

PROJECT FICHE 8

Title	Border Management programme for Central Asia (BOMCA 6)		
Total cost	EC contribution : €6 Million		
Aid Method	Project approach – centralised management		
DAC-code	15030	Sector	Legal and Judicial development

1. RATIONALE

1.1 Strategic framework

BOMCA 6 will concentrate its assistance in four pilot border regions in Central Asia. In each of these pilot border regions, BOMCA 6 will encourage the adoption of modern border management in line with EU best practices. In these regions, BOMCA will aim at preventing illicit traffic while at the same time facilitating licit trade of goods and persons.

The issue of drug abuse prevention is specifically addressed by the Tacis Central Asia Indicative Programme 2005/2006 under the heading “Track 1: regional Cooperation Programmes” which put emphasis on fight against drugs through the fostering of international cooperation. This project will also contribute to the EC’s objective of enhanced regional cooperation in Central Asia through enhanced operational among health authorities of CA states.

1.2 Lessons learned

For several years, the EC has been implementing BOMCA/CADAP - two security related programmes in Central Asia. The wider objectives of these two programmes is to assist the five Central Asian states improve their security situation and at the same time to facilitate the movements of persons and goods across their borders. In particular BOMCA aims at modernizing the management of borders while CADAP aims at preventing drug trafficking and drug abuse.

The project will be based on the findings and lessons learned of the previous phase of BOMCA /CADAP which include: the need to simplify the approach concentrating BOMCA on a reduced number of objectives; among these objectives the priority should be given to the promotion of EU good practices; the need to keep a coherent framework of intervention covering all 5 CA countries while at the same time the need to involve beneficiary authorities in the design of each individual project in the pilot zones (they should participate to the initial assessment; endorse the workplan and provide regular monitoring reports to the EC). The project should specifically address the issue of EU visibility which has sometimes suffered in the past. Finally the issue of coordination is key to achieving tangible results in such sensitive area of co-operation.

1.3 Complementary actions

The BOMCA Programme is complementary with other EU programmes in Central Asia, notably the Customs programmes, the drugs programmes (CADAP) and the TRACECA programme. The BOMCA programme is also complementary with actions already developed by other donors in this region, notably the USA and International organisations as UNODC,

UNDP, UNHCR, OSCE, IOM, Aga Khan Foundation, etc. All the most active stakeholders in this domain are associated with the development of the BOMCA programme.

1.4 Donor coordination

BOMCA is also a coordination framework for assistance in the area of border management. Developing professional border management systems is a lengthy process that can only be covered through multi-annual assistance. To reach the best possible results, it is essential that all partners active in Central Asia coordinate and adjust their activities to a same framework of intervention. The structured approach proposed by BOMCA permits such coordination (already the United Kingdom and Germany funded border projects in central Asia are fully integrated into the BOMCA framework). This approach should lead to better cooperation among donors; to a reduction of overlapping and to an increase of the effectiveness of the border assistance. Moreover increased coherence among donors should give more weight to policy recommendations.

BOMCA is also coordinated with other EC funded assistance programmes, including the EC Customs programme. EC Customs assistance programmes benefit primarily to Custom officers. BOMCA-CADAP programmes will benefit primarily to Police and Border Guard Services whilst encouraging inter-agency cooperation.

2. REGIONAL CONTEXT

2.1 Overall context

The emergence of five new states from the break up of the former USSR has created thousands of kilometres of new international borders in Central Asia. These borders need to be controlled while at the same time made more open for travel and trade.

Enhanced border control is vital to stem the growing illicit transit of drugs from Afghanistan. The Afghan province of Badakhshan is home to a large number of clandestine drug laboratories, and shares a long border with Tajikistan. Consequent upon the progressive withdrawal of Russian border guard troops in Tajikistan, it is considered essential to build capacities of the Tajik Border Services and other CA countries to counter the growing threat to security and stability posed by the illegal trade and transit of drugs in Central Asia.

Improved capacities are especially important in this region due to the rise in cross-border crime and drug trafficking, arms trafficking and trafficking in human beings. Important issues have been raised regarding clandestine immigration, money laundering, terrorism, and other security issues. This, in combination with the whole spectrum of other socio-economic and political challenges faced by the Central Asian republics, both internally and externally, makes the maintenance of peace and security in the region a crucial responsibility for these countries. The support of the international community is therefore particularly important.

2.2 Sector context

Modern border management aims at facilitating the licit flow of persons and goods while at the same time increasing the effectiveness of control measures. Modern border management is based on the strict control of the green border and on a limited number of effective border crossing points. In these border crossing points the role of Customs and Border Police/Guards is clearly defined and cooperation is encouraged which in turn speed control procedures.

Modern border management reduces illicit trafficking, fosters regional economic growth and provides stable incomes to the state budget.

The BOMCA programme covers several sectors of intervention (Legal assistance, Training and pilot border regions). Under each of these sectors, several projects are being developed. As concerns “pilot region” the approach is that limited resources of BOMCA should not be spread on all the length of the border. Rather BOMCA proposes to concentrate the assistance to selected (and critical) border zones. The rationale being that once proved successful in the pilot regions, the new border management approaches will be extended to other regions of the border.

The BOMCA programme is coherent with other EU assistance programmes (Border management in CARDS countries, EU Custom programmes, and EU Drugs programmes). This coherence aims at facilitating the harmonisation of approaches and methodologies among the regions, which in turn should facilitate inter regional cooperation.

With a total budget allocated to date of EUR 35 million together, the BOMCA-CADAP is the largest technical assistance initiative of the European Commission in Central Asia.

3. DESCRIPTION

3.1 Objectives

The overall objective of this programme is to assist Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan to improve the effectiveness of the management of their borders and to promote the adoption of modern border management based on EU good practices.

BOMCA 6 will concentrate its assistance in four pilot regions selected in Uzbekistan, Kazakhstan, Turkmenistan and Kyrgyzstan. For each of these pilot regions the specific objective will be that the control of the green border be reinforced while - at the border crossing points of the pilot border regions - the licit flow of persons and goods be facilitated while illicit traffic is prevented.

3.2 Expected results and main activities

3.2.1 Results

In each pilot region the following results are expected (the exact location of the pilot regions will be identified by the beneficiary border services in cooperation with the EU Project Management Office):

- a joint border crossing point established and/or several border crossing points renovated /built and equipped;
- the staff of these border crossing point are trained on integrated border management techniques;
- an operational telecommunications network is being established;
- mobile control of the green border in the pilot region is being established
- a local border dog capacity is being established in the pilot regions;
- local population in the pilot regions benefited from poverty alleviation and confidence building measures;

Moreover, as concern coordination, expected results are :

- Donor coordination is improved;
- Several international donors integrate new border assistance into the BOMCA framework

3.2.2 Activities

BOMCA 6 will implement the following activities in the pilot regions:

Assessment of existing border control capacity in the pilot regions; construction and /or renovation of joint border crossing points; equipment of these border crossing points and training of the staff; training on Integrated Border management and modern risk assessment methodologies, notably to prevent and detect illicit trafficking in drugs, arms and human beings, and to strengthening of controls of hazardous substances and of animal products;

BOMCA 6 will encourage local authorities to adapt the legislative framework to the needs of an integrated and modern management of their borders and encourage the demilitarisation and the progressive disengagement of border guards; the programme will also develop cross-border co-operation within pilot border zones by organising joint training for customs and borders police officers from each country of the pilot border zone;

BOMCA 6 will also identify, purchase and deliver a telecommunications network in the pilot regions and ensure training of the staff; mobile control will be established in the pilot regions implying training and equipment, a local border dog capacity will be established;

Moreover BOMCA 6 will develop specific activities benefiting local border population of the pilot regions. These activities - ranging from water sanitation, demining to community policing - will be defined by the beneficiary population themselves. These activities will seek the integration of the border posts into local life by creating links and dialogue between control authorities and local border populations; the objective of these confidence building measures is to ensure that the new border management system be accepted and supported by local population as this support is often a requirement for border control effectiveness.

As concerns coordination measures, BOMCA 6 will continue to coordinate all border related assistance in central Asia. It will continue to collect information, to offer a platform for coordination among donors, to encourage sharing of information and to invite donors to adjust their assistance plans to the BOMCA framework.

3.3 Stakeholders

The stakeholders of the project will be the national border control authorities in each beneficiary country as well as the local law enforcement in the pilot regions. Moreover, the local communities will be involved as well as NGOs active in the pilot regions.

3.4 Risks and assumption

To be successful, the approach of the pilot regions requires that national authorities are willing to consider a reform of the management of their borders. The role of the EC Delegation is therefore important in advocating the importance of adopting border reforms and to introduce EU best practises.

A risk is that BOMCA would spread to too many objectives overlapping on the mandate of some international organisation. BOMCA should concentrate on the sectors of intervention for which the EU has a comparative advantage.

3.5 Conditionalities

BOMCA assistance is conditional to the endorsement by each beneficiary authority of the workplan in each pilot region. The commitment of CA countries to reform their border management approach is also a prerequisite.

3.6 Cross cutting issues

The project should complement actions developed by the European Commission and International organisations in the domain of conflict prevention, poverty alleviation, customs, migration management, fight against organised crime (drug trafficking, WMD trafficking, human being trafficking and terrorism).

4. IMPLEMENTATION

4.1 Implementation method

Centralised management

4.2 Budget and calendar

The indicative allocation is 6 Million Euro to be implemented during a 36 months period.

4.3 Procurement and award of grant procedures

BOMCA is implemented by the United Nations Development Programme (UNDP) through its field offices in each CA country. A Programme Management Office (PMO) supported and permanently staffed by a European Expert (Chief Technical Advisor) was established in March 2004 with the aim to coordinate and support the implementation of the programmes as well as to reinforce EU visibility in the region, in close liaison with the European Commission Delegation to Kazakhstan, Tajikistan and Kyrgyzstan.

The EC has chosen UNDP to implement the BOMCA and CADAP Programmes for three reasons: (1) UNDP is accredited and operational in all countries of Central Asia and can provide a neutral, administrative support platform for EC/EU Member State activities in regard to provision of common security-related assistance. (2) UNDP has significant developmental experience and complimentary programming to bring to bear in support of the overall objectives of both Programmes, including regional trade and transit initiatives and community-based assistance to border regions. UNDP is providing a 10% cost-sharing contribution to the EC BOMCA-CADAP Programmes. (3) UNDP already acts as an operational umbrella for other Agencies of the UN system with a role to play in executing security and border management assistance, ie, UNODC, IOM and UNHCR.

For this project more specifically, it will be implemented by UNDP through joint management according to an international organisation agreement. The project is supported by a Consortium of Member States and acceding countries, with a wide partnership including UNODC, UNHCR, IOM, OSCE, AKF.

4.4 Performance monitoring

Performance monitoring will be carried out by 1) the steering Committee; 2) the Consortium of Member States 3) the EC Delegation and 4) the Tacis Monitoring team

4.5 Evaluation and audit

Appropriate planning and regular monitoring throughout implementation in the form of regular reports will take place.