, with a dedicated secretariat for border management, and the Central Asian Regional Information & Coordination Centre (CARICC) aimed at curtailing drug trafficking.

Kyrgyzstan

The main three risk factors faced by Kyrgyzstan are: fragile security situation and ethnic tension in the Fergana Valley; pending delimitation and demarcation of its border with Uzbekistan and Tajikistan; and human and drug trafficking from Afghanistan through Tajik border. Today, the border section with Uzbekistan is temporarily closed due to the recent political situation in the South. However, this also hampers the organic development of trade and transit internally and externally.

The organizational structure of border management is under review and modernization, and major overhaul can be expected as part of the institutional development process on Security

Sector Reform (SSR) project. It was agreed in March 2011 by the Kyrgyz Government that the National Coordination Centre with the assistance of BOMCA would finalise a new Strategy and Action Plan for Integrated Border Management by the end of July 2011; and ensure it is detailed and costed for presentation to international donors thereafter. The Strategy is based on the assumption that border agencies will be adjusted to employ modern approach to border security. Also, it is envisaged that as a result of the political changes in the country, the civilian control over the armed forces and institutions will be strengthened, and this will also add to the public supervision of the border management.

The Customs Service and the agencies working at the borders (phytosanitary, veterinary and sanitary-quarantine) are in dialog with BOMCA and attend border management related meetings.

Tajikistan

Tajikistan is on the frontline in fights against drugs trafficking, extremist and terrorist groups from Afghanistan to CA and further to Russia and Europe. Tajikistan has 1,344 km long border with the Islamic Republic of Afghanistan. The Tajik/Afghan border is protected by over 4,000 border guards serving in very severe mountainous conditions. The issue of landmines laid in some border areas is still an open and crucial issue. For the last few years the precursor chemicals are transited to Afghanistan via Tajikistan.

The Border Guards Service suffers from under-funding and has the additional, heavy challenge of controlling the remote, mountainous Tajik-Afghan border, where adequate infrastructure is being developed since the end of the Soviet Union. Border guard officers are career officers, but the guards themselves are conscripts.

A concern remains that the current structure and mandate of the Tajik Border Guard Service, a division of the National Security Service, is inhibiting the cooperation and coordination required cross-border with Afghan colleagues, and internationally with EU Member States.

Turkmenistan

Turkmenistan's lengthy border with Afghanistan, the world's biggest opium producer, makes it a potential route for drug trafficking. Turkmenistan has worked with the United Nations system since mid-1990s to strengthen border controls, particularly along the frontier with Afghanistan to make it harder for traffickers to use the country to transit drugs. In 1996, Turkmenistan acceded to all three international drug control conventions, and the Government has taken measures to bring national laws and regulations in the field of drug control into compliance with these conventions. In 2007 the country joined the Regional Anti-Narcotics Union and endorsed an agreement for creation of a Central Asia Regional Information Coordination Centre, focused on effective exchange of intelligence and operations against transnational crime. The Government likewise has agreed to take the lead on a new Caspian initiative to focus on illicit drug routes through the region.

In addition to encouraging the gradual adoption of modern border management methods through enhancing border security, the Government cooperated with the United Nations in

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introduction of international best practices in strengthening regional forensic capacities and preventing drug trafficking at the border. Turkmen authorities are showing positive signs of opening the channels of communication with international agencies and with BOMCA. The level of cooperation with the BOMCA programme in Turkmenistan is generally high and the assistance delivered in terms of training, infrastructure and equipment is effective in contributing to capacity building and effectiveness of the law enforcement agencies.

The President has previously recognized drug trafficking as a major issue and reiterated the country's priority commitment to combat drug trafficking and strengthen security at borders. Statistics regarding drug abuse and drug trafficking have been published. A National Anti Drug Unit has been created in order to improve the fight against drug trafficking, which is now clearly one of the priorities of the Turkmen Government. BOMCA was specifically asked for assistance in terms of training and training materials for the National Anti Drug Unit.

In January 2011, President signed a decree on establishment of Border Institute of Turkmenistan as part of the overall objective of strengthening the capacities of relevant state services in charge of ensuring security of the state borders. BOMCA will further provide its support and will cooperate with the relevant border authorities to enhance the institutional and professional capacities of the Turkmen border agencies.

Uzbekistan

The fight against international terrorism, organized crime, drug and human trafficking are among top national security concerns for the Uzbek Government. Uzbekistan is a member of the Council of CIS Border Guard Commanders, participates in CARICC and UN SC Counter Terrorism Committee, and hosts the Regional Anti-Terrorist Centre (RATS) of the Shanghai Cooperation Organization (SCO). Uzbekistan has put forward a number of significant initiatives, including Nuclear Weapon free Zone endorsed by UN General Assembly Resolution, "6+3 Group on Afghanistan" (neighboring states, Russian, the US, and NATO) and the most recent initiative to establish the Central Asia-Persian Gulf Transit and Transport Corridor. Uzbekistan is a part of all 13 counterterrorism international conventions and key disarmament treaties.

Uzbekistan has always articulated its top priority in strengthening relations and regional cooperation with the neighboring countries. However, there are only a few donors working on border security and drug trafficking in Uzbekistan, these include both traditional donor like Japan and the US, and non-traditional like China and Korea who are playing greater and more visible role in providing technical assistance to Uzbek law enforcement and border agencies.

BOMCA is a centerpiece of the mutually beneficial partnership between the EU and the Government of Uzbekistan. Both sides are bound by bilateral agreements and EU's Regional Strategy for a New Partnership. Moreover, the recent trip of the Uzbek President to Brussels has marked a new phase in the Uzbek-EU relations followed by the decision to open up EU Delegation in Tashkent.

BOMCA in Uzbekistan cooperates with a numerous state bodies involved in border management, including the Border Guards under the National Security Service, the Customs

Service, the Ministry of Interior, the Ministry of Health, the Ministry of Agriculture, and the Ministry of Foreign Affairs. The first full-fledged Inter Agency Working Group (IAWG) in Central Asia has been set up in Uzbekistan. The IAWG comprises representatives of the Ministry of Defense, Ministry Security, Ministry of Foreign Affairs, Ministry of External Economic Relations, Ministry of Justice, Ministry of Emergency, Ministry of Health, Ministry of Water Resources and Agriculture, Ministry of Interior, Customs and Border Guards Committees. The Uzbek partners chair this group while BOMCA provides technical support and plays a coordination role.

Under BOMCA auspices, some parts of the IBM concept and practices have become nationalized in individual training and work plans of various border agencies. Formal and informal mechanisms of exchange of information and cooperation are in place in Uzbekistan at inter-state and intra-state levels. Though some of the IBM practices can be tailored to the Uzbek realities and accepted by the Uzbek side, overall in Uzbekistan IBM is being translated into *Integrated Border Security Concept* and as such is being perceived through traditional lenses of border security rather than fully fledged democratic governance with security sector reform commitment. The Uzbek border management concept and practices is built on hierarchy among the relevant border agencies, with a primary responsibility being given to the State Border Guards Committee under the National Security Service. At the same time, the Uzbek border agencies are keen to develop their professional skills in the field of IBM. All agencies working at the border (border guards, customs, phytosanitary, veterinary and sanitary-quarantine) to a different extent are in dialog with BOMCA and attend BOMCA meetings.

1.4. Lessons Learnt

Component 1: Institutional Reform

The history of BOMCA implementation shows that there is limited inclination of Central Asian Governments to restructure their Border Agencies according to European models. Whereas Kyrgyzstan participates in the institutional reform component of previous phases of BOMCA, Kazakhstan, Uzbekistan and Turkmenistan indicated that they would maintain their own methodology of institutional development.

Central Asian countries are interested, however, in integrating principles and practices of European IBM into their own border management structures and systems, both to improve security and to facilitate trade & transit. The “three pillars” of European IBM – intra-service, inter-agency, and international cooperation – are readily accepted as a useful conceptual framework for more efficient and effective deployment of scarce border management resources.

Central Asian Governments have established a number of regional institutions and processes to take forward their interest in strengthening border security, curtailing the illicit movement of drugs, and facilitating trade and transit. BOMCA will further support regional cooperation by working more closely with these institutions and their mechanisms.

Given that pervasive corruption continues to pose a significant challenge to effective border management, under BOMCA 8 the institutional reform component will be geared towards

reducing corruption at the borders through assessing corruption vulnerabilities and proposing appropriate remedies.

Component 2: Enhancing Professional Skills

BOMCA's previous work in building and equipping training centres for Border Agencies has been highly appreciated by beneficiaries, and was a requirement given the lack of good quality facilities in the region at the start of the Programme.

BOMCA has been less successful in influencing development of training curricula, however, except in specific areas of IBM practice accepted by Central Asian Governments. In general, European access to the training curricula of Central Asian Border Guard Services is to certain extent limited, however, training institutions have shown willingness to cooperate on the development of certain training curricula. Working with Customs Services is slightly easier, but willingness to adopt new training curricula is similarly limited by the unwillingness of authorities to adopt new Customs procedures and practices.

Previous phases of BOMCA have provided for frequent and repetitive short-term trainings in the key principles and practices of IBM, either directly or through UNDP's partner for capacity building in border management, the International Centre for Migration Policy Development (ICMPD). Beneficiaries have voiced concerns that EU experts on short-term training assignments have little knowledge of the context in which the beneficiaries work, or the resources at their disposal, whilst EU experts have observed that at certain training activities the level and circle of participants has not been always the most appropriate in terms of the subject of trainings or study tours; participants have been often rotated to new duties a few months after having been trained.

BOMCA 8 proposes a new approach to enhancing professional skills, in order to improve access for European experts, to develop institutional capacities at the training centres supported under previous phases, and to improve sustainability and impact of capacity building efforts provided. Whilst a broader range of interventions is required to strengthen law enforcement capacities in this area, and to support further regional and international cooperation on the issue it is essential also that BOMCA 8 introduces integrity and anti-corruption training for Border Agencies in Central Asia.

Component 3: Countering Drugs

Trafficking of narcotics in and through Central Asia remains a highly sensitive issue. Counter-narcotics work was previously undertaken by the EU-UNDP CADAP Programme (now implemented by GIZ). However, a drug trafficking component has become a part of BOMCA Programme.

Whilst the drugs threat remains a primary concern to many stakeholders – not least Central Asian Governments, the Russian Federation and the EU Member States – there has been limited direct operational cooperation between EurAsian stakeholders in seeking to address it. Inter-Agency cooperation remains a priority at national level, and more work is necessary to integrate the Drug Profiling Units established by the BOMCA-CADAP Programmes into national and

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regional counter-narcotics architecture. CARICC remains the primary regional institution responsible for information-sharing, with joint investigations and operations also conducted under the auspices of the Council of CIS Border Guard Commanders.

Component 4: Refurbishment of Border Post Infrastructure

The Action Fiche of BOMCA 8 requires limited funds to be made available to refurbish infrastructure in Tajikistan and Kyrgyzstan provided by the BOMCA-CADAP Programmes under previous phases.

Following assessment by programme engineers, the need for refurbishment work has arisen because of lack of maintenance by national authorities, particularly in Tajikistan, not because of defects in original design or construction. UNDP signs handover documentation for all infrastructure built or refurbished, one clause of which requires national authorities to ensure future maintenance.

2. BOMCA 8 Programme Strategy

BOMCA's main strategy is to promote the stability and security of the countries of Central Asia through Integrated Border Management and Regional Cooperation. BOMCA is also assisting countries in Central Asia in their pursuit of regional economic development and trade facilitation within Central Asia, with the neighboring countries and between Central Asia and the EU member states.

BOMCA 8 will mainly focus on the following four components:

Component 1: Institutional Reform

Component 2: Enhancing Professional Skills

Component 3: Strengthening Counter Drugs Capacities in Agencies Working at Borders

Component 4: Border Crossing Points and Border Outposts

The overall objectives of BOMCA 8 are:

- To help increase security in the Central Asian region
- To contribute toward the facilitation of legitimate trade and transit
- To reduce the illicit movement of goods and people

Component 1: Institutional Reform

Specific Objective

Support the Central Asian countries to adopt and implement the principles and practices of European Integrated Border Management (IBM) approach in their border management, including their border strategies and implementation action plans.

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Expected Result: “Beneficiary countries familiarized with state-of-the-art border management methodologies at policy-making level.”

The first component of the BOMCA Programme is to promote institutional reform and the gradual adoption by Central Asian Governments of European best practices in Integrated Border Management (IBM).

Each country has signaled its interest in integrating European IBM principles and practices into existing border management arrangements to different degrees not committing though to re-structure their Border Agencies along European lines.

BOMCA will proceed with support to national efforts toward intra-service and inter-Agency cooperation, responding to priorities to be agreed annually at national Steering Committees in each country.

In Kyrgyzstan, BOMCA will continue its work to support the adoption of an European IBM Strategy and Action Plan. It is envisaged that draft documents will be finalized by the end of BOMCA Phase 7, and that BOMCA 8 will support the legislative and regulatory changes required post-adoption, and the process of Government coordination with the international community in regard to donor support for implementation of the Action Plan.

In Tajikistan, BOMCA will liaise closely with OSCE in order to fulfill institutional reform components of the OSCE-sponsored Government Action Plan for border management which is slated for adoption in the Autumn of 2011.

In Kazakhstan, Uzbekistan and Turkmenistan, all countries which have signaled unwillingness to re-structure their Border Agencies along European lines, this component will be re-presented as “institutional development” rather than “institutional reform”, in order to support take-up of individual components of European IBM methodology that can enhance the overall border management environment or contribute to trade & transit facilitation.

As outlined below in the Section describing BOMCA 8 Cooperation & Coordination Platform, the Programme will engage more thoroughly with regional institutions with a mandate for specific aspects of the reform/development of border management. By working with and through these institutions, it is envisaged that European expertise will support appropriate priorities for border management reform already agreed between Central Asian Governments, and promote further regional cooperation by doing so.

BOMCA 8 will continue to provide legal advice and expertise on institutionalization of inter-Agency IBM working between the Border Agencies, as well as specific support to the efforts of EurAsEC and CAREC to promote introduction of the single window concept in all Central Asian countries. BOMCA 8 will also seek to respond to requests received from national counterparts for support to legislative and regulatory reform pertaining to veterinary, phyto-sanitary and sanitary-quarantine Services.

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Component 2: Enhancing Professional Skills

Specific Objective:

Enhancement of professional skills of border control and inspection officers

Expected Result: "Capacities of border control and inspection officers increased."

Lessons learnt from previous phases of programme implementation require a new approach to training under BOMCA 8, to enhance relevance and ownership to programme beneficiaries, to engage European Member States in the transfer of border management expertise to Central Asia.

It is proposed to establish consortia of training centres under BOMCA 8, to include key training facilities in Central Asia – many previously supported by the BOMCA Programme – and counterpart institutions in the European Union. BOMCA will facilitate the establishment of institutional partnerships between such consortia and EU Border Management training institutions to enhance the development of regional 'Centres of Excellence', i.e institutions capable of taking a lead role in cascading down training to national trainers in the five thematic areas outlined below.

- i) **Training centre for border management agencies.** BOMCA will work with the ***Military Institute in Almaty*** to build on its capacities to support neighbouring countries with the harmonization of training curricula for border security. Common Training Curricula for Border Guards will be used as a basis for all training activities adjusted to the needs of CA countries. The following trainings are envisaged:

- Integrated Border Management concept and principles
- Day to day management (BCP, border outposts)
- Border control procedures
 - Border checks
 - Border surveillance
- Principles and procedures of joint/common border control
- Risk analysis and risk assessment for Border Guard and Customs
- Intelligence gathering, analysis and dissemination
- Information exchange at all levels of cooperation
- Searching techniques (persons, objects, terrain, etc.)
- Legislation relevant to border management including criminal procedures
- Professional ethics and standards
- Contingency/emergency planning (intra-service, inter-agency and international/BCP) for extraordinary situations
- Counter terrorism and organized crime (adjusted to the needs of border agencies)
- Fight against smuggling of goods (including drugs, chemical precursors, tobacco, etc)
- Basics about international protection (asylum, refugees)

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BOMCA will work also with the WCO-accredited Training Centre of the Kazakh Customs Committee to develop training curricula for Customs Services in a number of key areas, including risk assessment, profiling & selectivity; strategic export control; TIR and Customs transit; Supply Chain Security (WCO SAFE Framework).

ii) **Use of dogs at borders.** BOMCA will continue its work with the **WCO-accredited Customs Service Dog Training Centre in Tashkent**, but with a new focus on training-of-trainers of other Dog Training Centres established or supported by BOMCA in Central Asia. Regional work will be complimented by support to national centres in the management as well as technical operations of Dog Training Centres, in order to build institutional capacities and support institutionalization and sustainability of BOMCA's cynology work in the region;

iii) **Document integrity and security, detection of forgeries and imposter recognition.**

In recognition of the high priority placed by all Central Asian Governments on countering the movement of militants in the region, and the need to address continued instances of trafficking of human beings, BOMCA 8 will collaborate with the **Migration Service of the Government of Turkmenistan** to raise regional capacities of Border Guard Services in regard to ensuring document security.

This area will focus at strengthening capacity of staff of the agencies involved in the fight against illegal migration to detect forged and falsified documents. The project will increase the number of qualified document experts and advisors. Special attention could be given to document security-related risk analysis, document security features, profiling, imposter recognition and identification of forged/falsified documents. The European data protection regulations and the introduction to the practical realization of data protection mechanisms in relation to document security will be considered.

Inter alia, the following activities are proposed:

- **Training on document security for first line checks** aims to introduce general information about document security during 1st line checks with special attention to related risk analysis (profiling).
- **Specialized training on document security for second line checks** will involve specialist from the CA countries dealing with second line checks. The aim of the training is to increase the knowledge of the experts on innovations in the document field, systems of the security checks and required competences of the operational staff.
- **Elaboration of distance learning tool on document security (e-tool) and training on the practical use:** Elaboration and installation of e-learning tool will aim to develop both professional skills and knowledge in the field and 'soft' skills of the national operational staff. The purpose of the attached training is to provide staff with an opportunity to learn lessons and to check their knowledge and skills using the regularly updated 'test yourself' programs. Where possible, the already existing and tested e-tool will be adjusted to the national needs and web-installed, in purpose to ensure the opportunity to make regular updates of the tool and possibility of continuous exchange of knowledge and experience on the regional basis. Using of the web- installed e-tool will be also trained during this training.

- **Study visit** to an EU MS in order to get more acquainted with advanced techniques and technologies on recognition of document falsification use of biometric features in travel documents, equipment of verifications of such features, automatic system of border checks;
- iv) **Counter-Narcotics.** BOMCA will work with the **Drug Control Agency of Tajikistan** to provide regional training-of-trainers courses/curricula in all aspects of counter-narcotics work, including data analysis, person & vehicle search techniques, drug and precursor identification, forensics, evidence handling etc. This work is considered to be part of Component 3 of BOMCA 8, described in more detail below;
- v) **Anti-Corruption Training.** In line with the recommendation of the 9th CABS conference held in Dushanbe, Tajikistan, BOMCA 8 will introduce a new component of a regional training in integrity standards and anti-corruption measures, to be organized in **Bishkek, Kyrgyzstan**. The awareness-raising on fight against corruption will also run as capacity building activity and will be embedded into the identified national training programs under all training activities.

BOMCA will support the development of model curricula for short term courses in each thematic area, potential application in national training centres, and for sharing via the Community of Practice. BOMCA will support each 'Centre of Excellence' to roll-out a Training-of-Trainers programme, whereby trainers from national academies will be trained to cascade knowledge down to field level in their home countries. However, trainers trained under the previous BOMCA phases will be involved in all training activities accordingly.

In addition to the establishment of 'Centres of Excellence' and multi-Agency Training of Trainers on a regional basis, BOMCA will address the issue of unequal capacities between the Central Asian countries by initiating a demand-driven programme of national trainings. All five countries highlighted the need for continued training in IBM approaches, and requested broadening of BOMCA inputs to include more focus on border surveillance in addition to document integrity and security training for BCP work; support to training of dog handlers was also prioritised, both for operational staff and for Dog Centre management; training of officers in regard to sharing of information at all levels of cooperation (intra-service, inter-agency and at international level) and operational counter-narcotics work; increased attention to skills training for veterinary, phyto-sanitary and sanitary-quarantine services.

Component 3: Strengthening Counter Drug Capacities in Agencies Working at Borders

Specific Objective:

Enhancement of capacities for law enforcement officers in charge of fighting trafficking of illicit drugs across borders with the aim to support the interception of drugs and precursor chemicals.

Expected Result: "Capacities of agencies working at borders with the aim to support the interception of drugs and precursor chemicals increased."

BOMCA-CADAP has supported all Central Asian countries to establish Drug Profiling Units (DPUs) as a way to institutionalize multi-agency cooperation on counter-narcotics (exchange of

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information, joint risk analysis, joint operations, etc.) at national and regional levels. Uzbekistan is the first country in the region to introduce the DPU concept into the Curriculum of the High Military Institute of the Customs Services in Tashkent. BOMCA 8 will continue to institutionalize the DPU concept into the different countries as required, adjust training curricula accordingly, and provide training as required through a regional training-of-trainers approach (see below).

In addition to further supporting capacity building of DPUs in each country through the provision of training, and through the provision of equipment and office refurbishment as required in Kyrgyzstan and Tajikistan, BOMCA 8 will work with CARICC to ensure networking and integration of these DPUs into regional information sharing structures.

UNDP (BOMCA) signed a Memorandum of Understanding with CARICC, the Central Asia Regional Information & Coordination Centre under BOMCA Phase 7. CARICC is the pre-eminent regional institution established by Central Asian Governments to counter the threat of drugs and drug trafficking. Working with and through CARICC on counter-narcotics work is vital to build regional capacities and integrate European methodologies and best practices.

BOMCA will also support national authorities in each country with the strengthening of legal bases in regard to cross-border investigations and operations, on an 'on-demand' basis, and will work with other European Commission-funded rule of law projects to increase the interoperability of participating countries.

BOMCA will support training of relevant Central Asian personnel in the conduct of joint operations, as well as trainings in information analysis, person and vehicle searching, drug and precursor identification, forensics and handling of evidence as required. Utilising the same methodology of twinning with an EU training institution (e.g. Border Guards Training Centre in Ketrzynie, Poland; State Border Guard's College in Rēzekne, Latvia, Federal Police Academy in Luebeck, Germany, etc.) to secure long-term mentoring support, BOMCA will work with the Drug Control Agency of Tajikistan to establish a regional Centre of Excellence for the training of DPU staff and operational officers in all aspects of counter-narcotics law enforcement. It envisaged that the DCA Training Centre will be mentored and supported by a counterpart institution from Europe, and strong liaison will be maintained with TADOC in Turkey, Domodedovo Counter Narcotics Training Centre (Russian Federation), Training Centre for Combating Illegal Drug Trafficking in Kazakhstan, and with other capacity building institutions of CIS countries to be organised through the Council of CIS Border Guard Commanders.

Component 4: Border Crossing Points (BCPs) and Border Outposts (BOs)

Specific Objective:

Improvement of working conditions and motivation of staff deployed at BCPs and BOs which were built under previous BOMCA and CADAP phases.

Expected Result: "Working conditions and motivation of law enforcement officers improved."

It has to be recognised that project and engineering capacities of the Central Asian region are not the same as in Europe. While utmost care is taken to check the validity and usefulness of the designs and plans prepared by local companies (selection through tender, own engineer control,

international engineer control, etc.), it does happen that after completion of the construction of buildings, some elements are lacking or that the quality of the materials used are not the best. Also, the need for refurbishment work often arises because of lack of maintenance by national authorities, not because of defects in original design or construction, and despite the fact that UNDP signs handover documentation for all infrastructure built or refurbished, one clause of which requires national authorities to ensure future maintenance. Therefore, some financial resources should be allocated for small renovation of the previous construction work. In total, it is envisaged to renovate 3 border outposts in Tajikistan. Additionally, equipment will be provided to 17 border detachments and border outposts in Kyrgyzstan and 4 border outposts - in Tajikistan. A full assessment of civil works to be completed under BOMCA 8 will be undertaken by engineers in Kyrgyzstan and Tajikistan.

Horizontal Tasks

Specific Objective:

Facilitation of stronger connection between the stakeholders, through the development of a Cooperation & Coordination Platform under the Programme.

Expected Result: "Bilateral, regional and international cooperation and coordination further institutionalized in Central Asia."

BOMCA as Cooperation & Coordination Platform

The strategy of BOMCA 8 is designed to facilitate stronger connection between the stakeholders, through the development of a Cooperation & Coordination Platform under the Programme. The Cooperation & Coordination Platform will be established and run by the BOMCA Regional Programme Manager, supported by high-level Border Management Advisors with direct personal experience of managing the transition of Border Agencies from the Soviet system to the European concept (See Section 6, Management Arrangements).

Bilateral, regional and international cooperation will be further institutionalized in Central Asia through six key activities:

- Alignment of capacity building interventions of BOMCA 8 with the work of regional institutions that have a mandate and interest in reforming border management procedures, with a view to introducing European practice and cooperation in areas which Central Asian Governments *themselves* have prioritized for regional cooperation. These institutions will include, inter-alia, CARICC, in regard to regional information sharing on drugs; EurAsEC and CAREC in regard to trade facilitation issues; the Council of CIS Border Guard Commanders in regard to border security; the Anti-Terrorist Centre of the SCO in regard to security threats. The Issyk-Kul Initiative on Border Security in Central Asia, by which BOMCA has previously brought together Commanders of Border Guard Services in Central Asia for informal discussions, will also continue to be supported.
- Intensification of donor coordination through the CABS mechanism, as agreed at the 9th CABS meeting in Dushanbe, March 2011, and through participation in Central Asian forums such as CAREC. BOMCA will continue to provide logistical support and funds to

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the Austrian Ministry of the Interior to organize annual CABSIs. The 10th Meeting of CABSIs will be organized at Ministerial level and will take place in Vienna. It is envisaged that subsequent CABSIs will continue to be held in Central Asia. The BOMCA 8 focus on capacity building is considered complimentary to other donors activities on provision of equipment and infrastructure to Border Agencies of Central Asia. BOMCA will provide, if requested, technical support to other donor coordination efforts of EU.

- Direct collaboration and twinning with EU Member State institutions and cooperation mechanisms for border management. BOMCA will facilitate ongoing direct contact between Central Asian and EU MS Border Agencies, at the operational level of airport staff, regulated by MoUs to be established between CA border agencies and the relevant EU Agencies. In addition to long-term mentoring relations to be established between EU and Central Asian training institutions (see above), BOMCA will continue to encourage the participation of Central Asian beneficiaries at the annual International Border Police Conference, a global strategic conference for border commanders.
- Partnership working with technical-level implementing Agencies (i.a. US programmes, OSCE projects, IOM, UNODC, UNHCR) in Central Asia, through regular technical-level coordination meetings as appropriate in each country, and through the elaboration of joint work plans where common objectives can be agreed, and funds available are complimentary. Notwithstanding ongoing commitments to the use of the UNODC ADAM database as a donor coordination tool for security programming in general, BOMCA will create and update a matrix of donor interventions specific to border management. Under the leadership of the EU Delegation in Bishkek, BOMCA will share its detailed implementation plans with other projects relevant to border management in Central Asia, in particular with projects funded by the European Union, in order to maximize synergies and partnership wherever possible.
- Special attention will be given to ensuring cooperation and coordination with other EU-funded border management programmes implemented by UNDP in the EurAsian space. Security threats do not stop at the borders of the individual projects, and the opportunities for stimulating trade and transit are similarly transversal. It is considered important to ensure that the European Union is receiving maximum benefit and visibility from funding five projects on contiguous territory, from Moldova to China – EUBAM, BOMBEL, SCIBM, BOMCA, BOMNAF. The recommendations of the 10th annual CABSIs Conference in regard to the need to ensure cooperation and coordination between law enforcement Agencies of Central Asia and Afghanistan will be reflected in support to Afghan participation in relevant coordination mechanisms and appropriate BOMCA trainings.
- Steering Committee Meetings will be regularly organised as the main vehicle for formal coordination with host Governments of each country. Annual regional and national steering committee meetings have proven their efficiency and will be continued as the most useful tool at the regional and country level when it comes to the overall guidance from the beneficiaries as to their priorities. Programme implementation will be planned and adjusted whenever is necessary according to the decisions of these Committees.

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3. Programme Components

Component 1: Institutional Reform

Beneficiaries: Kyrgyzstan
Tajikistan

External Expertise: ICMPD – provision of EU experts
EurAsEC Border and Customs Department, CAREC, etc. – IBM concept advocacy at regional level

Specific Objective: *Support the Central Asian countries to adopt and implement the principles and practices of European Integrated Border Management (IBM) approach in their border management strategies and implementation action plans.*

Expected Result: “Beneficiary countries familiarized with state-of-the-art border management methodologies at policy-making level.”

Activities:

Activity 1.1. Assistance to Kyrgyzstan in finalising a detailed and costed border management Strategy, National action plan and institutional development;

Activity 1.2. On demand provision of legal advice and expertise on changes to legislative and regulatory frameworks for border management, including IBM Action Plan, in Tajikistan.

Activity 1.3. Advocacy of IBM concept for institutional development in the existing regional organizations (EurAsEC Border and Customs Council, CAREC, etc.) to ensure interaction and joint participation of Tajik and Kyrgyz beneficiaries and EU experts in relevant projects.

Component 2: Enhancing Professional Skills

Beneficiaries: Kazakhstan
Kyrgyzstan
Tajikistan
Turkmenistan
Uzbekistan

External Expertise: ICMPD – provision of EU experts/trainers
UNDP Bratislava Regional Center – anti-corruption integration
UNDP Peace and Development Programme – cross-border community development
UN High Commissioner for Human Rights Regional Office – human rights practices and gender development
Almaty Military Institute – provision of local experts/trainers

Tashkent Dog Training Center – provision of local experts/trainers

Specific Objective:

Enhancement of professional skills of border control and inspection officers

Expected Result: "Capacities of border control and inspection officers increased."

Activities:

- Activity 2.1 Establishment of Consortia of training centres in Central Asia, supported and twinned with European counterpart institutions;
- Activity 2.2 Development of model training curricula in five thematic areas (and sub-areas) and training materials for all beneficiary Agencies;
- Activity 2.3 Renovation and/or refurbishment of, provision of equipment to, training facilities, including canine training centres, in Tajikistan and Kyrgyzstan;
- Activity 2.4 Organisation of Training-of-Trainers courses at regional training centres taking the lead in the different thematic areas;
- Activity 2.5 Organisation of regional and national training courses, including professional skills training and special thematic training courses;
- Activity 2.6 Organisation of a regional advanced training for dog handlers and Cynology Management workshops;
- Activity 2.7 IBM study tours to EU Member States Training Institution and external borders;
- Activity 2.8 Mobile trainings for border guards, and custom officers to provide hands-on skills and knowledge in cross-border communities, conflict prevention and cross-border cooperation in Ferghana Valley;
- Activity 2.9 Anti-corruption training for border authorities, customs services and other BOMCA beneficiaries in partnership with the existing anti-corruption institutions to reduce the scope for corruption through administrative simplification, modernization, rationalization and streamlining of border management processes.

Component 3: Strengthening Counter-Drug Capacities

Beneficiaries: Kazakhstan
Kyrgyzstan
Tajikistan
Turkmenistan
Uzbekistan

External Expertise: ICMPD – provision of EU experts/trainers
CARICC – regional integration and networking

Specific Objective:

Enhancement of capacities for law enforcement officers in charge of fighting trafficking of illicit drugs across borders with the aim to support the interception of drugs and precursor chemicals.

Expected Result: “Capacities of agencies working at borders with the aim to support the interception of drugs and precursor chemicals increased.”

Activities:

- Activity 3.1 Integrate and network DPUs into regional information sharing structures in close collaboration with CARICC;
- Activity 3.2 Enhancing inter-agency and international co-operation and procedures for cross-border investigations and operations via study tours;
- Activity 3.3 Provision of national training courses on combating trafficking in illicit drugs and chemical precursors;
- Activity 3.4 Provision of office equipment, drug testing kits and search tools for Drug Profiling Units and operational staff in Kyrgyzstan and Tajikistan;
- Activity 3.5 Basic refurbishment of office facilities for Drug Profiling Units in Kyrgyzstan and Tajikistan.

Component 4: Border Crossing Points (BCPs) and Border Outposts (BOs)

Beneficiaries: Kyrgyzstan
Tajikistan

Specific Objective:

Improvement of working conditions and motivation of staff deployed at BCPs and BOs which were built under previous BOMCA and CADAP phases.

Expected Result: “Working conditions and motivation of law enforcement officers improved.”

Activities:

- Activity 4.1 Provision of equipment to border detachments and border outposts in Ferghana Valley in Kyrgyzstan, equipped under previous BOMCA and CADAP phases.
- Activity 4.2 Renovation and/or refurbishment of, and/or provision of equipment to, border crossing points and border outposts in Tajikistan, which were built and/or refurbished and equipped under previous BOMCA and CADAP phases.

Component 5: Horizontal Tasks

Beneficiaries: Kazakhstan
Kyrgyzstan
Tajikistan
Turkmenistan
Uzbekistan

External Expertise: Austrian Ministry of Interior – coordination of CABSİ preparations
Hungarian Ministry of Interior – organisation of IBPC
Border Guards of Kyrgyzstan – support to an annual regional meeting of the CA Border Commanders
UNDP Peace and Development Programme – support to cross-border community events

Specific Objective:

Facilitation of stronger connection between the stakeholders, through the development of a Cooperation & Coordination Platform under the Programme.

Expected Result: “Bilateral, regional and international cooperation and coordination further institutionalized in Central Asia.”

Activities:

- Activity 5.1 Assist in the organization of and provide logistical and financial support to the annual CABSİ Conference and its preparatory meetings;
- Activity 5.2 Organise annually a Regional Steering Committee meeting in the CA region;
- Activity 5.3 Organise an annual National Steering Committee Meeting in each beneficiary country;
- Activity 5.4 Organise regular Technical Level Donor Coordination Meetings in each beneficiary country;
- Activity 5.5 Support an annual regional meeting for the Commanders of the five CA border services (Issyk-Kul Initiative on Border Security in Central Asia);
- Activity 5.6 Ensure participation of high ranking border executives at the annual International Border Police Conference;
- Activity 5.7 Facilitation of cross-border working groups and community consultations on cross-border issues that will involve communities, border guards/ custom officers and local authorities to serve as a mechanism for dialogue, joint problem-solving and cooperation across borders in Ferghana Valley.

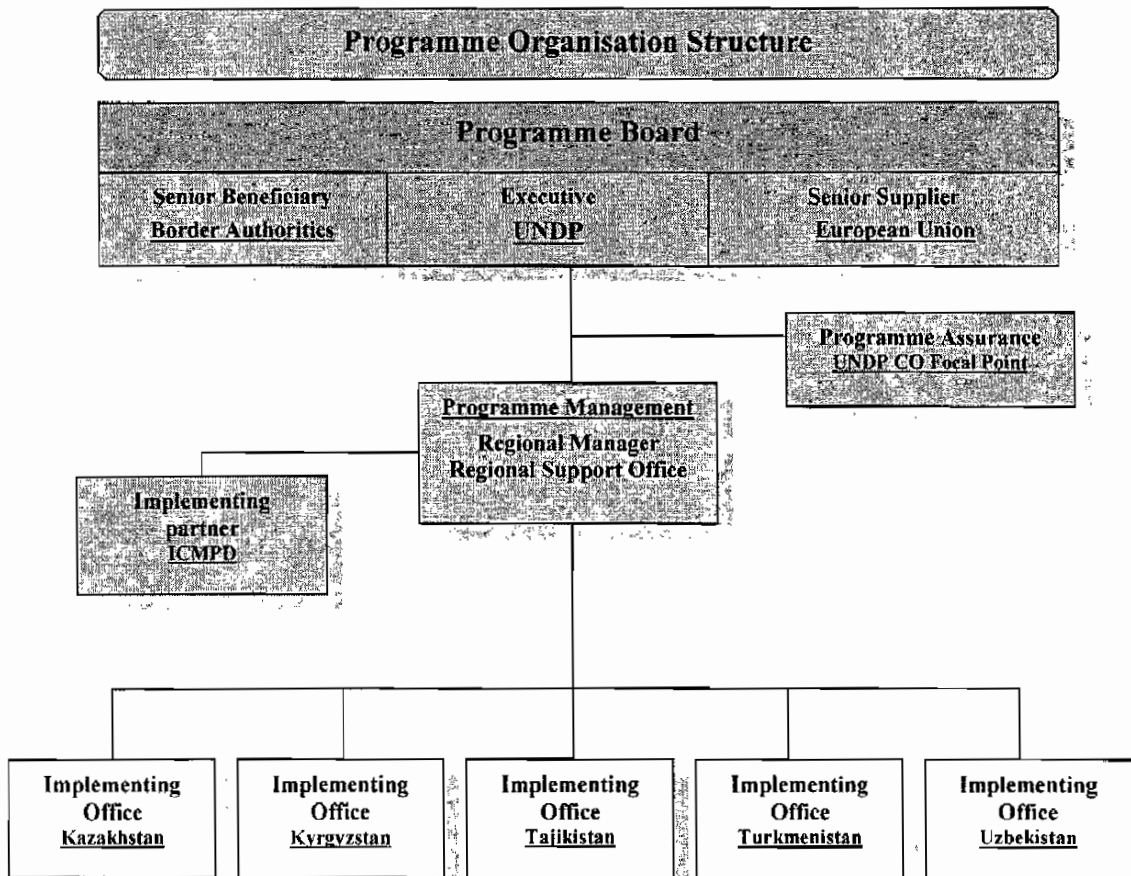
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4. Implementation Arrangements

The BOMCA 8 Programme will be implemented by the United Nations Development Programme (UNDP) based on a Standard Contribution Agreement (SCA) with the EU Delegation based in Bishkek, Kyrgyzstan. The SCA will be signed by the UNDP Country Office in Kyrgyzstan who will be in charge of the implementation of the BOMCA Programme in Central Asia.

The EU Delegation in Bishkek, Kyrgyzstan, will provide guidance to UNDP Kyrgyzstan on the strategic development of the BOMCA Programme. Within the EU Delegation, an EU Project Manager has been designated to deal with all contractual matters relating to BOMCA-CADAP implementation on behalf of the Commission. A management meeting between the EU Delegation and UNDP Kyrgyzstan will be held monthly.

National Steering Committees will be held in each country once a year as well as a Regional Steering Committee once a year, in coordination with annual CABSI meetings, in order to review implementation progress and discuss national priorities for inclusion in future phases of the BOMCA Programme.



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Programme Board

The BOMCA projects will be coordinated through the **Programme Board** consisting of:

- **Senior Beneficiary - Central Asian Border Management Authorities and other beneficiary members of the Programme Steering Committee** - representing the interests of those who will ultimately benefit from the programme. The Senior Beneficiary's primary function within the Board will be ensuring the realization of programme results from the perspective of programme beneficiaries.
- **Senior Supplier** represented by the **EU Delegation Project Management in Bishkek** ensuring the interests of the parties concerned which provide programme funding. The Senior Supplier's primary function within the Programme Board will be monitoring implementation and guidance regarding the technical feasibility of the programme.
- **Executive** represented by **UNDP Executive Management** as the **Implementing Organization** - will be responsible and accountable for managing a programme, including the monitoring and evaluation of programme interventions, achieving programme outputs, effective use of resources and timely programmatic reporting.

Programme Assurance will be the responsibility of each Programme Board member. The Programme Assurance role will be supporting the Programme Board by carrying out objective and independent programme oversight and monitoring functions. This role ensures appropriate programme management milestones are managed and completed. A **UNDP Focal Point** at each implementing UNDP Country Offices will be appointed to hold the Programme Assurance role on behalf of UNDP.

Programme Management Level

UNDP in Kyrgyzstan is considered to be an **Implementing Organization at the Programme Management level**, which, in its turn, closely cooperates with UNDP Country Offices in Central Asia to ensure UNDP's accountability for programming activities and results and the use of resources. The programme will be managed by a **Regional Programme Manager** who has the authority to run the programme on a day-to-day basis on behalf of UNDP.

Programme Implementation Level

The programme will be implemented through its **Implementation Units for BOMCA** under the overall oversight and with support of programme, finance, procurement and administration structure of each local UNDP Country Office as required by the needs of programme.

Partnership with other stakeholders and technical agencies

The EU Action Fiche for BOMCA 8 pre-identified International Center for Migration Policy Development (ICMPD)² as Implementing Partner to UNDP, which will act as responsible party

² ICMPD is an international governmental organisation based in Vienna. The currently 12 ICMPD member states are Austria, Bulgaria, Croatia, Czech Republic, Hungary, Poland, Portugal, Romania, Slovakia, Slovenia, Sweden and Switzerland. ICMPD is financed by its member states as well as through various project contributions. The purpose of ICMPD is to promote innovative, comprehensive and sustainable migration policies and to function as a service exchange mechanism for governments and organisations. Since the beginning of the 1990s, ICMPD has been involved in numerous national, bi-lateral and EU-level initiatives in the field of border management.

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for the agreed specific activities during the implementation period. Through the BOMCA Regional Office, it will render technical expertise and will be a recipient for a number of programme activities that involve technical assistance, international training and cooperation with EU member states. It will be governed by the agreement under programming modalities of UNDP Programme and Project management provisions. The capacity assessment of ICMPD was ensured by well-developed collaboration in the previous BOMCA phases. ICMPD recruits experts according to the jointly agreed roster/ action plan. For implementation obligations, the General Conditions applicable to European Union contribution agreements with international organisations shall also apply to implementing partners.

For effective coordination aimed at non-duplication of activities, positive synergy, technical support and communication, UNDP will continue building partnership with key agencies both from the Government and international community. Wherever feasible, UNDP will also utilize existing implementation capacities available with other UNDP programmes, as well as capacities of other projects of UNDP working in cross cutting areas.

5. Management Arrangements

A Regional Programme Manager appointed by UNDP will be responsible for the timely implementation of all activities of the Programme, for its financial management, for the direction and supervision of all staff and for the reporting to the EU Project Manager at the EU Delegation. Regular communication between UNDP and EU project managers will be ensured in order to keep a level of early detection of implementation problems.

The Regional Programme Manager will lead a Regional Programme Management Office (RPMO) based in Bishkek, Kyrgyzstan. The RPMO team comprising that office will provide programmatic, administrative, accounting and reporting services to the BOMCA Programme.

In each country, a national BOMCA team will be responsible for the programme implementation in their respective countries. Country Managers reports to the Regional Programme Manager, and informs the Executive Management of the local UNDP Country Offices.

UNDP Kyrgyzstan will sign a partnership agreement with the International Centre for Migration Policy Development (ICMPD). This agreement will stipulate BOMCA 8 implementation arrangements including the preparation of individual experts' contracts. The EU Delegation to Kyrgyzstan will be informed about the stipulations of the partnership agreement. .

Project Support unit based in Vienna will be ensured by the Implementing Partner representing full-time ICMPD Project Officer for BOMCA activities and part-time ICMPD staff, who will cover project administration and technical support to the implementation.

The coordination and liaison role on all aspects of UNDP and ICMPD joint activities will be delegated to the National Component Coordinator, and the impact evaluation as well as quality control role over implementation of this component will be carried out by the National

Monitoring & Evaluation Specialist - to be hired by UNDP and located in Bishkek RPMO with dual reporting line to BOMCA Regional Manager and ICMPD Project Officer.

6. Monitoring & Evaluation

All components of BOMCA Phase 8 – overall objectives, specific objectives, expected results, activities and success indicators will be implemented in accordance with the present Contribution Agreement. Monitoring and evaluation will be done in line with provisions of the Annex 2 – General Conditions.

A separate contract, funded aside the budget/Annex 3 of the present Agreement, will be issued by the European Commission to undertake a mid-term evaluation of BOMCA Phase 8. This evaluation will be conducted in line with Article 8 of the Annex 2 – General Conditions.

7. Reporting Requirements

An Inception Report will be submitted within three months of contract signature. Thereafter, reports will be prepared in accordance the provisions set out in Article 2 of the General Conditions of the Contribution Agreement and in line with the Joint EC-UN Guidelines on Reporting (2011)³.

The Inception Report will include a detailed description of the project environment, including any significant changes since signature of contract. The Inception Report will include a detailed work programme with 'indicators of achievement' defined for each activity.

Narrative Progress Reports every six months will describe relevant changes to the project environment, implementation of project activities, progress towards achievement of results and objectives during the reporting period, preliminary assessment of impact and an updated version of the work programme (by country and by component) for the remaining project period.

The Final Report shall include a section on lessons learned for development of future phases of the program.

³

http://ec.europa.eu/europeaid/work/procedures/financing/international_organisations/other_documents_related_united_nations/document/joint_guidelines_reporting_2011_en.pdf

8. EU Visibility

Visibility activities, comprising a Communications Strategy⁴ (see Attachment 4) for the Programme, is developed and agreed between UNDP and the EU Delegation at the onset of the Action. The Visibility and Communication Plan will be submitted to the EU Delegation as part of the Inception Report. Implementation of visibility and communication activities will form an integral part of the Action. The Communication Strategy is developed drawing from the Joint Visibility Guidelines for EC-UN Actions in the Field⁵. It has been agreed with the EU Delegation in Bishkek to place the logos (flags) of the five countries of Central Asia in BOMCA visibility promotion materials to increase the sense of ownership of BOMCA national partners.

To sustain visibility and increase further awareness of the EU-UNDP role in dealing with border management issues in Central Asia, it is vital to provide a basis for creating and maintaining meaningful, sustainable and effective communications with target audiences engaging all stakeholders. In particular, during BOMCA 8 implementation it is envisaged to produce BOMCA billboards and information material (leaflets, booklets) to be displayed and distributed at main BCPs in the Ferghana valley and thus to contribute to awareness raising and confidence building among people crossing the borders and cross border communities in the Ferghana valley.

BOMCA offices in CA will re-print folders, notepads, envelopes, letterheads, stickers, banners, plaques. Printing of T-shirts, vests, pens, organizers, wall clocks, calendars, mugs, flash-cards, key-rings, and other promotional materials is also planned for 2011-2013.

To improve and expand positive coverage in mass media and motivate journalists, it is possibly planned to include journalists from BOMCA media pool (who are actively and continuously reporting on regional security issues, security sector reform, BOMCA interventions etc.) together with beneficiaries to already planned study tours to Europe in 2011-2013 with visits to media institutions, BCPs, DPUs etc. This will result in better media understanding of BOMCA activities and a more accurate and frequent coverage. It is also planned to organize press tours to major BOMCA project sites. This will promote strengthening positive relations with the media and orchestrating successful media campaigns at a later stage. Simultaneously with planned press tours and study tours to Europe it is envisaged to organize a contest among print and electronic media on the best coverage of IBM in each Central Asian country. Print journalists will get incentives in writing analytical articles rather than news stories.

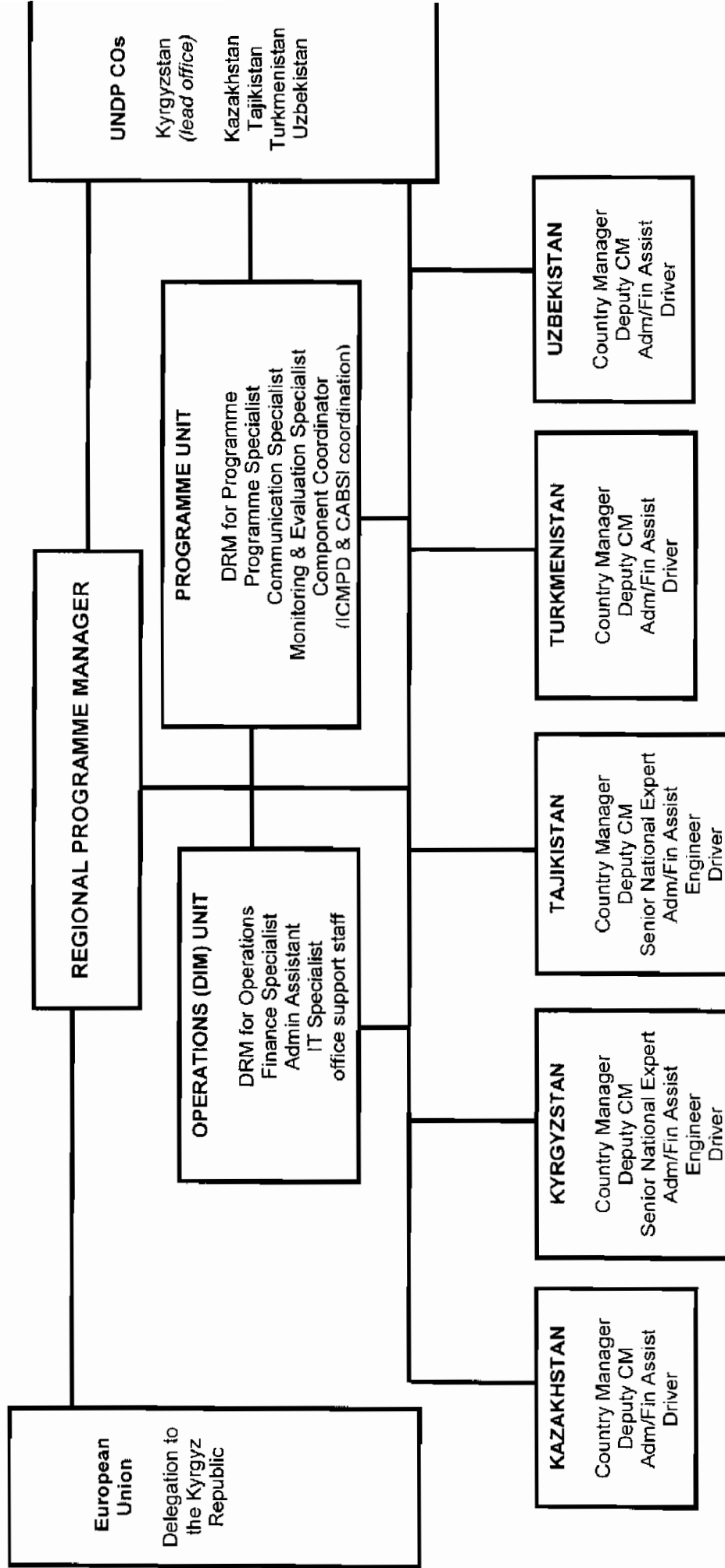
Depending on funds availability, it is planned to arrange production of BOMCA film and broadcasting it at Euronews TV to cover European audience and broadcasting at Stan TV to cover Central Asian audience. This will increase broader presentation and awareness on EU assistance to Central Asia.

⁴ The BOMCA updated Visibility and Communication Strategy is designed to sustain visibility and increase further awareness of the EU-UNDP role in dealing with border management issues in Central Asia. The main purpose of the Strategy is to provide a basis for creating and maintaining meaningful, sustainable and effective communications with target audiences engaging all stakeholders.

⁵ http://ec.europa.eu/europeaid/work/procedures/implementation/international_organisations/other_documents_related_united_nations/document/joint_visibility_guidelines.pdf

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BOMCA Organigramme (planned for Phase 8)



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Logical Framework Matrix, BOMCA Phase 8

	Intervention logic	Objectively verifiable indicators of achievement	Sources and means of verification	Assumptions
OVERALL OBJECTIVES	To help increase security in the Central Asian region To contribute toward the facilitation of legitimate trade and transit To reduce the illicit movement of goods and people	Number of incidents at CA borders remains stable or decreases Trade turnover between CA countries has increased Number of illicit movements of goods and people across CA borders remains stable or decreases	Official reports on incidents, newspaper articles, copies of quality assessments, copies of protocols of interviews with donor community and media representatives, trade statistics	
SPECIFIC OBJECTIVES	Component 1: Institutional Reform			
	To support the Central Asian countries to adopt and implement the principles and practices of a European Integrated Border Management (IBM) approach in their border management strategies and implementation action plans	Basic elements of IBM (intra- service and inter- agency as well as international cooperation etc.) have been introduced in IBM strategies and implementation action plans	Expert reports, feedback from Governments, minutes of relevant meetings	Willingness of the Governments to introduce IBM components into border management strategies and implementation action plans
	Component 2: Enhancing Professional Skills			
	To contribute to the enhancement of professional skills of law enforcement officers working at borders	Agreements to develop 'Training Facilities as regional 'centres of excellence' in different topics; Regional ToT provided to officers of all countries. Upgraded skills and application of learned practices in daily work.	Feedback from trained personnel and agencies, interviews, etc.	Willingness of the Governments to improve training and training conditions Proper selection of candidates for training
	Component 3: Strengthening Counter Drugs Capacities in Agencies Working at Borders			
	To enhance the capacities of agencies working at borders with the aim to support the interception of drugs and precursor chemicals	Enhanced information sharing by DPUs on regional basis; EU-CIS cooperation on joint investigations & joint operations; Regional ToT provided to officers of all countries in counter-narcotics work Better levels and increased number of drug seizures?	Feedback from CARICC and from EU Member States; Interviews with national authorities on quality and relevance of curricula introduced and taught;	Willingness of the Governments to address the problem of drug trafficking in the region & to provide access to EU experts within BOMCA cooperation framework
	Component 4: Border crossing points (BCPs) and border outposts (BOs)			
	To help improve working conditions and motivation of staff deployed at a limited number of BCPs and BOs which were built under previous BOMCA and CADAP phases	A limited number of BCPs and BOs in Kyrgyzstan and Tajikistan have been renovated / refurbished	Interviews with representatives of beneficiary institutions, tender documents, newspaper articles, progress reports of previous BOMCA phases	Acceptance by Government of Tajikistan and Kyrgyzstan of future responsibility for maintenance of all facilities funded by EU and constructed/refurbished by UNDP

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	<p>Horizontal Tasks</p> <p>To facilitate stronger connection between the stakeholders, through the development of a Cooperation & Coordination Platform under the Programme.</p>	<p>Cooperation agreements made; Summaries/recommendations developed Cooperation meetings taken place</p>	<p>Stakeholders/donors meetings agendas & minutes; Protocols/recommendations</p>	<p>Willingness of the stakeholders to have a further dialogue on possible synergies and partnerships</p>
<p>EXPECTED RESULTS</p>				
<p>Component 1: Institutional Reform</p>				
	<p>Beneficiary countries familiarised with state-of-the-art border management methodologies at policy-making level</p>	<p>Changes to the legal framework of border management / multi-agency & international co-operation and the introduction of one-stop approach at border crossing points provided</p>	<p>Meetings agendas & minutes; Protocols/recommendations Legislation border strategies developed along IBM</p>	<p>Willingness of the Governments to continue reforming their border management systems Willingness of the final beneficiaries (border agency officers) to understand and accept the IBM related concepts and practices</p>
<p>Component 2: Enhancing Professional Skills</p>				
	<p>Capacities of border control and inspection officers increased</p>	<p>Number of training sessions provided Number of seminars / conferences workshops on inter-agency & international co-operation organised Training related Equipment provided in Kyrgyzstan and Tajikistan Training Premises in Kyrgyzstan and Tajikistan refurbished / renovated</p>	<p>Training curricula, protocols, questionnaires filled in by trainees, tender documents, statistics</p>	<p>Willingness of the Governments to improve training and training conditions Willingness of the final beneficiaries (border agency officers) to accept the EU border training concepts, curricula, and practices.</p>
<p>Component 3: Strengthening Counter Drugs Capacities in Agencies Working at Borders</p>				
	<p>Capacities of law enforcement officers in charge of fighting trafficking of illicit drugs across borders increased</p>	<p>Number of training sessions on combating trafficking in illicit drugs and chemical precursors provided Number of seminars / conferences workshops on Drug Profiling Units and inter-agency & international co-operation organised Number of training impact assessments based on post-training feedback assessments Drug-detection related facilities and Equipment provided in Kyrgyzstan and Tajikistan</p>	<p>Training curricula, protocols, questionnaires filled in by trainees, tender documents, statistics</p>	<p>Willingness of the Governments to improve training and training conditions</p>

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Component 4: Border crossing points (BCPs) and border outposts (BOs)			
Working conditions and motivation of law enforcement officers have improved	Number of training facilities and, possibly, BCPs and BOs in Kyrgyzstan and Tajikistan refurbished / renovated / equipped	Interviews with representatives of beneficiary institutions, tender documents Improved persons/ goods flow at the borders Increased levels of cross border crime detection and seizures	Government of Kyrgyzstan and Tajikistan to agree to maintain facilities renovated / refurbished
Horizontal Tasks Bilateral, regional and international cooperation further institutionalized in Central Asia	Cooperation agreements made; Summaries/recommendations developed	Stakeholders/donors meetings agendas & minutes; Protocols/recommendations	Willingness of the stakeholders to have a further dialogue on possible synergies and partnerships
ACTIVITIES			
MEANS (inputs in staff, w/m): (
COSTS: (
Component 1: Institutional Reform			
1.1 Assistance to Kyrgyzstan in finalising a detailed and costed border management Strategy, National action plan and institutional development;	At least 1 review of an implementation action plan (Kyrgyzstan)	logistics for organisation of conference, round table, w/group meetings; national expert fee;	€191,680
1.2 On demand provision of legal advice and consultancy on changes to the legal framework of border management, including IBM Action Plan, in Tajikistan;	A series of round tables / meetings / and at least 1 conference on legal framework of border management / multi-agency co-operation conducted	participants' transport, per diem; consultant fees (appr 60 days), per diem, transportation	
1.3 Advocacy of IBM concept for institutional development in the existing regional organizations (EurAsEC Border and Customs Department, CAREC, CIS Council of Border Commanders, etc.).	Statistics on beneficiaries & beneficiary institutions participating in joint events collected; recommendations developed		
Component 2: Enhancing Professional Skills			
2.1 Establishment of Consortia of training centres in Central Asia, supported and twinned with European counterpart institutions;	MoUs established between European & CA training centres & number/scope of senior level expert missions;	participants' transport, per diem, logistics, interpreter, etc; printing materials; national expert fee;	€2,828,926
2.2 Development of model training curricula in five thematic areas (& sub-areas) and training materials available to all beneficiary Agencies;	Revisions of training curricula provided by the end of the programme phase; training curricula available in all local languages;	consultant fees (apx. 36 days), per diem, transportation; trainer fees (apx. 42 days), per diem, transportation;	
2.3 Renovation and/or refurbishment of, provision of equipment to, training facilities, including canine training centres, in Tajikistan and Kyrgyzstan;	At least 1 training facility renovated and/or refurbished and/or equipped in both Tajikistan and Kyrgyzstan, following needs assessment;	advertisement, tendering, civil works equipment;	
2.4 Organisation of Training-of-Trainers courses at regional training centres taking the lead in the different thematic areas;	At least 3 training / retraining courses for trainers (train-the-trainers courses) provided;		

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<p>2.5 Organisation of regional and national training courses on inter-Agency basis, including professional skills training and special thematic training courses;</p> <p>2.6 Organisation of a regional advanced training for dog handlers and Cynology Management workshops;</p> <p>2.7 IBM study tours to EU Member States external borders;</p> <p>2.8 Mobile trainings for cross-border communities, local authorities, border guards, and custom officers to provide hands-on skills and knowledge in conflict prevention and cross-border cooperation in Ferghana Valley;</p> <p>2.9 Anti-corruption training for border authorities, customs services and other BOMCA beneficiaries in partnership with the existing anti-corruption institutions to reduce the scope for corruption through administrative simplification, modernization, rationalization and streamlining of border management processes.</p>	<p>At least 10 training courses / conferences provided at national level;</p> <p>Regional advanced training for dog handlers and Cynology Management workshops organised</p> <p>At least 2 IBM study tours to EU Member States external borders organised</p> <p>Up to 10 joint trainings on conflict prevention for cross-border communities and border related officers organised</p> <p>Up to 6 joint anti-corruption trainings for border authorities, customs services and other BOMCA beneficiaries in partnership with the existing anti-corruption institutions organised</p>		
<p>Component 3: Strengthening Counter Drugs Capacities in Agencies Working at Borders</p>			
<p>3.1 Integrate & network DPUs into regional information sharing structures in close collaboration with CARICC;</p> <p>3.2 Enhancing inter-agency and international co-operation and procedures for cross-border investigations and operations via study tours;</p> <p>3.3 Provision of both regional and national training sessions on combating trafficking in illicit drugs and chemical precursors;</p> <p>3.4 Provision of office equipment, drug testing kits and search tools for Drug Profiling Units & operational staff in Kyrgyzstan and Tajikistan;</p> <p>3.5 Basic refurbishment of office facilities for Drug Profiling Units in Tajikistan and Kyrgyzstan</p>	<p>CARICC and national feedback on DPU institutionalisation & performance; at least 1 regional workshop organised</p> <p>Inter-agency and international co-operation further improved; at least 2 study tours organised</p> <p>Up to 25 regional/national training courses on combating trafficking in drugs and chemical precursors provided;</p> <p>Office & operational equipment for Drug Profiling Units & operational staff in Kyrgyzstan and Tajikistan provided;;</p> <p>Existing DPU offices refurbished as required in Tajikistan & Kyrgyzstan.</p>	<p>participants' transport, per diem, logistics for organization; interpreters, etc.;</p> <p>trainer fees (apx. 175 days), per diem, transportation; advertisement, tendering, civil works, equipment</p>	<p>€680,000</p>
<p>Component 4: Border crossing points (BCPs) and border outposts (BOs)</p>			
<p>4.1 Provision of equipment to border detachments and border outposts in Ferghana Valley in Kyrgyzstan, equipped under previous BOMCA and CADAP phases;</p>	<p>Up to 17 border detachments and border outposts in Kyrgyzstan equipped by the end of this programme phase</p>	<p>advertisement, tendering, civil works, equipment</p>	<p>€231,500</p>

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	<p>4.2 Renovation and/or refurbishment of, and/or provision of equipment to, border crossing points and border outposts in Tajikistan, which were built and/or refurbished and equipped under previous BOMCA and CADAP phases.</p>	<p>At least 3 border crossing points and border outposts in Tajikistan, renovated and/or refurbished and 4 equipped by the end of this programme phase</p>	
<p>Horizontal Tasks</p>			
	<p>5.1 Assist in the organization of and provide logistical and financial support to the annual CABS Conference and its preparatory meetings;</p> <p>5.2 Organize annually a Regional Steering Committee meeting in the CA region;</p> <p>5.3 Organise an annual National Steering Committee Meeting in each beneficiary country;</p> <p>5.4 Organise regular Technical Level Donor Coordination Meetings in each beneficiary country;</p> <p>5.5 Support an annual regional meeting for the Commanders of the five CA border services (Issyk-Kul Initiative on Border Security in Central Asia) and related working level meetings;</p> <p>5.6 Ensure participation of high ranking border executives at the annual International Border Police Conference;</p> <p>5.7 Facilitation of cross-border working groups and community consultations on cross-border issues that will involve communities, border guards/ custom officers and local authorities to serve as a mechanism for dialogue, joint problem-solving and cooperation across borders in Ferghana Valley.</p>	<p>Preparatory meetings and CABS Conference taken place;</p> <p>Annual Regional Steering Committee meeting in the CA region conducted;</p> <p>Annual National Steering Committee Meeting in each beneficiary country conducted;</p> <p>Technical Level Donor Coordination Meetings in each beneficiary country conducted;</p> <p>Annual regional meeting for the Commanders of the five CA border services and related working level meetings conducted;</p> <p>Participation of at least 1 high ranking border executive from each country in the annual International Border Police Conference ensured;</p> <p>Up to 10 cross-border working groups and community consultations on cross-border issues organised</p>	<p>participants' transport, per diem, logistics for organization; translation/ interpretation; prom materials, media public-s, festivals, prizes, small grants, the press, etc</p> <p>€637,920</p>

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RISK LOG

#	Description	Type	Impact & Probability	Countermeasures / Mngt response	Owner
1	Regional and National political instability	Political	Weak support from CA governments at all levels P = 2 I = 5	All activities are implemented in close cooperation between the BOMCA Regional Office, BOMCA country offices, UNDP COs and implementing partners.	BOMCA Regional Office and UNDP country offices
2	Change of a government at different levels	Political	Weak support from the government at all levels P = 2 I = 5	Regional Office in close cooperation with the UNDP CO and implementing partners will try to adapt project activities to the developing situation at an early stage	BOMCA Regional Office and UNDP country offices
3	Lack of acceptance from government partners	Organizational	Lack of sustainability of the implemented activities P = 1 I = 5	Regional Office in close cooperation with the implementing partner will regularly brief and conduct assessment and awareness-raising missions on IBM to Central Asian border agencies, according to the Work Plan	BOMCA Regional Office/ country offices
4	Insufficient coordination among the Government entities involved	Organizational	Partial achievement of the project results P = 1 I = 3	Regional Office will work in close cooperation with the implementing agencies and beneficiaries to ensure proper coordination level among the Government entities involved	BOMCA Regional Office, and UNDP country offices
5	Poor participation /contribution from beneficiaries	Organizational	Partial achievement of the project results P = 1 I = 3	Regional Office will work in close cooperation with the implementing agencies and beneficiaries to ensure ownership and participation in project	BOMCA Regional Office/ country offices
6	Low capacity of beneficiaries	Organizational	Partial achievement of the project results P = 3 I = 3	Regional Office and the implementing partner will facilitate activities to raise the capacity of beneficiaries	BOMCA Regional Office/ country offices
7	Insufficient understanding of a need for reforms	Organizational	Lack of sustainability of the implemented activities P = 5 I = 3	Regional Office will work in close cooperation with the implementing agencies and beneficiaries to ensure increased level of understanding	BOMCA Regional Office and UNDP country offices

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Border Management in Central Asia (BOMCA) Programme

**Программа содействия управлению границами
в Центральной Азии (БОМКА)**



BORDER MANAGEMENT IN CENTRAL ASIA (BOMCA)

VISIBILITY AND COMMUNICATION STRATEGY

Updated 15 June 2011

1. INTRODUCTION AND PURPOSE

The European External Action Service (EEAS) considers communication as one of its strategic objectives, recognizing it fully as a policy in its own right. A renewed commitment to communication with Europe's citizens is of vital importance.

Smart communications are a vital tool for promoting any development programmes and projects. A well designed communication strategy can help achieving development goals and objectives of any organization.

Effective advocacy for border management could assist in advancing BOMCA prime objectives including resource mobilization and more efficient cooperation with local beneficiaries in each Central Asian country.

This Document provides a general framework for the EU-UNDP BOMCA Communication Strategy designed to improve visibility and increase awareness of the EU's role in dealing with border management issues in Central Asia.

The main purpose of this Document is to provide a basis for creating and maintaining meaningful, sustainable and effective communications with target audiences engaging all stakeholders. To ensure BOMCA operations have greater development impact, this Strategy promotes:

- (i) awareness and understanding of BOMCA activities, goals and results among the Programmes' constituencies, stakeholders, and the general public;

- (ii) participatory development, ensuring a better two-way flow of information between the EU, UNDP and their stakeholders;
- (iii) specific activities and initiatives to be undertaken in the medium and long term, in cooperation with stakeholders.

The implementation of this Communication Strategy will be a joint effort of all BOMCA implementing partners, mostly of Country Managers guided and supported by Regional Communication Specialist based in Bishkek.

In time, new communication initiatives could evolve and require possible adjustments of this Strategy.

2. BACKGROUND AND CURRENT SITUATION

2.1 Context for communications

Communications do not exist in a vacuum; they must take into account the larger context in which BOMCA operates. The European Union and UNDP endeavor therefore to advance BOMCA prime objectives through effective external positioning and proactive communications vital for resource mobilization and more efficient cooperation and interaction with current and potential beneficiaries and counterparts.

2.2 Target groups

In order to ensure a logical and effective communications approach, including some aspects of public segmentation, message formulation or selection of the media, it is necessary to have sufficient information about the knowledge, attitudes and perception of key target groups.

Information in general comes from “low-cost sources of information” - television, radio, local newspapers and information agencies’ websites. Radio and local newspapers, which have highest penetration in rural areas, do not currently provide much information about the European Union or BOMCA.

BOMCA visibility and communications interventions focus on public awareness and organizing specific communications activities targeting specific groups.

2.2.1 Priority target groups

Target groups of BOMCA can be divided into two distinctive, yet overlapping categories. One comprises those who are professionally involved and the other is the general public.

The first target group is made up of:

Government officials in Central Asian countries (beneficiaries and counterparts);

Decision makers (EU officials, Government authorities in Central Asia);
Local Governments' officials across the region;
Journalists and editors;
Representatives of other development agencies

As regards the second group, the general public (beneficiary population in Central Asia and European taxpayers), it is necessary to establish a basis for specific communications activities in the future, starting with providing reliable and accurate information about the role the European Union plays in providing the regional security, fight against drugs in the region, and the like.

2.3 Objectives

The objectives of this Communication Strategy are twofold:

First, to inform those who are already directly involved into Programmes' implementation;

Second, to consolidate existing positive attitude towards EU-UNDP Border Management Programme through better understanding of the necessity of proper border management and fight against illegal drug trafficking in the region vulnerable to such security threats as drugs, terrorism, weapon smuggling etc and the ways it can be communicated. This would enable the general public to form their opinions about the EU-UNDP interventions on facts rather than hearsay.

2.4 Messages

Experience has shown that the interests of different groups are rather varied, and consequently the content of messages needs to be carefully selected for each target group and for each element of the information campaign, activity or event to be implemented under this Strategy. However, a message has two components:

A general one should be frequently rerun in all public relations (PR) efforts, if possible. This message should emphasize the following idea: "the European Union is providing assistance to Central Asia to enhance border security in Central Asia and reduce drug trafficking in the region." Or: "the European Union through its regional programmes promotes co-operation in Central Asia to help avoid conflicts, facilitate trade, help develop the countries' economies and facilitate the fight against common threats, such as drug trafficking. These efforts will have an impact on all citizens of Central Asia."

The message designed for EU Officials and European taxpayers could sound as follows: "the European Union is providing assistance to Central Asia to enhance border security in the region and fight drug trafficking along the Europe's eastern borders."

The other component of the message will depend on the target group and the media chosen. For the professionally involved, the content will be factual and informative; for those not yet involved it should stimulate thinking and influence their understanding of the situation.

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For instance, the more specific message could sound as: “there is not a single country in the world that is immune from illegal drug trafficking, weapon smuggling, money laundering or organized crime. These challenges do not respect state borders and remain inextricably linked with each other. Thus, international assistance in implementing universally recognized legal norms and practices can help to confront these security challenges.”

2.5 Media and other communication channels

A combination of the media involvement, information campaigns and communication activities to be used is linked to specific target groups mentioned above. Below communication through the media, communication through intermediaries and direct communication are reviewed.

2.5.1 Communication through the media

This type of communication refers to information dissemination via electronic (radio, TV, news agencies websites) and print media (newspapers and magazines, including both national and regional outlets). The media penetration is often high, but their impact varies.

Advantages and disadvantages to working through the media

Advantages:

- Media can reach a large audience at little or no cost to the organization
- Media can add credibility to an issue
- Media can give importance to an issue

Disadvantages:

- Complex issues are given 30-second sound bites on TV
- Media can distort an issue
- The “infotainment” phenomenon detracts from urgency and importance of issues

In many cases, BOMCA has a lot of useful information and many remarkable stories to offer to the media. Too often these are buried in paper – documents and correspondence. In general we should recognize that there are many important things that we do that are not necessarily newsworthy. On the other hand, if we better understand motivations of the news media, we can target more efforts at pitching stories and generating more news.

Some activities (such as press tours or press briefings) could be undertaken to help journalists improve their knowledge about the EU-BOMCA mandate – promoting institutional reforms in the security sector reform, facilitating legal trade, dealing with border and illegal drug trafficking problems in the region etc.

2.5.2 Direct communication

This refers to communication activities by means of which target groups could be reached via website, brochures, newsletters etc.

2.5.3 Communication through intermediaries

Communication through intermediaries is used whenever it is possible and appropriate. In some cases, NGOs, universities and similar institutions can develop better approach and methods on reaching target audiences. Using these channels opens up possibilities for communication “from bottom to top”, which adds to the credibility of the message.

3. MAIN PUBLIC RELATIONS ACTIVITIES PLANNED FOR 2011-2013

In line with the Joint Visibility Guidelines for EC-UN Actions in the Field⁶, UNDP will undertake information and communication activities designed to raise the awareness of targeted audiences of the reasons for and impact of the UN-EU cooperation and identify EU support for and impact of the Action.

3.1 Visibility

EU Visibility will be strengthened and country offices in the region will be advised on a regular basis on visibility matters.

A bi-monthly electronic newsletter in English and Russian will be published and distributed as widely as possible among all stakeholders including donor agencies, Government officials, beneficiaries and journalists in the region through EU and UNDP local representations in Central Asia. The EU member states’ embassies will be included in distribution lists.

BOMCA offices in CA will re-print folders, notepads, envelopes, letterheads, stickers, banners, plaques. Printing of T-shirts, vests, pens, organizers, wall clocks, calendars, mugs, flash-cards, key-rings, and other promotional materials is also planned for 2011-2013.

The BOMCA website will be promoted and become an efficient tool of communication.

⁶ http://ec.europa.eu/europeaid/work/procedures/implementation/international_organisations/other_documents_related_united_nations/document/joint_visibility_guidelines.pdf

3.2 Media Relations

To improve and expand positive coverage in mass media and motivate journalists, it is possibly planned to include journalists from BOMCA media pool (who are actively and continuously reporting on regional security issues, security sector reform, BOMCA interventions etc.) together with beneficiaries to already planned study tours to Europe in 2011-2013 with visits to media institutions, BCPs, DPUs etc. This will result in better media understanding of BOMCA activities and a more accurate and frequent coverage.

It is also planned to organize press tours to major BOMCA project sites. Press tours are a good opportunity to enhance the public awareness in the light of the growing demand for ensuring a better two-way flow of information between the Programme and its stakeholders and interacting with journalists informally, using every opportunity to deliver our messages. This will promote strengthening positive relations with the media and orchestrating successful media campaigns at a later stage (as it was with CADAP MEDISSA Project in 2008).

Press tours in each Central Asian country to project sites are a good tool to: (i) promote public awareness of the EU's role in border management and illicit drug trafficking problems in Central Asia; (ii) set up a mechanism of reporting to public through the mass media about BOMCA contribution to regional security in the region, and (iii) endorse the EU and UNDP identity as one of the major development agencies in the region.

By organizing press tours in all Central Asian countries, we would be able to set up a pool of journalists who will serve as BOMCA "supporters". It will be an investment for the EU that can yield immediate results (a number of stories released) and also help establish long-term interest and good will of journalists.

To provide journalists with opportunities to gather impressions and get a comprehensive picture about project sites, the following format for a press tour is proposed: (i) demonstrate to the media the on-going projects by organizing an extensive tour around a project site; (ii) brief them on the EU projects and other in-country and regional activities; (iii) arrange interviews with beneficiaries and project implementing agencies' officials who will talk about projects' implementation process and plans for future.

To make sure that journalists use correct data and information, handouts for journalists containing description of projects planned to be visited, success stories related to these projects, statistical data on projects' implementation, and any other relevant information should be provided. Project sites to be visited will be identified in close coordination with country managers on the basis of their impact on improving beneficiaries' lives.

Simultaneously with planned press tours it is envisaged to organize a contest among print and electronic media on the best coverage of IBM, institutional reform and other BOMCA-related activities in each of Central Asian country. Print journalists will get incentives in writing analytical articles rather than news stories. This would help us to improve and expand positive coverage in print media. Such a contest can be replicated in each Central Asian country.

Regular briefings for journalists should be incorporated in work plans.

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Depending on funds availability, it is planned to arrange production of BOMCA film and broadcasting it at Euronews TV to cover European audience and broadcasting at Stan TV to cover Central Asian audience. This will increase broader presentation and awareness on EU assistance to Central Asia.

3.3 Internal Communication

To equip BOMCA programme staff with basic knowledge in encountering journalists (giving interviews, sending messages to the press) and improve confidence and media-handling skills to better communicate with journalists, an advanced media training session for programme staff by a professional media trainer that can be replicated in other Central Asian countries or coincided with any regional training (subject to funds availability), will be included into a draft visibility and communications plan.

BOMCA Visibility and Communication Specialist will closely coordinate and monitor all BOMCA publication activities, including content management, norms for publishing, design etc. and participate in the UN Communications Officers' regular meetings to brainstorm ideas for improving BOMCA communications and public relations practices.

4. MONITORING THE COMMUNICATION STRATEGY

The impact of this Communication Strategy can be analyzed and assessed by conducting a survey. It could be used to review the Strategy and develop a new plan of activities.

Performance can be measured quantitatively and qualitatively. Quantitative measurement consists mainly of adding up all events, speeches, press releases, press clippings etc. over a period of time (6 month or a year) and comparing it with the next period.

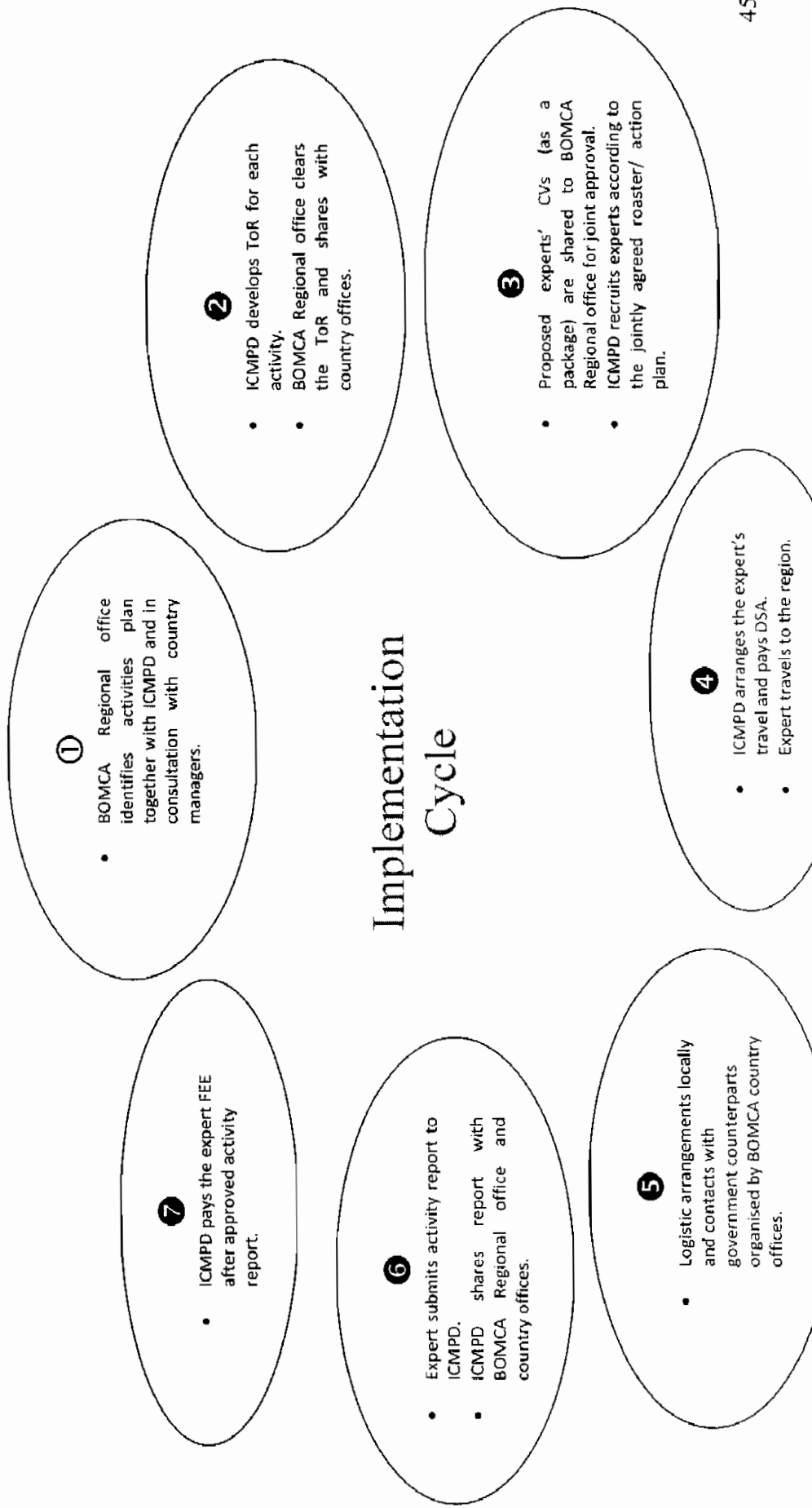
Qualitative assessment of press coverage is to determine how positive every released story/reportage is to BOMCA.

Photo database illustrating the programme's implementation should be maintained regularly.

Questionnaires can be sent to recipients of BOMCA outreach efforts. A web-based questioning can also be done.

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UNDP / ICMPD - BOMCA Implementation Cycle



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