



UNITED NATIONS DEVELOPMENT PROGRAMME
Country: TAJIKISTAN
PROJECT DOCUMENT



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Project Title: Promoting Cross-border Cooperation through effective management of Tajikistan's border with Afghanistan

United Nations Development Assistance Framework Outcome: Security is enhanced through integrated border management along the Tajik – Afghan border and other neighboring state borders while safeguarding the rights of those persons requiring international protection

Expected Country Programme Outcome: National and local levels of government have the capacity to implement democratic governance practices, and effectively and strategically plan, finance and implement development initiatives in an inclusive and participatory manner

Expected CPAP Output(s): 3.5 State security enhanced through integrated border management along the Tajik-Afghan and neighboring states borders; 3.6 Cross-border and regional issues are better managed through improved cooperation among local, national and international partners

Implementing Agency: UNDP Tajikistan in cooperation with the Ministry of Foreign Affairs of the Republic of Tajikistan and the Main Department of Border Guards of the State Committee on National Security of Republic of Tajikistan

BRIEF DESCRIPTION

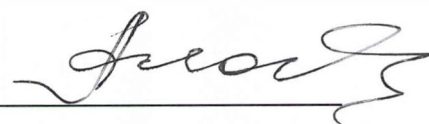
The '*Promoting Cross-border Cooperation through effective management of Tajikistan's border with Afghanistan*' project is designed based on extensive stakeholder consultations both at the national and local levels and the outcomes of the validation mission of UNDP to Gorno Badakhshan Autonomous Oblast in May and in October 2014. While designing the project, the lessons learnt from the previous and ongoing border management programmes of UNDP and other development partners, including those funded by the Government of Japan, were taken into account.

The project aims (1) to promote the stability and security of the cross border regions of Tajikistan and Afghanistan, as well as (2) to assist Tajik-Afghan border adjacent communities, in particular women, in pursuing cross-border trade that contributes towards stronger resilience and stability of the region. The core strategy is to enhance the existing capacities at the *policy* and *operational* levels. As such, the existing Border Management and Counter Narcotics strategies of the Government of Tajikistan will be reviewed and strengthened. The technical support provided through this project will bear critical importance for stronger border management to tackle illegal drug and human trafficking. At the operational level, a comprehensive capacity building packages will be provided. This includes construction of a new Border Crossing Point (BCP) in Langar and upgrading of existing BCPs through (a) construction of additional border and customs checking units (at BCPs Tem, Ruzvai and Ishkashim) and (b) provision of equipment and furniture (for BCPs at Tem, Ruzvai, Ishkashim, Langar, Khumrogi and Shoghun). The project also offers opportunities for enhancing the cross-border cooperation and trade through upgrading the cross-border markets in Ruzvai and Ishkashim taking into account specific needs of the women traders and women visitors.

It is estimated that the project will benefit at least **2,248** people directly and **158,450** people indirectly. Duration of the project is 30 months.

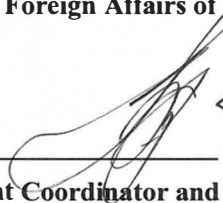
Project Period:	30 months	Total resources required:	USD 4,172,686
Key Result Area (Strategic Plan)		Total allocated resources:	USD 4,172,686
Atlas Award ID:		Regular (UNDP TRAC):	USD 300,000
Expected start date:	April 2015	Government of Japan:	USD 3,872,686
End Date:	September 2017	Donor:	Government of Japan
PAC Meeting Date		Government:	
Management Arrangements	Direct implementation	Unfunded budget:	-
		In-kind Contributions	Government of Tajikistan

Agreed by the Ministry of Foreign Affairs of the Republic of Tajikistan: _____



Mr. Sirodjidin Aslov, Minister of Foreign Affairs of the Republic of Tajikistan

Agreed by UNDP: _____



Mr. Alexander Zuev, UN Resident Coordinator and UNDP Resident Representative in Tajikistan



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LIST OF ABBREVIATIONS

ADB	Asian Development Bank
AKF	Aga Khan Foundation
BCP	Border Crossing Point
BG	Border Guards
BIG	Border International Group (Donor Coordination Mechanism)
BM	Border Management
BOMCA	Border Management Programme in Central Asia
DCA	Drug Control Agency under the President of the Republic of Tajikistan
DSA	Daily Subsistence Allowance
EU	European Union
FEZ	Free Economic Zone
GBAO	Gorno- Badakshan Autonomous Oblast
IBM	Integrated Border Management
ISAF	International Security Assistance Force
IOM	International Organization for Migration
HDI	Human Development Index
JICA	Japan International Cooperation Agency
LITACA	Livelihoods Improvement in Tajik-Afghan cross-border areas
M&E	Monitoring and evaluation
MFA	Ministry of Foreign Affairs
OSCE	Organization on Security and Cooperation in Europe
RT	Republic of Tajikistan
SCNS	State Committee on National Security
TAPRI	Tajik Afghan Poverty Reduction Initiative
UNDP	United Nations Development Programme
UNODC	United Nations Office for Drugs and Crime
UNHCR	United Nations Higher Commissioner for Refugees
US	United States
USD	United States Dollar

1. SITUATION ANALYSIS

1.1 Border management and drug smuggling

Effective border management has emerged as Tajikistan's priority, since the collapse of the Soviet Union created new international borders to manage. Tenuous stability in Afghanistan exposes Tajikistan to illicit drug trafficking that has undermined its stability. In this regard, Tajikistan faces risks posed from international terrorist and religious-extremist organizations, narcotics trafficking and weapons smuggling, and illegal migration.

Tajikistan shares 1,344 km of its border with Afghanistan. The Tajik-Afghan border has always been the most difficult section of the state border. In 2010, 25% of the 380 tons of heroin manufactured in Afghanistan were trafficked through Central Asia, and 85% of it through Tajikistan¹. During the same year, 649 citizens of Tajikistan were arrested in foreign countries for drug related crime from whom over 1.5 tons of drugs were seized. In 2012, law enforcement agencies of Tajikistan registered 16,593 general crimes of which 895 were related to drug smuggling. The trend of increased volumes of seizures of narcotic drugs was observed in 2012-2013, representing 71.3% increase from 3.9 in 2012 to 6.7 tons² in 2013.

Seventy five cases of illegal border crossing through Tajikistan were prevented in 2012. During the following year, the number of cases has almost doubled (89% increase) reaching 142 cases, including 92 military clashes.

With regards to the customs violations or contraband, there were 5,379 registered cases in 2013 against 5,417 cases in 2012³. As a result of special operations conducted by the Customs Service staff in 2013, 160kg of drugs substances and 11 kg of chemical precursors were seized. Additionally, 61 kg of narcotics were seized as a result of joint operations with other law enforcement agencies.

The increasing trend of drug trafficking and nonmedical use of drugs and as a result of increasing number of HIV cases among drug users (out of 4,500 people with HIV almost 49% are injecting drug users)⁴ have a direct impact on public health, national security and the economy of Tajikistan. In response, the security agencies in Tajikistan focused on enhancing the control especially over the Tajik-Afghan border and curtailing drug trafficking thus demonstrating commitment to stopping the transit of illegal drugs from Afghanistan through the country.

At the rostrum of the 67th General Assembly General Debate in September 2012, representatives of Central Asian (CA) republics expressed their concerns with the potential threats that could stem from a quick and complete withdrawal of Coalition forces from Afghanistan after 2014 and the transfer of responsibility for security to the Afghan National Security Forces. According to Tajikistan law enforcement agencies (the State Committee on National Security, including its Main Department of Border Guards, Ministry of Interior, Drug Control Agency under the President of the Republic of Tajikistan (DCA)), the situation in Afghanistan and neighboring Central Asian states will deteriorate due to the withdrawal of international coalition forces in 2014. In such a situation, there is a broad concern that criminal and terroristic groups will focus on strengthening their position in some areas of this country to destabilize the situation. Meanwhile, drug and human trafficking, threat of expansion of international terrorism, activity of illegal armed groups trained in terroristic special training centers, and also the spread of radical and extremist ideologies aimed at supporting the destructive groups in Central Asia can lead to further destabilization of the situation in the region.

1.2 Gender equality and women's empowerment

As evidence suggests, the situation with gender equality and women's empowerment in Tajikistan and Afghanistan is worrisome indicating that women do not yet sufficiently benefit from the existing economic growth of the two countries. This perhaps allows forgoing opportunities to build cohesion and stability in the communities they live. Women living in rural and mountainous areas are more disadvantaged. Remoteness and inaccessibility of the communities such as those located along the Tajik and Afghan border further adds to vulnerability of women.

¹ "Opiate Flows through Northern Afghanistan and Central Asia – A Threat Assessment" by UNODC, 2012.

² "Report on Drug Situation in the Republic of Tajikistan" by Drug Control Agency, 2012.

³ Statistical data from Customs Service under the Government of Tajikistan, 2012-2013

⁴ "Report on Drug Situation in the Republic of Tajikistan" by Drug Control Agency, 2012

According to the 2014 Human Development Report, Tajikistan and Afghanistan are ranked 133rd and 169th out of 187 countries accordingly. The general trend is that Tajikistan's Human Development Index (HDI) of 0.607 is lowest in Europe and Central Asian region, while Afghanistan's HDI of 0.468 is lowest in South Asian region and is among lowest in the world.

Likewise, Tajikistan's (75th rank) gender inequality index⁴ is lowest in the region and Afghanistan's is lowest in the South Asian region and in the world (147th rank). Accordingly, the labour force participation rate⁵ of women is 58.7 for Tajikistan and only 15.7 for Afghanistan, while the participation of men is more or less the same in both countries (76.9 for Tajikistan and 79.7 for Afghanistan). The estimated Gross National Income⁶ per capita is USD1,939 for women and USD 2,906 for men in Tajikistan as compared to respectively USD 503 and USD 3,265 for Afghanistan. These figures indicate the considerable inequalities between men and women in Tajikistan and Afghanistan in terms of accessing social and economic opportunities.

The above analysis shows that the challenges faced by the rural women in Tajikistan and Afghanistan are common. Economic participation of rural women is still very low in both countries. It is widely believed that traditional and cultural values limit mobility of rural women, especially in Afghanistan. Thus, improved access to market infrastructure coupled with income opportunities in agriculture sector,⁷ can significantly improve the current status of rural women.

In view of the fact every second woman (55.7%)⁸ in Tajikistan and one third of economically active women in Afghanistan are engaged in agriculture sector – the main source for women's income generation⁹, the cross-border markets coupled with improved border management control and services, if sufficiently utilized, offer a promising solution towards enhancing access of the bordering communities, especially women to economic opportunities. This in turn contributes to building resilience and stability in the cross-border area communities.

1.3 Human trafficking

According to the Global Report on Trafficking in Persons (UNODC, 2012)¹⁰, highest number of victims is observed in Eastern Europe and Central Asian region whereas absolute majority of victims represent women (78% are women) and children (9%, with girls representing two out of three children). During 2007-2010, over 62% of victims from Europe and Central Asia were trafficked for sexual exploitation and 31% for forced labour. According to the same source, involvement of women in human trafficking is very high. For instance, the share of women convicted for human trafficking represents over 80% of women convicted for all crimes.

During 2007-2010 almost half of the victims detected worldwide were detected within the region and 24% inter-regionally (from one region to another). Although country and region specific information on human trafficking, including for Tajikistan and Afghanistan is very limited, the Study on Trafficking in Women and Children (IOM, 2001)¹¹ coupled with anecdotal evidence reported through mass media suggests that human trafficking from Tajikistan to Afghanistan is often associated with exchange of narcotics. Thus, the population, especially women and children, living in bordering districts of Tajikistan are most vulnerable to such risks due to more frequent interactions between the bordering communities of Tajikistan and Afghanistan.

⁴ A composite measure reflecting inequality in achievements between women and men in three dimensions: reproductive health, empowerment and economic activity.

⁵ Proportion of a country's working age population (ages 15 and older) than engages in labour market, either by working or actively looking for work, expressed as a percentage of the working age population.

⁶ Figures derive from the ratio of female to male wage, female and male shares of economically active population and GNI.

⁷ <http://reliefweb.int/sites/reliefweb.int/files/resources/Synthesis%20Paper.pdf>

⁸ http://www.ilo.org/public/english/region/eurpro/moscow/info/publ/box_eng.pdf

⁹ <http://reliefweb.int/sites/reliefweb.int/files/resources/Synthesis%20Paper.pdf>

¹⁰ http://www.unodc.org/documents/data-and-analysis/glotip/Trafficking_in_Persons_2012_web.pdf

¹¹ http://www.iom.tj/pubs/trafficking_2001.pdf

1.4 Response measures

The political will coupled with sound policy and institutional frameworks related to border management and drug trafficking are recognized to be the pre-condition for significantly reversing the potential declines in security and stability in the country and the region.

In Tajikistan, these pre-conditions exist, however require continuous external support:

Political will: Recognizing the above situation, in his recent address to the Parliament (April 2014), the President of Tajikistan expressed the concern with regards to *'the beginning of withdrawal of ISAF¹² troops [from Afghanistan]*' and plead for *'building a confidence and security belt along whole border of the country through strengthening and expanding friendly and neighborly relations with all neighboring countries will be the most important task of Tajikistan in the years to come'*¹³. Understanding that the country is not able to face this challenge independently, the President also urged for engagement of international community around the issue.

Policy and institutional frameworks: During the last decade the Government of Tajikistan was paying continuous efforts towards building efficient border management and putting in place countermeasures to illicit drug trafficking. As such, the Government of Tajikistan has adopted the National Border Management Strategy 2010-2025 and the National Strategy to fight against illicit trafficking in drugs of the Republic of Tajikistan for the period of 2013-2020 (*hereinafter referred to as the National Counter-Narcotics Strategy*). To support implementation of these strategies, the National Interagency Coordination Groups and Interagency Secretariats were formed and operate under the following structure:

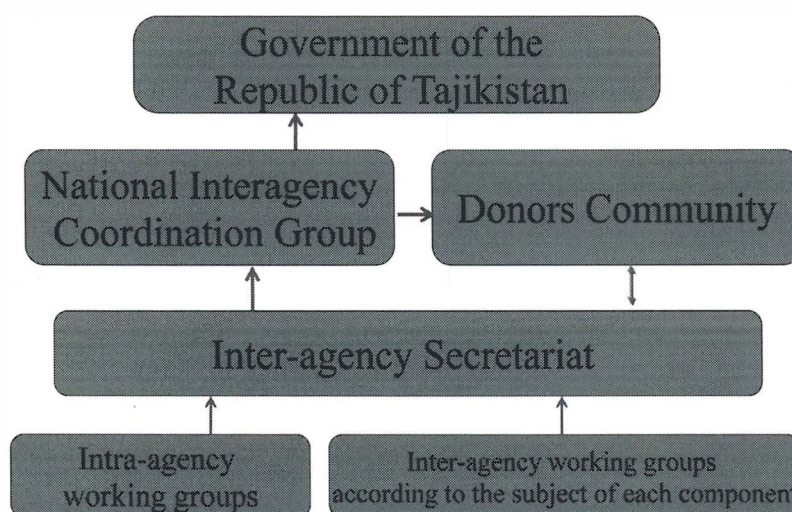


Figure 1 – Border Management and Counter Narcotics Strategy Implementation Structure

1.3.1 National Border Management Strategy:

The **National Interagency Coordination Group** for implementation of the National Border Management Strategy of the Republic of Tajikistan is a consultative body that coordinates activities of ministries and agencies of the Republic of Tajikistan on issues of the above Strategy's implementation.

The Interagency Secretariat for National Border Management Strategy is a working body of the Coordination Group established to organize work and activities of the National Interagency Coordination Group. The Secretariat is chaired by the National Coordinator (1st Deputy Head of SCNS) who is at the same time the Chairman of the Interagency Coordination Group. The Secretariat is composed of 3 people, including the Secretary (BG) and two Deputies (MFA, and SCNS). The Secretariat also forms thematic working groups to support implementation of priorities outlined in the strategy (*for further details, please see Annex 1-Governmental Decree # 371*).

¹² International Security Assistance Force

¹³ <http://president.tj/en/node/6600>

1.3.2 Counter Narcotics Strategy:

The duties and responsibilities of the National Interagency Coordination Group and Interagency Secretariat of the Counter Narcotics Strategy are the same as described under the National Border Management Strategy above.

The permanent members of the Interagency Coordination Group include:

1. Executive Office of the President of RT
2. Drug Control Agency under the President of RT
3. Ministry of Health and Social Protection
4. Custom Service under the Government of Tajikistan
5. Ministry of Interior
6. Ministry of Justice
7. Committee of Youth, Sports and Tourism
8. Committee of Women and Family Affairs
9. Committee of TV and Radio

The Interagency Secretariat on Counter Narcotics Strategy is chaired by Vice Prime Minister. The Secretariat is composed of Secretary (DCA) and two Deputies (Republican Drug Rehabilitation Centre and National Drug Monitoring Centre under the Ministry of Health and Social Protection).

Unfortunately, due to the scale of problems related to the fields of border management and illicit drugs turnover as well as insufficient capacity of the Government to address the standing challenges with its own resources (human, technical and financial), implementation of the above strategies is rather slow. Moreover, the restructuring process within the Government after the presidential elections (November 2013) had negative implications on the composition of Interagency Secretariats. The previous members were released from their posts and subsequently from Secretariat and new composition is currently being discussed within the Government. Due to this change in membership, the capacity of Interagency Secretariats has weakened. Therefore, both Interagency Secretariats will evidently need substantive technical and financial support for effective and timely implementation and monitoring of the Strategies.

To respond to the above situation, the international development community has been actively supporting the Government of Tajikistan in its efforts towards building effective border management and creating and putting in place the counter-measures to illicit drug trafficking. The development partners, including the donor community (Japan, US, EU, ADB), the UN agencies (UNDP, UNODC, UNHCR) and international organizations (IOM, OSCE and most recently GIZ) joined efforts towards strengthening the control over Tajikistan's southern border and building internal capabilities to battle organized drug crime. As a result, during the last decade, the Central Asian region hosted a variety of border management assistance programmes covering practically all aspects and all levels (policy and operational) of border management.

Number of actions undertaken by Tajikistan law enforcement agencies with the substantive support of the donors and international organizations, including the EU-UNDP programme for border management in Central Asia (BOMCA), has significantly enhanced operational capability of border agencies. Among them:

- Construction / renovation and equipping of 15 border outposts and 5 check points on the Tajik border with Afghanistan (EU-UNDP/BOMCA, US/UNODC, Aga Khan Foundation);
- Improved mobility of border agencies through provision of specialized border control and surveillance equipment, transport, searching devices (EU-UNDP/BOMCA, US/UNODC, US/Export Control and Border Security Project and US/International Narcotics and Law Enforcement project);
- Establishment of a nation-wide radio network (US, EU-UNDP/BOMCA);
- Enhanced national law enforcement staff capacity (EU-UNDP/BOMCA, UNODC, OSCE, IOM), including development of the mobile operational groups (US);
- Improved drug interdiction capacity through national-wide network of law enforcement agencies (EU-UNDP/BOMCA, UNODC, IOM, OSCE);
- Modernization of customs infrastructure and services, including e-customs declaration (ADB);
- Demining of Tajik-Afghan border through provision of equipment (Japan, UNDP 'Support to Tajikistan National Mine Action Programme', etc.).

Moreover, complementary to the above, with the support of the Government of Japan, a number of cross border cooperation initiatives were/are supported:

- Tajik-Afghan Poverty Reduction Initiative (TAPRI, implemented by UNDP in 2011-2012): The initiative promoted participatory development planning and provided social infrastructure and livelihood opportunities for poor people living in both Tajik and Afghan sides of the border areas along Tajikistan's Khatlon region. It complemented UNDP and others' border management programmes by aiming to raise the resilience of border-area communities against their vulnerabilities to illicit narcotics trade and cross-border criminal activities;
- Livelihoods Improvement in Tajik-Afghan Cross-border Areas (LITACA, implemented by UNDP in 2014-2017): LITACA builds on the success and lessons learnt from TAPRI. It continues to aim at raising community resilience through poverty reduction activities in both Tajikistan and north Afghanistan, thereby promoting stability and security of the region especially in view of 2014 ISAF withdrawal;
- Rural Development Project in Tajik Afghan Area of Gorno Badakhshan Autonomous Oblast of Tajikistan (implemented by Mountainous Societies Development Support Programme of the Aga Khan Foundation); and
- Countering the trafficking of Afghan opiates via the northern route by enhancing the capacity of key Border Crossings Points and through the establishment of Border Liaison Offices (implemented by UNODC);

Despite the overall progress achieved, there are still significant risks of escalation in trafficking of illicit drugs and related cross-border crimes. To prevent this, there is a need for continued external assistance in border management area.

2. STRATEGY

Experience shows that border management and counter-narcotics measures can generate greater and more sustainable outcomes when these measures are complemented with creation of a favorable environment for cross-border cooperation. This means, effective border management goes beyond security sector and also covers social and economic sectors. In other words, a functioning Border Crossing Points is not only *a means* for the prevention of illicit movement of drugs and people, but also *an opportunity* for increased economic (through cross-border markets and trade) interactions of border adjacent communities, including and especially women. Altogether, they contribute to building regional resilience and stability, reducing the threat of terrorism and religious extremism, and tackling illicit drug trafficking and other crimes such as human trafficking.

At the same time, for border management to be viewed from broader perspective, strong links and interactions between the *policy and operational level* actors is required. Interventions towards strengthening the operational capacity of the Interagency Secretariats on Border Management and Counter-Narcotics Strategies can close the existing information and communication gaps between both policy and operational levels.

At the *policy level*, support is needed in refining and better implementing the country's border management policy objectives, which in turn would help to prevent the risks of escalation in illicit trade and cross-border criminal activities while promoting legal flow of people and goods. Policy advice is still required in enabling complex policy coordination among Government institutions involved, such as the State Committee on National Security, Ministry of Foreign Affairs, Customs Service, Ministry of Transport, Drug Control Agency and the Office of the President.

At the *operational level*, technical assistance and investments are needed to improve the capacity of the border facilities and officials at the Border Crossing Points. For example, there is a lack of adequate facilities and trained border officials able to facilitate women's crossing the Tajik-Afghan borders. It is estimated that only 1-2 percent of the approximately 1,800 people, who cross the Ishkashim Border Crossing Point per year are women.

As mentioned above, effective border management not only strengthens security in the border areas, but also presents opportunities for *sustainable human development* by promoting *cross-border cooperation* that can greatly enhance the *economic* conditions of the population. In the long run, this in turn contributes to building

resilience and stability at the border-area communities. Currently, the dormant cross-border economic activities have contributed to continued poverty of the border-adjacent communities, leaving the population vulnerable to illicit trade and crimes. A part of solution could be found in the more active utilization of cross-border markets by women traders. For example, women traders make up only 1-2 percent of the 300-400 Afghan traders who visit the Ishkashim cross-border market every Saturday. Also, the lack of storage facilities hinders the markets to operate in their full potential: Afghan traders spend 3 days to reach the market in Ruzvai cross-border market (near Darvaz) and have to carry all goods every time due to lack of storage facilities, significantly adding to their operational costs.

Activities proposed within the given Project Proposal will directly meet the needs of the Government of Tajikistan in enhancing its (1) *Border Management and Counter-Narcotics* measures, and (2) *Cross-border Cooperation* for increased socio-economic conditions of the border adjacent communities of Tajikistan and Afghanistan. In this respect, the present project aims (1) to promote the stability and security of the cross-border regions of Tajikistan and Afghanistan, as well as (2) to assist Tajik-Afghan border adjacent communities, particularly women, in pursuing cross-border trade that contribute towards building resilience and stability. Thus, while the main objective of the project is to *strengthen security* (enhancing policies and upgrading border crossing points), it will upgrade cross-border markets to create basis for expanding economic opportunities for improving the livelihoods of the border adjacent communities.

The core principles to be applied by the project include but are not limited to:

- 1) The project is in line with the *needs* of the Government and beneficiaries. As such, the project will build on *past achievements* and UNDP, using different coordination and communication platforms such as Border International Working Group (BIG) and Interagency Secretariats, will pay all efforts not to duplicate or overlap, but to complement the ongoing efforts of the Government of Tajikistan and donor community, including the Government of Japan, in the field of border management and counter-measures to illicit drug trafficking;
- 2) Serving as the Secretariat of the Border International Working Group (BIG), UNDP, within the projects' areas of intervention, will help ensure *direct linkages* of the work on the ground with the policy levels;
- 3) The project will promote and apply the principles of *gender equality* to ensure that women and men equally benefit from the opportunities the project aims to create for the target border adjacent communities;
- 4) The project will ensure due *communication and visibility* of the achieved progress emphasizing the contribution of the donor;
- 5) While implementing the project, UNDP will promote the principles of *integrated border management* (IBM) that is *national and international coordination and cooperation among all relevant authorities involved in border security and trade facilitation to establish effective, efficient and coordinated border management in order to reach the objective of open, but well controlled and secure borders*¹⁴. The three pillars of IBM include intra-service (within a service or ministry), interagency (between different ministries or border agencies) and international cooperation (with other countries and international organizations).

In summary, the project will aim to increase security in the border areas of Tajikistan and Afghanistan, which in turn will strengthen resilience and stability that reduce the threat of terrorism and religious extremism, illicit narcotics trade and cross-border crimes, including human trafficking, especially women and children. As 2012 Global Report on Trafficking in persons suggests '*cross border trafficking is becoming increasingly difficult as result of more efficient control of the borders*' which has possibly contributed to reduction of global cross border trafficking from 81% in 2007 to 69% in 2010. This means, effective border management in Tajikistan will have a direct impact on reduction of cross border trafficking, especially women and children which represent majority of the victims of human traffic in the Eastern Europe and Central Asian region.

The project will achieve this through strengthening border management capacities both at the policy and operational levels, and by promoting trade through cross-border markets managed by the Border Guards.

Specifically, at the *policy level* the project will:

¹⁴ Guidelines for Integrated Border Management in EC External Cooperation (November, 2009): http://syb.icisleri.gov.tr/ortak_icerik/syb/Guidelines_for_IBM_in_EC_External_Cooperation_EN.PDF

- 1) provide necessary capacity development support to border management agencies in the implementation of relevant National Strategies

At the ***operational level***, the project will:

- 2) build new Border Crossing Point (BCP) in Langar,
- 3) upgrade BCP infrastructure in Tem, Ruzvai and Ishkashim,
- 4) provide equipment to BCPs Langar, Tem, Ruzvai, Ishkashim, Shoghun and Khumrogi; and
- 5) upgrade cross-border market facilities in Ruzvai and Ishkashim.

Under the present project, the contribution of UNDP will be used to support the policy level interventions, while the contribution of the Government of Japan will be used to support the operational level activities.

Support implementation of National Strategies on border management and counter narcotics

Current Situation:

As mentioned above, the implementation of Border Management and Counter Narcotics Strategies is very slow. This is mainly due to limited financial, technical and human resources required to meet the set goals and objectives:

National Border Management Strategy:

The strategy is quite comprehensive and well covers the current situation. The implementation plan of the strategy includes short, mid and long term measures with clear timeframes. However, when it comes to ***division of responsibilities***, the Implementation Plan indicates coordinating agencies and partner agencies. In many cases more the coordination is with more than one state agency. Hence, it is not clear which state agency is leading and what particular input each agency must provide to ensure completion of the task/measure. On the ***cost estimates***, the measures are broken into 'low cost', 'medium cost' and 'high cost' but without the estimated cost of each measure. As for the ***timeframe***, the implementation plan provides clear deadline for implementing each measure. But, there are no accountability mechanisms established to monitor implementation of each measure (*for details, please see Annex 2 – National Border Management Strategy*).

National Counter Narcotics Strategy

The Counter Narcotics Strategy well defines the key focus areas; however it is not as comprehensive and detailed as the National Border Management Strategy. The action plan includes a focused and linked set of policy and operational measures, but without indicating the ***responsible state agencies*** contributing to achievement of the set results, the ***timeframe*** and sequence for implementing of each measure. There is a separate section on funding which mentions that the Strategy will be implemented through the state budget and with the support of donor community. However, it does not specify details on the ***funding source*** and the ***amount required*** to support the implementation of the strategy (*for details please see Annex 3 – National Counter Narcotics Strategy*). Moreover, the strategy is not explicit in its relation to border management, including in combating human trafficking.

Altogether, the above gaps create delays in implementation of the National Border Management and Counter Narcotics Strategies and create room for fragmentation of activities by the Government and the donor agencies which goes against the principles of integrated border management. As a result, the support which BCPs receive such as training, infrastructure development, equipment, and etc. take place on ad-hoc basis without clear linkages to the strategic priorities of the Government.

In the context of National Border Management and Counter Narcotics Strategies, the key to sustainability of BCPs is to ensure timely implementation of reforms stipulated in the Border Management and Counter Narcotics Strategies. This requires sound planning of measures with clear timing and sequencing as well as lines of responsibilities. Sound planning also includes realistic cost estimations indicating clearly the funding sources ((state and non-state (donor) funding)) and exact amounts of funding required to ensure implementation of the objectives of the Strategies.

Proposed interventions:

Since the project activities are to large extent focused on operational (implementation) level, the project support to implementation of the strategies will be aimed at enhancing the Implementation Plans of both strategies. There are clear provisions in the National Border Management Strategy for the adjustments and updating of the Implementation Plan and inclusion of new activities, if required (*please see Annex 2, Part 3 - Implementation Plan, Paragraphs 1 and 12*). The same document gives a special role to the Interagency Secretariats to oversee and coordinate implementation of the Strategy. Thus, at the policy level the project will work with and enhance the capacity of the Interagency Secretariats to support implementation of the National Border and Counter Narcotics Strategies.

Interagency Secretariats were established as the main arm to support implementation of the above strategies. However, the presidential elections in November 2013 have resulted in restructuring of the state institutions and reshuffling of high and medium level decision makers. Since the membership in Interagency Secretariats is attached to fixed positions within the government such as 1st Deputy Head of SCNC, the promotion/dismissal of the official filling the position will result in his/her automatic replacement by his/her successor. Therefore, the restructuring exercise within the Government has immediate implications on the membership and performance of the Interagency Secretariats. The new members need extensive capacity building to effectively perform the assigned membership functions within the Secretariat.

Yet, experience shows that sustainable capacity building in border management is closely linked to promoting the concept of integrated border management which as mentioned above promotes intra-service, interagency and international cooperation. In turn, effective use of the above three pillars requires sound leadership potential, including effective negotiation, networking, and partnerships of Interagency Secretariats. It is therefore, the project envisages organization of stakeholder consultation workshops in Khorog and in Dushanbe to promote the Border Management and the Counter-Narcotics Strategies for greater intra-service, interagency and international cooperation. These workshops will enable the project to ensure greater awareness of the stakeholders on the problems on the ground and use the outcomes of the workshops to develop sound recommendations for improving the implementation of the strategies and enhancing the Implementation Plans with clear division of responsibilities, as well as timeframe and costing plan also showing the exact funding source and amount of funds required for each planned measure.

Subject to approval of the present proposal, the interventions aimed at enhancing the capacity of Interagency Secretariats will be funded by UNDP.

Border Crossing Points (enhancing security through strengthening border management capacities):

Current Situation:

The present project will focus on the Tajik side of the Tajik-Afghan border and will cover 6 BCPs , namely BCP Langar, Tem, Ruzvai, Ishkashim, Shoghun and Khumroghi. As mentioned earlier, the proposal is designed based on field missions and consultations with the Government. During the consultation process, inclusion of BCP Khumrogi located in Shurabad district (Khatlon region) was strongly recommended by the Government.

The target BCPs are located in the most threatened locations of the Tajik-Afghan border in terms of drug smuggling. Thus, strengthened control at these locations is essential for maintaining security and stability in the region.

The above BCPs have varying degree of capacity: some (BCP Langar) have no capacity, others (BCPs Shoghun and Khumrogi) have limited capacity, and still others (BCPs Tem, Ruzvai and Ishkashim) have insufficient/outdated capacity.

- 1. BCPs with no capacity* are those which lack basic conditions (working facilities/ infrastructure, equipment) to perform border and customs related functions

The BCP Langar is in a very poor condition and needs significant remodeling and rehabilitation. Furthermore, for effective functioning, the BCP needs to be connected to water, electricity and must have accommodation facilities for the staff due to remote location of BCP. Moreover, the staff at these BCPs need comprehensive training on the concept of IBM as well as on the use and maintenance of border and customs related equipment (when provided) as well as special conditions required for checking of women crossing the borders.

2. Limited capacity: The BCPs which have infrastructure, but no equipment. As a result, the services are of low quality. The goods and people movement through these BCPs is rather slow often resulting in long queues.

Aga Khan Foundation (AKF) is constructing BCPs Shoghun and Khumrogi. However, provision of border and customs checking equipment is not envisaged by AKF. This means the checking /searching of people and goods is done manually which makes the service itself very slow requiring people to stay in queue for several hours. From security perspective, lack of Document ID and control equipment coupled with lack of separate checking facilities for women will enhance the chances of illegal movement of people which in turn may add to potential risk of terrorist attacks and drug smuggling.



Figure 2 - BCP Langar (top centre, no capacity)

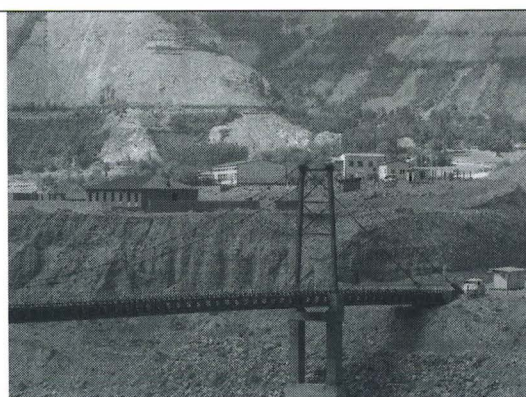


Figure 3 - BCP Khumrogi (centre, limited capacity)

Currently there are no cross border markets at these BCPs however their construction is envisaged in the near future. This means the movement of goods and people will increase and without due equipment the cross border markets, as shown below, will not be able to function effectively.

3. Insufficient and/or outdated capacity: The BCPs which have basic working conditions (working facilities/infrastructure, equipment) and are able to maintain the border and customs related equipment. However, the existing capacity of BCPs is insufficient to render quality border and customs related services.

BCPs Ruzvai, Tem and Ishkashim were built and equipped (office, checking and accommodation facilities) with the support of EU funded Border Management Programme in Central Asia implemented by UNDP Tajikistan in 2005-2006. After construction of cross border markets the movement of goods and people through these BCPs has increased. In average, 25 people, including 10 citizens of Afghanistan or other states cross the border through the BCPs Ruzvai, Tem and Ishkashim on non-market days. During the market days, the number of people crossing the border from the Afghan sides varies between 900 and 1200, providing the average of 1,050 people per market day. The current capacity of BCPs Tem, Ruzvai and Ishkashim is not sufficient to effectively manage the flow of people and goods on the market days. Absolute majority of those crossing the border are men (up to 98% at BCP Ishkashim and up to 96% at BCP Ruzvai) since the movement of women traders (Afghan women) is restricted due to lack of special checking facilities (room) for women.

Proposed interventions:

Due to varying degree of capacity of BCPs, the project investments in each BCP will vary. Respectively, the BCPs with lowest capacity e.g. BCP Langar will require larger project investments than other target BCPs.

BCP	Proposed interventions
BCP Langar (<i>no capacity</i>)	<ul style="list-style-type: none"> - Design works and project layouts; - Construction of main building; - Connection of BCP to water and power supply; - Provision of equipment (computer sets) and furniture, and - Training on the principles of integrated border management and on the use and maintenance of border and customs related equipment;
BCP Shoghun and Khumrogi (<i>limited</i>)	<ul style="list-style-type: none"> - Provide equipment and furniture to complement AKF's work in these two BCPs. - Training on the principles of integrated border management and on the use and

capacity)	maintenance of border and customs related equipment;
BCP Tem, Ruzvai and Ishkashim (insufficient and/or outdated capacity)	<ul style="list-style-type: none"> - Upgrade these BCPs by constructing 18 additional border and customs check-in desks (6 per BCP). - Building of an inspection unit for women. - Provision of additional equipment and furniture for more effective functioning of the BCPs; - Refresher training on the use and maintenance of border and customs related equipment and on the principles of integrated border management.

The interventions aimed at upgrading the capacity of BCPs will be funded by the Government of Japan.

Cross Border Markets (enhancing livelihoods for resilience and stability):

Current situation

As mentioned above, cross border markets can become a promising solution for enhancing livelihoods of the cross border population, especially women which are predominantly engaged in agriculture sector and small trading. However to large extent, the successful market operation will depend on the level of service provision by the BCP.



Figure 4 - Cross Border Market 'Ishkashim' during the non-market day

In average, the normal market days last for only 3 hours despite the fact the border trespassing is simplified and does not require Tajik visa for Afghan traders. For instance, in average, the cross border market in Ishkashim is attended by at least 1,000 people including 700 from Tajikistan and 300 from Afghanistan. Since the market is based on the Tajik side, the overall performance of this market depends on how fast the Afghan traders are able to cross the border or in other words how fast they are served by the Tajik border and customs officials.

Before the market day, the Afghan border guards submit the list of traders planning to attend the cross border markets to the Tajik border guards. On the day of the market, the Tajik border and customs officials cross check the traders' names with the list provided by the Afghan border guards. This simplifies the document checking which mainly takes place by 'ticking' the names in the list of traders, but at the same time adds to the risk of drug smuggling and/or else illegal movement of people and goods through the cross border market.



Figure 5 - Cross Border Market 'Ishkashim' during the market day

The BCP 'Ishkashim' has two check-in counters. Thus, the above simplified procedures takes up to 2 minutes per trader without goods and up to 15 minutes per trader with goods to cross the border. Thus, the BCP requires at least 4 hours to check all 300 Afghan traders willing to attend the cross border market. As a result, the actual market day starts not earlier than 1200hrs and lasts for not more than 3 hours since the Afghan traders have to start returning back to Afghanistan from 15hrs onwards.

From economic/livelihoods perspective, the other factors negatively affecting the work of the market include: (a) insufficient sales points to protect the traders from rain/snow and canteens for the market to properly operate during the cold season of the year. This is an important factor to be considered

since in GBAO, the annual mean temperature is -6°C as compared to $+17^{\circ}\text{C}$ in hot southern districts of the country¹⁵ and (b) lack of storage facilities for goods to minimize the overhead costs of the traders resulting from transportation of goods to and from the market during each market day.

From the security perspective, installation of security cameras in the cross border market and its connection to the BCP will significantly minimize the risk of drug smuggling, or else illegal movement of goods and people.

The situation in cross border market 'Ishkashim' also well reflects the situation in other Tajik-Afghan cross border markets.

Proposed project interventions:

The project will upgrade the facilities of the two existing cross-border markets at Ruzvai and Ishkashim. The proposed interventions include construction of additional roofing and sales points for traders, adequate hygiene and sanitation facilities and canteens as well as building secure storage space for traders to reduce their cost of operations. To enhance the security within the market, security cameras will be installed and connected to the BCPs Ruzvai and Ishkashim. Since the proposed interventions are developed based on consultations with local stakeholders, it is believed that above measures coupled with improved service of BCPs will increase both the number of traders and visitors of the target cross border markets.

The cross border market 'Tem' will be renovated by AKF. Hence the support of the present project to this market will be limited to installing security cameras and connecting it to the BCP 'Tem'. For details, please see *Annex 4 - Summary table of activities at the target Cross Border Markets*.

The interventions aimed at upgrading the cross border markets will be funded by the Government of Japan.

2.1 UNDPs comparative advantage in implementing the project

Since 1966 UNDP partners with people at all levels of society to help build nations that can withstand crisis, and drive and sustain the kind of growth that improves the quality of life for everyone. On the ground in more than 170 countries and territories, UNDP offers global perspective and local insight to help empower lives and build resilient nations.

UNDP's work is focused in the following main areas:

1. Poverty reduction and achievement of Millennium Development Goals
2. Democratic governance
3. Crises prevention and recovery
4. Environment and energy for sustainable development

In Tajikistan UNDP is present in the country since 1994 and has been supporting the country in its transition from post-conflict humanitarian stage to one aiming at longer-term sustainable development.

The main comparative advantages of UNDP to efficiently implement the development programmes/projects in Tajikistan in general and border management related projects in particular, include:

Partnerships: While implementing border management programme, UNDP has continuously maintained sound partnerships with key development players, including but not limited to donors (European Union, US Government, ADB), UN agencies (UNODC, UNHCR), international organizations (IOM, OSCE, Danish Refugee Council, Russian Border Advisory Group) and the Governmental counterparts, namely Ministry of Foreign Affairs of the Republic of Tajikistan, State Committee on National Security of the Republic of Tajikistan (Border Guards Directorate), Drug Control Agency under the President of the Republic of Tajikistan and Customs Service under the Government of Tajikistan as well as their subsidiary institutions (Oblast and District Divisions of Border Guards, Customs Services and the Drug Control Agency).

Sectoral expertise and relevant networks: UNDP is well placed to ensure that the Programmes remain balanced and proposed interventions recognize the importance of improving border security in order to protect and extend the development agenda in the fields of facilitating trade and transit, improving human security, and

¹⁵ Third National Communication on Climate Change, UNDP, 2014

strengthening good governance. Since 2011, UNDP, through funding from the European Union, has delivered approximately 300m USD of border management and related drug action assistance to countries of the former Soviet Union. Thus, UNDP is well aware of the development challenges, including those related to border management in Central Asia and the wider region, and has demonstrated its capacity to address these challenges in most efficient manner.

UNDP Tajikistan manages sizeable EU-funded border management project in northern Afghanistan. This makes UNDP well positioned to explore synergies between the activities of the present project proposal and those that are ongoing on the other side of the Tajik-Afghan border.

UNDP is able to work at the global, regional and local levels with its vast network. *Globally*, UNDP is a member of the UN's Counter Terrorism Implementation Taskforce, reporting to the UN Secretariat's Counter-Terrorism Executive Directorate. *Regionally*, UNDP, through Memorandum of Understanding (MoU) signed between the Governments of Kazakhstan, Tajikistan, and Kyrgyzstan, has established the Regional Consortium of Central Asian Border Guards and Customs academies. The MoU allows closer and more substantive interactions and coordination between the respective Governments and concerted efforts towards common challenges related to border management, including customs control. To ensure effective functioning of the Consortium, UNDP has promoted east-east cooperation through 'twinning institutions' based in Europe such as Riga Technical University and Border Police of Finland were identified to provide the required training and advisory support to the Consortium. *Locally*, UNDP's role as Secretariat to Border International Working Group enabled UNDP to also play a leading role in promoting and coordinating implementation of the National Border Management Strategy of the Government of Tajikistan.

Policy and local level presence: UNDP has a long-term presence on the ground, and is recognized as trusted and reliable partner of the Government. Due to its presence on the ground, UNDP is (1) well aware of local realities, and (2) is able to work in difficult or restricted environments. UNDP's strong presence at the policy and operational levels enables UNDP to ensure that the outcomes of its work on the ground directly feed the policy level planning and decision making, while at the same time UNDP's influence at the policy level can help scale up and replicate successful local-level development interventions in other parts of the country.

In Tajikistan, in line with 4 main focus areas above, UNDP has a strong policy level presence, while its operations on the ground are implemented through its 5 Area Offices located in Soughd (Khujand and Ayni Area Offices) and Khatlon Oblasts (Shaartuz and Kulyab Area Offices) as well as in Rasht Valley (Gharm Area Office). This set up enables UNDP Tajikistan to mobilize and utilize its technical, financial and human resources in line with prevailing time and quality standards.

Integrated and cross-sectoral approach: UNDP's poverty and achievement of MDGs component is represented by its largest programme, namely Communities Programme provides a comprehensive capacity development support to the Ministry of Economic Development and Trade as well as to the National and Local Governments to efficiently plan and manage local development in a participatory manner.

Moreover, the Government of Japan remains the largest donor of the Communities Programme during the last 5 years. The uniqueness of the Tajik-Afghan Poverty Reduction Initiative (USD 5 mln) funded by the Government of Japan mentioned under Section 1.3 above lied in creating condition for cross border dialogue and partnerships between Tajik-Afghan border adjacent communities while promoting participatory local governance and delivering tangible results for poverty reduction. Building on this achievement, in 2014, UNDP with funding support from the Government of Japan has launched Livelihoods Improvement for Tajik-Afghan Cross-border Areas (USD 10.7 mln) which is expected to further enhance socio-economic opportunities of border adjacent communities in Khatlon region of Tajikistan and Badakhshan region of Afghanistan. Given that these initiatives contribute to increasing the stability of the border-area communities, they complement UNDP's support to border security and transit management.

Operational capacity: UNDP has unrivalled operational capacity and is able to deliver administratively complex, multi-component programmes at regional and national levels. UNDP's financial and procurement management systems and controls ensure the highest-levels of transparency and accountability, and adherence to all internally recognized standards. UNDP in Tajikistan employs over 300 development professionals specialized in the field of governance, health, poverty, energy and environment and disasters. The annual budget of UNDP budget for 2014 exceeds USD 32 million and is formed of funding support provided by the Government of Japan, Global Fund to Fight HIV/AIDS, Tuberculosis and Malaria, UK-DFID, SDC, Finland, GEF, EU, USA, UNDP itself and other donors. To efficiently transform these resources into results, UNDP maintains strong partnerships with wide range of stakeholders including with the government (central and

local), civil society, private sector as well as target communities/beneficiaries.

2.2 Relevance of the project to JICA's Assistance Strategy:

The proposed border management initiative is in line with the national strategies and development frameworks of the Republic of Tajikistan, including the long-term *National Development Strategy (2007-2015)*, and the mid-term *Living Standards Improvement Strategy (2013 – 2015)* of the Republic of Tajikistan. The project is also in line with *National Border Management Strategy (2010-2025)* and the *National Counter-Narcotics Strategy (2013-2020)*.

The present proposal also contributes to JICA's assistance strategy for Tajikistan, especially with regards to:

- the security situation in Afghanistan which is given special consideration and in this respect the importance of *'stability and sound development'* to play an essential role in promoting peace in the region is emphasized;
- the fact that Tajikistan is a landlocked country and connects Central, South, and West Asia, JICA's Assistance strategy also highlights the need to *'speed up the border passing'* to facilitate *'logistics through improvement of road infrastructure and efficiency of customs control'*.

Given that JICA's policies on project management cycle are guided by *Development Assistance Committee Criteria for Evaluating Development Assistance*, below is the brief description of the relevance of the project to the established criteria:

1. **Relevance:** the proposed border management initiative is highly relevant in view of withdrawal of ISAF forces from Afghanistan by the end of 2014. As mentioned above, this factor represents an area of concern to both the Government of Tajikistan¹⁶ and JICA¹⁷. Moreover, the given threat has also been strongly emphasized by the Tajikistan Border Guards Commander in his opening remarks at the EU-Japan Border Conference held in Dushanbe in March 2014 and was one of the major discussion topics at the meeting of Tajik and Japanese Ministers of Foreign Affairs in Japan (June 2014)¹⁸ at which H.E. Mr. Kishida, Minister for Foreign Affairs of Japan noted that *'Tajikistan has an increasingly important role in controlling the border and tackling the drug problem to ensure stability in the region'* and expressed the readiness of the Government of Japan to continue supporting such efforts. The proposed activities are based on consultations with stakeholders active in the border management field and are built on past achievements of UNDP. Moreover, during the recent validation mission of UNDP staff to GBAO region and series of meetings with the Ministry of Foreign Affairs of the Republic of Tajikistan, the proposed activities, especially the opportunities promoting improved security and economic status of women, proved to remain highly valid.
2. **Effectiveness:** the present initiative is not a stand-alone project, but rather complements the ongoing border management and socio-economic development projects, including those funded by the Government of Japan. Particularly, the present initiative complements:
 - 'Countering the trafficking of Afghan opiates via the northern route by enhancing the capacity of key Border Crossings Points and through the establishment of Border Liaison Offices' (UNODC),
 - 'Livelihoods Improvement in Tajik-Afghan Cross-border Areas' (UNDP),
 - 'Rural Development Project in Tajik Afghan Area of Gorno Badakhshan Autonomous Oblast of Tajikistan' (Mountainous Societies Development Support Programme of the Aga Khan Foundation), and
 - other small scale infrastructure projects

The present initiative also complements the ongoing EU funded Border Management in Northern Afghanistan (BOMNAF) project of UNDP that includes joint cross border activities between Afghanistan and Tajikistan border police and customs service staff. Wherever possible, the

¹⁶ Please see the Annual Address of the President of the Republic of Tajikistan to the Parliament at: <http://president.tj/en/node/6600>

¹⁷ Summary: JICA's Country Analytical Work for the Republic of Tajikistan

¹⁸ http://www.mofa.go.jp/press/release/press4e_000332.html

‘Promoting Cross-border Cooperation through effective management of Tajikistan’s border with Afghanistan’ project will work closely with BOMNAF project for complementary efforts.

- 3. Efficiency:** Since the proposed initiative complements the ongoing Governmental efforts and is not a stand-alone project, but rather ensures continuity of initiated efforts of international development community, the results pursued by the project are *cost-effective*. The *duration* of the project provides sufficient time for implementation of envisaged activities. As for the *quality*, UNDP in Tajikistan is well equipped with expertise on border management, including in border related capacity building and infrastructure development. UNDP’s strict rules and procedures on finance, procurement and human resource management ensures that resources allocated for the project are used in most rational and cost-effective manner.

Participatory nature (extensive consultation process with stakeholders) of UNDP’s work enables efficient management of expectations of partners and stakeholders and minimizes the potential delays in delivering the set project results.

- 4. Impact:** The project’s primary objective is to strengthen border management to prevent illicit movement of drugs and people (by strengthening safety and security systems of the Border Crossing Points) and contribute to reducing the threat of religious extremism. Upgrading of cross border markets will enhance opportunities for livelihoods improvement of the border adjacent communities. Experience shows that the linkages between security and human development focused programmes substantively contribute to promoting stability and security in the target regions.
- 5. Sustainability:** As mentioned above, the proposed border management initiative is in line with country’s national development frameworks and policies and the needs of the target beneficiaries. This is the precondition for participation, responsibility and ownership of the Government and project partners over achieved development results.

The capacity building packages offered by the project balance between soft (training) and hard (infrastructure development, equipment, etc) interventions which will ensures long term use of assets by the beneficiaries beyond the project lifespan.

Moreover, the project also offers parallel work at the policy and operational levels and engagement of actors throughout the project lifespan. This will ensure (a) greater awareness of policy and decision makers about the needs on the ground, and (b) also close interactions and communications within the Government and between different levels of decision making. In the long-term perspective, this set up will create solid basis for more sound and evidence based policy development and implementation.

3. IMPACT, OUTPUTS, OUTCOMES AND ACTIVITIES

UNDP Tajikistan proposes to address border management and related cross-border priorities both at the *policy* and *operational* levels.

At the *policy level*, UNDP proposes to support the review of core strategies on border management and strengthen the Government's capacity to implement them in a more coherent manner. Technical support will be provided to the Interagency Secretariats on implementation of Border Management and Counter Narcotics strategies to serve as a strong link to ensure that evidence from the ground is extensively used to influence and feed policy formulation and implementation process.

At the *operational level*, UNDP proposes to construct Langar Border Crossing Point and upgrade the facilities of Tem, Ruzvai, Ishkashim, while providing equipment to the above Border Crossing Points as well as to the Khumrogi and Shoghun Border Crossing Points. UNDP also proposes to upgrade cross-border market facilities in Ruzvai and Ishkashim managed by the Border Guards to maximize the economic opportunities that these Border Crossing Points bring to the population living in the border areas.

In implementing the above, specific considerations will be made for women users of the Border Crossing Points (women visitors and traders) who benefit from the cross-border markets.

The results chain of the project is as follows:

IMPACT: Enhanced security and stability of cross border regions of Tajikistan and Afghanistan

OUTPUT: Improved security and economic status of Tajik-Afghan border adjacent communities, especially women

OUTCOME 1:

Increased capacity of Border Security Agencies for legal flow of people and goods across the Tajik - Afghan border

To increase capacity of Border Security Agencies for legal flow of people and goods across the Tajik and Afghan border, the existing National Strategies on Border Management and Counter-Narcotics will be reviewed and adjusted to better meet the current development context. In addition, a coherent and comprehensive implementation and costing plans will be developed to ensure close monitoring of implementation process. Furthermore, the capacity of the Interagency Secretariats will be strengthened for more coordinated approach towards strategy implementation and monitoring, including resource mobilization from state and non-state actors. UNDP's support in this regard will be of facilitating nature, while the actual work will be carried out by the Interagency Secretariats and strictly in line with established rules and procedures for revising and adjusting high level documents such as National Strategies on Border Management and Counter-Narcotics.

The training to Interagency Secretariats will mainly focus on leadership skills, including on effective negotiations, fundraising, donor coordination, communication, and monitoring of the strategy implementation. The study tours to neighboring countries will complement the training and will help the members of the Interagency Secretariats to better understand the key challenges in planning, formulating and implementing border related strategies and reforms.

While constructing and upgrading target BCPs special consideration will be given to facilitate women's border crossing. Construction of separate inspection units for women will have adequate facilities for Customs Inspector (female) to search female traders according to prevailing rules and procedures. This measure is also in line with the provision of the National Border Management Strategy which aims to '*institute an internal regulation forbidding the searching of females by male officers*'. Thus, by introducing appropriate checking facilities, the project will meet the strategic objectives of the Government and will at the same time contribute to reducing the volume of drug smuggling and other types of illegal movement of goods and people through the borders.

ACTIVITIES:

1.1 Capacity building for border management and counter narcotics policy formulation, implementation and monitoring (to be funded by UNDP):

- 1.1.1 Review and update National Border Management Strategy (2010-2025), including its action and costing plans
- 1.1.2 Review and update National Counter-Narcotics Strategy (2013-2020), including its action and costing plans
- 1.1.3 Technical support to 2 Interagency Secretariats responsible for implementation and monitoring the implementation of the strategies on border management and counter-narcotics:
 - Provision of equipment and furniture to Interagency Secretariats;
 - Training for the members of Interagency Secretariats on leadership skills (effective negotiations, fundraising, donor coordination, communication, and strategy implementation monitoring);
 - Study tours to neighboring countries and other relevant countries advanced in border management and combating drug actions;

1.2 Construction of Langar Border Crossing Point (to be funded by the Government of Japan)

- 1.2.1 Project design and layout works
- 1.2.2 Construction of the main building
- 1.2.3 Power supply
- 1.2.4 Water supply

1.3 Upgrade of Tem, Ruzvai, Ishkashim, Langar, Khumrogi and Shoghun Border Crossing Points (to be funded by the Government of Japan):

- 1.3.1 Construct additional check-in desks/counters for existing Border Crossing Points in Tem, Ruzvai and Ishkashim (6 per BCP)¹⁹;
- 1.3.2 Construct additional inspection units for women (1 each) in Tem, Ruzvai and Ishkashim;
- 1.3.3 Provision of equipment for 6 BCPs (for border guards)
 - o 36 computer sets including printers, scanners and copy machines
 - o 36 Document ID and control equipment
 - o 48 Closed Circuit Television Camera (CCTV)
 - o 6 air conditioners
 - o 6 oil heaters
 - o 3 power generators (Khumrogi, Shoghun and Langar)
- 1.3.4 Provision of equipment for 6 BCPs (for customs)
 - o 18 computer sets including printers, scanners and copy machines
 - o 15 Customs control and rummage kits
 - o 6 air conditioners
 - o 6 oil heaters
 - o 18 CCTV
 - o 3 power generators (Khumrogi, Shoghun and Langar)
- 1.3.5 Provision of furniture²⁰ for 6 BCPs (for border guards and customs);
- 1.3.6 Training on enhanced border and customs control for border guards and customs control staff, including training of female officers on procedures for searching female, which cross the border;

¹⁹ Please see Annex 5 illustrating possible options for constructing additional check-in desks

²⁰ Please see Annex 6 for the detailed list of equipment and furniture to be purchased for target BCPs.

The training to be provided to border and customs officials will be on Integrated Border Management concept which requires intra-service, interagency and international cooperation for a more comprehensive, effective and efficient system of border management in the country. The training will cover range of topics, including but not limited to:

- Intelligence Management, Analysis and Database administration
- Drug Intelligence Development and Analysis
- Integrated Border Management
- Rummaging techniques and Concealment methods
- Drug Profiling, Search and Rummage
- Drug Crime Indicator
- Anti-corruption actions
- Document security
- Art of Conflict Transformation
- Veterinary and Phyto-sanitary Controls
- Document Integrity, Imposters, and Profiling
- Supply Chain Security
- Identification of stolen vehicles
- Use of drugs and explosives imitators
- Dog handling and use of dogs for border security and identification of drugs
- Biological Security and Protection
- Chemical Precursors
- Integrated Border Management Systems
- Customs Cost and Value
- Illegal Migration and Trafficking in Human Beings
- International Shipment of Strategic Goods

It is estimated that Outcome 1 of the project will benefit at least **248** people directly and **2,450** people indirectly. The direct beneficiaries are the members of the Interagency Secretariats (14 members of the Interagency Secretariat for Border Management Strategy and 9 members of the Interagency Secretariat for Counter Narcotics Strategy), as well as those attending the stakeholder consultation workshops devoted to discussion of the strategies (approximately 135 people for two workshops in Dushanbe and two in Khorog), and the staff of 6 target BCPs (approximately 90 people). The indirect beneficiaries are the state institutions and staff participating in implementation of the Border Management and Counter Narcotics Strategies and benefiting from the project interventions.

OUTCOME 2:

Improved livelihoods of border adjacent communities, especially women to trade opportunities

To improve the livelihoods of border adjacent communities, including through women's opportunities to engage in commercial trade, the project will upgrade the two cross-border market facilities in Ruzvai and Ishkashim. These markets were designed with little concern for the specific needs of women traders and women visitors as well as the needs of small traders to minimize the cost of their operation. Therefore, the facilities of the two cross-border markets at Ruzvai and Ishkashim will be upgraded, especially to promote economic activities of women traders. The activities will include construction of roofing and sales points for traders, installation of security cameras, adequate water and hygiene sanitation facilities and canteens. The project will also build secure storage space for small traders to reduce their cost of operations.

ACTIVITIES:

2.1 Upgrade of cross-border Markets facilities (to be funded by the Government of Japan):

2.1.1 Complete roofing of 2 cross border markets of Ruzvai and Ishkashim;

2.1.2 Construct sales points for 2 cross border markets;

2.1.3 Construct storage facilities for traders;

2.1.4 Construct 2 canteens for 50 people;

2.1.5 Improve hygiene and sanitation facilities

- Construct latrines for women and men
- Construct shower units for women and men

2.1.6 Improve existing water supply facilities in 2 cross border markets

2.1.7 Install CCTV in the markets to be connected to BCPs Tem, Ruzvai and Ishkashim (2 per BCP)

It is estimated that Outcome 2 of the project will benefit at least **2,000** people directly and **156,000** people indirectly. The direct beneficiaries are the traders visiting the two target cross border markets (approximately 700 Tajik traders and 300 Afghan traders per market/day). The indirect beneficiaries are the people crossing the border and served by the target BCPs as well as suppliers and producers whose goods are sold at the cross border markets.

Relevance of proposed project interventions:

The proposed project interventions are in line with the Border Management Strategy and also substantively contribute to implementation of the Counter Narcotics Strategy since effective border management has a direct and positive impact on reduction of drug smuggling.

More specifically, the project contributes to the **short-term** (2010-2014) measures (training for border guards and customs officials, as well as training for the members of the Interagency Secretariats); **mid-term** (2015-2025) and **long-term** (beyond 2025) measures (construction/rehabilitation activities) of the Border Management Strategy. The policy level support envisaged by the project through the Interagency Secretariats is in line with the Principles (Part 2, Clause 3 – Principles) and meets the requirements of the Implementation Plan (Part 3, Clause 12 – Implementation Requirement) of the Border Management Strategy. The Strategy recognizes that *‘the current border security and management system does not meet the modern standards, especially concerning transparency, facilitation of economic activity, efficiency of Border Crossing Points and infrastructure’*.

In its turn, the Counter Narcotics Strategy views *‘high volume of illicit production of narcotic drugs in the Islamic Republic of Afghanistan’* as the *‘main determining factor for the situation with regard to narcotic drugs not only in Tajikistan, but in the whole region of Central Asia’*. To address this, the Counter Narcotics Strategy includes improvement of border control system and regular material and technical base for the law-enforcement bodies as well as enhancing cooperation as priority measures. Thus, the activities envisaged by the project at the operational level such as construction/upgrading of 6 BCPs and cross border markets along with envisaged security measures (provision of equipment to BCPs, installation of security cameras in the cross border markets, separate checking facilities for women) fully meet the requirements of the Strategy.

Coordination and communication

As mentioned in preceding sections, the project was designed based on the outcomes of the stakeholder consultations and field visits, including a joint visit with the Government to GBAO and meetings with MFA, Border Guards as well as with international community such as with AKF. These consultations allowed UNDP to consider potential overlaps which were avoided already during the planning stage. For instance, as result of the meetings with AKF, the upgrading of the cross border market ‘Tem’ was removed from this project. The project support to this market will be limited to installation of security cameras only. Also, as result of the meetings with AKF, it was revealed that AKF is constructing the BCPs Khumrogi and Shoghun,

but not delivering specialized equipment. Thus, the present project will complement the work of AKF by delivering the specialized equipment to the two BCPs.

While the consultations allowed elimination of potential overlaps at the design stage of the project, more border management related projects might be launched by other international organizations in the course of the project implementation. To avoid potential overlaps with the project, UNDP will make the best use of the existing coordination platforms such as Interagency Secretariats and also the Border International Working Group (BIG) to ensure the project activities do not duplicate or overlap with those of the Government and the donor community in the field of border management and counter-measures to illicit drug trafficking.

4. LOGICAL FRAMEWORK

Impact: Enhanced security and stability of cross border regions of Tajikistan and Afghanistan		
Output: Improved security and economic status of Tajik-Afghan border adjacent communities, especially women		
Outcome	Target Indicators	Activities
<p><u>Outcome 1:</u> Increased capacity of Border Security Agencies for legal flow of people and goods across the Tajik - Afghan border</p>	<ul style="list-style-type: none"> • Implementation status of the National Strategy on Border Management and National Strategy on Drug Abuse; • Number of people (gender segregated) crossing the border per week, including on the market days (gender segregated) • Number of illegal crossings prevented 	<p>1.1 Capacity building for border management and counter narcotics policy formulation, implementation and monitoring (to be funded by UNDP):</p> <p>1.1.1 Review and update National Border Management Strategy (2010-2025), including its action and costing plans</p> <p>1.1.2 Review and update National Counter-Narcotics Strategy 2014-2020, including its action and costing plans</p> <p>1.1.3 Technical support to Interagency Secretariat on strategy implementation and monitoring</p> <ul style="list-style-type: none"> - Provision of equipment and furniture to 2 Interagency Secretariats; - Training for the members of 2 Interagency Secretariats on leadership skills (effective negotiations, fundraising, donor coordination, communication, and strategy implementation monitoring); - Study tours and exchange of experiences with neighboring countries and other relevant countries advanced in border management and combating drug actions;
		<p>1.2 Construction of Langar Border Crossing Point (to be funded by the Government of Japan):</p> <p>1.2.1 Project design and layout works</p> <p>1.2.2 Construction of the main building</p> <p>1.2.3 Power supply</p> <p>1.2.4 Water supply</p> <p>1.3 Upgrade of Tem, Ruzvai, Ishkashim, Langar, Khumrogi and Shoghun Border Crossing Points (to be funded by the Government of Japan):</p> <p>1.3.1 Construct additional check-in desks/counters (6 each in Tem, Ruzvai and Ishkashim);</p> <p>1.3.2 Construct additional inspection units for women (1 each in Tem, Ruzvai and Ishkashim);</p> <p>1.3.3 Provision of equipment for 6 BCPs (for border guards)</p> <ul style="list-style-type: none"> o 36 computer sets, including printers, scanners and copy machines o 36 Document ID and control equipment o 48 CCTV

		<ul style="list-style-type: none"> ○ 6 air conditioners ○ 6 oil heaters ○ 3 power generators (Khumrogi, Shoghun and Langar) <p>1.3.4 Provision of equipment for 6 BCPs (for customs)</p> <ul style="list-style-type: none"> ○ 18 computer sets, including printers, scanners and copy machines ○ 15 Customs control and rummage kits ○ 6 air conditioners ○ 6 oil heaters ○ 18 CCTV ○ 3 power generators (Khumrogi, Shoghun and Langar) <p>1.3.5 Provision of furniture for 6 BCPs (for border guards and customs);</p> <p>1.3.6 Training on enhanced border and customs control for border guards and customs control staff, including training of female officers on procedures for searching female, which cross the border</p>
<p><u>Outcome 2:</u> Improved livelihoods of border adjacent communities, especially women to trade opportunities</p>	<ul style="list-style-type: none"> • Number of people visiting cross border markets (gender segregated) 	<p>2.1 Upgrade Cross-border Markets facilities (to be funded by the Government of Japan):</p> <p>2.1.1 Complete roofing of 2 cross border markets of Ruzvai and Ishkashim</p> <p>2.1.2 Construct sales points for 2 cross border markets</p> <p>2.1.3 Construct storage facilities for traders</p> <p>2.1.4 Construct 2 canteens for 50 people</p> <p>2.1.5 Improve hygiene and sanitation facilities</p> <ul style="list-style-type: none"> - Construct latrines for women and men - Construct shower units for men and women <p>2.1.6 Improve existing water supply facilities in 2 cross border markets</p> <p>2.1.7 Install CCTV in the markets to be connected to BCPs at Ruzvai, Ishkashim as well as Tem.</p>

5. BUDGET AND DURATION

Duration:

Proposed project duration:	30 months
Expected project start date:	01 April 2015
Expected project completion date:	30 September 2017

Project Budget:

Detailed budget breakdown by activities is provided in *Annex 7 – Budget Proposal*.

6. MANAGEMENT ARRANGEMENTS

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

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

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

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

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

The Project Board comprising the Embassy of Japan in the Republic of Tajikistan, JICA in the Republic of Tajikistan, UNDP in Tajikistan and the Government of Tajikistan will be formed to provide strategic direction of the project. The Project Board will review the progress of the project, including project reports, and work plans. The Project Board will serve as a platform for the major stakeholders of the project to discuss the overall direction of the project as well as to take the strategic decisions to ensure most optimal use of resources towards achievement of set goals and objectives.

Project Board meetings will be organized on regular basis, but not less than twice a year, to review work-plans and implementation of the project.

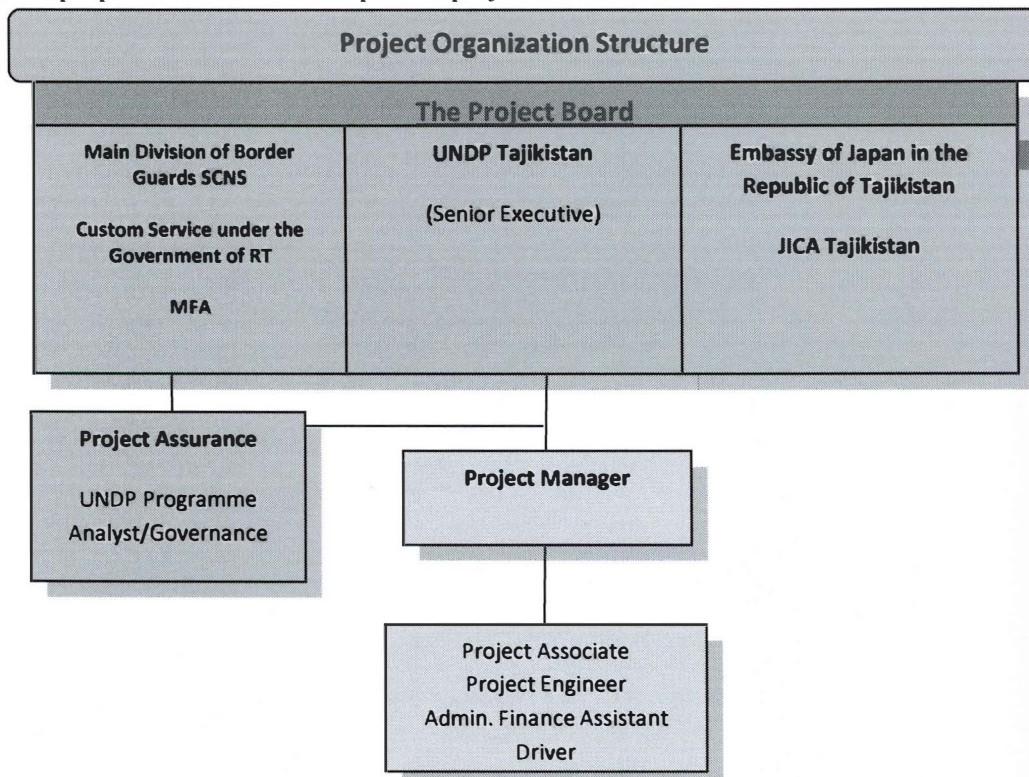
Main functions and responsibilities of project Staff:

The assigned **UNDP Programme Analyst** will be responsible for the provision of Quality Assurance to this Project. As well, he/she will provide general Programme management support as required.

Project Manager will work under the guidance of UNDP Senior Management and in close coordination with the responsible UNDP Programme Analyst to refer major executive project decisions to the Project Board. The Project Manager will provide strategic management and oversight, including coordination and communication. The UNDP Project Manager will be responsible for overall management of the Project activities. He/she will also bear responsibility for overall financial and operational accountability of the Project, including budgets and ensuring strict and consistent application of UNDP rules and regulations. He/she will ensure timely and accurate submission of periodic narrative and financial reports on Project activities and deliverables to UNDP, Project Board, donors, and the Government.

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

The proposed structure of the present project is as follows:



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

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

Driver will provide driving services and will also ensure safety of staff while on missions.

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

The Project Manager will be based in Dushanbe and will bear direct responsibility for both Outcomes 1 and 2, and especially Outcome 1, Activity 1.1 which is focused on capacity strengthening of Interagency Secretariats. However, the Project Manager will also pay regular monitoring visits to oversee implementation of project activities in target areas.

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

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

7. COMMUNICATIONS

The project will make strong emphasis on *visibility and communication* of project results. For this reason, the Communication strategy of the project will be developed outlining frequency, modes and means of communication at the different levels of project implementation.

Visibility: the project will ensure due recognition of the donor's role in the project through ensuring full compliance with donor's Communication and Visibility Strategy and use of donor's logo in all visibility materials to be produced by the project.

Communication: project progress and achievements as well as main implementation challenges will be duly documented and communicated among main stakeholders, including UNDP, donor and beneficiaries. For wider dissemination of project outcomes, project related reports, success stories, articles, documentary films, photos, videos, and other communication and knowledge management materials will be developed and posted in UNDP and donor websites as well as through social media. Press Tours will be organised for mass media to capture and disseminate achievements of the project to the general public via mass media means (TV and radio).

8. MONITORING, EVALUATION AND REPORTING

Monitoring and evaluation will follow the UNDP guidelines on Monitoring and Evaluating for Results. The project Monitoring and Evaluation Plan (M&E Plan) to be developed for the project will ensure continuous feedback on implementation, early identification of potential problems to facilitate timely adjustments to Programme operation, and implementation in accordance with the overall strategic plan for the Programme. The M&E Plan will contribute to ensuring regular reporting to donor(s) on the effective use of all funding.

The Programme's M&E Plan will be a tool for planning and managing the collection of data and performance of activities, as well as for analyzing and reporting. Collection of data and information disaggregated by sex, age, and region and, where relevant, other grounds, to the extent possible will be an on-going process and will be integrated into the activities.

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

Within the annual cycle

- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.
- An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.
- A risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.

- Based on the above information recorded in Atlas, a Project Progress Reports shall be submitted by the Project Manager to the Steering Committee through Project Assurance, using the standard report format available in the Executive Snapshot.
- a project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project
- a Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

Annually

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

9. EXTERNAL FACTORS AND RISKS

#	Description	Type	Impact & Probability	Countermeasures / Mngt response	Owner
1	National political instability	Political	Weak support from the government at all levels P = 2, I = 5	All activities will be implemented in close cooperation between UNDP, Japan Embassy in Tajikistan, JICA and implementing partners.	UNDP country office
2	Change of government at different levels	Political	Weak support from the government at all levels P = 2, I = 4	UNDP and implementing partners will try to adapt project activities to the developing situation at an early stage and will ensure that the project contributes to changes in the systems and institutions so that the outcomes of the project become less dependent on the separate individuals within the system/ institutions.	UNDP country office
4	Insufficient coordination among the Government entities involved	Organizational	Partial achievement of the project results P = 1, I = 3	UNDP will work in close cooperation with the implementing agencies and beneficiaries to ensure proper coordination among the involved Government entities involved.	UNDP country office
5	Poor participation / contribution from beneficiaries	Organizational	Partial achievement of the project results P = 1, I = 3	Country Office will work in close cooperation with the implementing agencies and beneficiaries to ensure ownership and participation in project	UNDP country office
6	Low capacity of beneficiaries	Organizational	Partial achievement of the project results P = 3, I = 3	Country Office and the implementing partner will facilitate activities to raise the capacity of beneficiaries	UNDP country office

10. ANNEXES

Annex 1 – Government Decree #371 on establishment of Interagency Coordination Group for the National Border Management Strategy

Annex 2 - National Border Management Strategy (Unofficial translation)

Annex 3 - National Counter Narcotics Strategy (Unofficial translation)

Annex 4 – Summary table of activities at the target Cross Border Markets

Annex 5 – Layout for construction of additional check-in counters and women’s inspection units

Annex 6 - List of equipment and furniture

Annex 7 - Budget Proposal

Annex 8 - Project beneficiaries

Annex 9 – Summary table of activities at the BCPs

Annex 10 – Endoscope (illustrative example)

Annex 11 – Document Authenticity Verification Device (illustrative example)