This action is funded by the European Union

ANNEX II

This document constitutes the multiannual work programme in the sense of Article 110(2) of the Financial Regulation and action programme/measure in the sense of Articles 2 and 3 of Regulation N° 236/2014.

| 1. Title/basic act/CRIS number | Border Management Programme in Central Asia and Afghanistan – BOMCA Phase 10 (2020-2025)  
|                               | CRIS number: ACA/2019/041-701  
|                               | Financed under the Development Cooperation Instrument |
| 2. Zone benefiting from the action/location | Central Asia  
|                                           | The action shall be carried out in the following locations: Uzbekistan, Kyrgyzstan, Turkmenistan, Tajikistan, Kazakhstan and Afghanistan |
|                           | Multiannual Indicative Programme - Regional Asia 2014-2020 |
| 4. SDGs | - Main SDG: Goal 16: Peace, Justice and Strong Institutions  
|         | Other significant SDGs:  
|         | - Goal 5: Gender equality  
|         | - Goal 8: Decent Work and Economic Growth  
|         | - Goal 10: Reducing inequalities  
|         | - Goal 17: Partnerships for the goals |
|                                          | DEV. Assistance: YES |
| 6. Amounts | Total estimated cost: EUR 21 750 000 |

1 Decision C(2018)4741 of 20/07/2018
### Summary

The revival of the ancient Silk Route, the simplification of cross-border trade among Central Asian countries and Afghanistan, the harmonisation with international standards, and the greater economic development and modernisation of border procedures have become some of the major political undertakings in the region. Cross-border cargo and passenger traffic has significantly increased over the past few years. The development of modern transit corridors, the improvement of connectivity and closer
economic cooperation require the modernisation of border procedures, infrastructure, and equipment, in line with international standards. The proposed action responds this emerging need and to the recently renewed EU strategy towards the region.

The Action aims to increase security and stability, by fostering sustainable economic development in Central Asia and Afghanistan through integrated border management. Proposed activities include technical assistance and sustained engagement among the region’s national authorities and between them and relevant EU partners. Due consideration will be given to existing constraints and challenges, while human rights and gender equality will be promoted across borders. The EU has an interest in supporting regional cooperation and facilitating fruitful and positive cross-border relations in Central Asia and Afghanistan, as well as in enhancing the role of civil society in cross-border relations.

The Overall Objective of the Action is to advance regional cross-border cooperation, help tackle organised crime and improve living conditions for people living in border areas. The proposed Action is built around four Specific Objectives (SO):

| SO1: adoption of international security standards, integration of best practices and/or compliance with Integrated Border Management (IBM) models where applicable; |
| SO2: enhanced detection, coordination and investigation effectiveness within Central Asia and between Central Asian countries and Afghanistan; |
| SO3: harmonisation of institutional, technical and normative practices related to the facilitation of legitimate flows of people and cargo across borders; |
| SO4: improved living conditions in border areas through local economic development, with a focus on human rights, gender equality and vulnerable groups. |

1. Context Analysis

1.1 Context Description

Cross-border relations play an important role in the stability and peace across Central Asia and in the broader region.

**Cross-border challenges to regional security and stability have prompted closer cooperation among central Asian countries and with Afghanistan.** These include the threat of terrorism and the return of foreign fighters from Syria to their countries of origin. The Ministers of Interior of four Central Asian States– Kyrgyzstan, Tajikistan, Uzbekistan and Kazakhstan - convened in October 2018 to discuss these issues.

The security situation in Afghanistan has deteriorated, with nearly 80 kilometres of the Afghan-Tajik border and nearly half of Afghanistan’s territory currently controlled by or under the influence of Taliban forces. With 3 out of 5 Central Asian countries sharing borders with Afghanistan, developments in Afghanistan have the potential to affect the whole region.

While a link between drug trafficking and terrorism is present in Afghanistan, no sufficient evidence exists that drug trafficking in Central Asia would directly involve or finance terrorist groups. Nonetheless, according to the UN Office of Drugs and Crime, approximately 100 tons of heroin pass through Tajikistan every year, usually smuggled by organised criminal groups. According to the European Monitoring Centre for Drugs and Drug Addiction, 85% of heroin used in Europe is smuggled from Afghanistan to Europe. As reported by some Central Asian border agencies, criminal groups have introduced new drug smuggling methods across the Afghan-Turkmen border (e.g. by use of drones) while the Afghan-Tajik border remains porous, facilitating illicit trafficking.

There are two main routes of drugs (heroin and opiates) trafficking through Central Asia:
• Northern or Silk Road route: Afghanistan - neighbouring Central Asia countries (through Tajikistan, Uzbekistan, Kyrgyzstan, Kazakhstan) - Russian Federation as main destination as Russia is one of the main drug consuming countries in the world.
• Southern or Balkan route: Afghanistan - Iran - Turkey - Balkan countries - Europe, some of routes further affects borders of South Caucasus, Ukraine and Belarus and to a certain extent the Baltic States.

Central Asia and Afghanistan are also source, transit, and destination countries for human trafficking. The 2018 UNODC report on trafficking in persons highlighted that Central Asia is a region of origin of victims of trafficking. While most of the detected trafficking remains within the sub-region, victims from this part of the world have also been found in or repatriated from other regions, such as Western and Central Europe, but also from the Middle East and East Asia. Trafficking for forced labour and sexual exploitation are also a concern. The main destination countries are Kazakhstan (for work in agriculture, livestock production and construction) and the Russian Federation (for work in construction, private business and agriculture). In Kyrgyzstan, bride kidnapping remains a threat to gender equality and a human rights concern.

Corruption remains a perennial challenge although Central Asian countries have introduced a number of new important anti-corruption reforms in recent years. Often, corruption affects cross-border relations, specifically where customs and border guards are involved.

On the other hand, since 2016, the region has seen the emergence of new opportunities, notably following political changes in Uzbekistan. Most Central Asian countries have adopted new cross-border policies with a common goal: complete the border demarcation process and improve living conditions of people in these areas by encouraging cross-border trade relations. This new trend has created an incentive for sustainable growth in the region. As an example, 18 bilateral agreements followed the first meeting of the newly established Council of Heads of Border Regions of Kyrgyzstan and Uzbekistan. As a result of the improved relations between the two countries, Border Crossing Points (BCPs) were re-opened, among them, the busy Kara-Suu BCP which was renewed with BOMCA support. The reopening of a number of BCPs has increased the number of passengers and goods in transit, thereby increasing waiting times at the borders due to the scarce capacity of BCPs.

Afghanistan regional trade links with CA increased in recent years thereby enhancing Afghanistan’s exports base and economic integration through trade. Within this context, Central Asia has increased its cooperation with AF at ministerial and technical level, not only to address security matters but also to gain from possible trade cooperation. Trade cooperation and connectivity gained a special position among the CA 5 Governmental agenda.

In terms of border management and international practices, due to diverse security contexts and political will of CA states, National IBM Strategies, one of the main pillars of the EU IBM concept, have been replicated and introduced with EU support in Kyrgyzstan and partly in Tajikistan. KG has made the most substantive progress in the implementation of the EU replicated IBM model over the last few years. Whilst Kazakhstan, Turkmenistan and Uzbekistan do not apply the EU IBM model, in recent years they have started recognising that certain EU IBM elements, principles and EU best practices could be replicated in their national border management system.

In recent years, CA states have made substantial progress in the process of cooperation and regional integration in various sectors (cross-border trade and economic cooperation, foreign investments, security, etc.), slowly overcoming years of stall, conflictual relations, cross-border incidents and low trade turnover. The current regional context and a greater readiness for further regional cooperation and integration constitute the entry point for enhanced EU cooperation with the broader region.

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4 National Press Agency of Uzbekistan: Узбекистан – Кыргызстан: Укрепляется межрегиональное сотрудничество
1.2 Policy Framework (Global, EU)

The main Policy Framework reference for the programme at global level are the 2030 Agenda for Sustainable Development and its 17 Sustainable Development Goals adopted in 2015. The WTO treaties provide a framework for engagement on trade facilitation.

The Joint Communication on a new EU Strategy for Central Asia ‘The EU and Central Asia: New Opportunities for a Stronger Partnership’ foresees ‘stepping up cooperation with Central Asia on integrated border management, extending regional cooperation efforts to Afghanistan’.

The Action is in line with key EU policy documents, including:

- Multiannual Indicative Programme for Central Asia 2014-2020; Multiannual Indicative Programme (MIP) for Asia 2014-2020, Multiannual Indicative Programme (MIP) for Afghanistan 2014-2020 after its Mid-Term Review of 2018; the Partnership and Cooperation Agreements (PCA) with four CA countries (all except Turkmenistan); the EU Strategy for AF (2017), the EU-AF Cooperation Agreement on Partnership and Development, (2017); the Interim Agreement on Trade and trade-related matters with TM (2009);

In addition, the Action will refer to the most recent strategies between EU and CA in the sphere of connectivity also as a response to the Belt and Road Initiative. Within this context, EU’s 2018 Connecting Europe and Asia strategy aims to redress the balance by setting out the values that underpin its own vision of sustainable, rules-based connectivity.

This project will contribute to the Gender Action Plan II, especially to:

- priority B ‘physical and psychological integrity’
  - objective 7 ‘girls and women free from all form of VAWG both in the public and private sphere’; objective 8 ‘trafficking of girls and women for all form of exploitation eliminated’; objective 9 ‘protection for all women and men of all ages from sexual and gender based violence in crisis situation’;
- priority C ‘equal rights and ability for women to participate in policy and governance processes at all levels’;

In addition, the action contributes to the realisation of UNSC 1325 ‘Women, Peace and Security’ and responds to enhanced cooperation agenda with UN, OSCE and UNODC, in line with ongoing interventions in the region, especially in the security sector.

In 2013, the EU and Central Asia introduced yearly High Level Security Dialogue (HLSD) meetings at the level of Deputy Ministers of Foreign Affairs, providing an opportunity to exchange views and intensify cooperation on a broad spectrum of regional developments in and around Central Asia, with a particular focus on security, reiterating joint EU-CA political will and commitment to address security issues. The most recent (sixth) HLSD took place in Brussels in May 2019, providing an opportunity to exchange views and intensify cooperation on a broad spectrum of regional developments in and around Central Asia, with a particular focus on security, reiterating joint EU-CA political will and commitment to address security issues. For the first time, AF also took part in these discussions, thereby showing the relevance of including AF within the CA’s security agenda.
In 2015, the High Representative of the Union for Foreign Affairs and Security Policy / Vice-President of the Commission appointed a new Special Representative for Central Asia (EUSR) and a Special Envoy for Afghanistan in order to advance the EU’s contribution to delivering lasting peace and prosperity in Afghanistan and in the region.

The Action fully reflects the ‘Action Plan for Peace in Afghanistan’, as presented by HR/VP Mogherini at the Geneva Ministerial Conference on Afghanistan on 27-28 November 2018; and particularly point 5 on “strengthening conditions for sustainable peace through regional economic integration and improved connectivity”, which is also related to the September 2018 EU Strategy on Connecting Europe and Asia and the recently published 2019 EU Strategy on Central Asia. Furthermore, point 5.2 specifically mentions “support to regional connectivity and integration” and it speaks of cooperation across borders and improved border management, on the basis of BOMCA and BOMNAF programme experiences which are explicitly mentioned.

Finally, the programme will fully take on board the principles of the new EU-Central Asia Strategy, specifically the principle of partnering for resilience: enhanced cooperation on border management, organised crime and migration is in the interest of both Central Asia and European Union. With the new Strategy the EU and Central Asia cooperation is being further strengthened; as stated by the principles of Partnership for Resilience of the new Strategy, the EU will extend its regional cooperation efforts to Afghanistan, believing in the important role Central Asia can play in contributing to the country's stabilisation. The next phase of BOMCA fully refers to this principle.

1.3 Public Policy Analysis of the partner country/region

CA states have developed their own national public policy where regional integration and security play an important role. In Kazakhstan there are references to border management in the main document guiding the development policy of the country, the ‘Kazakhstan Development Strategy 2050’, adopted in 2012, and in the ‘100 Concrete Steps towards realisation of the five institutional reforms”. In Kyrgyzstan’s Development Strategy 2018-2040, demarcation process and IBM principle of cooperation among border agencies are listed as national policy priorities. Tajikistan and Kyrgyzstan have adopted the IBM Strategies and related IBM action plans to the extent possible. Uzbekistan’s Development Strategy 2017-2021 foresees reforms in the border management sector; Afghanistan adopted the National Peace and Development Framework 2017-2021, presenting a long-term development narrative aimed to reduce poverty, increase security and improve governance, anti-corruption, and implement organisational reforms. At the same time, each of the CA states has recognised the importance to boost their economies and improve trade cooperation, as reflected in new investment strategies and updating of the customs codes, WTO accession by CA + AF, compliance with the revised Kyoto convention—the most significant international convention on custom regulations. AFG and KZ have ratified the convention while the rest of the countries are aiming to sign. In terms of gender compliance, all countries have signed the CEDAW.

1.4 Stakeholder analysis

The main stakeholders in the new programming phase remain the same as in previous BOMCA phases, with the addition of AF stakeholders. Ministries of Interior and Police authorities will be further involved, in order to strengthen border and law enforcement cross-border cooperation and information exchange. The key national stakeholders (duty bearers) will consist of: Border Guard Services and Customs Authorities; Border Forces (In AF under the Ministry of Defence since 2018 reform, whereas Afghan Border Police is still under the Ministry of Interior). Moreover, important stakeholders to the action are: the Borders and Security Directorate of the Afghanistan Ministry of Foreign Affairs, Phyto-sanitary
and Veterinary services; Migration services; State drug agencies; Ministries of Interior/Police authorities; Anti-corruption authorities; Prosecutors’ authorities; Local border communities; and State Security Services (though not directly involved in the project); Ministries of Economy (in charge for trade facilitation and accession to the Revised Kyoto Convention), civil society and NGOs. The final **beneficiaries (rights holders)** of the action will be CA + AF citizens; passengers, entrepreneurs; border areas communities; migrants, including vulnerable categories (particularly women, children, victims human trafficking etc.), civil society and NGOs. In the inception phase, a gender analysis will be carried over to fine-tune the gender needs in region.

The CA countries’ and AF national resources depends on the states’ development level however the absorption **capacity** of CA national stakeholders’ remains limited, due to human resources mismanagement, often low knowledge base, high staff turnovers and due to budget restrictions.

During **BOMCA 9**, the level of cooperation and involvement by all Central Asian countries has improved compared with previous phases of the project, although it remains uneven among the participating countries. In Afghanistan, **BOMNAF (Border Management in Northern Afghanistan)** project has to some extent improved the human capacities in the field and contributed to better border infrastructure, yet, needs remain huge for more capacity building as well as for infrastructure, equipment and local economic development of border communities.

Finally, an increasing interest from the MFAs in the project has been observed during BOMCA 9; for this reason, MFAs of CA and Afghanistan will be among the national stakeholders.

### 1.5 Problem analysis/priority areas for support

The Action will focus on priority areas as improving the traffic at the borders and the quality of border controls and checks. Furthermore, the Action will contribute to a more efficient fight against terrorism, drug trafficking and cross-border crime. EU support to border management and security follows the principles of Integrated Border Management, focusing on cooperation among agencies, effective and coordinate cross-border cooperation and respect for human and fundamental rights including women rights, and the principle of **non-refoulement** regardless of individuals’ migratory or residence status. The Action will intervene in those priority areas more affected by the challenging regional cooperation elements, as long queues at the border, lengthy procedures at the customs, ineffective data exchange between law enforcements in the region and poor living conditions in the border areas.

Areas for cooperation will include document security, profiling, joint risk analysis and risk management systems, information sharing systems and law enforcement / police cooperation. Activities will aim at combating drug-smuggling and drug trafficking and **increasing law enforcement cooperation** (e.g. increased cooperation with CARICC and EU ACT). Advanced border control technologies (development of software, databases, e-gates, etc.) and maritime and container control methods will be introduced. The Action will aim to strengthen the cooperation between law enforcement agencies, border agencies and customs agencies, within the EU principles of IBM.

Central Asia is often described as one of the least economically integrated region in the world, with limited connectivity, limited intra-regional trade. However this trend is changing, with countries in the region stepping up efforts to improve cross-border connectivity- and the Action will facilitate the process according to international standards, with simplified custom procedures. Trans-Eurasian transport networks (such as BRI, INSTC, etc) through CA, China, Iran, Pakistan, Turkey and India are becoming increasingly important not only for global trade and connectivity, but also for EU-CA connectivity as indicated in the new Europe - Asia Connectivity Strategy (2018). Afghanistan too is active in its connectivity efforts, through participation in regional groupings such as the Regional Economic Cooperation Conference on Afghanistan (RECCA) and the Heart of Asia – Istanbul process, participation to the Central Asia Regional Economic Cooperation (CAREC) corridors linking AF to Europe and as well
as China's Belt and Road Initiative (BRI). The reopening of border crossing points (BCPs) among CA countries and with Afghanistan has created a sharp increase in the number of passengers and cargo volume and has increased waiting times at the borders due to the scarce capacity of BCPs to deal with the sudden increase in cross-border traffic.

The programme will tap into the under-utilised connectivity/trade potential of CA and AF through the activities towards better IMB models application, higher anti-trafficking capacities, facilitated trade flows and spurring local economic development of border communities. In fact, all components (specific objectives) of BOMCA shall link as a soft lining to the mega infrastructure projects in Central Asia and Afghanistan, bringing increased connectivity, security and economic development.

EU support should also provide continued support to Afghanistan and build upon the achieved results attained by BOMNAF and other international donors in order to improve border management, tackle cross-border crime, facilitate legitimate travel and stimulate trade and commerce between AF and CA.

In the new programming period, programme activities should also support enhancement of local trade exchanges, particularly by supporting local communities in border areas and facilitated border regimes. The Action will facilitate confidence-building measures between border areas local communities with the final goal to improve the quality of life of the local populations. Further, civil society should be to a much greater extent included in programme activities, particularly with the aim to monitor progress made in the area of trade facilitation (e.g. inclusion of chambers of commerce, trade associations), as well as anti-corruption and respect of human rights and gender equality (reduction of harassment and corruption demands by border guards and law enforcement agencies, and respect of the universal principle of non-refoulement).

The programme will also respond to infrastructure needs to a limited extent (indicatively up to 20% of the budget), primarily in less developed CA countries.

2 RISKS AND ASSUMPTIONS

<table>
<thead>
<tr>
<th>Risks</th>
<th>Risk level (H/M/L)</th>
<th>Mitigating measures</th>
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<tbody>
<tr>
<td>CA Governments/Partners low project's ownership</td>
<td>Medium</td>
<td>Link programme activities to SDGs, international conventions, national strategies and new opportunities for regional cooperation which bring clear benefit (quick wins); formalise co-financing / in-kind contributions by project beneficiaries and implementing partners</td>
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<tr>
<td>Unrealistic expectations for hard / infrastructure support</td>
<td>Medium</td>
<td>Better explanation of budget rules, and if possible creation of a better balance between capacity building and the hard component Increase the ratio between hard component and capacity building</td>
</tr>
<tr>
<td>Negative impact of Afghanistan’s inclusion on CA regional cooperation</td>
<td>Medium</td>
<td>Ensure commitment of CA states to enlarge cooperation on data exchange and security with AF</td>
</tr>
<tr>
<td>CA states’ national provisions and internal proceedings undermine the effectiveness of the programme (long CA administrative procedures, requirements for top-political permissions for the implementation)</td>
<td>Medium</td>
<td>Engagement of the BOMCA programme management staff, confidence building, EUDs and interested EU MS embassies to lobby and press on the beneficiaries to ensure faster internal proceeding and enable more effective management of programme activities;</td>
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of activities and allowance of national staff to participate in activities, particularly abroad and in other CA countries);

| Limited absorption capacities of high level staff (non-cooperation of the national beneficiaries in certain high-level activities); Assigning inadequate institutions and/or expert to programme activities; Significant turnover of staff limits the effectiveness of the previous programme activities and weakens CA institutional memory; Cultural norms in AF prohibit women’s full engagement. General security situation on the AF border in general and the Northern AF provinces in particular may cause the duty-bearers to meet their obligations in the Project. | Medium | Define and implement programme activities that correspond to the beneficiaries’ human resources capacities and feed beneficiaries’ actual needs; Promote modern human resources management and professional career development; Define and implement programme activities that correspond to the beneficiaries’ human resources capacities and feed beneficiaries’ actual needs; Promote modern human resources management and professional career development; |
| Cultural norms in AF prohibit women’s full engagement. | High | Promotion of SGDs and int. conventions related to gender equality; encouraging AF authorities to nominate female participants to programme activities; |
| General security situation on the AF border in general and the Northern AF provinces in particular may cause the duty-bearers to meet their obligations in the Project. | High | Risks concerning the overall security situation cannot be mitigated, though constant vigilance and assessment of the situation and flexible approach to activities will be important. The programme document and budget should be kept flexible, which, in consultations with project beneficiaries and donors allows re-programming of activities and funds to those areas where the security situation most easily permits project activities. |
| CA efforts in strengthening regional cooperation risks to be jeopardised by the involvement of AF in the programme. Duplication of activities between various projects and lack of proper donor and EUD coordination (e.g. in AF there is also a project 'Integrated Border Management in Silk Road Countries') | High | Ensure commitment of CA states to enlarge cooperation on data exchange and security with AF. A coordination mechanism with donors to be established by each delegation, as well as a coordination (e.g. quarterly) meeting (by VTC) of the 6 EUDs involved in the programme. Each delegation to follow on other similar projects to avoid duplications, while building synergies. |
| **Assumptions** | | - CA states + AF remain committed, re-endorse the programme phase and get involved in a follow-up regional programme; - CA states + AF are committed and will to cooperate together to enhance regional cooperation, and tackling the challenges together for better results; - National beneficiaries adopt and absorb recommendations developed under the programme into their national policies and curricula. - CA states + AF governments and national state institutions progress in the area of respecting |
human rights and gender equality;
- National beneficiaries provide adequate human resources to programme activities;
- A country gender analysis is carried out at the inception phase.

3 LESSONS LEARNT AND COMPLEMENTARITY

3.1 Lessons learnt

The Strategic Evaluation of the Regional programmes BOMCA and CADAP conducted in 2018, and of BOMNAF in Afghanistan, identified several lessons learnt to be considered during the new programming phase;

- The **regional approach** has enabled the beneficiaries to exchange, deepen and enhance their own capacities with the knowledge and experience of other CA countries thus EU support shall retain its regional approach and focus its regional activities on the issues of common interest. As a matter of fact the regional nature of the programme makes BOMCA a strategic project for the EU. The programme can benefit from the experience of the **EU CBRN (Chemical Biological, Radiological and Nuclear) Centre of Excellence** and its regional secretariat in Tashkent, involving needs and risk assessments and the development of national and regional action plans. Strong ties have been established between Uzbekistan and Afghanistan including sharing of training facilities at the border.

- EU support shall, to a much greater extent, consider the different needs of the CA countries and thus apply a more country-specific, tailor-made and demand-driven approach. In this regard, a cluster of components designed for 2/3 countries with the same or similar needs could be further developed. For this reason CA and AF states alike are in favour of **more national-based activities**, tailored to the individual Central Asia and Afghanistan states’ needs. A part of programme budget should be pledged for CA demand-driven needs ensuring greater flexibility of EU support and cater for emerging and unexpected CA needs.

- As other international donors have been developing and implementing similar activities it is necessary to retain flexibility and cancel or amend activities that are not anymore in the interest of countries or have been performed by other donors. The inception period shall serve to do so.

- Future EU support should to a greater extent support the **engagement of national CA trainers** and CA **training institutions** willing to cooperate and provide know-how to other CA+AF states (e.g. KZ Border Guards Academy, TJ Multi-Agency Dog Training Centre, UZ National Customs Dog Training Centre, UZ Educating Centre in Termez on the border with Afghanistan, Afghan National Customs Training Academy in Kabul etc.), contributing to the increase and strengthening of internal cooperation and regional integration.

- As the cooperation between EU and Central Asian/Afghan **training institutions** remains relevant, EU support should be continued and possibly expanded between the EU MS and Central Asian/Afghan education institutions, particularly with the use of distance-learning tools, implementing a cost-effective cooperation tool for providing mutual exchange of EU-CA+AF knowledge and know-how.

- EU support should apply a more holistic approach and **increase its hard component** indicatively to 20% or more in order to more adequately address the technical needs of the beneficiaries.

- Based on good programme management of BOMCA 9 programme and improved EU visibility, further EU support should be provided through an **EU MS led consortium**. In addition, wider portfolio of EU MS experts as well as CA experts should be considered, in order to ensure a more diversified experience and exchange of regional knowledge, expertise and experiences.

- BOMCA is at higher **risk** of incurring **duplication** of initiatives undertaken by the multitude other donors active in CA. As it is highly challenging to map all ongoing and upcoming national and regional programmes implemented by various international organisations and implementing partners,
it is of utmost importance to ensure close and regular technical donor coordination in all beneficiary countries.\textsuperscript{6} Stronger donor coordination is needed to limit this risk (as well as between EUDs).

- The new programme ‘IBM in the Silk Routes Countries’ has been launched and will implemented in AF, Bangladesh, Iran, Iraq and Pakistan as of 2019. As this IBM Silk Route Programme also encompasses similar elements as in BOMCA 10\textsuperscript{th} phase, it will be necessary to ensure an appropriate coordination.

- Instances of concrete cooperation with the other international agencies have been very rare (CARIICC, OSCE in TJ and KG, BOMCA-BOMNAF), especially during BOMCA 9. This should be improved in the new BOMCA phase.

- As recommended in BOMNAF final evaluation report, future program should provide an appropriate mix of capacity building and hard component support to border surveillance capacities, border crossing points and international airports; further support development, update and implementation of a training curriculum as well as deliver various advanced training courses, including training and supply of detector dogs (K9).

- EU support should better consider the cost efficiency and value for money, particularly in hard component investments. It is also recommended that potential works and supplies are sub-contracted to an international organisation present in the region in order to avoid high costs associated with construction (e.g. procurement, rent of armoured vehicles, hire of technical staff etc.)

- Various possibilities for enhanced cooperation between BOMCA and OSCE should be taken into consideration in order to avoid overlaps and to ensure greater complementarity between both partners. Part of this should be the envisaged cooperation with the OSCE Border Management Staff College which could deliver additional dedicated staff courses based on BOMCA’s identified needs. During the Inception period the best modalities of cooperation with the OSCE College will be assessed.

3.2 Complementarity, synergy and donor coordination

EU support shall ensure greater complementarity and synergies with other international actors providing similar/same training, particularly with OSCE Border Management College in Dushanbe, with UNODC, IOM, UNHCR and with other EU programmes such as EU-ACT, ‘Improving Migration Management in the Silk Route Countries’ (migration), ‘Integrated Border Management in the Silk Route Countries’ (border management), 'Support to Investment, Competitiveness and Trade in Central Asia’ (trade facilitation), as well as Advancing AF Trade (trade facilitation) in AF. In AF, close cooperation will also be sought with the recently started multi-country programme, implemented by ICMPD, related to combatting migrant smuggling and human trafficking covering AF, Iran, Iraq, Pakistan and Bangladesh.

In regard to migration/people flows in CA, the Action will coordinate with other EU funded projects as Global Action against Trafficking in Persons and smuggling of migrants (GLO-ACT), a EUR 12 million euros project where CA and AFG are beneficiaries among other 7 countries.

With regard to trade facilitation, several initiatives are undertaken by a variety of actors (i.e. GIZ7, CAREC/ADB, USAID, etc.) thus the risk of duplication of activities is high. GIZ has been implementing the regional project ‘Trade Facilitation in Central Asia’ financed by Germany. Finally, in the proposed action, activities should be coordinated by regular coordination between GIZ, other implementing partners of the EU such as the ITC which has trade facilitation projects in the whole region, and BOMCA. The EU.

\textsuperscript{6} BOMCA 9 re-introduced certain donor support mechanism which were supported during the previous BOMCA phases. The re-introduced donor coordination meetings ensured information exchange on the on-going or planned projects, provided better synergies and ensured increased coordination among different programmes’ and projects’ activities. The coordination meetings, either organised by BOMCA or other international organisations in the region, have not only been attended by international organisations, but also by representatives of different embassies who represented states’ national interests (e.g. USA, China, Japan, Iran, Turkey, etc.).

\textsuperscript{7} In February 2019, a GIZ representative expressed readiness to share information and to cooperate with BOMCA.
therefore, whose policies on the free movement of goods and people are a well-known brand in the region, should find its niche amidst other donors and avoid overlapping initiatives.

In terms of cooperation with other international partners, the EU is open to cooperate with one of the major actors in the region, China, especially in the connectivity sector: the recent World Bank support to the Western China–Western Europe transport corridor, coordinated with Beijing, shows that a certain coordination with the BRI can be considered as feasible. Furthermore, on a visit to Beijing in November 2018, Commissioner Mimica reconfirmed the EU's interest to work with China on sustainable development and connectivity. The Agreement between Russia and Kyrgyzstan on technical support to the latter in the framework of the accession to the Eurasian Economic Union (June 2015) was assessed by BOMCA during the elaboration of the work-plan for 2016, without clear results, given lack of clear information how the EEU support is utilised in terms of equipment and TA. There is currently no official cooperation between EU and EEU.

The first donor coordination mechanisms were established during BOMCA 3 in Tajikistan and Kyrgyzstan and were maintained through all BOMCA phases until the current phase. Given that the number of international donors interested in Central Asian integration programmes has increased significantly, the next phase will reinforce the donor coordination system in cooperation with the main international partners.

4. Description of the action

4.1 Overall objective, specific objective(s), expected outputs and indicative activities

4.1.1. Objectives

Overall objective: The overall objective of the Action is to enhance security and stability and sustainable growth in the region. The Action will support cross-border cooperation and improve living conditions for people living in border areas of Central Asia and Afghanistan.

Specific objectives (SO):

SO1: Central Asia and Afghanistan adopted international security standards, integration of best practices and/or compliance with Integrated Border Management (IBM) models where applicable;
SO2: Central Asia and Afghanistan’s Enhanced detection, coordination and investigation effectiveness within Central Asia and between CA countries and Afghanistan;
SO3: Harmonisation of institutional, technical and normative practices related to the facilitation of legitimate flows of people and cargo across borders;
SO4: Improved living conditions in border areas through local economic development, with a focus on human rights, gender equality and vulnerable groups (such as women, children, and victims of human trafficking);

4.1.2. Expected outputs and main activities

The action consists of four thematic components. Component 1 provides support to border control agencies – Border Guards. Component 2 supports law enforcement authorities dealing with detection and investigation of cross-border crime in pre-trial phases; Component 3 aims to support facilitation of movement of cargo across the borders and complement wider trade facilitation activities; Component 4 is a cross-cutting component aimed at fighting against crime, regardless of their status, gender equality and ensuring human and migrants rights and supporting local authorities in border areas.
1. **Specific Objective 1**

This SO1 aims to further develop and strengthen institutional capacities of CA + AF border control agencies in achieving international standards and best practices in ensuring national, regional and global security. Secondly, the objective will contribute to improve the overall operational capacities of the border controls in the region; the Action will be possibly providing ad hoc support to the regional border demarcation process.

**Expected outputs**

1.1 Improved border checks methods and enhanced border checks procedures in all CA and AF;
1.2 Improved opportunities for intra-, inter-agency and international cooperation and exchange of information, with possible support of FRONTEX, EUROPOL, INTERPOL and other international organisations;
1.3 Advanced border checks procedures and modalities in line with international standards and best practices (e.g. e-gates, joint border checks/BCPs - one stop control, API, sea border checks, etc.);
1.4 Enhanced overall security through improved document security, risk analysis and profiling capacities;
1.5 IBM principles reflected, adopted and implemented through national strategies and action plans
1.6 Strengthened capacities of the Border Guards, including gender responsive rights based approach, training institutions through bilateral, multilateral and regional exchanges; developed and introduced additional e-learning and distance learning tools; the participation of women will be encouraged through quota);

**Indicative Activities**

1.1 Peer-to-peer activities, bilateral, trilateral and regional cooperation meetings and exchanges of information;
1.2 Ad hoc interventions provided by EUMS agencies/FRONTEX to deliver technical Assistance facilitating the modernisation of border checks procedures in line with the international standards and best practices (e-gates, joint border checks/border crossing points – one stop control, introduction of advance passenger information – (API);
1.3 Technical Assistance on document security (e.g. detection of forged and fraudulent travel documents), risk analysis capacities and profiling activities.
1.4 Technical assistance activities to facilitate the implementation of IBM Strategies/Action plans and ensuring implementation of programme recommendations;
1.5 Exchanges or trainers, trainees, academic exchanges to further strengthening cooperation among CA-AF-EUMS Border Guards training institutions;
1.6 Ad hoc intervention, peer-to-peer activities upon demand, to facilitate demarcation process and to facilitate border guard agencies in establishing an effective border check process within the newly established BPCs;
1.7 Peer-to-peer activities between EUMS BG agencies and CA/AF agencies, on most advanced demarcation processes-this activity foresees study trips in EUMS;
1.8 Join activities with OSCE specialised border guard College in Dushanbe;
1.9 Equipping BPCs, possibly focusing on joint BPCs; equipment provisions may be focused on specific regions in need, as Fergana valley.

2. **Specific Objective 2**
This component will closely cooperate with the Component 1, to facilitate the cooperation between law enforcement agencies and border guards agencies. The aim is to support law enforcement agencies, and evidence based investigations, specifically dealing with detection and investigation of cross-border crime. Activities will foresee peer-to-peer activities. The component will complement and provide synergies with CARICC and EU ACT. The Component foresees provisions of equipment.

**Expected Outputs**

2.1 Improved investigation methods on evidence based principles;
2.2 Increased bilateral, regional and international information exchange on cross-border crime and modus operandi; twinning operations.
2.3 Increased capacities in tackling migrants smuggling and trafficking of human being;
2.4 Improved inland law enforcement controls aimed at detection of cross-border crime, risk and profiling capacities and developed IT analytical tools (including human rights and gender trainings – gender sensitivity, sexual harassment, human trafficking including women rights);
2.5 Increased law enforcement investigation capacities on cross-border crime (women participation will be encouraged);
2.6 Strengthened detection capacities for drugs, precursors, arms, ammunition, explosives, currency, and other illicit goods at the borders.

**Indicative Activities**

2.1 Peer-to-peer activities with EUMS specialised agencies on new investigation method;
2.2 Technical assistance, peer-to-peer activities and facilitation of CA – AF – EU MS cooperation activities and information exchange on cross-border crime (e.g. facilitation of meetings, promoting and supporting joint investigation teams, exchange information on confiscations, document fraud);
2.3 Exchange of experience on inland law enforcement controls aimed at detection of cross-border crime, law enforcement risk analysis, profiling and use of advanced IT analytical tools/software;
2.4 Training of law enforcement investigation staff, exchange of best practices and state-of-art investigative methods in pre-trial law enforcement investigations on cross-border crime (e.g. participation at international scientific and other conferences, consultations, training courses, etc.);
2.5 Training and cooperation in the field of cynology (e.g. exchanges, training courses for dog handlers and detector dogs with use of CA K9 capacities, especially in AF);
2.6 Trainings for high ranking CA/AF law enforcement officers to EUMS specialised investigation agencies;
2.7 Trainings of high ranking CA/AF officers in EUMS anti-trafficking units-as pilot activity;
2.8 Specialised organise crime Unites from EUMS providing ad hoc TA on Intelligence Led Policy;
2.9 Providing high technology equipment to facilitate new investigation methods.

**3. Specific Objective 3**

This component aims to further support the regional economic integration process by: improvement of electronic submission and processing of documents for import, export and transit, support the establishment of electronic data interchange systems, upgrading resources management and support improvement of operational practices, training, and skills of Customs, Veterinary and Phyto-sanitary staff, smoother customs regulations. Support to GSP + implementation for those countries in CA benefiting of this status with TAIEX and twinning initiatives.
**Expected Outputs**

3.1 Enhanced effectiveness and efficiency of customs administration (shift to e-administration/digitalisation);
3.2 Enhanced approximation and harmonisation of national legal frameworks with the HACCP standards, Codex Alimentarius and International Plant Protection Convention, WTO and WCO standards and OIE Terrestrial Code and Aquatic Code; Reviewed CA + AF countries cooperation with the Plant Quarantine Agreement;
3.3 Increased bilateral, multilateral and regional CA + AF & EU cooperation in the field of Customs, Veterinary and Phyto-sanitary training;
3.4 Introduced and developed additional distance and e-learning tools;
3.5 Strengthened capacities of Customs, Veterinary and Phyto-sanitary Training Institutions; (the participation of women will be encouraged, if possible, a quota of 20% could be established);
3.6 Improved Customs, Phyto-Sanitary and Veterinary checks.

**Indicative Activities**

3.1 TA facilitating the development of Customs Single Windows, Veterinary and Phyto-sanitary risk analysis systems and introduction of e-administration/digitalisation by converting traditional office paper processes into electronic processes;
3.2 TA and ad hoc seminars, supporting the adoption the WTO and WCO standards - accession to the Revised Kyoto Convention, HACCP standards, FAO/WHO’s Codex Alimentarius/’Food Code’ requirements and accession to the International Plant Convention;
3.3 TA and study tours to facilitate the achieving standards set by the World Organisation of Animal Health - OIE (OIE Terrestrial Code and Aquatic Animal Health Code - Aquatic Code); implementation of the Agreement on Plant Quarantine Cooperation, concluded between the governments of KZ, KG, TJ and UZ governments in 2000 (the participation of women will be encouraged, if possible, a quota of 20% could be established);
3.4 Development of training (including distance and e-learning tools) among CA, AF and EU MS Customs, Veterinary and Phyto-sanitary institutions;
3.5 Addressing specific ad hoc needs in the area of trade facilitation;
3.6 TAIEX and peer-to-peer activities in support of GSP + in CA.
3.7 Providing high technology equipment to increase the risk management analysis and to facilitate faster transition of goods; equipment provisions may focus on those border areas with high concentration of cross-border trade flows.

4. **Specific Objective 4**

This component will target local authorities, civil society organisations and non-governmental organisations. It consists of two ‘sub-components’. The first sub-component is aimed at supporting the local authorities in facilitating local cross-border development and cooperation while the second sub-component is a cross-cutting component dealing with anti-corruption, human/migrants rights and gender equality that will be implemented by CSOs/NGOs (including human right defenders organisations and women and feminist organisations).This component will consist in Grants (CiP) for LA and NSA; the Grants will be accompanied by TA. The Component will be horizontal and will be closely linked to each of the other 3 Components.

**Expected Outputs**

4.1 Local communities in border areas are more aware of their rights.
4.2 Increased beneficiaries’ capacities in prevention and detection of corruption and reduced level of corruption;
4.3 Raised awareness in civil society/population and LA living nearby the border areas on: gender equality, trafficking and smuggling of human beings, migrants’/human rights and anti-corruption.
4.4 Living conditions of border area's population are improved.

**Indicative Activities**

4.1 TA, seminars facilitating cross-border cooperation (e.g. support to local cross-border markets, promotion of conflict prevention, establishing complaint procedures accessible for all conducting joint border events, facilitation of community meetings, development of contingency plans for emergencies and natural disasters); collection of data on gender-based violence and conduct of a gender assessment of border guard, customs and immigration services.
4.2 Trainings in support in addressing corruption and human rights violations in line with the national priorities and action plans (e.g. development and improvement of corruption detection and internal investigation capacities, establishment of anonymous hot-lines for reporting corruption cases, etc.);
4.3 Provision of small/medium size grants to CSOs and NGOs to perform awareness raising activities on gender equality, anti-corruption, trafficking of human being and both human rights and specific rights of migrant persons in border areas.
4.4 The Grants will serve to enhance confidence-building measures between border areas communities, between border guards and the local population, especially in the most sensitive areas. Between border guards and women associations, between customs agencies and exporters/importers associations.
4.5 Equipment/hard component provisions may be allocated: to be assessed during inception period.

**4.2 Intervention Logic**

This programme will contribute to the implementation of EU strategic interests and policy priorities in CA and AF. The programme will build upon and complement the results achieved under the previous BOMCA and BOMNAF phases. The programme is envisaged to further develop border management in CA+AF, to strengthen detection capacities of border and law enforcement agencies, to facilitate movement of cargo and passengers across the borders and ensure better fight against corruption, gender equality and respect for human rights. It is expected that with the programme support, the states will achieve greater compliance with the international standards and EU best practices, which will lead to better regional integration and connectivity, improved cross-border trade and improvement of detection and reduction of cross-border crime.

The last phase of BOMCA and the evaluation of the 15 years of BOMCA show that the EU is needed in the region, both to play the important role of integration's facilitator, and as a unique international example of trade, policy and security integration. Under BOMCA and BOMNAF umbrellas, as well as within other regional integration activities such as the RECCA, Heart of Asia, CAREC etc., AF and CA already enjoyed renewed cooperation and definitely contributed to the overall stability of the entire region. Now, differently from the previous phases, AF will be integrated in the BOMCA programme, as a way to further support cooperation between Central Asia and Afghanistan.

As the beneficiaries’ needs may change between the formulation and implementation phase or in the meantime the beneficiaries’ needs might be addressed by other donors, the programme will remain flexible and will adjust activities to the changing context.
4.3 Mainstreaming

EU and its MS are global leaders in promoting gender equality and women and girls' empowerment in external relations, committed to the implementation of EU Gender Action Plan II 2016-2020 (GAP II), as well as the promotion of gender equality and women's empowerment in international fora and agendas. Gender equality and women and girls' empowerment is also at the heart of the new European Consensus on Development, both as a standalone priority and as a cross-cutting element key to the successful achievement of the Sustainable Development Goals (SDGs). The new BOMCA programme will more thoroughly address various cross-cutting issues; it will be ensured that all components of the programme and most of the activities will be in line with the EU GAP II.

A new specific cross-cutting (forth) component is added in the intervention logic, aimed at promotion and respect of human rights and gender equality, fight against corruption, resilience and conflict sensitivity, as some of these issues were not sufficiently taken into account in the previous programme phases, particularly the involvement of local border communities and civil society. Special attention will be paid to gender related issues such as gender-sensitive approach to BM practices/procedures, reduction of harassment of persons crossing borders and sexual harassment at work. The programme will also strive to ensure better gender balance in programme activities through dedicated programme activities and greater inclusion of women in the programme. Lastly, with the advancement of border check proceedings and better application of risk analysis, the programme may contribute to environment and climate change through reduced level of fuel consumption and carbon emissions produced by shorter waiting of vehicles at the borders.

4.4 Contribution to SDGs

This intervention is relevant for the 2030 Agenda. It contributes primarily to the progressive achievement of SDG 16, which recognises that reducing conflict, crime, violence, discrimination, and ensuring the rule of law, inclusion, and good governance are key elements of people’s well-being and essential to securing sustainable development. In addition, the proposed action also contributes also to the progressive achievement of UN Sustainable Development Goal 5 - gender equality, Goal 8 - Decent Work, Economic Growth Goal 10 - reducing inequalities and Goal 17 – Partnerships for the Goals. Human rights and gender issues, also being a part of the SDGs, will be addressed and embedded in the programme and to an extent, included in the programme activities.

5. IMPLEMENTATION

5.1 FINANCING AGREEMENT

In order to implement this action, financing agreements will be negotiated with the partner countries: Kazakhstan, Kyrgyzstan, Uzbekistan, Tajikistan, Turkmenistan and Afghanistan. The implementation of activities may start only on condition that financing agreements have been signed by at least three of the partner countries concerned by the programme (2 CA and AFG).

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4 will be carried out and the corresponding contracts and agreements implemented, is 78 months from the date of entry into force of the third signed financing agreement.

Extensions of the implementation period may be agreed by the Commission’s responsible authorising officer by amending this Decision and the relevant contracts and agreements.

5.3 Implementation of the budget support component

Not applicable.
5.4 Implementation modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures.

5.4.1 Grants (direct management)

(a) Purpose of the grant(s)

The proposed action will contribute to the enhanced overall security and improved border management in CA and AF by providing further support to the gradual adoption of the IBM model and IBM principles, facilitation of legitimate trade and movement across borders. The expected results of the proposed action are increased security, enhanced detection capacities, more effective fight against cross-border crime, including trafficking in drugs and human beings, improved prevention and suppression of corruption, strengthened human rights protection, including of vulnerable groups (particularly migrants, women, children, etc.) and increased gender equality.

(b) Type of applicants targeted

This action may be implemented in direct management with an (or a consortium of) EU Member State Agency in accordance with Article 62(a) of Regulation (EU, Euratom) No 1046/2018. Prior to the direct award of the grant, the Commission has launched, via COEST, a call for expression of interest to EU Member States Agencies with a deadline for the EoI of 17 April 2019.

Under the 4th Component, CSOs/NGOs will be eligible to apply for sub-grants through Call for Proposals (CfPs). Sub-grants will be aimed to strengthen civil society in border areas, particularly in the field of raising awareness on anti-corruption, human/migrant rights, prevention of THB.

(c) Justification of a direct grant

Under the responsibility of the Commission’s authorising officer responsible, the grant may be awarded without a call for proposals to (a) (or a consortium of) EU Member State Agency(ies) and/or international organisations based on letter (f) of article 195(f) of Regulation (EU, Euratom) no 1046/2018: ‘for activities with specific characteristics that require a particular type of body on account of its technical competence, its high degree of specialisation or its administrative power’. Prior to the direct award of the grant, the Commission will launch a call for expression of interest to EU Member States Agencies and international organisations. International organisations may be also included in an EU MS led-consortium.

Under the responsibility of the Commission’s authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because the action requires the specific and unique expertise that the EU Member States and their agencies have in the border management sector.

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8 www.sanctionsmap.eu Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

9 An EU MS-led consortium does not have a legal entity status in CA countries. For better administrative and financial operational management of the project, it would be beneficial if an international organisation were included in the implementation of the project.
5.5 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions.

The Commission’s authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

5.6 Indicative budget

<table>
<thead>
<tr>
<th></th>
<th>Central Asia</th>
<th>Afghanistan</th>
<th>EU contribution in EUR</th>
</tr>
</thead>
<tbody>
<tr>
<td>Grants (direct management) - section 5.4.1</td>
<td>17,400,000</td>
<td>4,000,000</td>
<td>21,400,000</td>
</tr>
<tr>
<td>Evaluation (cf. section 5.8)/Audit (cf. section 5.9)</td>
<td>350,000</td>
<td></td>
<td>350,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>17,750,000</strong></td>
<td><strong>4,000,000</strong></td>
<td><strong>21,750,000</strong></td>
</tr>
</tbody>
</table>

Many of the actions described in the fiche require an additional complementarity of provision of modern software, equipment and infrastructure. Nonetheless, limited funding, indicatively amounting up to 20% of the CA budget and 20% of the budget for AF will be allocated to equipment and minor renovation, upon the authorisation of the contracting authority. A precondition for any funding of equipment and infrastructure would be that the beneficiary governments be asked to undertake in writing to take care of all maintenance related issues after programme completion. Nonetheless, BOMCA may support and co-finance a cross-border pilot project (e.g. joint BCP), facilitating cross-border movement of passengers and cargo across CA borders, serving as a showcase model for the region.

Within this context, up to 3,480,000 Euros for CA and up to 800,000 Euros for AF may be allocated for complementary infrastructure/equipment provisions. The exact allocations to be allocated for “hard component” will be assessed during the inception period.

EU Member States' public institutions participating in any component of the action, will also contribute with salaries of seconded personnel expertise (travel, per diems to be covered by the programme budget) or free software, where appropriate.

5.7 Organisational set-up and responsibilities

An EU MS-led consortium will be responsible for the general implementation and coordination of the action, ensuring the cohesiveness of the action as a whole. It will ensure the required dialogue, exchange of information and coordination amongst the different stakeholders to ensure effective and efficient implementation of the programme. Nevertheless, stronger involvement of all respective EUDs in the programme implementation will be required in order to prevent overlaps and to ensure synergies. In addition, EUDs will also ensure close cooperation with beneficiary countries. The EU Delegations role will be accurately defined during the Financing Agreements negotiations.

Regional and national Steering Committees (SC) of the programme will provide policy guidance to ensure the accomplishment of the programme objectives and expected results. Regional and national SCs will
analyse planning documents and provide recommendations and orientations if deemed necessary. SCs will convene at least once per year. The internal rules of procedures of the Steering Committees will be defined within the first three months of implementation of the programme. SCs will be chaired by the BOMCA programme manager and composed of representatives of each participating country. EU will be represented by the EUD that will implement the programme. The EU MS implementing partners will take part at SCs while other interested parties may be invited to participate when considered appropriate. The main regional programme office will be located in Bishkek and will be supported by country offices in KZ, TM, UZ, TJ and AF. The country offices will closely liaise with the national stakeholders and coordinate activities with other donors and implementing partners in each beneficiary country.

Regional Technical Assistance is planned to involve the Consortium EUMS.

5.8 Performance and Results monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner’s responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the Logframe matrix (for project modality) or the partner’s strategy, policy or reform action plan list (for budget support).

SDGs indicators and, if applicable, any jointly agreed indicators as for instance per Joint Programming document should be taken into account.

The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

5.9 Evaluation

Having regard to the importance and nature of the action, a mid-term and a final evaluation will be carried out for this action via independent consultants. The mid-term evaluation will be carried out for solving problems and adjusting the programme with respect to the changing context in CA.

The final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that other project in the area of security in Central Asia may be financed by the EU in the future.

The Commission shall inform the implementing partner at least 30 days in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate with the evaluators and provide necessary information and documentation as well as access to the project premises and activities. The evaluation reports may be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Indicatively, two contracts for evaluation services shall be concluded for the mid-term evaluation and for the final evaluation. The programme will be monitored by external monitors (Project ‘Result Oriented
Monitoring in the Central Asia countries’) indicatively every 12 months and closely followed-up by the EC Delegation.

Evaluation services may be contracted under a framework contract.

5.10 Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements. It is foreseen that audit services may be contracted [under a framework contract].

5.11 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation. In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements. The Communication and Visibility Requirements for European Union External Action (or any succeeding document) shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.
### APPENDIX - Indicative Logframe matrix (for project modality)

<table>
<thead>
<tr>
<th>Results chain: Main expected results (maximum 10)</th>
<th>Indicators (at least one indicator per expected result)</th>
<th>Sources of data</th>
<th>Assumptions</th>
</tr>
</thead>
</table>
| **Impact** (Overall Objective)                                                                                     | To enhance overall security in CA by further support to border management, improvement of drug-smuggling detection capacities, suppression of drug-trafficking and providing assistance to CA governments in facilitation of legitimate flows of people and cargo across borders, thus contributing to security and economic development with open, but well controlled borders. | 1. EU Commission’ and EU Parliament reports  
Countries’ reports on the implementation of national sector strategies.  
2. World Bank Doing Business Index  
3. Transparency International | Necessary political and institutional will at the national and regional level to engage with the EU and the programme. |
| **Outcome(s)** (Specific Objective(s))                                                                               | 1. Further institutional development of the IBM models in KG and TJ and development of advanced IBM elements, principles and best practices in UZ, KG, TM and AF.  
2. Increased CA states and AF illegal trafficking detection capacities, improved information and intelligence sharing between border and law enforcement authorities | 1 Level of compliance of national policies with international/ European border policies, law enforcement norms and IBM standards. disaggregated by countries;  
2. Number of new joint protocols adopted on sharing intelligence information between CA countries themselves and with AFG. | Government and institutions reports  
BOMCA reports, institutions reports International agencies reports (e.g. UNODC, WTO, WCO, etc.) |
<table>
<thead>
<tr>
<th>Outputs</th>
<th>Expected Result 1  <strong>Institutional Development of Border Control Agencies</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>3.</td>
<td>Further introduction and harmonisation of institutional, technical and normative measures related to the facilitation of legitimate flows of people and cargo across borders;</td>
</tr>
<tr>
<td>4.</td>
<td>Enhanced cooperation between civil society and local communities in border areas in the field of anti-corruption, migration/human rights and gender equality with particular focus on vulnerable groups such as women, children, and victims of THB;</td>
</tr>
</tbody>
</table>

| 3.1. Number of institutional, technical and normative measures adopted to facilitate legitimate flows of people and cargo across borders disaggregated by countries; |
| 3.2 Percentage of movement of persons and cargo across the borders disaggregated by countries |
| 4. Status of level of corruption within custom and border agencies |
| 4.1 Status of harassment cases specifically within the border areas |
| 4.2 % increased of employed people in border area |
| 4.3 % decrease of emigrants from border areas |

| National reports; feedback from state institutions and beneficiaries |
| NGOs reports, Gov. reports, International organisations reports, feedback from local authorities/community leaders |

<table>
<thead>
<tr>
<th>Outputs</th>
<th>Expected Result 1  <strong>Institutional Development of Border Control Agencies</strong></th>
</tr>
</thead>
</table>

| 1.1 Number of state institutions/ non-state actors supported on security, border management, countering violent extremism, conflict prevention, protection of civilian population and human rights (EU RF Indicator 2.29) |
| 1.2 Number of advanced border checks procedures revised in line with international standards supported by BOMCA; |

| BOMCA reports, International agencies reports |
| Government and beneficiaries reports |

<p>| CA states maintain continued interest in the implementation of IBM models, principles, elements and best practices; CA + AFG |</p>
<table>
<thead>
<tr>
<th>Expected Result 2 ‘Improvement of Detection Capacities’</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.3 Status border checks effectiveness in comparison to the records registered during 2016-2019</td>
</tr>
<tr>
<td>1.4 Status with adoption of enhanced procedures on document security, risk analysis and profiling</td>
</tr>
<tr>
<td>1.5 Status with introduction of distance e-learning tools between Border Guards training institutions</td>
</tr>
<tr>
<td>1.6 Number/status of border guards with strengthened capacity through bilateral, multilateral and regional exchanges (disaggregated by sex).</td>
</tr>
<tr>
<td>1.6 Status with adoption of improved border control modalities.</td>
</tr>
<tr>
<td>1.7 Status / effectiveness of newly established BPCs (Fergana Valley, etc.)</td>
</tr>
<tr>
<td>2.1 Number of country representatives in bilateral, regional and international meetings on exchange of information on border crime and modus operandi (disaggregated by sex and country).</td>
</tr>
<tr>
<td>2.2 Status with adoption of improved law enforcement procedures and tools on detection of cross border crime.</td>
</tr>
<tr>
<td>2.3 Number of people from law enforcement</td>
</tr>
<tr>
<td>BOMCA reports; national authority's reports.</td>
</tr>
<tr>
<td>BOMCA reports; BG reports and feedback</td>
</tr>
<tr>
<td>Attendance sheets, post-training evaluation sheets</td>
</tr>
<tr>
<td>Attendance sheets, visit programmes</td>
</tr>
<tr>
<td>National Strategies on Border Demarcation</td>
</tr>
<tr>
<td>National reports; BOMCA reports, national partners' feedback at donors coordination meetings.</td>
</tr>
<tr>
<td>Attendance sheets, post-training evaluation</td>
</tr>
<tr>
<td>CA states willing to share information/intelligence and introduce new technical and regulatory measures; CA + AFG</td>
</tr>
</tbody>
</table>

cooperate on IBM principles; CA + AFG facilitate new border management policies
**Expected Result 3** *Further facilitation of trade*.

<table>
<thead>
<tr>
<th>2.4</th>
<th>Number of professionals with strengthened capacities in detection of illicit goods.</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.5</td>
<td>Number of laws/policies adopted with EU standard investigation methods.</td>
</tr>
<tr>
<td>2.6</td>
<td>Status of human rights approach of CA/AF investigation methods.</td>
</tr>
<tr>
<td>3.1</td>
<td>Status of traffic of goods at the borders of CA and AF;</td>
</tr>
<tr>
<td>3.2</td>
<td>Increased exports/import flows within CA in comparison to % recorded during 2015-2019.</td>
</tr>
<tr>
<td>3.3</td>
<td>Status of the trade flow in the areas where new BPCs have been opened.</td>
</tr>
<tr>
<td>3.4</td>
<td>Number of new Customs Single Windows.</td>
</tr>
<tr>
<td>3.5</td>
<td>Status of developed Veterinary and Phytosanitary risk analysis systems.</td>
</tr>
<tr>
<td>3.6</td>
<td>Status of legal acts, sub-laws and SOPs revised in line with the HACCP standards, Codex Alimentarius and the International Plant Convention.</td>
</tr>
<tr>
<td>3.7</td>
<td>Number of CA institutions’ activities performed within the framework of the (CA) Agreement on Plant Quarantine Cooperation</td>
</tr>
</tbody>
</table>

Enhanced new Law enforcement policies/strategies

Custom Agencies feedback/reports; BOMCA reports; WTO reports

GSP + statistics

CA states + AFG remain committed in achieving international standards related to trade facilitation
Expected Result 4: Local border communities living conditions improved.

3.8 Status of distance and e-learning tools among CA, AF and EU MS Customs, Veterinary and Phyto-sanitary institutions

3.9 % of GSP + utilisation increased (in those countries benefiting of GSP + at the moment of the starting of the activities).

3.10 Improved trade flows in specific pilot areas, as in the Fergana Valley.

4.1 Number of persons benefiting from raising awareness activities (disaggregated by sex and country)

4.2 Number of joint activities between local communities in border areas.

4.3 Status/quality of living conditions near the border areas (% decreased of migrants from border zones; % decrease of unemployment, etc.)

4.4 Level of impact of the small size Grants on the local population

BOMCA reports; programme of activities, attendance sheets

Partners reports on status of learning tools

NGOs reports, feedback from local authorities/community leaders;

Feedback from CSO associations (women, youth, etc.).

Local authorities, NGOs, women associations, local civil society associations cooperate and coordinate, especially in the border areas.