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# **NATIONAL BORDER MANAGEMENT STRATEGY AND ITS IMPLEMENTATION PLAN**

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## PART 1

### 1. INTRODUCTION

Protection of the state border of the Republic of Tajikistan is provided by the forces of the Border Guard, which is subordinated to the State Committee of National Security.

Border security and management has the purpose of ensuring territorial integrity and state security. It takes into consideration the regional public and political environment and is based on legislation and legal standards.

However, it should be noted that the present principles of the border security concept of Tajikistan is based on the model of the Soviet Union, employed up to 2005, when the border protection task was handed over from Russian Federation border guards to the Tajik authorities. This model has not yet been revised or updated to meet international standards.

Prior to the collapse of the Soviet Union, Tajikistan's borders with Uzbekistan and Kyrgyzstan were not international borders, but administrative boundaries between Soviet republics. It was not necessary to secure them and they lack the necessary infrastructure to do so. The establishment of technical infrastructure and equipment and the achievement of an agreement on delimitation and demarcation of these borders have been problematic.

The current border security and management system employed by Tajikistan does not correspond to modern standards, especially concerning transparency, facilitation of economic activity, efficiency of Border Crossing Points and infrastructure.

The following factors impact on border security and management:

- The situation in Afghanistan resulting from the activities of international terrorist and religious-extremist organizations, drug and weapons smuggling and illegal migration.
- The struggle with the growth of narcotics trafficking originating from Afghanistan, combined with cases of illegal crossing of the state border, including military opposition and border clashes.

These issues force the border guards of the Republic of Tajikistan to protect the border under difficult conditions and negatively impacts on border security along the Tajik/Uzbek and Tajik/Kyrgyz borders by necessitating a concentration of scarce resources along the southern border.

Taking into account the reality of problems that exist in all state border areas, including the urgency of improving border infrastructure, revision of current legislation regulating border protection and the need to improve coordination between ministries and agencies responsible for different aspects of border control, the Government of the Republic of Tajikistan addressed a request to the World Community and donor-countries to provide assistance in developing a border security and management model and system. In 2006 the OSCE responded to this request

and made an assessment of the border situation. The OSCE also made a recommendation that a National Border Strategy be developed through the creation of a working group in Tajikistan chaired by a governmentally appointed coordinator. This recommendation was adopted and under an OSCE project the Finnish Government, the OSCE Office in Tajikistan and the OSCE Secretariat provided financial and advisory assistance to the working group.

This strategy is based on the OSCE Border Security and Management Concept taking into account the local situation in Tajikistan. The strategy meets the main principle of the OSCE Border Security and Management Concept, namely to promote cooperation between border services, customs authorities, agencies issuing travel documents and visas, and law enforcement and migration agencies, as well as other competent national structures. Tajikistan and all the other participating States of the OSCE adopted the OSCE Border Security and Management Concept in Ljubljana in December 2005.

The current situation as presented in the strategy is based on the information provided by the ministries and agencies of the Republic of Tajikistan, including information from the members of the national working group and observations by OSCE border advisers when carrying out study visits. Over 70 meetings took place between the national working group and the OSCE project advisers and the conclusions of those meetings are incorporated in the Strategy. The future development of Tajikistan's borders is based on the ideas presented by the ministries, agencies and working group members. The overall principles applied in the strategy are in line with the European Union's border management principles and with relevant United Nation's conventions.

The Strategy is the government's comprehensive long-term (2010-2025) reform plan on the border security and covers all the ministries and agencies involved in border issues. The role of each ministry and agency naturally varies, however the principle should be that they cooperate. The goal is to establish an integrated border management system in which the ministries and agencies concerned cooperate closely. Control measures will not now only be carried out on the border line but also within the country. In the future border management shall be seen as law enforcement matter and not only as a military one.

The strategy is divided into three parts; the first part includes the introduction and description of the current situation, the second part defines the strategic principles and objectives for border management in Tajikistan and the third part is the detailed implementation plan. The detailed implementation plan includes tasks for each objective of strategy. It takes the form of summary tables.

In addition to its inter-ministerial and inter-agency cooperation elements, the strategy includes guidelines for the reform of the main agencies involved. Each agency is obliged to make a more detailed reform plan within the framework defined by the national border strategy. The geographical circumstances and the characters of various borders will be taken into consideration when formulating these reforms. The international community in Tajikistan will be kept fully informed regarding the implementation of the strategy.

The strategy will be implemented through the normal annual action and financing process of the government. Annual objectives have to be realistic and tailored to actual resources. Prioritisation of the objectives and effective inter-agency control are paramount to ensure successful implementation.

## 2. THE CURRENT SITUATION

### 2.1. THE CHARACTER OF THE LAND BORDERS

Tajikistan is located inside the group of states in Central Asia. It shares land or river borders with its other neighbouring states of Uzbekistan to the west (1332 km), Kyrgyzstan to the north (913 km), China to the east (514 km) and Afghanistan to the south (1344 km). Tajikistan has no maritime borders and no direct access to international waters. Topography divides the country into three distinct geographical areas: the south-western part of the country, consisting of *Khatlon* region; the eastern part of the country consisting of the mountainous *Gorno-Badakshan* region including also the Pamir highlands, the northern part of the country consisting part of the *Fergana Valley*. The character of the country's topography makes land travel problematic and limits traffic between the regions.

#### 2.1.1. *The Tajik/Afghan Border*

Almost the whole border line, 1344 km, runs along the Panji River. The western part of the Tajik/Afghan border consists of low land areas and is relatively easy for all kinds of traffic to cross. The eastern part, from *Shurabad* eastwards, is mountainous and the terrain in this area creates an obstacle to easy movement, traffic here is canalized to the few roads. The main highway, on Tajikistan's (northern) side of the border, runs alongside the Pjanj River. On the Afghan (southern) side there are only footpaths and donkey trails along the river. There is only one main road leading from Tajikistan, south across the border, to Afghanistan at *Nizhniy Panj*. All other roads in the area lead only to border area villages.

For the entire length of the Tajik/Afghan border, along the Panj river bank, up to *Kharkush* in the Pamir, small settlements and villages exist on both sides of the river. Many Tajik people have emigrated from Tajikistan into Afghanistan or vice versa over many decades, due to conflicts and crises. As a result many inhabitants of these settlements, on both sides of the border, share the same nationality and are often family relatives.

The Panj River can be crossed easily in many places especially during the autumn and winter when the flow is at its lowest and slowest. Fast flowing stretches tend to be narrow and wide stretches are slow moving.

Five international crossing points have been established along the Tajik/Afghan border, these are: *Nizhniy Panj*, *Kokul*, *Ruzvai*, *Tem* and *Ishkashim*. The most important of these is *Nizhniy Panj*, the western most crossing through which the majority of the international traffic between the two countries moves. All other border crossing points are more often utilized for localised movement although controls require strengthening and the legitimacy of this movement cannot be confidently ascertained. Two new border crossing points (bridges) for local traffic in the mountainous centre stretch of the Tajik/Afghan border are being considered.

#### 2.1.2. *The Tajik/Chinese Border*

The Tajik/Chinese border also previously formed a part of the external borders of the Soviet Union and is 514 km long. It runs through the high mountain region of the Pamir

Mountain Range in the Autonomous Region of Gorno Badakshan. There are very few passes and the only official border crossing point with China is located at the Kulma Pass, reached via the Pamiri town of Murghab. In winter time the border area is covered by snow which makes movement difficult and at times impossible. The Kulma Pass border crossing point is 4365 meters above sea level and is closed from October to May every year due to its inaccessibility (caused by winter conditions). The border terrain does allow the potential for the border to be crossed on foot during the summer months, however taking into account the border's remoteness, high altitude and harsh climate such crossings are impractical for any traveller.

The whole Tajik/Chinese border area is very sparsely populated by only a few nomadic and seasonal communities. The primary area of habitation on the Tajik side is the town of Murghab some 93km from the Kulma pass. Between it and the border the terrain can be classified as a mountainous desert plateau and is climatically hostile.

As the Kulma Pass is the only international border crossing point from Tajikistan to China it is a crucial commercial and trade link between the two countries. The Pamir highway, which links the west of Tajikistan with China, across the Pamir Mountains, splits at Murghab to continue not only towards China, but also to link Tajikistan with Kyrgyzstan to the north.

### ***2.1.3. The Tajik Borders with Kyrgyzstan and Uzbekistan***

Tajikistan's border with Kyrgyzstan (913 km) and with Uzbekistan, 1332 km were, until the independence of these states, administrative boundaries between republics of what was then the Soviet Union. At that time there were no controls along these boundaries and local populations on either side were able to socialise, trade and interact without control, this was especially so in the area of the Fergana Valley, a densely populated area straddling the point at which the three countries meet. The imposition, upon the independence of the three republics, of international borders, has resulted in a number of communities being physically divided by those borders, in infrastructure such as roads and public utilities being cut, owners have had their property divided between two or more states, commercial activity and trade links have been disrupted and, in some instances, severed. These problems have themselves given rise to localized tensions between communities, between the public and the border agencies and, on occasion, between the states themselves. Criminals and extremists operating in this area have been able to exploit the difficulties in achieving strong, effective and timely coordination and cooperation between the law enforcement agencies on either side of these borders in order to create opportunities for themselves. The government of Tajikistan intends to take all steps within its power to work with its neighbours in order to address these issues, thereby reducing tension and denying organised crime, extremism and terrorism freedom of action and opportunity.

Tajikistan has four international border crossing points with Kyrgyzstan. Two of them, *Guliston* and *Madaniyat*, are situated in Sugd region in the Fergana Valley and two, *Kizil Art* and *Karamik*, in the mountain area. The *Karamik* border crossing point is planned for development in the future as one of the main corridors from China, through Kyrgyzstan, to Tajikistan. Additionally, there is one bilateral border crossing point in Sugd for citizens of Tajikistan and Kyrgyzstan.

Tajikistan has nine international border crossing points with Uzbekistan, of which five are situated in the Sugd region in the Fergana Valley. Four of them are railway border crossing

points. One of the main road and railway connections from Uzbekistan's western part to its eastern part, and on to Kyrgyzstan, runs through Tajikistan.

## **2.2. CHALLENGES AT THE CHINESE, KYRGYZ AND UZBEK BORDERS**

The situation at the Chinese border is stable; however possible criminal challenges include smuggling of goods, precursors for drugs, people and human trafficking into Tajikistan and the movement of narcotics into China.

The Chinese border guards have extensive experience and are effective. A system for cross border coordination exists with China in the form of a border delegate system. The regulatory framework for this system is based on an earlier agreement between the Soviet Union and China, inherited by Tajikistan.

At the Kyrgyz and Uzbek borders the main challenges relate to drug trafficking, smuggling of goods and illegal migration. Smuggling and trafficking operations are often well organised by large and influential criminal organizations

It is expected that the relationships between Tajikistan, Kyrgyzstan and Uzbekistan will continue to develop positively.

In Kyrgyzstan and Uzbekistan the border guard organizations, like those of Tajikistan, are based on those of the Soviet Union and have been developed to carry out border controls based on Soviet methods, which in the case of Tajikistan require review and updating.

## **2.3. SECURITY THREATS AND RELATED OPERATIONAL CHALLENGES**

A number of security threats and operational challenges face the border security and management agencies of the Republic of Tajikistan. These have all been analysed by the National Working Group and have been considered whilst developing the National Border Strategy. These include the situation in Afghanistan, the potential of regional instability arising from extremism, terrorism and crime (in particular narcotics and weapons trafficking).

### **2.3.1. *Narcotics***

Significant quantities of narcotics move along the "Northern Route", some via Tajikistan, on their way to the markets of Central Asia, the Russian Federation and Central and Northern Europe. There are indications that narcotics are also now being trafficked from Tajikistan to the Balkans for onward shipment to Europe, and to Africa. The trade in narcotics funds and perpetuates a number of other threats. It generates income for organised crime and insecurity in Afghanistan. It feeds corruption and therefore it not only effects security, public health and the economy directly, but it also undermines state governance and the rule of law. It is crucial therefore that the borders of Tajikistan are secured against this global threat and Tajikistan has the right to request and receive support from the world community in this task.

Transnational organised criminals are moving, and will continue move narcotics across the Tajikistan's border in order to reach markets that lie beyond Tajikistan itself and the trade,



as it affects the country, is therefore not only feeding abuse and corruption within the population but is also, in great part, transitory, affecting all the country's borders as narcotics enter across one border and exit across others. The threat is unlikely to reduce in the near future.

Addressing the narcotics trade requires the collective effort of all states, including Tajikistan. Tajikistan takes this responsibility seriously and will step up its capacity and efforts to detect and interdict narcotics moving into and through its territory. It will also increase efforts to detect and interdict any illegal movement of pre-cursor chemicals. Tajikistan supports the OSCE Ministerial Council Decision on Engagement with Afghanistan (MCD 04/07) and undertakes to assist in developing the capacities of the Afghan counter-narcotics police, border police and customs officials whenever possible, as a part of its National Border Strategy.

A further dimension to the narcotics trafficking situation is the presence of armed groups that escort some illicit and covert narcotics shipments across the Tajik border. The presence of armed persons makes the interdiction of illegal cross border movement hazardous. The National Border Management Strategy therefore, whilst including the requirement of a reform for the Border Guard maintains the policy of placing a robust armed border guard presence in the southern border areas.

### ***2.3.2. Insurgency, Religious Extremism and Terrorism***

Since 2006, reports suggests that extremist and terrorist groups operating in the broader region are becoming more disparate and flexible in their operating methods and are therefore becoming more difficult to predict and of greater threat. Such groups are facilitating trafficking in narcotics and benefiting from its profits. They have also demonstrated a capability and preparedness to expand their area of operations or to carry out deliberate attacks in order to achieve their goals, whether these seek to target international or national security forces or civilians, or to facilitate crime and the narcotics trade activities, or political change.

The asymmetric approach employed by the terrorists and extremists operating in our region seeks to exploit any slow responsiveness and dogmatism within our own security and law enforcement agencies. We must therefore do all we can to give them fewer opportunities. We must identify opportunities that may be exploited by those who wish to do us harm before they are able to do so. We need to become more responsive, more flexible and must employ our resources in more imaginative ways to close off those opportunities and to deny terrorists, extremists and criminals the access to funding and materials that they need in order to operate.

Tajikistan will take what steps it can to prevent an expansion of the Afghan insurgency or the exploitation of its borders by extremist, terrorist or insurgent groups. Tajikistan will also take what non military measures it can to assist the Afghan and international authorities in defeating the insurgency, this includes the provision and facilitation of training. The Tajik government has agreed to the transit use of its territory for the non combat materiel supply of international forces in Afghanistan.

It is Tajikistan's policy that by enhancing its border security it will help to ensure that no potential exists for terrorists to operate on its territory.

### ***2.3.3. Pre-Cursor Chemical Trafficking***

The conversion of opium into morphine base and heroin requires significant quantities of pre-cursor chemicals. The primary amongst these chemicals is Acetic Anhydride. This chemical has no legitimate function in production within Afghanistan, nor does Afghanistan produce the chemical itself, but it is known to be entering that country and can only do so illegally. There is a possibility, not proven, that some quantities may be transiting Tajikistan heading south, across the Tajik/Afghan border. The border security and management authorities of the Republic of Tajikistan, in coordination with the Drug Control Agency and the Ministry of the Interior, will continue to work with the international community and UNODC in particular with the purpose of detecting and preventing illegal pre-cursor movements. In particular, the Customs will enhance their specialist capacities in this field, with the support and assistance of the international community.

### ***2.3.4. Human Trafficking and People Smuggling***

Human trafficking is a heinous crime in that it is entirely exploitative in its character. It is a specific offence that preys on the vulnerability of individuals. It is an offence that requires greater attention and focus of resources. Whilst developing their capacities to assist in addressing this crime, the Ministry of Interior and the Border Guard are to ensure that all its personnel are trained in the nature of this crime and in the need to treat individuals who have been trafficked as victims rather than criminals.

People smuggling is different. It is an organised criminal activity that is different to that of Human Trafficking in that it makes profits for criminals involved by facilitating the illegal cross border movement of people who wish to migrate, often for economic reasons. Its perpetrators are often linked to other forms of crime; terrorism, drugs trafficking, weapons trafficking and often also human trafficking. People smuggling is a crime that has received little attention with individual immigrants being treated as such, but the facilitators and smugglers themselves have received little or no attention and have enjoyed relatively free reign. The Border Guard are to work more closely with the Ministry of Interior to understand and address this criminal threat better.

Attention should be paid that among victims of trafficking and smuggled persons there maybe genuine refugees and therefore there is a need to achieve better understanding and management of the interface between migration and asylum issues. Victims of smuggling should not be seen as violators of the border laws and should be waived of any criminal liability in line with international standards.

### ***2.3.5. Trafficking in Weapons of Mass Destruction, Parts Thereof, Radiological or other Hazardous Materials***

The seriousness of any attempt to traffic weapons of mass destruction is such that a comprehensive review of procedures, knowledge, training, legislation and equipment is to be undertaken jointly by the State Border Guard and the State Customs Service, in collaboration with the International Atomic Energy Agency (IAEA) and World Customs Organisation (WCO), possibly facilitated by the OSCE, with a view to enhancing measures to detect any such attempt.

### **2.3.6. *Other Trafficking and Smuggling***

The authorities of Tajikistan remain cognisant that the illicit trade in weapons and combat materials, human trafficking and people smuggling, as well as the smuggling of goods by-passing import and export controls and tariffs, will continue to constitute a series of, at times, linked and associated threats and challenges. Commercial, trade related smuggling affects all of Tajikistan's borders.

The presence in Tajikistan of weapons and ammunition constitutes a potential source of illegally exportable weaponry. If these were to reach criminal, extremist or terrorist groups in Afghanistan not only would the security threat to itself Tajikistan be raised, but the reputation of Tajikistan abroad could be damaged. Strenuous efforts have been made, and will continue, to ensure that stockpiles are secured and any surplus weaponry and ammunition destroyed.

### **2.3.7. *Landmines***

A considerable amount of landmines have been laid along stretches of Tajikistan's borders. The majority of mine fields are unmarked, or information regarding their precise location and layout is lacking. Along the Tajik/Afghan border there are 607 known mined areas containing 242,000 anti-personnel landmines. The mined areas are localized along the border within the area of the confluence of the Uzbek/Tajik/Afghan border to the town of Khorog. Along the Tajik/Uzbek border there are 58 known mined areas. These mined areas are placed in locations along the entire border and are the source of most of Tajikistan's mine casualties. Along the Tajik/Kyrgyz border there are two known mined areas near the apex of the Rasht Valley. Along the Tajik/Chinese border there are no known mined areas.

Landmines along the border have a negative impact in many respects, including for border security. Unpatrolled mined borders do not work as an affective deterrent for illegal cross border activities. Mined border stretches hinders border guard movement and denies proper patrolling and monitoring of mine-contaminated and suspected mined areas due to non accessibility.

Tajikistan has signed the Ottawa Convention banning the personal mines, but is unlikely to be able to achieve its obligations to clear its territory of landmines within the first stipulated period due to insufficient resources. The Ministry of Defence Engineers, in consultation with the Border Guards, will continue to make strenuous efforts, within its resources to map and clear border area minefields. Continued support of the international community, and in particular the OSCE will be required.

## **2.4. ECONOMIC INTERESTS LINKED TO CROSS BORDER TRAFFIC**

As a landlocked country it is of vital importance for the Tajikistan's economy that there are sufficient border crossing points, to facilitate all legitimate cross border traffic. It is equally important that good cooperation regarding border controls is established between agencies and with neighbouring countries. Fluid cross border traffic is also beneficial for Tajikistan's neighbouring states since they are also landlocked.

The most economically important cross border routes for the country are: 1) the main roads and railways from southern Uzbekistan to Khatlon region, Tajikistan 2) from western and eastern Uzbekistan to Sugd region, Tajikistan 3) from Kyrgyzstan and China to Gorno-Badakshan region, Tajikistan 4) from Afghanistan to Khatlon region, Tajikistan and 5) Dushanbe airport. In future the Dzhirgatal corridor from Kyrgyzstan through the Karamik border crossing point is likely to become one of the key road connections. However, other minor border crossing points have important roles in facilitating local cross border traffic and in improving the development of the local economy in border areas.

Tajikistan has five international airports. The main airport is in Dushanbe. The annual traffic volume through Dushanbe airport is about 0,6 million passengers. Other airports are minor compared to Dushanbe airport. However, Khujand airport has an important role in managing air traffic to the Sugd region.

## **2.5. CORRUPTION**

Corruption is a problem that threatens to undermine the rule of law and provides opportunities to those such as criminals and terrorists, who would do our country and its people harm.

The combined effect of corruption, at all levels, is to subvert the government's ability to govern through its institutions by encouraging some public officials to fail in their duty and responsibilities. Corruption acts as a deterrent to legitimate trade and damages public trust in the border security and management agencies. As such corruption undermines the security and wellbeing of the state and is a threat. Individual agencies, under the guidance of the Agency on State Financial Control and Fight against Corruption, will develop anti corruption plans and the Anti Corruption Agency itself will have its capacities strengthened.

## **2.6. CHALLENGES RELATING TO THE RESPONSIBILITIES OF THE BORDER SECURITY AND MANAGEMENT AGENCIES AND AUTHORITIES**

According to the Law on The State Border there are many State bodies, law enforcement authorities or other local authorities or bodies involved directly in the management of Tajikistan's borders. In addition, other state bodies such as the Ministry of Justice, the Ministry of Transportation and Communication, Tajikistan Railways and State Unitary Enterprise «Dushanbe International Airport» are indirectly involved.

The Border Troops under the National Security Committee, and the Customs, have the main responsibility for border security. Immigration control is under the responsibility of the Ministry of the Interior, veterinary controls are under the Ministry of Agriculture and sanitary controls under the Ministry of the Health. The ministry of Foreign Affairs has the responsibility for visa policy. The Ministry of the Defence is responsible for the

surveillance of air space and the Drug Control Agency is responsible for drug control. Local authorities also have a role in assisting law enforcement authorities.

The duties of each authority involved in border security and management is already defined, but at the same time their area and fields of responsibility are limited. In some cases there is overlap and duplication between the efforts of the various authorities and agencies, in other instances there are gaps. The overall effect is that resources are not always maximized, agencies do not always provide mutual support and border security and management, as a result, remains weaker than it otherwise needs to be.

Synergy in the actions carried out by two or more authorities or agencies cannot be easily achieved within the present organizational and legislative framework. In practice this means that there are many structures or authorities acting in the same location and replicating each other's work, examples are that people crossing the border often have their passports and vehicles checked separately by both the Border Guard and the Customs. In addition Veterinary and Sanitary authorities have their own separate controls. This is not efficient in terms of time and resources and creates inconvenience for innocent people who are left with a bad impression of the efficiency of these agencies. Such checks should be done once only, but done efficiently.

The National Working Group considers that the powers of the law enforcement authorities are adequate. However, in some cases powers might be defined more clearly. Criminal investigation responsibilities might be more effectively coordinated between authorities.

The Border Guard and the Customs presently have limited investigative powers and therefore pass the responsibility for investigations to other authorities and themselves only detain persons or illegal goods. Tajikistan's law enforcement and security agencies, including those on the border, therefore collectively find it difficult to address transnational organised crime and terrorism, and presently rely almost exclusively on single source intelligence which, by its very nature is uncorroborated, lacking the analysis that is enabled by effective collation, and is therefore often unreliable.

The exceptional status of Drug Control Agency might be consolidated. The status of the Drug Control Agency is defined by decree, whilst the law on narcotic drugs, psychotropic substances and precursors regulates duties and police powers for the Agency. It would therefore be useful to upgrade the status of the Drug Control Agency to that of a permanent law enforcement authority.

The principle of respecting human rights as a general requirement for the action of law enforcement authorities is already written into current legislation.

## **2.7. CHALLENGES RELATING TO THE CURRENT BORDER MANAGEMENT CONCEPT AND LEGAL FRAMEWORK**

The Law on the State Border defines border security with the purpose of preventing unlawful changes to the state border regime, maintaining the border regime and the regime at border crossing points. The law also defines state border security as being a constituent part of the state border defence.

The regime (administrative procedures) of the state border presently aims to preserve the integrity of the border and covers the following:

- Crossing of state border by persons and transportations means
- Movement of loads, goods and animals through state border
- Conducting of economic trade and other activity at state border, or near it on the territory of the Republic of Tajikistan
- Solving, in cooperation with foreign countries, incidents connected with infringement of mentioned rules

If it is in the mutual interest of the Republic of Tajikistan and contiguous states, separate rules to those of the state border regime can be established and there is scope for the character of rules to be simplified.

Border management is seen only as a function to be undertaken at the border itself and within the border zone<sup>1</sup>, not in depth.

The number of authorities acting in the area of border management is numerous especially at border crossing points and cooperation and communication between various authorities could be improved.

In practice the current border security concept focuses on combating border incidents or violations of the state border and on the defence of the border by utilising military means instead of law enforcement activities and the rule of law.

Operational solutions for border control are based on regular conscript based patrolling along the green border and at border crossing points without the application of risk analysis. Conscripts carry out law enforcement activities without adequate training. The use of powers on green border is therefore based on the use of arms and human casualties often result.

The internal administration of all authorities is centralized and bureaucratic. Organizational structures are very heavy. The delegation of decision making to lower levels in the border organizations is limited.

The legal base for border management is relatively new but at the same time several laws have been supplemented and added to many times. These amendments and changes could be reviewed and consolidated to make them easier for the border security and management agencies to apply.

The law on Border Troops (border guard) might require revision and amendment to facilitate the implementation of this strategy.

Immigration legislation is divided into many laws and decrees and Customs legislation consists of numerous separate regulations. Again, a review, leading to supplements, additions and revisions could be undertaken in order to address the duties and powers of each law enforcement authority and to remove any obstacles to cooperation between law enforcement and border authorities.

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<sup>1</sup> The Border Zone is defined by the Law on the State Border as being a zone 25km wide from the line of the border itself.

Providing training in new legislation to all relevant personnel will be challenging but important.

## **2.8. SPECIFIC DIFFICULTIES**

### ***2.8.1. Delimitation and Demarcation of Borders***

A number of stretches of Tajikistan's borders have yet to be subjected to agreements relating to delimitation and demarcation. The fact that these agreements have yet to be reached makes effective border security and management difficult to achieve, particularly in areas where communities are divided, or in the case of enclaves.

To help in addressing this difficulty Tajikistan seeks to train those officials involved in a) managing areas of the border subject to lack of agreement and b) those officials engaged negotiations relating to this difficulty.

### ***2.8.2. Training***

This strategy refers to the subject of training in many places. Indeed strengthening the knowledge and skills of the personnel of the border security and management agencies is vital to the success of the strategy and to the future security and management of the state's borders.

The capacity of Tajikistan's border security and management agencies to provide themselves with modern training of a sufficiently high standard requires development. The goal has to be to create training capacities that are strong and confident enough, and which themselves possesses the knowledge necessary, to support the agencies in a sustainable way without outside assistance, in line with new methods and developments. This training capacity should also be capable of sustaining and driving its own development and ongoing modernisation.

To create a long term, sustainable, institutional and self sufficient capacity, and to get it up and running, will require extensive assistance, support and mentoring from the international community. Train the Trainer courses, assistance in designing and establishing training structures and in curriculum development, training methodologies, course design and research are all required. The facilitation of contacts and networking with border related training institutions and organisations abroad would also be of value.

## **PART 2**

### **THE NATIONAL BORDER STRATEGY – POLICY, GOAL, OBJECTIVES AND CONCEPT**

#### **1. THE NATIONAL BORDER MANAGEMENT STRATEGY – A STATEMENT OF GOVERNMENT POLICY**

This Strategy exists within, and is harmonious with, the framework of the government policies towards national security, foreign relations and the economy. It is in fact a part of this framework and it is intended to assist in providing security, stability and safety of the state and its citizens; the maintenance of peaceful and friendly relations with other states and the facilitation of cross border trade.

The National Border Strategy addresses the need for a framework of government policy that will drive development by stating strategic objectives and priorities in the area of border security and management. The objectives and priorities it contains are based on realistic assessments of current threats, challenges and needs. The Implementation Plan defines the tasks required to achieve these objectives and provides the methodology and timelines by which the government expects the Strategy to be implemented. This Strategy is not a series of ideas or recommendations. This Strategy states government policy relating to the development of border security and management, the agencies responsible for securing and managing the borders are expected to work towards its implementation.

#### **2. STRATEGIC GOALS AND AIM OF THE NATIONAL BORDER STRATEGY**

The government's overall goal, and therefore the goal of this Strategy, is to strengthen security, to develop the commercial and economic health of the state through enhanced border security and management and to respect human rights.

The aim of this Strategy is to create a policy framework for the coordinated strengthening of Tajikistan's border security and management by defining the government's vision, objectives and priorities for the period 2010 - 2025.

#### **3. PRINCIPLES**

A number of basic principles of border security and management are to be applied by Tajikistan's border security and management agencies and all their staff are to know them. These principles are:



### **3.1. COOPERATION AND COORDINATION**

The government's vision includes the principle of cooperation at the local, regional, national, bi-lateral and multi-lateral levels. Coordination and mutual assistance are crucial in optimising resources and efficiency. The effectiveness of border security and management will benefit from cooperation, coordination and mutual assistance between and amongst all border agencies at all levels, which in turn is dependent on efficient information exchange.

### **3.2. A LAW ENFORCEMENT PERSPECTIVE**

Recognising that all resources of the State need to be mutually supporting and coordinated in addressing 21<sup>st</sup> century threats, and recognizing that many of 21<sup>st</sup> century threats are criminal, or terrorist in nature, and transcend the borders by either originating from, transiting through or impacting upon the interior, this Strategy gives the direction for a new perspective of border security and management of the Republic of Tajikistan. That new perspective is to be based upon prevention and law enforcement, not only military force.

### **3.3. FOUR-CONTROL LEVEL APPROACH TO BORDER MANAGEMENT**

A key component and framework for Tajikistan's border security and management is a multi-level control system with four control levels.

The Strategy recognises that, to be effective, controls have to be implemented not only on the border line itself. The first control level consists of pro-active/pre-emptive measures carried out outside the national borders. The goal is to prevent cross-border crime before it reaches Tajikistan. Such pre-emptive controls include activities such as visa policy, use of liaison officers and training of consular staff. The second control level consists of effective cooperation and coordination with neighbouring and other states. The third level consists of those controls carried out on the border line itself, at the green border and at ports of entry. The fourth level are those controls conducted within the hinterland or interior of the country itself. The fourth level will require the involvement of ministries and agencies not traditionally considered as having a significant border security and management role.

### **3.4. INTRODUCTION OF RISK ANALYSIS**

To address the myriad influences on threats and challenges facing border agencies, the Strategy requires border agencies to develop their understanding of the situation along all stretches of the border, of the character and nature of the many influences at play and of the particular risks associated with cross border movements. Dogmatic solutions are no longer acceptable. Clear appreciation and understanding of the

situation based upon systematic analysis is a key principle of effective border security and management. For that reason the Strategy requires border security and management agencies to introduce *Risk Analysis* as a tool for resource and operational management.

Whilst specialist analysts may be employed in the Risk Analysis process it is a methodology that cannot be separated from other management systems and does not form its own entity. It will be a common thread running through, and supporting, all border security and management resource allocation and activities.

### **3.5. EFFECTIVE RESOURCE MANAGEMENT AND PRIORITISATION**

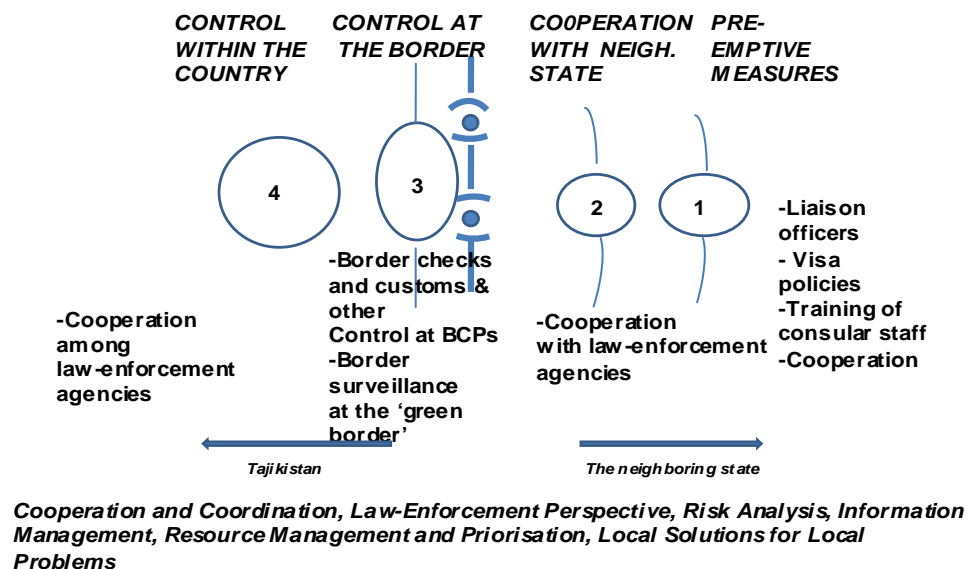
In a situation in which resources are limited, they must be effectively utilised. Resources need to be in the right place at the right time, they need to be allocated and deployed according to effective, agile and responsive planning. Resourcing priorities must be set, and those priorities based upon sound assessments and analysis.

### **3.6. EFFECTIVE INFORMATION MANAGEMENT**

Efficient and timely information flow is a crucial in facilitating effective analysis, planning, and resource and response management. It ensures that relevant data is available to government and border agencies when required.

### **3.7. LOCAL SOLUTIONS FOR LOCAL PROBLEMS**

The strategy advocates the principle of “local solutions for local problems”, acknowledging in doing so that no one part of the border is the same as any other and that social, cultural, commercial, topographical, climatic and security challenges all have varying influences on the nature of challenges and their solutions in different geographical areas.



#### 4. THE OBJECTIVES OF TAJIKISTAN'S FUTURE BORDER MANAGEMENT

In addition to the seven Basic Principles listed above, the following are general objectives:

- Tajikistan has recognized and open, but effectively controlled, borders. The borders are delimited and demarked and border agreements with neighbouring states set the frame for maintaining border security and promote all forms of cooperation with neighbouring countries.
- Legislation to be harmonized and consolidated to facilitate effective fighting of transnational crime and enhanced professional cooperation between national agencies and with international partners.
- Efficient cross border movement of people and goods facilitates the economic development of Tajikistan and good relations between people living on both sides of the border. The number of border crossing points is adequate to meet the need for cross border traffic. The most important international border crossing points meet all international standards, provide all services needed for fluid traffic and ensure that refugees can enter the country.
- Intra-agency, inter-agency and international cooperation of all relevant authorities functions without obstacles at all structural and organisational levels. Cross-border cooperation between all agencies strengthens mutual trust and supports the maintenance of smooth flowing border traffic and of border security in Tajikistan and wider area.

- The fight against transnational and cross border crime, especially the mitigation of drug trafficking, will be a focus. Crime prevention will be taken as one of the fundamental goals of border security. The joint efforts of all law enforcement authorities in this area will be developed.
- The operational capacity of the border security agencies will be developed. A cooperation based, multi-level border management system will be adopted. An operational border management concept will be developed for each border taking into consideration the character of that border. Professional, uncorrupted personnel will be in charge of border management activities. The procedures of all authorities will be reviewed and revised in order to facilitate and implement checks and controls with the minimum effort and delay. Reasonable modern technology will be made available to support the activities of authorities and to supplement control and surveillance.
- The new border management system will facilitate more efficient management of all related activities. All organisational levels will have a clear real time picture of the activities and events related to border security. Joint situation centres will be developed. Information management within all border security and management agencies will be strengthened as a tool for decision making. Each agency will establish and use systematic risk analysis processes to enable the best possible use of resources.
- Human resources policies will be developed and the professionalism of personnel enhanced through improved training so that each agency can better meet its responsibilities. The goal is that only professionally trained personnel will conduct law enforcement activities. The training systems of each agency will be orientated to the tasks and responsibilities of that agency. Joint training between agencies will be encouraged.
- Human rights are respected and the international human rights obligations will be taken into account in all law enforcement activities. Gender will be taken into consideration in the human resource policy of all border security and management agencies. Asylum seekers and refugees have the right to seek asylum in the country including at the borders.
- The fight against corruption will be an objective.
- The infrastructure and equipment of the working and living premises of border authorities will be developed to correspond to conditions in the border area. Necessary reforms and construction will be planned and applied.
- Cooperation with the donor countries and international organizations will be developed to serve the comprehensive development of the border management.

Specific objectives are described in detail in the Implementation Plan of this Strategy.

**ANNEX 1: MAP OF THE REPUBLIC OF TAJIKISTAN**

**The Republic of Tajikistan**



**ANNEX 2: DEFINITIONS AND ABBREVIATIONS****DEFINITIONS AND ABBREVIATIONS****1. DEFINITIONS**

The following terminology, definitions and abbreviations are used in this strategic plan:

**Border checks**

Checks carried out at authorized crossing points. Checks on persons shall include not only the verification of travel documents and the other conditions governing entry, residence, work and exit but also checks to detect and prevent threats to the national security and public policy of Tajikistan.

**Border control**

Includes border checks and border surveillance

**Border guard**

A general term referring to an authority (e.g. border soldier, patrol officer, control officer at a crossing point) that carries out duties in the field of border management

**Border management**

Border management is the concept of border protection. It consists of political, legislative, economical, administrative and operational measures which are used to maintain and improve border security. Military activities are used only in clearly defined exceptional situations to support border management. Professionally trained personnel, clear division of responsibilities and agreement based cooperation of the ministries and agencies concerned are at the core of effective border management. Border management activities do not cover only the state territory but also pre-emptive measures in foreign countries and in cooperation with them. International cooperation is an essential part of border management.

**Border policy**

The main political, economical, legislative and administrative concepts and measures taken by the state in order to establish border security

**Border post (or 'border guard station')**

The permanent administrative and operational base of a local border detachment. A border post is situated at the 'green border'. The distance from state border varies from hundred meters to tens of kilometres. The number of border guards at a border post is often as many as 30-60 persons.

**Border protection**

A term used in Tajik legislation. Border protection is a part of internal security and defence of the border. It consists of all those political, military, economical, legislative and administrative measures which are necessary to maintain the border regime. The border

protection in Tajikistan includes a strong military aspect not only conceptually but also in practice

### **Border regime**

The Border regime is defined in the Tajik Law on State Border. The law defines the responsibilities for maintaining the regime. The existing regime covers:

- Border-crossings of persons and vehicles
- Movement of loads, goods and animals across the border
- Passage of persons, transportation means, loads, goods and animals across the border
- Conducting economic and other activities at the state border and in the nearby area
- Settling with foreign countries border incidents connected with infringement of the rules of the border regime
- On the basis of mutual interests of Tajikistan and contiguous states, simplified measures in the border regime can be established

### **Border security**

Border security is an integral part of state's internal security. Border related irregularities especially serious organized crime has an impact not only on border security but also on wider internal security. The government determines what kind of border security is approvable and tolerable. Maintaining border security involves all relevant ministries and agencies at the border and within the country. The aim is to coordinate their action to achieve common goals

### **Border surveillance**

Surveillance carried out between authorised border crossing points (on the 'green border'). Observation and patrolling are typical surveillance methods. Border surveillance is typically a task of border guards

### **Crime prevention**

The term includes all activities aimed at preventing of crime before it occurs. Examples are criminal intelligence, use of design features such as lighting, CCTV, fencing etc. The successful detection, arrest and prosecution of a criminal may also be seen as crime prevention, however typically crime prevention occurs before a crime has taken place, whereas arrests and prosecutions take place after a crime.

### **Criminal Intelligence**

The term applied to the entire process of collecting, collating, processing and disseminating data. Criminal intelligence may include surveillance, informants, interviews, interrogation, research and analysis. Information from criminal intelligence sources is often sensitive and is usually disseminated on a need to know basis.

### **Criminal Analysis**

Criminal analysis does not include gathering of data. It uses all available sources of data that have been collated as a source and has the purpose analysing that data to identify previously unnoticed or misunderstood criminal activities trends and hotspots and to track and predict crime with a view to enabling crime prevention to take place. Criminal intelligence also analyses data to define the structure, personalities, resources and activities of organised criminal groups. It is particularly useful when dealing with organized, complex and transnational crime.

**National Intelligence Model**

The defined model and procedures designed to enable Criminal Intelligence and Criminal Analysis to function efficiently and effectively and to enable the results from them to support command and management decision making regarding policy and operational matters at the strategic and tactical levels

**Customs frontier**

In practice this is the state border line, border crossing points, an element of maritime borders or, in certain circumstances, separate customs terminus. Exported or imported goods crossing the customs frontier (normally the state border) are obliged to undergo customs clearance according to the national legislation and international agreements. There may be liability to pay customs (import/export revenue) fees before onward movement of the goods across the Customs Frontier.

**Information Management**

This is the principle of ensuring the smooth and efficient flow of all information by the deliberate and structured application of reporting, communication and dissemination systems and procedures. Information management allows for timely and informed decision making. It therefore facilitates effective leadership and management in the policy, operational, administrative and logistical fields

**Integrated Border Management (IBM)**

A principle of efficient border security and management, IBM is the idea that all agencies, systems, procedures and training are based upon similar concepts, employ similar methods and are harmonious. It implies the removal of obstacles to appropriate information exchange, cooperation and coordination between border security and management agencies at the international, national, regional and local levels. The core elements of the integrated border management model as it will be applied in Tajikistan are the following:

- Facilitation of legal movement of persons and goods
- A four level control system:
  1. Pre-emptive measures both in Tajikistan and outside the country<sup>2</sup>
  2. Close cross-border cooperation with the agencies in the neighbouring countries
  3. Control at own borders organized by the border security and management agencies
  4. Joint and coordinated planning and activities within the country
- Close intra-agency and inter-agency cooperation, international cooperation (e.g. in the sphere of Central-Asia and with other international organizations such as CSTO, SCO, OSCE, INTERPOL)
- Information management as a tool for facilitating timely and effective decision making and leadership
- Employment of risk analysis as a tool for optimizing and allocation the resources based on analysis of risks
- Crime prevention as a fundamental part of border management. Joint planning and activities amongst border security and law enforcement authorities are essential for realization of effective crime prevention

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<sup>2</sup> A typical example of a pre-emptive measure outside the country is the checks made by a consular officer before issuing a visa



- Ensuring human and asylum rights are respected at the borders.

### **Law enforcement**

Empowerment to enforce the law and maintain public order and security. A law enforcement agency (e.g. police, border guard and customs) is authorised by legislation to use certain powers in certain circumstances. Those powers may include the use of force in stated situations, to achieve a legal goal, for example to make an arrest of a suspected criminal.

### **Local border traffic**

This is regular movement across the state border by local people living near the border area, or by people of the neighbouring states. A period of a stay must not exceed the time limits laid down in the agreement and regulations.

**Organizational levels:** In this document the following levels are used:

- |                              |   |                                     |
|------------------------------|---|-------------------------------------|
| - Strategic level            | = | Central or ministerial/agency level |
| - Operational level<br>level | = | Regional (e.g. border detachment)   |
| - Tactical level             | = | Local, field level                  |

### **Ottawa Convention**

Ottawa Convention is the 1997 Convention on the Prohibition of the Use, Stockpiling, Production and Transfer or Anti-Personnel Mines and on Their Destruction. The Republic of Tajikistan acceded to the Ottawa Convention on 12 October 1999, becoming a State Party on 1 April 2000. Besides stopping the production and development of anti-personnel mines, a party to the treaty must destroy all the anti-personnel mines in its possession within four years. Just a small number of mines is allowed to remain for training (mine-clearance, -detection, etc.). Within ten years after signing the treaty, the country should have cleared all of its mined areas.

### **Risk analysis**

Risk analysis is a tool for optimising border management efficiency and the efficiency of resource allocation. It is a way of providing reliable information on the border situation. Risk analysis allows threats and risks to be identified and assessed. It also helps to identify strengths and weaknesses in the organisations and the effectiveness of law enforcement and security activities. Risk analysis systems must be integrated into all other management systems to be effective and not form a separate entity. Risk analysis assists and unifies other aspects and functions of management

### **Rule of law**

The law of the state is generally respected and adhered to. All the activities of law enforcement authorities comply with, and do not abuse, the law. Nobody is above the law.

### **Strategy**

A policy framework designed to lead, give direction and facilitate the achievement of an objective, or objectives, that are intended to have a strategic impact. Often a strategy framework will identify areas for more detailed work, identify and allocate specific tasks necessary for the achievement of the strategic objective/objectives.

## 2. ABBREVIATIONS

|                  |   |
|------------------|---|
| <b>BCP:</b>      | Border crossing point   |
| <b>BG:</b>       | Border Guard  |
| <b>CIS:</b>      | Commonwealth of Independent States                                |
| <b>CUS:</b>      | Customs   |
| <b>CSTO:</b>     | Collective Security Treaty Organisation                           |
| <b>DCA:</b>      | Drug Control Agency in Tajikistan                                 |
| <b>EU/BOMCA:</b> | European Union Border Management Program in Central Asia          |
| <b>IBM:</b>      | Integrated Border Management                                      |
| <b>IOM:</b>      | International Organization for Migration                          |
| <b>MFA:</b>      | Ministry of Foreign Affairs of Tajikistan                         |
| <b>MIA:</b>      | Ministry of Interior Affairs of Tajikistan                        |
| <b>MoA:</b>      | Ministry of Agriculture   |
| <b>MoD:</b>      | Ministry of Defence   |
| <b>MoH:</b>      | Ministry of Health  |
| <b>MoJ:</b>      | Ministry of Justice   |
| <b>MoTC:</b>     | Ministry of the Transportation and Communication                  |
| <b>NSC:</b>      | National Security Committee/State Committee for National Security |
| <b>OSCE:</b>     | Organization for Security and Cooperation in Europe               |
| <b>PPO:</b>      | Public Prosecutor's Office  |
| <b>RT:</b>       | the Republic of Tajikistan  |
| <b>SanC:</b>     | Sanitary control  |
| <b>VetC:</b>     | Veterinary control  |
| <b>UNHCR:</b>    | <b>United Nations High Commissioner for Refugees</b>              |
| <b>UNODC:</b>    | United Nations Office on Drugs and Crime                          |

### ANNEX 3: STRATEGY DEVELOPMENT METHODOLOGY

#### Strategy Development Methodology

In 2006, taking into account the threats and challenges facing the state, the Government of the Republic of Tajikistan addressed a request to the OSCE for support in strengthening the country's border security and management. The OSCE responded and its experts conducted an assessment of the border related situation. The result of this assessment was a number of recommendations, the primary amongst them being the development of a Strategy outlining a clear government vision for the development of border security and management through the definition of clear objectives and priorities. The government accepted this proposal and the Republic of Tajikistan, with OSCE assistance, created of a national working group tasked with drafting this strategy. A National Coordinator was appointed to lead the effort and the Finnish Government, on behalf of the OSCE and supported by the OSCE Secretariat, provided financial and advisory assistance to the working group's activities

Tajikistan is an OSCE participating State that recognizes the importance of integration with the wider international community and, as an OSCE participating State, Tajikistan adopted the OSCE Border Security and Management Concept in 2005. It therefore has also adopted the principles of that Concept as the basis for this Strategy. The underlying principle of the Strategy is that of cooperation. Tajikistan recognises that cooperation at all levels is necessary in effectively combating terrorism, transnational organized crime, illegal migration, illicit trafficking in nuclear, biological, chemical and conventional weapons and their means of delivery and related materials, hazardous wastes, drugs and human beings, as well as in the promotion and facilitation of cross border trade. These matters are all matters of the highest importance for the state as a whole.

The National Border Security and Management Coordinator responsible for leading the Strategy development process was appointed by Presidential Decree. The National Working Group, which is to be chaired by the National Coordinator, was subsequently established by an official letter by the National Coordinator. The National Working Group was established comprising representatives of all border security and management agencies of the Republic of Tajikistan and was given the task of developing a national policy framework, in the form of a draft National Border Security and Management Strategy, for approval by the government, that would provide the basis for the development and strengthening of the state's border security and management.

The Working Group and its OSCE advisers met some 70 times in preparing the Strategy and various exploratory and fact finding discussions were held with interested parties within government, civil society and the international community, including bi-lateral diplomatic missions, international organisations and donors. The conclusions and proposals for the future development of Tajikistan's border security and management are thus based, on the one hand, on the ideas and solutions presented by the various ministries and agencies of the working group, and on the other hand to the experiences

and political offices of the OSCE in assisting its participating States to enhance and strengthen their border security and management. The overall principles applied in the strategy are compatible with the European Union's border management principles. The strategy is therefore harmonious with EU BOMCA efforts, international norms and best practice, as well as in compliance with United Nation's conventions and other international agreements to which the Republic of Tajikistan has committed itself.

Approved by  
Decree of the Government of the  
Republic of Tajikistan  
No. 202 dated 29 April 2010

# **NATIONAL BORDER MANAGEMENT STRATEGY IMPLEMENTATION PLAN**

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## PART 3

### 1. NATIONAL BORDER MANAGEMENT STRATEGY IMPLEMENTATION PLAN

#### 1.1. IMPLEMENTATION PLAN - INTRODUCTORY NOTES

1. This Implementation Plan includes a detailed description of the tasks needed to realise all components of the border management strategy as well as the requirements for the related reforms of the various border security and management agencies. It is a comprehensive long term plan. The process is ongoing and shall be adjusted according to annual review, state budget availability, donor input and annual agency programmatic and financial planning.
2. The Implementation Plan itself consists of sections. Each section relates to a specific topic or field, e.g. “Legislation”, in which work is required. Each section then consists of two parts
  - a. a text which outlines the intent of the Strategy in the field or topic to which the particular section refers
  - b. a table which lists the specific tasks to be undertaken, coordinating responsibility (leading role) for each task, the agencies involved, the estimated, approximate timeframe for the task, the status of the task and its completion, estimated costs related to the task (low, medium, high) and what support, if any, is necessary from the donor community

#### **Implementation timeframes**

3. The National Border Management Strategy Implementation Plan is divided into three time implementation periods; short term, covering the period 2010-2014, medium term comprising the period 2015-2025 and the long term, covering actions and activities after beyond 2025.
4. The main short term measures and tasks will establish the grounds for the reforms such as: 1) organizing the necessary managerial, administrative and coordination mechanisms for reforms, 2) revising the legal framework, 3) defining the operational, organizational and cooperation concepts for each border and 4) training the high level personnel of each agency. In parallel the training of the operational level personnel and the improving of the material facilities can be started according to first priority areas and units.

5. The medium and long term measures and tasks focus on constructing the facilities, development of the information management, implementing the reform of the training systems, transforming the border guard personnel from conscripts to professional personnel and further development of the cooperation mechanisms and practices.
6. The government has to prepare and commit itself to the long term financing plan to support implementation. Financial planning shall incorporate prioritisation of annual implementation measures and a long term, detailed implementation plan to be prepared by each agency and ministry.

### **Implementation Monitoring, Annual Review and Reporting**

7. This strategy is the government's plan for the development of state border security and management. The government therefore wishes to see the strategy implemented efficiently and to ensure that all relevant agencies work energetically towards that implementation.
8. The highest command of each ministry and agency will have control and responsibility for the reform process within their respective agencies.
9. A yearly review of progress will be carried out by the Inter-Agency Coordination Committee<sup>3</sup>. The Committee Chairman will then submit an annual progress report with the findings of the review, together with any recommendations, requests for action or suggested alterations to the strategy, to the government.
10. Any new activities will be launched in cooperation with international donors.

### **Coordination of Contact with the International Community**

11. The Ministry of Foreign Affairs remains the leading ministry for contacts with the International Community. Donor support is crucial to the implementation of this strategy and therefore the role of the MFA, as the coordinating authority for contacts with the international community, is also of the highest importance.

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<sup>3</sup> The government's decree no. 539 "On establishment of inter-agency commission on settlement of issues of border management under the border protection committee under the government of the RT" (24 December 2003) and the government decree # 554 "On introducing amendments to the decree of the Government of the RT no. 539 from 24 December 2003" (2 November 2007).

## **Implementation Requirements**

12. The implementation of the Strategy requires the following:

- Under the already existing National Inter-agency Coordination Committee shall be established a governmental inter-agency secretariat (hereafter referred to as the Inter-agency Secretariat), to oversee and coordinate the implementation. The National Security Committee will chair this initiative.
- The establishment of numerous inter-agency working groups according to the subject of each component
- Each ministry and agency shall establish its own intra-agency working group for the detailed planning of the implementation included the annual implementation.
- Proposals from each ministry and agency to be collected by the Inter-agency Secretariat, evaluated, prioritised, and presented to the National Inter-agency Coordination Committee for approval and inclusion in the state budget.
- The Inter-agency Secretariat is to be responsible for ensuring that there is continuous support by the international donors and that international donors are consulted and informed regarding progress in implementation.
- The Inter-agency Secretariat is responsible for regular reporting to the National Inter-agency Coordination Committee regarding implementation progress and of possible adjustments to the strategy. The National Inter-agency Coordination Committee will update the government accordingly.

## **General Priorities for Implementation**

13. In general, a necessary legal base and a defined border management concept, as well as an adequate professional capacity of commanders, managers and other key persons have to precede large-scale material provision and task implementation. Before procurement takes place it has to be known what the benefits of the new equipment will be, for what purpose it will be used, how it will be used, how maintenance of the equipment will be ensured and how related training will be organised.



## 2. LEGISLATION - COORDINATION AND COMPLIANCE WITH AGREEMENTS

- a. A solid, simple and cohesive legislative base will be required to enable effective implementation of the new border management concept, this will require current legislation to be reviewed and possibly amended or adapted.
- b. Legislation should reflect the commitments of the Republic of Tajikistan to international treaties, conventions and agreements as well as humanitarian law.
- c. There are a number of areas in which legislative work may be required. Therefore, to be effective, when preparing for, and realizing, the various legal aspects of the Strategy in various fields, coordination will be necessary.

### OBJECTIVES:

| LEGISLATION – COORDINATION AND COMPLIANCE WITH AGREEMENTS  |                          |  |             |        |   |
|--|--------------------------|--|-------------|--------|---|
| TASKS  | COORDINATING AGENCY      | PARTNER AGENCIES                                 | TIME FRAME  | STATUS | ESTIMATED COSTS, SOURCES OF FUNDING & ASSISTANCE    |
| 1) <i>Establish a legislation coordination committee</i> that will meet regularly with the purpose of <i>ensuring coordination and harmony of legislative</i> drafting and amendments                  | NSC                      | All Border Security and Management Agencies, MoJ | By mid 2010 |        | Low cost<br>International technical Advice required |
| 2) Identify those <i>international conventions, treaties and agreements</i> signed and ratified by the Republic of Tajikistan  | Ministry of Justice, MFA | All Border Security and Management Agencies      | By mid 2010 |        | Low cost<br>International technical Advice required |
| 3) Conduct an analysis of existing domestic state legislation and make recommendations for the <i>alignment of domestic State legislation with international conventions, treaties and agreements.</i> | Ministry of Justice, MFA | All Border Security and Management Agencies      | By mid 2010 |        | Low cost<br>International technical Advice required |

### 3. FACILITATION OF CROSS BORDER MOVEMENT

- a. Facilitating the smooth cross border movement of persons and goods is a basic precondition for the development of the economy of Tajikistan. At the same time, and for the same reason, it is as important for the country's neighbouring states and for the whole Central Asian region. Well functioning cross border movement will also improve relations between people living on either side of the border.
- b. The number of border crossing points must be adequate, including land, river, railway and airport border crossing points, to meet the need cross border traffic and the most important border crossing points should meet all international standards and provide all services needed for traffic to move safely, smoothly and efficiently. When necessary, and following appropriate consultations, new border crossing points may be established to meet national or local needs.
- c. All Border Crossing Points will be evaluated taking into account all factors, including: traffic flow and volume, economic value and potential, facilitative value in facilitating human social interaction, security and risk. Their importance in facilitating transitory trade via transit corridors will also be examined.

Category 1 border crossing points will be constructed and equipped to meet international standards for major international border crossing points.

Category 2 border crossing points will be those that constitute a lesser degree of importance, will be constructed and equipped accordingly and may be closed for part of the day.

Category 3 border crossing points will be local in character with the purpose of supporting the needs of local people inhabiting in the area on both sides of the border. The crossing formalities can be relaxed taking into account the risk analysis and necessity for risk based control. In some cases there may be no need for border crossing point construction or premises.

The classification evaluation has also to include action plan priorities, timescales and a program for renovating and constructing border crossing points.

- d. The construction of facilities and the equipment placed at each border crossing point will be based upon the classification given to that border crossing point.
- e. Harmonisation of checks and controls at border crossing points should be maximised. The “One stop principle”<sup>4</sup> is the goal.
- f. Dushanbe airport, as the main international airport in Tajikistan, must be assessed for its compliance with all relevant international standards; in particular those of International Civil Aviation Organisation (ICAO), for such an airport and measures are to be taken to simplify the use of the airport by international air carrier services. The airport assessment must also address the matter of modernisation and reconstruction and make relevant recommendations. Dushanbe airport will be the highest priority when constructing new premises.
- g. The possibility to construct joint border crossing points with Kyrgyzstan and Uzbekistan will be studied carefully.

**OBJECTIVES:**

| <b>FACILITATION OF CROSS BORDER MOVEMENT</b>  |                              |   |                         |               |  |
|---|------------------------------|---|-------------------------|---------------|--|
| <b>TASKS</b>  | <b>COORDINATING AGENCIES</b> | <b>PARTNER AGENCIES</b>   | <b>TIME FRAME</b>       | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b>    |
| 1) <u>Categorisation of all border crossings</u> according to traffic flow and volume, economic/trade value (actual and potential, including transitory traffic), importance in facilitating human interaction, security and risk – <u>to include a long term prioritised plan for refurbishment, construction and development.</u> | NSC, BG, Cus,                | MFA, MoA, MoH, MoTC, Tajik Railways                             | Short term (2010/ 2011) |               | Low cost<br><br>International technical Advice required        |
| 2) <u>Assessment of Dushanbe international airport – to include action plan for refurbishment, construction and development.</u>  | NSC, BG, Cus                 | State Unitary Enterprise «Dushanbe International Airport», MoH, | Short term (2010/ 2011) |               | Low cost<br><br>International technical Advice required (ICAO) |

<sup>4</sup> The “One Stop Principle” is sometimes referred to as the “Single Window”. It means that persons moving through a crossing point are only checked once, not separately two or more times, by different agencies e.g. Customs & Border Guard, but for the same reasons.

| <b>FACILITATION OF CROSS BORDER MOVEMENT</b>   |                              |                                     |                     |               |  |
|--|------------------------------|-------------------------------------|---------------------|---------------|--|
| <b>TASKS</b>   | <b>COORDINATING AGENCIES</b> | <b>PARTNER AGENCIES</b>             | <b>TIME FRAME</b>   | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b>  |
|  |                              | MoTC                                |                     |               |  |
| 3) Study the feasibility of developing <i>joint border crossing points with Kyrgyzstan and Uzbekistan</i>  | MFA                          | NSC, BG, Cus, MoTC                  | Medium Term         |               | Low cost   |
| 4) <i>Refurbishment, construction and equipping of all border crossing points.</i> Dushanbe international airport to be given the first priority | NSC, BG, Cus,                | MFA, MoA, MoH, MoTC, Tajik Railways | Medium to Long Term |               | High cost, long term financing required.<br><br>International assistance in provision of technical advice, construction & refurbishment, equipping and financing |

**4. STRENGTHENING INTRA-AGENCY COOPERATION**

- a. The aim of the intra-agency cooperation is to ensure that all border security and management agencies make the most efficient use of their human and material resources.
- b. Information between central, regional and local levels within each agency will be enhanced. The existing culture of secrecy will be gradually removed and uniform and common standard procedures within agencies will be developed and employed<sup>5</sup>.

**OBJECTIVES:**

| <b>STRENGTHENING OF INTRA-AGENCY COOPERATION</b>  |                            |                         |                   |               |   |
|---|----------------------------|-------------------------|-------------------|---------------|---|
| <b>TASKS</b>  | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b> | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b> |
| 1) Organise duties effectively with clear <i>divisions of responsibilities</i> and requirements of competences <sup>6</sup>                                     | Each agency individually   |                         | Short Term        |               | Low cost<br><br>International technical Advice required     |
| 2) Develop and introduce <i>uniform and common procedures for work processes and information management</i> within the framework of single agency reform plans. | Each agency individually   |                         | Medium Term       |               | Low cost<br><br>International technical Advice required     |

<sup>5</sup> Personnel need to be trained in the use of procedures. This requirement is covered under the “Enhancement of Training” section.

<sup>6</sup> See “Human Resources Management” section regarding development of job descriptions.

| <b>STRENGTHENING OF INTRA-AGENCY COOPERATION</b>   |                            |                         |                   |               |   |
|--|----------------------------|-------------------------|-------------------|---------------|---|
| <b>TASKS</b>   | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b> | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b> |
| 3) Keep all personnel at all levels <i>informed regarding strategies, objectives and new procedures</i> . This is to include the institution of regular and ad-hoc briefings for all staff at all levels and the issuing of regular information bulletins. | Each agency individually   |                         | Ongoing           |               | Low cost  |

**5. STRENGTHENING INTER-AGENCY COOPERATION**

- a. Cooperation between all relevant authorities must function without obstacles. Cooperation between all agencies strengthens mutual trust and supports the professional facilitation of smooth border traffic and the implementation of effective border security.
- b. The goal of inter-agency cooperation is to maximize the effectiveness of resources and available skills in a coordinated manner within the framework of the national border security and management policy and to improve the overall performance of border management. Inter agency cooperation prevents duplication of work, saves resources and promotes good practices. Cooperation also strengthens mutual trust.
- c. Border Guard, customs, agencies issuing travel documents and visas, sanitary and veterinary services as well as other law enforcement authorities and migration authorities will promote their inter-agency cooperation with a view to achieving the following objectives:
  - To establish common situational awareness at the state borders and common view of border related challenges
  - To promote vertical and horizontal information flow between the agencies, in particular that relating to surveillance and intelligence information
  - To reduce reciprocal competition and unnecessary withholding of information

- To establish and carry out uniform, common and standardised procedures at the borders
  - To divide clearly the responsibilities and establish common agreements
  - Establish a mutually agreed position on border security related issues
  - To foster good practices
- d. Joint training will be employed as a means of facilitating common methods and understanding between the personnel of different agencies and thereby of facilitating cooperation between them. Joint training as an objective is covered in the “Enhancement of Training” section.

**OBJECTIVES:**

| <b>STRENGTHENING OF INTER-AGENCY COOPERATION</b>   |                                     |                                   |                   |               |   |
|--|-------------------------------------|-----------------------------------|-------------------|---------------|---|
| <b>TASKS</b>   | <b>COORDINATING AGENCY</b>          | <b>PARTNER AGENCIES</b>           | <b>TIME FRAME</b> | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b> |
| 1) Establish within legislation the <u>necessary facilitation of inter-agency cooperation</u>  | NSC, Legislative Coordination Group | BG, Cus, MIA, DCA                 | Short Term        |               | Low cost<br><br>International technical Advice required     |
| 2) Establish a <u>centrally guided and supervised agreement based cooperation mechanism</u> with common management bodies at the ministerial and regional level. This cooperation is to <u>involve all organisational levels</u> of the relevant agencies, transporters, carriers and other relevant interest groups and are to comprise bi and multilateral agreements and memoranda of understanding (MoU) | NSC                                 | BG, Cus, MFA, MIA, DCA, MoH, MoTC | Medium Term       |               | Low cost<br><br>International technical Advice required     |

|  |     |                                   |             |  |   |
|--|-----|-----------------------------------|-------------|--|---|
|  |     |                                   |             |  |   |
| 3) Agree, in detail, and <u>establish MoU on practical cooperation in different control situations</u> in particular between border guard and customs and between customs and sanitary and veterinary inspection. <u>Joint Standard Operating Procedures and the division of responsibilities are to be developed</u> and defined in MoU, agreements and protocols | NSC | BG, Cus, MFA, MIA, DCA, MoH, MoTC | Medium Term |  | Low cost<br><br>International technical advice required to ensure best practices and international standards are applied. |
| 4) <u>Develop a Standard Operating Procedure Manual</u> or Aide Memoire, and issue a copy to all border guard, customs, sanitary and veterinary personnel  | NSC | BG, Cus, MoH                      | Medium      |  | Low cost<br><br>International consultation  |
| 5) <u>Establish common databases and other means for facilitating regular exchange of information</u> , including regular coordination meetings at the local, regional and national levels.  | NSC | BG, Cus, MFA, MIA, DCA, MoH, MoTC | Ongoing     |  | Medium cost   |

**6. STRENGTHENING INTERNATIONAL (CROSS BORDER) COOPERATION**



- a. The goal of the cross-border cooperation is to promote, facilitate and enhance border security, cross border trade and good relations between states.

Cross border cooperation strengthens mutual trust, supports the professional facilitation of smooth border traffic through creating the opportunities to harmonise controls and it improves the international fight against crime and terrorism through facilitating greater cooperation and coordination.

- b. Border guard, customs, agencies issuing travel documents and visas, sanitary and veterinary services as well as other law enforcement authorities and migration authorities will promote their cross-border cooperation with a view to achieving the following objectives:

- Facilitation of free and secure movement of persons and goods, services and investments within relevant national and international laws and OSCE commitments
- Reduction of the threat from drug trafficking, trafficking of weapons, including weapons of mass destruction or parts of.
- combating terrorism and other forms of cross-border crime by preventing the movement of persons, goods, weapons and funds related to terrorist and criminal activities
- Achievement and maintenance of high standards within all border security and management agencies
- Ensure dignified treatment of individuals who want to cross the border in conformity with national legislation and international law, including those pertaining to human rights, asylum seekers and refugees, and relevant OSCE standards.
- Social and economic development of border areas and enhancement of cultural connections
- Fostering of joint economic development along borders

- c. Tajikistan will, in the field of border security, be directed by international commitments set up under agreements concluded within certain organisations of which it is a member, namely the Commonwealth of Independent States, European-Asian Economical Community, the Organization for Collective Security Treaty and the Organization for Security and Cooperation in Europe.

## **OBJECTIVES:**

### **STRENGTHENING OF INTERNATIONAL (CROSS BORDER) COOPERATION**

| TASKS   | COORDINATING AGENCY                      | PARTNER AGENCIES             | TIME FRAME   | STATUS | ESTIMATED COSTS, SOURCES OF FUNDING & ASSISTANCE  |
|---|--|------------------------------|--|--------|---|
| 1) <u>Define existing agreements</u>  | MFA, NSC, Legislative Coordination Group | BG, Cus, MIA, MoH, DCA, MoTC | Medium Term  |        | Low cost<br><br>International consultation  |
| 2) <u>Define the most important international cooperation partners</u> , including international organisations  | MFA, NSC                                 |                              | Medium/Long Term   |        | Low cost  |
| 3) <u>Establish a full legal and agreement base for cross-border cooperation</u> (a common border regime) and a long term plan for the development of international cooperation including multi- and bi-lateral agreements  | MFA, NSC, Legislative Coordination Group | BG, Cus, MIA, DCA, MoH, MoTC | Medium Term  |        | Low cost<br><br>International consultation and training assistance  |
| 4) Conduct a feasibility study into the deployment of a <u>Liaison Officer Network</u><br><br>a. Sending liaison officers to embassies<br><br>Duties:<br>-Assisting consular staff<br>-Document adviser<br>Cooperation with other authorities abroad<br>-Information exchange<br><br>b. Sending and exchanging of liaison officers with the border authorities of the neighbouring states<br><br>Duties:<br>-Information exchange<br>-Training<br><br>4a) Define the Terms of Reference for the | MFA, NSC                                 | BG, Cus, MIA, DCA            | Short Term<br><br><br><br><br><br><br><br><br><br>Medium Term<br><br><br><br><br><br><br><br><br><br>Medium to Long Term |        | Low cost<br><br>Donor assistance:<br>- consultation<br><br><br><br><br><br><br><br><br><br>Low cost<br><br>Donor assistance:<br>- consultation<br><br><br>High cost (maintenance) |

| STRENGTHENING OF INTERNATIONAL (CROSS BORDER) COOPERATION   |  |                                 |            |        |   |
|---|--|---------------------------------|------------|--------|---|
| TASKS   | COORDINATING AGENCY                            | PARTNER AGENCIES                | TIME FRAME | STATUS | ESTIMATED COSTS, SOURCES OF FUNDING & ASSISTANCE  |
| network<br>4b) <i>Establish the network</i>   |  |                                 |            |        | Donor assistance:<br>- consultation<br>- funding  |
| d. Define the <i>Standard Operational Procedures for international cooperation</i> at all levels including:<br><br>-Contact points<br>-Common border regime<br>-Border delegates<br>-Regular meetings<br>-Permanent high level task<br>-Cooperation between border crossing points  | MFA, NSC,<br>Legislative<br>Coordination Group | BG, Cus, MIA,<br>DCA, MoH, MoTC | Ongoing    |        | Low<br><br>International consultation   |
| e. Establish a <i>cooperation mechanism for practical cooperation</i> , to be constructed on a bi- and multilateral basis between two or more international partners and at different organization levels.  | MFA, NSC                                       | BG, Cus, MIA,<br>DCA, MoH       | Medium     |        | Low<br><br>International consultation   |
| f. <i>Institutionalise information exchange through daily interaction and cooperation</i> , in particular at border crossing points, through joint training, coordinated and joint operations, building of common border infrastructure, harmonisation of controls and interoperability of cross-border technical communications wherever possible. | MFA, NSC                                       | BG, Cus, MIA,<br>DCA            | Ongoing    |        | Low cost except for the development of joint infrastructure which will be of High cost.<br><br>Donor financing, international consultation and training |

## 7. BORDER DELIMITATION AND DEMARCATION

- a. A number of stretches of Tajikistan's borders have yet to be subject to agreements relating to delimitation and demarcation. The fact that these agreements have yet to be reached makes effective border security and management difficult to achieve, particularly in areas where communities are divided or in the case of enclaves. Lack of public awareness regarding border procedures, and a lack of training for border agency personnel, compounds the problem.
- b. To help in addressing this difficulty Tajikistan seeks to train those officials involved in a) managing areas of the border subject to lack of agreement and b) those officials engaged with negotiations relating to this difficulty.

### OBJECTIVES:

| BORDER DELIMITATION AND DEMARCATION  |                     |                  |            |        |  |
|--|---------------------|------------------|------------|--------|--|
| TASKS  | COORDINATING AGENCY | PARTNER AGENCIES | TIME FRAME | STATUS | ESTIMATED COSTS, SOURCES OF FUNDING & ASSISTANCE |
| 1) <i>Enhance the awareness</i> of border agency personnel regarding best practice in managing borders that have not been delimited and demarcated   | MFA                 |                  | Short Term |        | Low cost<br>Donor assistance:<br>- Training      |
| 2) <i>Enhance the awareness</i> of officials engaged in negotiations with neighbouring states in case studies outside Central Asia as examples of best practice and the resolution of disputed borders | MFA                 |                  | Short Term |        | Low cost<br>Donor assistance:<br>- Training      |

## 8. THE FIGHT AGAINST TRANSNATIONAL ORGANISED CRIME

- a. The Fight against transnational and cross border crime, especially the combating of drug trafficking, will be a focus area. Crime prevention is to be taken as one of the fundamental goals of border security. Joint efforts of all law enforcement authorities will be developed.
- b. The fight against transnational organised crime and a focus on prevention (including the strengthening of criminal intelligence and analysis) are crucial areas for border security and management.
- c. The border security and management agencies are to improve their capacity to tackle transnational organised crime in all its forms and are to take organisational, procedural and training measures to improve their overall professionalism and capacities in this field.
- d. The coordination of criminal intelligence, analysis and investigation between the various law enforcement and investigative authorities will to be arranged and cooperation on criminal investigations enhanced.
- e. Joint investigation teams will be established to investigating serious border related crimes.
- f. A Joint criminal intelligence data base will be established for the collation and analysis of crime related data and information. The use of the data base will be restricted to criminal intelligence use only.

### OBJECTIVES:

| THE FIGHT AGAINST TRANSNATIONAL ORGANISED CRIME  |                     |   |            |        |   |
|--|---------------------|---|------------|--------|---|
| TASKS  | COORDINATING AGENCY | PARTNER AGENCIES                                    | TIME FRAME | STATUS | ESTIMATED COSTS, SOURCES OF FUNDING & ASSISTANCE        |
| 1) <i>Common definitions of crime prevention terminology</i> , compatible with international standards are to be defined and adopted by all law enforcement and border security and management agencies. | NSC, MIA            | BG, Cus. and other agencies as determined necessary | Medium     |        | Low cost<br><br>International technical advice required |

| THE FIGHT AGAINST TRANSNATIONAL ORGANISED CRIME  |                                   |                  |            |        |  |
|--|-----------------------------------|------------------|------------|--------|--|
| TASKS  | COORDINATING AGENCY               | PARTNER AGENCIES | TIME FRAME | STATUS | ESTIMATED COSTS, SOURCES OF FUNDING & ASSISTANCE   |
| 3) <u>The number and role of authorities carrying out crime investigation activities will be simplified</u>  | PPO, MoJ, NSC, MIA, CUS, DCA, MoD |                  | Short Term |        | Low cost<br><br>Donor assistance:<br>- Consultation and technical advice                           |
| 4) Establishing the <u>procedure by which the investigative responsibility for various crimes will be defined</u> , and defining the leading investigative authority in serious and complex cases.   | PPO, MoJ, NSC, MIA, CUS, DCA, MoD |                  | Short Term |        | Low cost<br><br>Administrative activities<br><br>Donor assistance:<br>- Consultation<br>- Training |
| 5) The <u>Border Guard</u> to be defined and <u>established as the main investigative body</u> concerning border related crimes  | PPO, MoJ, NSC, MIA, CUS, DCA, MoD |                  | Long Term  |        | Low cost<br><br>Donor assistance:<br>- Consultation<br>- Training                                  |
| 6) Examine and <u>revise the list of operational subdivisions authorised to carry out operational-search activity</u> , their powers, structure and organization of work. The list should consider<br>- the requirement to nomination of specific personnel or trained units for carrying out criminal investigation<br>- operational cooperation procedures and regulations concerning authority in serious criminal investigations | PPO, MoJ, NSC, MIA, CUS, DCA, MoD |                  | Long Term  |        | Low cost<br><br>Donor assistance:<br>- Consultation<br>- Training                                  |

| THE FIGHT AGAINST TRANSNATIONAL ORGANISED CRIME  |                     |                             |                     |        |   |
|--|---------------------|-----------------------------|---------------------|--------|---|
| TASKS  | COORDINATING AGENCY | PARTNER AGENCIES            | TIME FRAME          | STATUS | ESTIMATED COSTS, SOURCES OF FUNDING & ASSISTANCE  |
| 7) Establishment of single agency <u>criminal intelligence/analysis systems and joint permanent criminal intelligence units</u> at the national and regional levels by the main agencies carrying out crime prevention | NSC                 | MIA, BG, CUS, DCA           | Short Term          |        | Low to medium cost<br><br>Use of existing infrastructure possible e.g. common offices provided by one participating agency<br><br>Donor assistance:<br>- Training |
| 8) <u>Development of work processes</u> for criminal intelligence/ analysis systems and units  | NSC                 | MIA, BG, CUS, DCA           | Medium to Long Term |        | Low cost<br><br>Donor assistance:<br>- Consultation<br>- Training   |
| 9) Specialist criminal intelligence/analysis <u>database to be established</u>   | NSC                 | MIA, BG, CUS, DCA           | Medium to Long Term |        | Medium cost<br><br>Donor assistance:<br>- Consultation<br>- Equipment<br>- Training   |
| 10) Establishment of <u>Joint criminal Investigative Teams and Task Forces</u> to address specific criminal problems   |                     | PPO, NSC, MIA, BG, CUS, DCA |                     |        | Low cost<br><br>Donor assistance:<br>- Training<br>- Equipment  |

## 9. OPERATIONAL DEVELOPMENT

This section of the Implementation Plan is divided up into 3 parts. These are:

- Pre-emptive measures
  - Control at the border
  - Control within the country
- a. The operational capacity of the border security and management agencies will be developed. A cooperation based, multi-level border management system will be adopted and an operational border management concept will be developed for each border taking into consideration the specific character of each border, according to specific assessment and analysis.
  - b. Professional, uncorrupted personnel will be in charge of border management activities.
  - c. The procedures of all authorities will be reviewed and revised in order to facilitate and implement checks and controls with the minimum effort and delay. Reasonable modern technology will be made available to support the activities of authorities and to supplement control and surveillance.
  - d. Certain pre-emptive measures, such as the country's visa policy, the use of liaison officers, the training of consular staff, cooperation with the authorities of neighbouring states and with transport organisations and carriers, all aim to reduce illegal migration and to enhance the fight against all forms of cross-border crime before they effect Tajikistan<sup>7</sup>.
  - e. Tajikistan's visa policy has to be revised. Harmonisation of the various elements of the visa regime, the issuing requirements and procedures is needed and will take into account international best practices. The possibility to establish one common data base must be studied and, if sustainable with reasonable costs, implemented and the visa freedom agreements must be checked and updated. The concluding of readmission agreements with certain countries will be studied.
  - f. The use of liaison officers will be studied and they will be employed according to risk analysis in the embassies of the Republic of Tajikistan located in relevant states on either temporary or permanent bases dependent on the particular circumstances.

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<sup>7</sup> Some of these are covered in the "Inter-Agency Cooperation" and "International (Cross Border) Cooperation" sections of the Implementation Plan.



- g. Controls and checks at the border as well as other law enforcement activities carried out at the border, including those relating to border surveillance along the 'Green Border' required development. Control measures carried out by the authorities on the border create the first and last impression of Tajikistan.
- h. Surveillance methods outside border crossing points (along the 'Green Border') will be studied and developed and border posts should maintain a readiness to respond to illegal border incidents at anytime.
- i. The purpose of border surveillance between the border crossing points (green border) is to prevent and discourage unauthorized border crossings, to counter cross-border criminality and to take measures against persons who have crossed the border illegally unless they are asylum seekers. Observation and patrolling are typical surveillance methods. The basic surveillance concept will be based on the network of permanent border guard units (e.g. Border Posts), observation, patrolling, increasing covert and mobile patrolling, covert operations, targeted surveillance and control according to the results of risk analysis and profiling. The use of joint patrols with other law-enforcement agencies is encouraged and the increased use of long range patrolling in remote areas will require aviation (helicopter) support to be acquired for the border guard.
- j. Enhanced cooperation between agencies<sup>8</sup> will enhance capacity through the resulting increase in efficiency. The long-term goal is that only two authorities, namely border guard and customs will operate at Border Crossing Points. The Border guard will be responsible for the controlling and checking of persons, included immigration control. The customs will be responsible for controlling and checking all goods. The benefits from synergy between border guard, customs, local agencies and services have to be studied in order to arrange the veterinary and sanitary controls in the most economical, effective and appropriate manner.
- k. The necessity of veterinary and sanitary controls at every border crossing points will be studied and the procedures will be revised in order to find out the most economical solutions for each border crossing point. The possibility to carry out these controls in cooperation with customs and border guard will be studied carefully. The aim is to reduce the number of authorities at the border crossing points to two; border guard and customs.
- l. Cooperation procedures between Border Guard, Customs, Ministry of the Interior and the Drug Control Agency will be established.
- m. The role and use of the Army as supporting authority in special cases for border guard will studied. The cooperation procedure will established based on mutual agreement.

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<sup>8</sup> Covered in the "Inter-Agency Cooperation" section

- n. Only professional control officers will carry out controls. The standardized infrastructure, adequate equipment, automated dataflow and fair service attitude (customer oriented) of the personnel will be developed.
- o. The principle of non-refoulement which is principle of international customary law and thus obligatory for all States must be respected at all times, guaranteeing that asylum-seekers, refugees, and other persons cannot be returned or refouled against their will to the territory of a state where their life and freedom would be threatened on account of his race, religion, citizenship, membership of a particular social group or political opinion. Persons who were found not to be in need of international protection are returned in a humane manner and in full respect of human rights and dignity, without resort to excessive force and in the case of children taking due account of their best interests.
- p. Special training will be arranged to handle the sensitive cases such as asylum seekers, refugees and victims of Human Trafficking or Human Smuggling. This will ensure that all those who deserve protection and assistance at the borders get it<sup>9</sup>
- q. Border Guard, Customs, Police and the Drug Control Agency use of dogs for revealing and tracking persons and drugs, combined with covert human surveillance and employing technical methods in the most risky areas, will bring the best results. Special units can be used for targeted operations where and when necessary.
- r. The number of border guard units can be reduced according to the development of other methods of surveillance and resources.
- s. Inside the country the duties of the traffic and local police will be widened. The duties will include and powers to stop and search on the basis of reasonable suspicion will be created relating to illegal activity, wanted persons, illegal immigration and drug smuggling. Controls within the country will be connected with those at the border through effective inter-agency cooperation<sup>10</sup>.
- t. Many of the threats that impact on the security of the borders is transitory in nature, therefore controls inside the country, closely coordinated with those on the border, provide a depth to security. Building the capacity of criminal analysis units is a necessary step in enhancing the effectiveness of internal controls and is covered in the “Fight against Transnational Organised Crime” section.
- u. A system of joint police, border guard and customs control patrols and raids will be established.
- v. Dog capacities will be developed within each authority to supplement the control and surveillance. The amount of dogs, types and use of dogs will be studied carefully. Joint training with other authorities will be developed.

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<sup>9</sup> For other training issues see the “Development of Training” section

<sup>10</sup> For further details see the sections “Inter-Agency Cooperation” and “The Fight Against Transnational Organised Crime”

- w. The anti personnel mined stretches along Tajikistan’s borders will be marked, mapped and eventually cleared in order to facilitate safe access to these areas for border guard activities. The Border Guards, the MoD and the Tajik Mine Action Center will establish channels of cooperation in terms of access, information sharing and operational mine clearance activities.

**OBJECTIVES:**

| <b>OPERATIONAL DEVELOPMENT (PRE-EMPTIVE MEASURES)</b>   |  |                         |  |               |  |
|---|--|-------------------------|--|---------------|--|
| <b>TASKS</b>  | <b>COORDINATING AGENCY</b>               | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b>  | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b>  |
| 1) <i>Revision of the visa policy</i> , to cover: <ul style="list-style-type: none"> <li>- Visa issuing principles</li> <li>- Visa issuing procedure</li> <li>- Visa freedom agreements</li> <li>- Inter-agency cooperation</li> <li>- the feasibility of technical solutions e.g. a common inter-agency usage database</li> </ul>  | MFA, MIA                                 |                         | Planning:<br>Short Term<br><br>Establishment of database:<br>Long Term |               | Low cost<br><br>High cost depending on solution chosen<br><br>Donor assistance: <ul style="list-style-type: none"> <li>- Consultation in planning</li> <li>- Assisting in reforms</li> <li>- Training</li> </ul> |
| 2) <i>Conduct feasibility studies</i> into: <ul style="list-style-type: none"> <li>- Concluding readmission agreements with neighbouring and source countries</li> <li>- Ensuring the return of foreigners refused entry or expelled</li> <li>- Ensuring that the principle of non-refoulement is respected and that persons who are found not to be in need of international protection are returned in full respect of human rights.</li> </ul> | MIA, MFA, Legislative Coordination Group |                         |  |               | Low cost <sup>11</sup>   |

<sup>11</sup> According to international practice the carrier is liable for travel costs in cases in which they can be shown to have transported the individual

| <b>OPERATIONAL DEVELOPMENT (PRE-EMPTIVE MEASURES)</b>   |  |                         |                   |               |   |
|---|--|-------------------------|-------------------|---------------|---|
| <b>TASKS</b>  | <b>COORDINATING AGENCY</b>               | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b> | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b> |
| 3) <i>Review legislation and amend accordingly</i> to improve the ability to implement pre-emptive measures and controls relating to travel documentation and carrier liabilities | MIA, MFA, Legislative Coordination Group |                         |                   |               | Low cost  |

| <b>OPERATIONAL DEVELOPMENT (CONTROL AT THE BORDER)</b> |                            |                         |                   |               |   |
|--|----------------------------|-------------------------|-------------------|---------------|---|
| <b>TASKS</b>   | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b> | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b> |
|  |                            |                         |                   |               |   |

| OPERATIONAL DEVELOPMENT (CONTROL AT THE BORDER)   |                     |                             |   |        |   |
|---|---------------------|-----------------------------|---|--------|---|
| TASKS   | COORDINATING AGENCY | PARTNER AGENCIES            | TIME FRAME  | STATUS | ESTIMATED COSTS, SOURCES OF FUNDING & ASSISTANCE  |
| <p><b>Border Surveillance Afghanistan</b></p> <p>1) <u>Develop and implement a new operational surveillance concept along the border with Afghanistan</u>, to include:</p> <ul style="list-style-type: none"> <li>- Create the ability to conduct surveillance at any point along the border, day or night and in all weathers</li> <li>- Establish, equip and train special mobile units to support daily border control and to tackle exceptional situations.</li> <li>- Effective control</li> <li>- Defining focal points</li> <li>- Defining the number of personnel, equipment and transportation required</li> <li>- Defining the number of border posts required</li> <li>- Defining the surveillance methods; patrolling, mobility, technical surveillance, special units, 24 hour rapid reaction capacity, situational awareness, cooperation with local people</li> <li>- Defining Rules of Engagement (RoE)</li> <li>- Utilizing operational depth of an area and control of road connections</li> <li>- Communication means</li> <li>- The role of the army</li> </ul> | NSC                 | BG, MIA, CUS, MFA, DCA, MoD | <p>Planning: Short Term</p> <p>Implementation: Medium Term</p> <p>Ongoing process of evaluation</p> |        | <p>Planning: Low cost</p> <p>Implementation: High cost</p> <p>Donor assistance:</p> <ul style="list-style-type: none"> <li>- Consultation</li> <li>- Construction</li> <li>- Equipment</li> <li>- Training in operational techniques</li> </ul> |
| <p><b>Border Surveillance China</b></p> <p>2) <u>Implement a new operational surveillance</u></p>   | NSC                 | BG, MIA, CUS,               | Planning: Short   |        | Planning: Low cost  |

| <b>OPERATIONAL DEVELOPMENT (CONTROL AT THE BORDER)</b>   |                            |                             |  |               |   |
|--|----------------------------|-----------------------------|--|---------------|---|
| <b>TASKS</b>   | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b>     | <b>TIME FRAME</b>  | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b>   |
| <i>concept along the border with China</i> , as above (1)  |                            | MFA, DCA, MoD               | Term<br><br>Implementation: Medium Term<br><br>Ongoing process of evaluation                                 |               | Implementation: High cost<br><br>Donor assistance:<br>- Consultation<br>- Construction<br>- Equipment<br>- Training in operational techniques                           |
| <b>Border Surveillance Kyrgyzstan and Uzbekistan</b><br><br>3) <u>Implement a new operational surveillance concept along the border with Kyrgyzstan and Uzbekistan</u><br><br>- As above but emphasis on joint control with the neighbouring state, enhanced cross border cooperation and possible joint border patrols incorporating BG, CUS and Police, and also exploration of possible joint patrols with neighbouring state authorities | NSC                        | BG, MIA, CUS, MFA, DCA, MoD | Planning: Short Term<br><br>Implementation: Medium Term<br><br>Ongoing process of evaluation and development |               | Planning: Low cost<br><br>Implementation: High cost<br><br>Donor assistance:<br>- Consultation<br>- Construction<br>- Equipment<br>- Training in operational techniques |
| <b>Asylum Protection</b><br><br>4) <u>Im Ensure that asylum seekers have acces to the territory of the country and such cases are assisted in the transference to the Minister of Interior authorities</u>   | BG                         | MIA                         | Planning: Short Term<br><br>Implementation: Short Term   |               | Planning: Low cost<br><br>Implementation: Low cost<br><br>Donor assistance:   |

| OPERATIONAL DEVELOPMENT (CONTROL AT THE BORDER)   |                     |                  |  |        |   |
|---|---------------------|------------------|--|--------|---|
| TASKS   | COORDINATING AGENCY | PARTNER AGENCIES | TIME FRAME   | STATUS | ESTIMATED COSTS, SOURCES OF FUNDING & ASSISTANCE  |
| <ul style="list-style-type: none"> <li>- Establishment of a referral mechanism for the movement of asylum seekers from the border to the Migration Services authorities in Dushanbe.</li> </ul>   |                     |                  | Ongoing process of evaluation and development  |        | <ul style="list-style-type: none"> <li>- Consultation</li> <li>- Training</li> </ul>  |
| <p><b>Mine Clearance</b></p> <p>5) <u>Implementation of Tajikistan's Mine Clearance programme and the Ottawa Convention in border security related issues</u></p> <ul style="list-style-type: none"> <li>- Develop interagency coordination between the Tajik Mine Action Center, which is responsible for implementing Tajikistan's Mine Clearance programme; the MoD, which carries out clearance operations and the Border Guard personnel, which is responsible for border surveillance.</li> <li>- Combined Operational Unit</li> <li>- Information Exchange</li> <li>- Joint mine clearance/awareness training</li> <li>- Border Guard will develop an internal capacity that will provide mine risk awareness and emergency mine field extraction techniques.</li> </ul> | TMAC                | MoD<br>BG        | <p>Planning: Short Term.</p> <p>Implementation: Medium to Long term.</p> <p>Ongoing process of evaluation and development.</p> |        | <p>Planning : Low Cost</p> <p>Implementation: Costs are task specific and run from Low to High Cost accordingly.</p> <p>Donor assistance:</p> <ul style="list-style-type: none"> <li>Consultation</li> <li>Planning</li> <li>Equipment</li> <li>Training</li> <li>- Operational activities</li> </ul> |

| OPERATIONAL DEVELOPMENT (CONTROL AT THE BORDER)  |                     |                                   |  |        |   |
|--|---------------------|-----------------------------------|--|--------|---|
| TASKS  | COORDINATING AGENCY | PARTNER AGENCIES                  | TIME FRAME   | STATUS | ESTIMATED COSTS, SOURCES OF FUNDING & ASSISTANCE  |
| <p>- Tajik Mine Action Center (TMAC) will provide the capacity to produce area patrol maps for the various border guard units that accurately differentiate between safe and mined areas.</p> <p>- Tajik Ministry of Defense will develop the capacity to enable the MoD to undertake technical surveys of known and suspected mined areas along the border which will verify the exact position of mined areas and enable accurate high visibility marking and referencing of mined border areas.</p>   |                     |                                   |  |        |   |
| <p><b>Border Checks</b></p> <p>6) <u>Reform of the border checks procedures and cooperation between authorities at the Border Crossing Points (BCPs):</u></p> <ul style="list-style-type: none"> <li>- Reform and standardizing the control and cooperation procedures between authorities at BCPs</li> <li>- Equipping the border checks with adequate facilities and devices according to the classification of BCP</li> <li>- Standardizing the control procedure according to international best practices</li> <li>- Training of personnel</li> </ul> | BG                  | NSC, MIA, CUS, MFA, MoA, MoH, DCA | <p>Planning: Short Term</p> <p>Implementation: Long Term</p> |        | <p>Planning process: Low cost</p> <p>Implementation: High cost (long term financial plan required)</p> <p>Donor assistance:</p> <ul style="list-style-type: none"> <li>- Consultation</li> <li>- Equipment</li> <li>- Training</li> </ul> |



| OPERATIONAL DEVELOPMENT (CONTROL AT THE BORDER)   |                     |                        |  |        |   |
|---|---------------------|------------------------|--|--------|---|
| TASKS   | COORDINATING AGENCY | PARTNER AGENCIES       | TIME FRAME   | STATUS | ESTIMATED COSTS, SOURCES OF FUNDING & ASSISTANCE  |
| <p><b>Customs Control</b></p> <p>7) <u>Reform of the control procedure at the border crossing points (BCPs)</u><sup>12</sup></p> <ul style="list-style-type: none"> <li>- Reform and standardizing the control and cooperation procedures at BCPs</li> <li>- Equipping the customs control with adequate facilities and devices according to the classification of BCP</li> <li>- Developing the necessary customs data bases</li> <li>- Training of personnel</li> </ul>                                   | CUS                 | NSC, BG, MIA, MoH, DCA | <p>Planning: Short Term</p> <p>Implementation: Long Term</p> |        | <p>Planning process: Low cost</p> <p>Implementation: High cost (long term financial plan required)</p> <p>Donor assistance:</p> <ul style="list-style-type: none"> <li>- Consultation</li> <li>- Equipment</li> <li>- Training</li> </ul> |
| <p><b>Veterinary Controls</b></p> <p>8) <u>Reform of the veterinary control</u> concept:</p> <ul style="list-style-type: none"> <li>- Defining the most important border control points(BCP) for commercial import and export of goods under veterinary control in line with the categorisation of BCPs</li> <li>- Reform of the control procedures at BCPs</li> <li>- Development of cooperation mechanism with other control authorities at BCPs</li> <li>- Training of personnel<sup>13</sup></li> </ul> | MoA                 | MoH, NSC, MIA, CUS     | <p>Planning: Short Term</p> <p>Implementation: Long Term</p> |        | <p>Planning process: Low cost</p> <p>Implementation: High:</p> <ul style="list-style-type: none"> <li>- Construction of veterinary control facilities</li> <li>- Long term financial plan required</li> </ul> <p>Donor assistance:</p>    |

<sup>12</sup> Linked to Customs Reform Plan

<sup>13</sup> See also "Reform of Veterinary Control" section

| OPERATIONAL DEVELOPMENT (CONTROL AT THE BORDER)  |                         |                  |   |        |   |
|--|-------------------------|------------------|---|--------|---|
| TASKS  | COORDINATING AGENCY     | PARTNER AGENCIES | TIME FRAME  | STATUS | ESTIMATED COSTS, SOURCES OF FUNDING & ASSISTANCE  |
|  |                         |                  |   |        | <ul style="list-style-type: none"> <li>- Consultation</li> <li>- Funding</li> <li>- Construction</li> <li>- Equipment</li> <li>- Training</li> </ul>  |
| <b>Sanitary and Quarantine Controls</b><br><br>9) <u>Reform of the control concept:</u><br><br><ul style="list-style-type: none"> <li>- Defining the most important border control points (BCP) for sanitary and quarantine control as part of the BCP categorisation programme.</li> <li>- Reform of the control procedures at BCPs</li> <li>- Development of cooperation mechanism with other control authorities at BCP</li> <li>- Training of personnel</li> </ul> | MoH, MoA, NSC, MIA, CUS |                  | Planning: Short Term<br><br>Implementation: Medium to Long Term |        | Planning process: Low cost<br><br>Implementation: High cost <ul style="list-style-type: none"> <li>- Long term financial plan required</li> </ul> Donor assistance: <ul style="list-style-type: none"> <li>- Consultation</li> <li>- Funding</li> <li>- Construction</li> <li>- Equipment</li> </ul> Training |
| <b>Drug Control Agency</b><br><br>10) The creation of <u>cooperation arrangements</u> with other control authorities <sup>14</sup>   | DCA, NSC, MIA, CUS, MFA |                  | Planning: Short Term<br><br>Implementation: Medium to Long Term |        | Planning process and implementation: Low cost   |
| <b>Military (Army) at the Border</b><br><br>11) The establishment of <u>cooperation agreements</u>   | NSC, MIA, CUS,          |                  | Planning: Short   |        | Covered by the budgets of   |

<sup>14</sup> Also dealt with within the “Inter-Agency Cooperation” section

| OPERATIONAL DEVELOPMENT (CONTROL AT THE BORDER)   |                     |                  |  |        |  |
|---|---------------------|------------------|--|--------|--|
| TASKS   | COORDINATING AGENCY | PARTNER AGENCIES | TIME FRAME   | STATUS | ESTIMATED COSTS, SOURCES OF FUNDING & ASSISTANCE   |
| and arrangements with the BG and NSC in order to manage serious border incidents<br><br>- Operational cooperation and Standard Operating Procedures<br>- Training of personnel<br>- Logistical cooperation<br>- Harmonisation of communications means | MFA, DCA            |                  | Term<br><br>Implementation:<br>Medium to Long Term   |        | each authority   |
| 12) <u>Review, and if necessary strengthen procedures to detect weapons of mass destruction</u> , parts thereof, radiological or biological or other hazardous materials  | CUS                 | BG, NSC          | Review completed by end 2010.<br><br>Reforms developed by August 2011<br><br>Reforms implemented by end 2011 |        | Review: Low cost<br><br>Implementation: dependent upon the findings of the review. Expected medium cost<br><br>Donor Assistance:<br>- Consultation |

| OPERATIONAL DEVELOPMENT (CONTROL WITHIN THE COUNTRY)  |                                  |                  |            |        |   |
|---|----------------------------------|------------------|------------|--------|---|
| TASKS   | COORDINATING AGENCY              | PARTNER AGENCIES | TIME FRAME | STATUS | ESTIMATED COSTS, SOURCES OF FUNDING & ASSISTANCE                                |
| 1) <u>Strengthening of the cooperation between the police, border guard, customs</u> and other law enforcement authorities <sup>15</sup> regarding: | NSC<br><br>MIA:<br>- Immigration | BG, CUS, DCA     | Short Term |        | Training: Low to medium cost<br><br>Communications related equipment: High cost |

<sup>15</sup> See the “Inter-Agency Cooperation”, the Fight against Transnational Organised Crime” and “Training” sections for further information.

| OPERATIONAL DEVELOPMENT (CONTROL WITHIN THE COUNTRY)  |  |                  |             |        |   |
|---|--|------------------|-------------|--------|---|
| TASKS   | COORDINATING AGENCY  | PARTNER AGENCIES | TIME FRAME  | STATUS | ESTIMATED COSTS, SOURCES OF FUNDING & ASSISTANCE                              |
| -Development of Standard Operating Procedures<br>- Joint planning<br>- Joint training<br>- Joint Patrolling<br>- Creating the practical cooperation mechanism including the means of information transmission<br>-Improving the criminal intelligence cooperation between police, border guard, customs and Drug Control Agency criminal intelligence units; establishing joint criminal intelligence units<br>-Common training | - Public Order (incl. Traffic)<br>- Illicit Drugs<br>- Organised Crime Dept. |                  |             |        | Donor assistance:<br>- Consultation<br>- Training<br>- Equipment<br>- Funding |
| 2) <u>Reforming the working methods of local and traffic police</u> to strengthen the detection of illegal activities along the road networks leading to and from the border. This reform is to require controls to be based upon Risk Analysis and Profiling, not rigid stop and search controls.  | MIA  |                  | Medium Term |        | Low cost<br>Donor assistance:<br>- Consultation<br>- Training<br>- Equipment  |
| 3) <u>Reviewing and, if necessary reorganising cooperation between criminal intelligence units of various authorities</u>   | NSC  | MIA, BG, CUS     | Medium Term |        | Low cost  |

## 10. MANAGERIAL CAPACITY BUILDING

- a. The new border management system will facilitate more efficient management of all related activities. All organizational levels will have a clear real time picture of the activities and events related to border security. Joint situation or coordination centres will be developed. The information management within all border security and management agencies will be developed as a tool for decision making. Each agency will establish and use systematic risk analysis systems to enable the best possible use of resources.
- b. Training of leaders, commanders and managers in their various managerial responsibilities will provide the basis for managerial capacity building at the individual level. This aspect of capacity building is addressed in the “Enhancement of Training” section.
- c. **Systematic planning, monitoring and reporting system**
  - a. Systematic and detailed planning of programmes and activities is necessary for sustainable development. This must include financial planning. The financial planning system of an authority covers a yearly period and projection frames for the coming four to five years as well as long term goals. The state administration and the administration of each authority have to have long term vision to which to which the organisation can orientate itself. Programme and financial planning is an ongoing process. Monitoring of the realized actions and an associated reporting system must provide the information for the future planning. Programme and financial planning must be applied to all branches of service and all levels in the organization.
  - d. **Creation of information management strategy**
    - b. Real time situation awareness is the key preconditions for successful management. The reporting and information management systems have to support the management in decision making and planning.
    - c. Leading is based on information. Information management is a tool for leading. Information management defines, creates, develops and maintains all systems for collecting and processing the data which the organization needs for its operative and administrative purposes. Information management is not only data bases and computers but must include comprehensive plans for collecting, collating, analysing and disseminating the information to support operational, administrative and logistical decision making. The plan must include for what purposes the information and analysis is to be used, who will use it, what kind of infrastructure must be developed in order to collect, analyze, disseminate and store it. Data bases and computers are only the technical solutions for collecting, transmitting and processing the data according to the plan.

- d. The essential issues in agency level information management strategy are:
- Definition of which information is needed
  - Definition of the use of the information
  - Data protection
  - Sustainability and maintenance plans
- e. The usage of information varies also according to the levels and duties in the organization. In the strategic level the information is needed mainly for analysis, monitoring and planning and therefore it is mainly statistics and combined reports. The closer to the operational activities and single controls are approached the more detailed the information must be ending up to a single data for instance in the event of passport control at the border.
- f. Only after definition of information requirements and the use can technical solutions can be planned and constructed. The construction of electronic data bases, and the solution for connecting individual data bases, depends on the available electronic networks. Selected solutions must be in line with the general development of networks.
- g. Data protection is a key element in all use of data. All agencies and all staff must understand the importance of data protection and security and the technical solutions must be included in planning to facilitate data protection.

**OBJECTIVES:**

| <b>MANAGERIAL CAPACITY BUILDING</b>  |                            |                         |   |               |   |
|--|----------------------------|-------------------------|---|---------------|---|
| <b>TASKS</b>   | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b>   | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b>   |
| 1) <i>Development and establishment of a systematic programmatic and financial planning process within each border security and management agency</i> and applying to all parts of those agencies, to include: <ul style="list-style-type: none"> <li>- Detailed annual planning</li> <li>- Projections for the medium term (4-5 years)</li> </ul> | Each agency                |                         | To develop the system: Short Term<br><br>Process: Ongoing |               | Low costs<br><br>Donor assistance: <ul style="list-style-type: none"> <li>- Consultation</li> <li>- Training in programme and budgetary planning</li> </ul> |

| <b>MANAGERIAL CAPACITY BUILDING</b>  |                            |   |   |               |   |
|--|----------------------------|---|---|---------------|---|
| <b>TASKS</b>   | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b>   | <b>TIME FRAME</b>   | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b>   |
| <ul style="list-style-type: none"> <li>- Long Term goals</li> <li>- Monitoring and reporting processes</li> </ul>  |                            |   |   |               |   |
| <p>2) <i>Creation of a national and agency level information management strategies</i> (plans) for:</p> <ul style="list-style-type: none"> <li>- National security authorities</li> <li>- Each agency</li> </ul> <p>These strategies are to include:</p> <ul style="list-style-type: none"> <li>- Data requirements:                             <ol style="list-style-type: none"> <li>a. For strategic purposes</li> <li>b. For agency level and tactical operational purposes</li> <li>c. For agency and local level administrative and logistical purposes</li> </ol> </li> <li>- Definition of use:                             <ol style="list-style-type: none"> <li>a. Who will have access to and use the information</li> <li>b. Requirements for the collection, processing and dissemination of data</li> </ol> </li> <li>- Defining the data protection requirements, including:                             <ol style="list-style-type: none"> <li>a. Organisational aspects of data protection</li> </ol> </li> </ul> | SCNS                       | All border security and management agencies including the MoTC (National telecoms infrastructure) | <p>Definitions and technical specification development:<br/>Short Term</p> <p>Implementation:<br/>Medium to Long Term</p> |               | <p>Defining specifications and plans: Low cost</p> <p>Implementation: High cost, depending on technical solutions</p> <p>Donor assistance:</p> <ul style="list-style-type: none"> <li>- Consultation</li> <li>- Training</li> <li>- Participation in construction of technical and database infrastructure</li> </ul> |

| <b>MANAGERIAL CAPACITY BUILDING</b>   |                            |                         |                   |               |   |
|---|----------------------------|-------------------------|-------------------|---------------|---|
| <b>TASKS</b>  | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b> | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b> |
| <ul style="list-style-type: none"> <li>b. Technical aspects of data protection</li> <li>c. Physical protection</li> <li>d. Cryptographic protection</li> <li>- Technical description of information systems and databases including:                             <ul style="list-style-type: none"> <li>a. Description of specifications, structure and network of centralized databases with potential and planned outreach to regional and local levels.</li> <li>b. Joint, inter-agency use operational databases, or technical solutions for linking agency databases (inter-agency)</li> </ul> </li> <li>- Description of energy solutions, to consider:                             <ul style="list-style-type: none"> <li>a. Solar energy</li> <li>b. Small or medium hydro-electric power</li> <li>c. Wind power</li> </ul> </li> <li>- Maintenance and sustainability plans</li> </ul> |                            |                         |                   |               |   |



## 11. RISK ANALYSIS

- a. Risk analysis is a tool for the optimisation the border management and allocation of resources. It is a way of providing reliable information on the border situation. Risk analysis allows threats and risks to be identified and assessed. It also helps to identify strengths and weaknesses in the organizations and the effectiveness of law enforcement and security activities. Risk analysis systems must be integrated into all other management systems to be effective and do not form a separate entity. Risk analysis assists and unifies other aspects and functions of management
- b. In the Republic of Tajikistan the following three levels of risk analysis will apply:
  - Strategic risk analysis is the level of risk analysis applicable at the national and central level or which effects or has an impact on those levels
  - Operational risk analysis supports operations at the agency, regional or local levels
  - Tactical risk analysis supports the everyday activities of personnel at the border guard post, border crossing point and local police unit levels.
- c. Each authority is to develop, as a part of its risk analysis plan, the necessary programmatic and financial components to ensure sustainability and maintenance of the risk analysis model.
- d. Each agency will revise its reporting system to provide situational awareness and to support management.
- e. Each agency will revise its existing risk analysis system and establish a systematic risk analysis for all levels of the organization. The current risk analysis system can be the bases for development of the systematic revision.
- f. In risk analysis, each agency will take into consideration its own characteristics, duties and interests as well as obligations imposed by legislation and international agreements. Risk analysis will be applied to each border.
- g. The national coordination group will coordinate the agencies' risk analysis and prepare the national border management risk analysis.

*Remark: The terminology used by various authorities may vary regarding the operational and tactical risk analysis. Existing terminology may continue to be applied by authorities unless to do so compromises the achievement of tasks as presented in this section.*

**OBJECTIVES:**

| <b>RISK ANALYSIS</b>   |                            |   |  |               |   |
|--|----------------------------|---|--|---------------|---|
| <b>TASKS</b>   | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b>                     | <b>TIME FRAME</b>  | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b>   |
| <p><b>Strategic Risk Analysis</b></p> <p>1) <i>Creation of a comprehensive and common institutionalised border security risk analysis model</i> and a system for each agency consisting of:</p> <ul style="list-style-type: none"> <li>- Central level strategic risk analysis</li> <li>- Operational (agency and regional level) risk analysis</li> <li>- Tactical (local level) risk analysis</li> </ul> <p>2) Creation of the <i>national coordination mechanism for risk analysis</i> (creation of national level strategic risk analysis)</p> <p>3) <i>Training the organization</i>, its leaders and the risk analysts to understand and use risk analysis</p> | SCNS                       | All border security and management agencies | <p>Creation of the system and training of leadership: Short Term</p> <p>Implementation: Medium to Long Term</p> <p>Ongoing process</p> |               | Low cost ( the system is connected to the existing and the future operational databases and information management systems) |
| <p><b>Operational Risk Analysis</b></p> <p>1) <i>Creation of the model</i></p> <p>2) <i>Establishing the risk analysis system</i> as an integral part of the operational planning process in each agency</p> <p>3) <i>Training the organisation</i>, its leaders and the</p>   |                            | All border security agencies                | <p>Creation of the system and training of leadership: Short Term</p> <p>Implementation:</p>  |               | Low cost ( the system is connected to the existing and the future operational databases and information management systems) |

| <b>RISK ANALYSIS</b>  |   |                         |  |               |   |
|---|---|-------------------------|--|---------------|---|
| <b>TASKS</b>  | <b>COORDINATING AGENCY</b>                  | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b>  | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b>   |
| risk analysts to understand and use risk analysis   |   |                         | Medium to Long Term<br><br>Ongoing process   |               |   |
| <p><b>Tactical Risk Analysis</b></p> <p>1) <i>Creation of the model</i></p> <p>2) <i>Establishing the risk analysis system</i> as an integral part of the operational planning process in each agency</p> <p>3) <i>Training the organisation</i>, its leaders and the risk analysts to understand and use risk analysis</p> | All border security and management agencies |                         | <p>Creation of the system and training of leadership: Short Term</p> <p>Implementation: Medium to Long Term</p> <p>Ongoing process</p> |               | Low cost ( the system is connected to the existing and the future operational databases and information management systems) |

**12. HUMAN RIGHTS & GENDER ISSUES**

- a. Human rights obligations will be taken into account in all law enforcement activities and border security and management.
- b. Gender equality will be taken into consideration and addressed in the human resource policies of all border security and management agencies.
- c. This Strategy recognizes that women can play an important role in safeguarding the state borders, for example, in searching females transiting the borders.
- d. In recruiting and training their staff, all border security and management agencies, including the Border Guard and the Customs Administration are required, as a part of this strategy, to develop and implement gender policies and to increase the number of women they employ. They are also to increase the awareness of gender related issues throughout their organisations at all levels.
- e. The Border Guard and the Customs Administration will institute an internal regulation forbidding the searching of females by male officers and will ensure that all border guard and customs premises, and all border crossing point facilities, including airports, display this policy prominently.
- f. In establishing and implementing modern, effective procedures and methods of recruitment and training, as well as in implementing appropriate gender based policies, international assistance will be sought.
- g. Asylum principles to be respected such as asylum seekers have access to the territory and protection must be ensured for those who need it. Not allowing an asylum seeker into the country for whatever reasons constitutes a violation of international asylum law.

**OBJECTIVES:**

| <b>HUMAN RIGHTS &amp; GENDER ISSUES</b> |                            |                         |                   |               |   |
|---|----------------------------|-------------------------|-------------------|---------------|---|
| <b>TASKS</b>                            | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b> | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b> |
|   |                            |                         |                   |               |   |

| <b>HUMAN RIGHTS &amp; GENDER ISSUES</b>   |                            |   |                   |               |   |
|---|----------------------------|---|-------------------|---------------|---|
| <b>TASKS</b>  | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b>                     | <b>TIME FRAME</b> | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b>   |
| <p>1) <u>Training of all law enforcement and border security and management personnel in Human Rights and Gender Issues</u><sup>16</sup>: Both subjects to be covered within all basic training courses in all border security and management agencies</p> <ul style="list-style-type: none"> <li>- General attitude</li> <li>- The rights of asylum seekers, refugees, stateless persons</li> <li>- Awareness of age, gender, and diversity issues</li> <li>- Detention and torture</li> <li>- Bullying within border security and management agencies</li> <li>- Gender issues related to recruiting, career development, border checks and training</li> </ul> |                            | All border security and management agencies | Ongoing           |               | <p>Low cost</p> <p>Donor assistance:</p> <ul style="list-style-type: none"> <li>- Consultation</li> <li>- Training</li> </ul> |
| <p>2) <u>Increase the number of women employed</u> within the border security and management agencies.</p>  |                            |   | Ongoing           |               | Low cost  |
| <p>3) <u>Institute an internal regulation forbidding the searching of females by male officers</u> and ensure that all border guard and customs premises, and all border crossing point facilities, including airports, display this policy prominently.</p>  |                            | BT, CUS                                     | Short Term        |               | Low cost  |

<sup>16</sup> Further training related matters are addressed in the “Enhancement of Training” section

| <b>HUMAN RIGHTS &amp; GENDER ISSUES</b>   |                            |                         |                   |               |   |
|---|----------------------------|-------------------------|-------------------|---------------|---|
| <b>TASKS</b>  | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b> | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b> |
| <p>4) <u>Development of cooperation between border management agencies and human rights non-governmental organisations (NGOs).</u></p> <p>- Monitoring and consultation by human rights NGOs on the implementation of human and asylum rights in border management activities</p> |                            | BT, CUS                 | Ongoing           |               | Low cost  |

**13. THE FIGHT AGAINST CORRUPTION**

- a. Corruption is a serious problem that undermines the rule of law and provides opportunities to those such as criminals and terrorists, who would do our country and its people harm.
- b. Whilst individuals may become corrupted for the purpose of self interest, the purpose of those that corrupt others is to facilitate crime.
- c. The cumulative effect of corruption is to subvert the government’s ability to govern through its institutions by encouraging public officials to fail in their duty and responsibilities. Corruption deters legitimate trade and investment and damages public trust in the government, its agencies and employees. As such corruption undermines the security and wellbeing of the state and constitutes a significant threat.
- d. The Agency on State Financial Control and Fight against Corruption is the main body for coordinating and guiding the fight against corruption, however its capacities can be strengthened.

**OBJECTIVES:**

| <b>THE FIGHT AGAINST CORRUPTION</b>   |                            |                         |  |               |   |
|---|----------------------------|-------------------------|--|---------------|---|
| <b>TASKS</b>  | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b>  | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b>         |
| 1) <i>The capacities of the Agency on State Financial Control and Fight Against Corruption are to be strengthened</i>   | ACA                        |                         | Short Term   |               | Low cost<br><br>Donor assistance:<br>- Consultation<br>- Training   |
| 2) <i>Develop, establish, institutionalise and enforce anti-corruption strategies and implementation plans that include:</i><br><br>- A professional code of conduct<br>- the establishment of a transparent disciplinary procedure<br>- the creation of a “corruption hotline”<br>- training and awareness building measures to ensure that staff, of all ranks, are made aware of the damage to the national interest that results from corruption at all levels<br>- Establishment of independent investigation teams to investigate corruption. These teams are to have the authority to report to, and work directly with, the prosecutor<br>- awareness and public information measures, including the design and publication of leaflets and posters to be prominently displayed in all Border Guard and Customs premises, border crossing points and airports describing the anti-corruption policy and providing a contact |                            | BT, CUS, VetC, SanC     | Development and establishment:<br>Short to Medium Term<br><br>Institutionalisation and enforcement:<br>Ongoing |               | Medium cost<br><br>Donor assistance<br>- Consultation<br>- Training |

| <b>THE FIGHT AGAINST CORRUPTION</b>   |                            |                         |                   |               |   |
|---|----------------------------|-------------------------|-------------------|---------------|---|
| <b>TASKS</b>  | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b> | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b> |
| number for reporting cases of corruption to the investigative teams.<br>- Means by which to develop a sense of value and pride in service amongst border personnel (linked to training and management)<br>- Recommendations for legislative acts or amendment |                            |                         |                   |               |   |

**14. INFRASTRUCTURE AND EQUIPMENT – CONSOLIDATION AND ENHANCEMENT**

- a. The infrastructure and equipment of the working and living premises of personnel of the border security and management agencies will be developed to correspond to conditions in the border area. Necessary refurbishment and construction will be planned and carried out.
- b. Infrastructure consists of premises, water and energy supply, communication networks for managing operational activities, data bases and road transport connections. Water and energy supplies and communication networks are usually reliant on the general state of the municipal infrastructure to which the border management premises are connected. Border related premises can be refurbished and constructed by the border agencies themselves.
- c. Equipment, for the purposes of this section, consists of control and surveillance systems and devices, other technical devices for control, weaponry, clothing, vehicles and helicopters, the later for operational support of long range surveillance patrols in remote areas and for logistical support of remote border posts.
- d. Infrastructure and equipment have to respond to the requirements of the role and responsibilities (duties), service and living conditions of personnel and facilities. Since the construction of water and energy infrastructure and communication networks is



expensive, connection to already existing infrastructure is preferable. The sharing of facilities, or joint construction of facilities or infrastructure, by border agencies and other authorities is pragmatic and beneficial.

- e. The allocation of limited resources will need to be effectively prioritized.

**OBJECTIVES:**

| <b>INFRASTRUCTURE AND EQUIPMENT - CONSOLIDATION AND ENHANCEMENT</b>  |  |                         |                                       |               |   |
|--|--|-------------------------|---------------------------------------|---------------|---|
| <b>TASKS</b>   | <b>COORDINATING AGENCY</b>                         | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b>                     | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b>   |
| <p><b>Premises</b></p> <p>1) <u>Conduct an assessment and review of all premises and to create a action plan</u> to include:</p> <ul style="list-style-type: none"> <li>- The possibility of rationalising and reducing premises, co-locating with other authorities and combining or moving units to locations with better general infrastructure.</li> <li>- A prioritisation plan for the renovation and construction of premises according to an evaluation of long term needs and the BCP categorisation programme.</li> <li>- Inclusion of priorities for the provision of adequate living conditions and facilities</li> <li>- Opportunities for joint construction and sharing of premises with other agencies.</li> <li>- The opportunities to utilise solar, water and/or wind power to provide premises with sustainable and cheap energy</li> <li>- A plan for the maintenance and upkeep of premises</li> </ul> | <p>All border security and management agencies</p> |                         | <p>Short Term and ongoing process</p> |               | <p>Low cost</p> <p>Donor assistance:</p> <ul style="list-style-type: none"> <li>- Consultation</li> </ul> |

| <b>INFRASTRUCTURE AND EQUIPMENT - CONSOLIDATION AND ENHANCEMENT</b>  |                            |                         |                                 |               |  |
|--|----------------------------|-------------------------|---------------------------------|---------------|--|
| <b>TASKS</b>   | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b>               | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b>                              |
| 2) <u>Implementation of the Premises Action Plan</u>   | Each agency                |                         | Medium to Long Term             |               | Very High cost<br><br>Donor assistance:<br>- Consultation<br>- Construction<br>- Funding |
| <b>Equipment</b>   |                            |                         |                                 |               |  |
| 1) <u>Conduct an audit, assessment and review of all equipment and to create an action plan</u> to include:<br>- The possibility of rationalising equipment<br>- Opportunities for increasing cost effectiveness by engaging in joint procurement with other agencies (economy of scale)<br>- A prioritised procurement plan linked to the BCP categorisation programme and other needs including helicopters for operational support of remote patrolling<br>- A plan for the maintenance and upkeep of equipment | Each agency                |                         | Short Term                      |               | Low cost<br><br>Donor assistance:<br>- Consultation                                      |
| 2) <u>Implementation of the Equipment Action Plan</u>  | Each agency                |                         | Medium to Long Term and ongoing |               | Very High cost<br><br>Donor assistance:<br>- Consultation<br>- Equipment<br>- Funding    |

## 15. THE USE OF DOGS

- a. The use of dogs in detecting narcotics, explosives, bodies and in tracking is well recorded. The nature of Tajikistan's borders, both at BCPs and along the 'Green Border' is such that the well managed use of dogs would significantly contribute to effective border control. The use of dogs in border security and management in Tajikistan will be developed.
- b. The need for a coherent strategy and plan for the use and care of dogs by border management and law-enforcement agencies is a fundamental requirement for success and the sustainability of their employment.

### OBJECTIVES:

| THE USE OF DOGS   |                     |                   |   |        |  |
|---|---------------------|-------------------|---|--------|--|
| TASKS   | COORDINATING AGENCY | PARTNER AGENCIES  | TIME FRAME  | STATUS | ESTIMATED COSTS, SOURCES OF FUNDING & ASSISTANCE   |
| <p>1) <u>Develop a single multi-agency strategy and implementation plan for the use, by border security and management and law enforcement agencies, of dogs.</u> This Strategy and plan to include:</p> <ul style="list-style-type: none"> <li>- A detailed analysis of the dog requirements of each agency (tracking, drugs, explosives, cadaver, guard)</li> <li>- An analysis of the most suitable dog breeds for the above tasks, considering healthcare, cost and availability</li> <li>- A plan for the establishment of a single dog training centre in Tajikistan for training of both dogs and handlers from all agencies</li> <li>- A plan for the employment of dogs, including Standard Operating Procedures,</li> </ul> | SCNS                | MIA, BT, CUS, DCA | <p>Strategy and Plan development:<br/>Short Term</p> <p>Implementation:<br/>Medium Term</p> |        | <p>Strategy and Plan: Low cost</p> <p>Implementation: High cost</p> <p>Donor assistance:</p> <ul style="list-style-type: none"> <li>- Consultation</li> <li>- Training</li> <li>- Funding</li> </ul> |

| <b>THE USE OF DOGS</b>   |                            |                         |                   |               |   |
|--|----------------------------|-------------------------|-------------------|---------------|---|
| <b>TASKS</b>   | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b> | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b> |
| welfare and healthcare of dogs and provision of appropriate food, accommodation and transport<br>- A budget for the above strategy and plans |                            |                         |                   |               |   |

**16. TRAINING – GENERAL ISSUES**

- a. Strengthening the knowledge and skills of the personnel of the border security and management agencies is vital to the success of the strategy and to the future security and management of the state’s borders.
- b. The present capacity of Tajikistan’s border security and management agencies to provide themselves with institutionalised and modern training requires strengthening. The goal is that Tajikistan’s border security and management agencies establish the institutional capacity to provide first class training to meet all their practical needs themselves.
- c. The goal has to be to create training capacities that are strong and confident enough, and which themselves possesses the knowledge necessary to support the agencies in a sustainable way and with the capacity to update themselves in line with new methods and developments without outside assistance.
- d. At the same time this strategy requires individual agencies to seek opportunities to develop cooperation and maximise resources and experience by developing joint training, by sharing facilities and by exchanging information and ideas.
- e. The National Border Guard Academy and Customs Institute for Advanced Training will be subject to a particular attention. Their resources, curriculum, staffing and pedagogical methodology are all to be reviewed. The object of this review will be to make recommendations for the reform of the Academy.

- f. The training capacity of the Customs is very low. A fully staffed and equipped Customs Training Facility will be established.
- g. The International community will be invited to participate in the review and reform of the training institutions of the Border Guard and in the establishment of a Customs Training Facility. These institutions will be able to draw on the experience of International Organisations and on the OSCE Border Management Staff College, for training, advice and guidance regarding training methodologies and curriculum development.
- h. Training institutions will establish professional links with similar institutions in other countries.
- i. Senior Border Guard and Customs officials, and those with potential for promotion to a senior grade, may be required to attend the OSCE Border Management Staff College Course as part of their career development and in order to enhance professional relations with colleagues from other countries.
- j. National Border Gurad Academy and border management training institutions will seek to provide training for students coming from the Islamic Republic of Afghanistan.

**OBJECTIVES:**

| <b>TRAINING</b>   |                            |                         |  |               |  |
|---|----------------------------|-------------------------|--|---------------|--|
| <b>TASKS</b>  | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b>  | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b>  |
| 1) <i>Implement the reform of the Border Guard Academy</i> , based on a thorough review of its present operation and a thorough training needs analysis of the BT taking into full consideration the requirements of this strategy, including the increase in the professionalization of the BT and the requirement for only trained, professional personnel to conduct law enforcement and operational activities. | SCNS                       | BT                      | Review and Reform Plan:<br>Short Term<br><br>Full reform:<br>Medium Term |               | Review and Reform Plan:<br>Low cost<br>Implementation of reform:<br>Medium cost<br><br>Donor assistance:<br>- Consultation during review and planning<br>- Training of |

| <b>TRAINING</b>   |                            |                         |                     |               |   |
|---|----------------------------|-------------------------|---------------------|---------------|---|
| <b>TASKS</b>  | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b>   | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b>   |
|   |                            |                         |                     |               | trainers and all other Academy staff<br>- Provision of teaching equipment<br>- Funding  |
| 2) <u>A full training needs analysis for the Customs and the development of a plan for the establishment of a Customs Training Facility</u> capable of supporting all the training needs of the Customs.<br><br>This plan is to compare the benefits of collocating with the training facilities of another agency or establishing an entirely separate facility. | CUS                        | BT                      | Short Term          |               | Low cost<br><br>Donor assistance:<br>- Consultation   |
| 3) <u>Implement the reform of the Customs Institute for Advanced Training</u> , based on a thorough review of its present operation taking into consideration changing structure of the Customs Service.  | CUS                        |                         | Medium to Long Term |               | High cost<br><br>Donor assistance:<br>- Training of Trainers and all other facility staff<br>- Funding<br>- Provision of teaching equipment |
| 4) <u>Review and, if necessary amend existing</u>   | BT, CUS, MFA               |                         | Short Term          |               | Low cost  |

| <b>TRAINING</b>  |  |                         |                         |               |   |
|--|--|-------------------------|-------------------------|---------------|---|
| <b>TASKS</b>   | <b>COORDINATING AGENCY</b>               | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b>       | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b>   |
| <i>legislation</i> , rules and regulations to allow the BG Academy and the Customs Training Facility to establish direct contacts with similar training institutions in other countries  |  |                         |                         |               |   |
| 5) Develop professional <i>links for the BG Academy and the Customs Training Facility with similar training institutions</i> in neighbouring and other states with the purpose of: <ul style="list-style-type: none"> <li>- Improving the quality of training by exchanging information, ideas and best practice</li> <li>- Improving mutual understanding and cooperation by identifying and exploiting opportunities for exchange training</li> <li>- Organising student exchange</li> </ul> | BT (Academy),<br>CUS (Training Facility) |                         | Short to<br>Medium Term |               | Low cost<br><br>Donor assistance: <ul style="list-style-type: none"> <li>- Facilitating contacts</li> </ul> |

**17. REFORM OF THE BORDER GUARD**

- a. Reform of the Border Guard is a challenging cornerstone of the National Border Management Strategy. The Border Guard as the largest border security and management agency will have a major influence on the success of the Strategy and it must reform itself to meet the strategy’s objectives.
- b. A major element of the Border Guard reform is the gradual reduction of the reliance on conscripts. The number of conscripts will be reduced and their functions will be limited to those of administrative and logistical support.
- c. As conscripts are reduced the number of contracted professional personnel will increase at a slower rate, replacing some of the conscripts. Overall numbers will reduce
- d. This reform will not succeed without well trained personnel. Effective and modern training will become increasingly important and with the reform of the Border Guard Academy<sup>17</sup> training standards will rise.
- e. It will be necessary to undertake Border Guard reform slowly and steadily in order to ensure that the financial burden is spread over time.

**OBJECTIVES**

| <b>REFORM OF THE BORDER GUARD</b>        |                            |                         |                   |               |   |
|--|----------------------------|-------------------------|-------------------|---------------|---|
| <b>TASKS</b>                             | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b> | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b> |
| <b>Reform of the law on Border Guard</b> |                            |                         |                   |               |   |

<sup>17</sup> See section on “Training – General” for more details



| <b>REFORM OF THE BORDER GUARD</b>   |                            |                         |   |               |  |
|---|----------------------------|-------------------------|---|---------------|--|
| <b>TASKS</b>  | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b>   | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b>  |
| 1) <i>Reform of the Law on Border Guard</i> , to cover: <ul style="list-style-type: none"> <li>- <i>Status</i></li> <li>- <i>Duties</i></li> <li>- <i>Powers</i></li> <li>- <i>Capacity to cooperate with other agencies</i></li> </ul>   | SCNS, BT                   |                         | Short term  |               | Low costs  |
| <b>Reform of the Border Guard organization</b><br>2) <i>Reform of the BT organisation</i> will address: <ul style="list-style-type: none"> <li>- The change of status from Border Troops to Border Guard</li> <li>- The definition of the regional level organization according to the character of the border: Separately for Afghan, Chinese, Kyrgyz and Uzbek borders</li> <li>- The number and location of border guard posts and their reduction according to risk analysis</li> <li>- The number of personnel needed</li> <li>- The organization of Border Guard Headquarters which shall be revised to correspond to the size of new organization and the rearranged duties of border guarding</li> <li>- The organization of border guard detachment headquarters shall adjusted to correspond their duties, area of responsibility and size of the detachment</li> <li>- Mobile units shall be established according to the new operational concept</li> </ul> | SCNS, BT                   |                         | Short term:<br>Start planning<br><br>Long term:<br>Gradual long term implementation |               | Very high costs: <ul style="list-style-type: none"> <li>- Construction of border guard posts</li> <li>- Equipping the border posts</li> </ul> Donor assistance: <ul style="list-style-type: none"> <li>- Consultation; could be a separate project</li> <li>- Construction/ refurbishment of border</li> <li>- Equipment</li> <li>- Funding</li> </ul> |

| <b>REFORM OF THE BORDER GUARD</b>   |                            |  |  |               |   |
|---|----------------------------|--|--|---------------|---|
| <b>TASKS</b>  | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b>  | <b>TIME FRAME</b>  | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b>   |
| <p><b>Transformation of the conscript base structure</b></p> <p>3) <u>Gradual transformation of conscript based system to professional border guard organization:</u></p> <ul style="list-style-type: none"> <li>- Long term plan</li> <li>- The number of personnel</li> <li>- Prioritization: starting from international border crossing points</li> <li>- Removal of conscript personnel from front line and law enforcement duties. Those conscript staff posts that are retained will be in the areas of administration and logistical support</li> </ul> | SCNS                       | BT<br><br>Cooperation with the Army regarding the training of conscripts | <p>Short term:<br/>Start planning</p> <p>Long term:<br/>Gradual long term implementation</p> |               | <p>Very high costs:</p> <ul style="list-style-type: none"> <li>- Permanent budgetary impact regarding employment of personnel</li> </ul>  |
| <p><b>Review and reform of human resource policy</b></p> <p>4) <u>Defining the new human resource requirements and policy</u> in accordance with the new border management concept and its requirements:</p> <ul style="list-style-type: none"> <li>- Defining the personnel needed</li> <li>- Women to be encouraged to apply for vacancies</li> <li>- Transformation of staff posts from military war preparedness structure to piece time border guarding</li> </ul>   | SCNS, BT                   |  | <p>Short term:<br/>Start planning</p> <p>Long term:<br/>Gradual long term implementation</p> |               | <p>High costs:</p> <ul style="list-style-type: none"> <li>- Permanent financial impact regarding employment of personnel</li> </ul> <p>Donor assistance:</p> <ul style="list-style-type: none"> <li>- Consulting</li> </ul> |

<sup>18</sup> See section on “Training – General” for more information regarding reform of the BT Training Academy

| <b>REFORM OF THE BORDER GUARD</b>   |                            |                         |  |               |   |
|---|----------------------------|-------------------------|--|---------------|---|
| <b>TASKS</b>  | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b>  | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b>   |
| <ul style="list-style-type: none"> <li>- Introduction of structured career planning and development</li> <li>- Development of staff regulations and conditions of service</li> <li>- Development of salary system</li> <li>- Development of training system<sup>18</sup></li> </ul>   |                            |                         |  |               | <ul style="list-style-type: none"> <li>- Training</li> </ul>  |
| <p><b>Improving the Concept of Operations</b></p> <p>5) <u>Review and define the operational concept based on the character of the border and risk analysis</u>; separately for Afghanistan, Chinese, Kyrgyzstan and Uzbekistan border and taking into consideration:</p> <ul style="list-style-type: none"> <li>- Local conditions, threats and challenges</li> <li>- The need for control</li> <li>- The level of control</li> <li>- Surveillance and control methods</li> <li>- Special powers needed</li> <li>- Personnel needed</li> <li>- Mobile units</li> <li>- Mobility and survivability: terrain, climate, communications and infrastructure</li> <li>- Night vision ability</li> <li>- Possibilities for joint control</li> <li>- Cooperation</li> <li>- Equipments needed</li> </ul> | SCNS                       | BT                      | <p>Short term:<br/>Start planning</p> <p>Long term:<br/>Gradual long term implementation</p> |               | <p>High costs:</p> <ul style="list-style-type: none"> <li>- Permanent financial impact regarding personnel, use of technical equipment and vehicles</li> </ul> <p>Donor assistance:</p> <ul style="list-style-type: none"> <li>- Consulting</li> <li>- Training</li> <li>- Equipment</li> </ul> |
| <b>Enhancing management and leadership</b>  |                            |                         |  |               |   |

| <b>REFORM OF THE BORDER GUARD</b>  |                            |                         |                   |               |  |
|--|----------------------------|-------------------------|-------------------|---------------|--|
| <b>TASKS</b>   | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b> | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b>  |
| 6) <u>Adopting new management culture</u> at all levels of the organisation: <ul style="list-style-type: none"> <li>- Transparent management</li> <li>- Encouraging personnel to take pride in their work and to develop themselves</li> <li>- Introduction of modern participative management methods; team work, brain storming, discussions, performance appraisals, feed-back, measurement of work satisfaction etc</li> </ul> | SCNS                       | BT                      | Ongoing           |               | Low cost<br><br>Donor assistance: <ul style="list-style-type: none"> <li>- Consultation</li> <li>- Training</li> </ul> |

## 18. REFORM OF THE CUSTOMS

- a. An efficient and well functioning Customs service is crucial to state revenue.
- b. As with all border security and management agencies, effective training is important in building capacity. In the case of the Customs a new Customs Training Facility will be created<sup>19</sup>.
- c. Intra and inter-agency involving Customs is important in ensuring effective controls. International cooperation helps to ensure that controls are harmonised and trade movement facilitated. Cooperation matters relating to Customs are addressed in the relevant sections of this Implementation Plan.
- d. Modern Customs processes in particular require information technology and information management systems. These will be introduced.
- e. The role of Customs in ensuring security is well spelled out in the World Customs Organisation “SAFE Framework of Standards”. Awareness within the Customs itself and amongst other agencies, of this important function, will be developed.

### OBJECTIVES

| REFORM OF THE CUSTOMS  |                     |                  |            |        |  |
|--|---------------------|------------------|------------|--------|--|
| TASKS  | COORDINATING AGENCY | PARTNER AGENCIES | TIME FRAME | STATUS | ESTIMATED COSTS, SOURCES OF FUNDING & ASSISTANCE |
| <b>Reform of the Relevant Legislation</b><br>1) <i>The legal and regulatory framework to be simplified and refined.</i> This is to include | CUS                 |                  | Short Term |        | Low cost   |

<sup>19</sup> See section on “Training” for more information

| <b>REFORM OF THE CUSTOMS</b>   |                            |                         |                      |               |  |
|--|----------------------------|-------------------------|----------------------|---------------|--|
| <b>TASKS</b>   | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b>    | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b>                                    |
| reform or revision of existing cooperation agreements<br><br>“Public customs notes” for the business community shall be prepared and delivered   |                            |                         |                      |               |  |
| <b>Improving Service</b><br><br>2) <u>Increasing the awareness amongst staff of the need for and benefit from professional customs control</u><br><br>- Internalizing the role of customs as facilitator for trade and economical development in Tajikistan<br>- To be incorporated into the training curriculum | CUS                        |                         | Ongoing              |               | Low cost<br><br>Donor assistance:<br>- Consultation<br>- Training                              |
| <b>Introduction of computerized systems</b><br><br>3) <u>Development of technical IT systems to meet the requirements of a modern customs administration</u> , that meets international standards and comprises of:<br><br>- Computer architecture<br>- Software applications<br>- Data base management system   | CUS                        | SCNS, BT, MoTC          | Medium Term          |               | High cost<br><br>Donor assistance:<br>- Consultation<br>- Equipment<br>- Funding<br>- Training |
| <b>Establishment of Laboratories</b><br><br>4) Customs testing laboratories will be established following and options study. For cost reasons the options study is to explore opportunities for joint laboratory   | CUS                        |                         | Planning: Short Term |               | Planning: Low cost   |

| <b>REFORM OF THE CUSTOMS</b>                 |                            |                         |                   |               |   |
|--|----------------------------|-------------------------|-------------------|---------------|---|
| <b>TASKS</b>                                 | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b> | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b> |
| development with another agency e.g. the DCA |                            |                         |                   |               |   |

## 19. REFORM OF VETERINARY CONTROL

- a. The passage of animal livestock through the state borders can be simplified and facilitated by greater cooperation between the agencies involved. Legislation may require amendment to allow this cooperation to occur freely.
- b. The absence of close cooperation with other veterinary agencies in neighbouring states makes detection of veterinary threats difficult. This cooperation and the relevant exchange of information mechanisms will be developed.
- c. In order to track livestock and to safeguard the human food chain veterinary inspectors would be assisted by having a central database on which to record data relevant to all events and border transits, and by having access to such a database at all veterinary control points.

### OBJECTIVES:

| REFORM OF VETERINARY CONTROL  |                     |                                  |            |        |  |
|---|---------------------|----------------------------------|------------|--------|--|
| TASKS   | COORDINATING AGENCY | PARTNER AGENCIES                 | TIME FRAME | STATUS | ESTIMATED COSTS, SOURCES OF FUNDING & ASSISTANCE |
| <b>Reform of the Relevant Legislation</b><br><br>1) <i>The legal and regulatory framework to be reviewed</i> and, if necessary amended to facilitate and allow cooperation and mutual support between the Veterinary Control, Customs, the Border Guard and Veterinary authorities of neighbouring states | MoA                 | CUS, BT<br>(joint working group) | Short Term |        | Low cost   |
| <b>Deepening cooperation</b><br><br>2) Establishing cooperation mechanisms with Customs, Border Guard, and Sanitary   | MoA, MFA            | SCNS, CUS, BT,<br>SanC           | Short Term |        | Low cost   |



| <b>REFORM OF VETERINARY CONTROL</b>   |                            |                         |                   |               |   |
|---|----------------------------|-------------------------|-------------------|---------------|---|
| <b>TASKS</b>  | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b> | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b>                               |
| Controls. In particular the establishment of information exchange mechanisms with the Veterinary authorities of neighbouring states and relevant international actors   |                            |                         |                   |               | Donor assistance:<br>- Consultation<br>- Training   |
| <p><b>Introduction of Central Database</b></p> <p>3) <u>Establishment of a central database for the storage of all relevant control information.</u></p> <p>The database is to be accessible at all veterinary control points</p> | MoA                        | MoTC                    | Medium Term       |               | <p>High cost</p> <p>Donor assistance:<br/>- Consultation<br/>- Funding<br/>- Training</p> |

## 20. REFORM OF SANITARY AND QUARANTINE CONTROLS

- a. Sanitary Controls can play a crucial part in the prevention or limitation of the spread of infectious diseases and epidemics. However, to effectively act in such cases to protect the state they require the cooperation and assistance of other border agencies, in particular the Border Guard.
- b. The legal basis for closing a border crossing point exists and is defined in the Decree on Crossing Points (nr 541/1998).
- c. As a primary function, it should be early warning and information combined with the close supervision and monitoring of infectious diseases beforehand by national and international authorities, and the passage of related information that will allow for and define any pre-emptive measures to be taken at the borders, including the airports. There is little opportunity to detect a disease related threat actually at the border as the only checking method relates to documentation concerning such things as vaccinations. Therefore national and international cooperation and information exchange mechanisms are crucial. These will be established and developed.

### OBJECTIVES:

| ENHANCEMENT OF SANITARY AND QUARANTINE CONTROLS   |                     |  |            |        |   |
|---|---------------------|--|------------|--------|---|
| TASKS   | COORDINATING AGENCY | PARTNER AGENCIES                       | TIME FRAME | STATUS | ESTIMATED COSTS, SOURCES OF FUNDING & ASSISTANCE  |
| <b>Reform of the Relevant Legislation</b><br><br>4) <i>The legal and regulatory framework to be reviewed</i> and, if necessary amended to facilitate and allow cooperation and mutual support between the Sanitary Control, Customs, the Border Guard and Veterinary authorities of neighbouring states, taking into account the possible requirement to close borders to prevent the movement of | MoH                 | SCNS, CUS, BT<br>(joint working group) | Short Term |        | Low cost<br><br>Donor assistance:<br>Consultation |

| <b>ENHANCEMENT OF SANITARY AND QUARANTINE CONTROLS</b>   |                            |                         |                   |               |   |
|--|----------------------------|-------------------------|-------------------|---------------|---|
| <b>TASKS</b>   | <b>COORDINATING AGENCY</b> | <b>PARTNER AGENCIES</b> | <b>TIME FRAME</b> | <b>STATUS</b> | <b>ESTIMATED COSTS, SOURCES OF FUNDING &amp; ASSISTANCE</b>   |
| infectious disease.  |                            |                         |                   |               |   |
| <p><b>Deepening cooperation</b></p> <p>5) Establishing cooperation mechanisms with Customs, Border Guard, and Sanitary Controls. In particular the establishment of information exchange mechanisms with</p> <ul style="list-style-type: none"> <li>- Local medical facilities and hospitals</li> <li>- The sanitary authorities of neighbouring states</li> <li>- Customs</li> <li>- Border Guard</li> <li>- International sanitary actors</li> </ul> | MoH, MFA                   | SCNS, CUS, BT, SanC     | Ongoing           |               | <p>Low cost</p> <p>Donor assistance:</p> <ul style="list-style-type: none"> <li>- Consultation</li> <li>- Training</li> </ul> |