

Annex 1 - ENPI Regional Action Programme 2012 - part 2

1. IDENTIFICATION

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| Title/Number | Eastern Partnership Integrated Border Management Flagship Initiative: "Provision of equipment and infrastructure for the Bagratashen-Sadakhlo border crossing point between Armenia and Georgia and enhancement of their capacities" pilot project. CRIS: ENPI/2012/023-798 | | |
| Total cost (indicative) | Total cost: EUR 4,300,000 EU contribution: EUR 3,582,500 (83.3%) Partner countries contribution (joint-financing): EUR 717,500 (16.7%) | | |
| Aid method/ Method of implementation | Project approach – joint management with the United Nations Development Programme (UNDP) | | |
| DAC-code | 15210 | Sector | Security system management and reform |

2. RATIONALE

2.1. Sector context

The Bagratashen (Armenia) -Sadakhlo (Georgia) Border Crossing Point (BCP) is located on the M-6 connection road from Yerevan, Armenia to Tbilisi, Georgia, at the crossing of the river bank of Debed River (Armenia) – Debeda (Georgia), marking the state border between Armenia and Georgia at 453 metres above sea level. It is part of the transport corridor connecting the Armenia-Iran border crossing in the south with Bagratashen. This is the main transport corridor which due to the political, economic and geographical factors connects Armenia with the Republic of Turkey and the Russian Federation. This corridor is also the main route for sea cargo to the destination of Armenia and vice versa. The authorities are working on the integrated border management agreement, which will enable the appropriate authorities to conduct identical procedures at exit point and this procedure will have the same legal status in entry point.

Republic of Armenia:

With support from SCIBM¹ in the area of legislative and institutional frameworks, the Government of Armenia adopted the 2011-2015 Integrated Border Management (IBM) Action Plan. According to this Action Plan, one of the priorities for the Armenian authorities is the modernization of all border crossing points (BCP) of the Republic of Armenia, including Bagaratshen, Bavra and Gogavan BCPs on the border with Georgia. Further to the adoption of this Action Plan and with the support of SCIBM, an international engineering company was contracted to develop design-outlines and bills of quantities for the implementation of the "Modernization of Bagratashen, Bavra and Gogavan BCPs of the Republic of Armenia" (MBBG) project².

¹ The "Supporting Integrated Border Management in the South Caucasus (SCIBM)" programme is funded by the EU and implemented by UNDP. More information on this programme is available under § 2.3 "Complementary actions"

² More information on the MBBG project is available in annex 1

The current infrastructure of the three BCPs, including Bagratashen, copes in global terms with processing cross-border turnover, but does not fully comply with the requirements of modern border management. In the border area the main problem is with the bridge over the Debed River, located at the Armenian entry gate. This bridge, about 120 m long was constructed in 1960s and lacks proper maintenance. Due to its location just after the gate from the Armenian side, vehicles are often waiting to cross the border along the bridge. Since the cross section has only two narrow traffic lines it produces bottlenecks at times. Fundamental reconstruction and modernization of Bagratashen, as well as Bavra and Gogavan BCPs will contribute to further increase traffic and passenger flows through the aforementioned crossing points³, reduce waiting times spent on various BCP procedures⁴ and, in the meantime, will significantly strengthen and enforce border and customs controls, and border security in general. This issue is critical for the Republic of Armenia given its geographical location along the transit routes used for human trafficking⁵, illegal drug trafficking, possible illegal cross-border movement of nuclear and radioactive materials and bio-terrorism. To address these challenges, new state-of-the-art Border, Customs, Veterinary-Phytosanitary and Sanitary-Quarantine control equipment is planned to be provided and installed in the modernized facilities and operated by professionally trained personnel. New IT solutions aimed at facilitating information and data exchange on inter-agency level will also be applied. There is a great need for creation the interoperable systems to enhance the cross-border cooperation thorough the data and information exchange. Together with the improved traffic management infrastructure and procedural reforms, installation of this new control equipment and IT systems will allow full and comprehensive use of the benefits of Integrated Border Management system.

Increased traffic flows do not only imply movement of larger volumes of people, but also improved regional and international trade. Growth trends observed in most recent years⁶ allow to make a more than positive forecast for a later time. Reconstruction and modernization of Bagratashen, Bavra and Gogavan BCPs will strongly support this growth in import and export by making these border posts most convenient for traders both in terms of infrastructure and streamlined procedures that will be applied due to this new infrastructure. Second line examination terminals will make it possible for all traders who wish to do so, to clear their cargo directly at BCPs. Increased volumes of trade and transit will eventually lead to an increase in state revenues through a larger amount of customs payments collected from traders. Armenia's role as a transit route will also grow, which is more than crucial for a land-locked country.

All the above mentioned positive impacts and benefits of the project in question, most important of them being improved controls and increased volumes of trade and transit and, ultimately, increased state revenues, bear critical significance for Armenia's national security.

More information on the Armenian context and on the Armenian actors involved in border crossing related control is available in Annex 1.

Georgia:

A Border Management Strategy of Georgia was approved in 2008 by the Ordinance of the President #59 (04.02.2008). The Guidelines for Integrated Border Management in the Western Balkans have been used in that framework; the Georgian Border Management Strategy is in line with some parts of the guidelines for IBM in the Western Balkans. The implementation of internal, interagency and international new mechanisms in the sphere of border management and the priorities of the European Neighbourhood Policy, to ensure the transformation to

³ see Table 1 and 1a in annex 1

⁴ see Table 2 in annex 1

⁵ Statistics on human trafficking in Armenia are available in annex 1

⁶ see Table 1 and 1a in annex 1

modern standards of border control, have been taken into account during the elaboration of the IBM Strategy Implementation Action Plan⁷ which was approved by Presidential Decree on 25th December 2009.

The Government of Georgia has supported the IBM related costs from the state budget. The relevant border infrastructure was also put in place. The existing BCPs have been modernised with the appropriate infrastructure. The Sadakhlo-Bagratashen border check point between Georgia and Armenia functions normally, almost all essential services, facilities, personnel and governmental agencies are present and operational. However, as mentioned above, there is still a need for infrastructure development on the Armenian side of the BCP and for a further infrastructure improvement as well as for certain IBM related equipment on the Georgian side of the BCP.

The Intergovernmental Commission between the Government of Georgia and the Government of Armenia being headed by the Prime-Ministers of the countries elaborated the decision in 2011 to sign the general agreement in 2012 regarding the implementation of Integrated Border Management principles.

The EU Advisory Group in Yerevan conducted a comprehensive assessment of the Georgian – Armenian BCP and made a number of recommendations to increase the efficiency of the BCPs.

BCP INFRASTRUCTURES AND EQUIPMENT

The need for the equipment and infrastructure development at Bagratashen-Sadakhlo BCP affects immediately the border and customs officials of the two countries, who are most affected by the high risks of illicit trafficking of goods to/from Iran, Turkey and the Russian Federation as well as further to EU. The impact and/or the result of the deficiencies in the process of managing the BCP may be a threat to security to both countries concerned, as well as any other destination, to where the goods and people may transit after crossing the Sadakhlo-Bagratashen BCP.

The main functions of the Sadakhlo-Bagratashen border crossing point are as follows: passport and visa controls, customs control regarding the passengers, vehicles, different transport means; phytosanitary and veterinary controls; health checks for epidemic prevention, customs related duty and taxes collection and customs anti-smuggling controls.

Armenian side is equipped with Rapiscan type cargo inspection scanning equipment. Due to the limited infrastructure and control possibilities the risk of illicit traffic of goods and crime proceeds is likely. Georgian side lacks of non-intrusive detection equipment which makes the BCP vulnerable to illicit traffic of goods. There is a need of infrastructure development on the Armenian side of the Sadakhlo-Bagratashen BCP to ensure efficient functioning of the BCP.

The provision of equipment within this "Provision of equipment and infrastructure for BCPs Bagratashen-Sadakhlo between Armenia and Georgia and enhancement of their capacities" project enables more effective Border Control and Customs Control and the development of infrastructure will allow a more secure environment to conduct examinations of goods and vehicles. Where possible the joint use of equipment and IT systems will be promoted and trainings on joint use of equipment will be conducted for Georgian and Armenian border management services. The managers on both sides of the borders will need to focus on data and information exchange through the agreed at the central level protocols and reporting forms.

⁷ More information on the Georgian IBM strategy and on the Georgian actors involved in border crossing related control is available in Annex 2.

This will entail a regulatory support for drafting interagency and cross-border cooperation MOUs and/or agreements and further encouragement for their operationalization.

Considering that BCP Bagratashen-Sadakhlo is the main route for movement of goods and individuals between Georgia and Armenia, it is particularly important to provide for simplification of the border crossing procedures by individuals while keeping the effective level of control. One of the ways to decrease the workload of the Georgian police officers is the installment of electronic gates (e-gates) for passport control – which was made possible by introduction of biometric travel documents.

The proposed action is consistent with the IBM concept and is proposed to fill the gaps in the field of fully fledged secure functioning of the Sadakhlo-Bagratashen BCP.

2.2. Lessons learnt

The US supported multilateral cooperation activities in the areas of IBM capacity building and fight against cross-border trafficking in the framework of GUAM (Georgia, Ukraine, Azerbaijan, and Moldova) Organisation for Democracy and Economic Development. This project will take the GUAM Organisation experience into account and build on it where appropriate.

2.3. Complementary actions

The objective of the project is to provide appropriate border crossing and related infrastructure and equipment on Armenia's Northern border with Georgia. The European Union supports improved border management in countries to the East in order to ensure enhanced border security and to facilitate legitimate trade and transit between Neighbourhood countries, and with the EU itself. In this regard, the European Commission is financing a number of initiatives, detailed below, to establish economic corridors and promote the application of the IBM methodology.

Eastern Partnership (EaP) IBM Flagship Initiative Training (FIT) - Border management authorities in both countries will benefit from the trainings and capacity building provided through this complementary project run by the International Centre for Migration Policy Development (ICMPD) under the EAP IBM Flagship Initiative.

SCIBM - Since January 2010, the three Southern Caucasus countries receive the support through the EU funded and UNDP implemented “Supporting Integrated Border Management in the South Caucasus Programme” (SCIBM) programme aimed at the introduction of EU best practices and IBM standards by streamlining the IBM related legislation, reforming the relevant institutional frameworks, developing the capacities of border management agencies and enhancing the intra-service, inter-agency and cross-border cooperation. SCIBM project covers the IBM related issues at a broader capacity building level, supporting the border and customs officials in both countries via extensive trainings on IBM matters and certain equipment/infrastructure development. For the sake of coherence of EU actions on the region, lessons learnt and strategies implemented in the frame of this project will be of high relevance.

FRONTEX pays special attention to cooperation with third countries in line with general EU guidelines⁸. Bilateral working arrangements on establishment of the operational cooperation with the relevant authorities of five out of six Eastern Partnership countries have been signed (Republic of Belarus, Georgia, Armenia, Moldova and Ukraine). Azerbaijan is underway of

⁸ http://www.frontex.europa.eu/external_relations/

signing the cooperation agreement with FRONTEX. According to the arrangements, cooperation focuses on the exchange of information and experience, risk analysis, joint operations, training, joint activities and secondment of border guards to EU Member States' units responsible for border control, etc. The cooperation should improve the operational interoperability between EU Member States and partner countries. To help support the improved cooperation, defined cooperation plans are being developed.

The two-year **Integrated Border Management Flagship Initiative Training (IBM FIT) project** under the Eastern Partnership was launched in January 2011 and is implemented by the International Centre for Migration Policy Development. Its activities in the six beneficiary countries covers areas such as the development and organising of training and capacity building programmes, facilitation of international and interagency co-operation, and supporting governmental and administrative bodies in their institution building efforts. This includes legal reform in areas such as asylum, visa, human trafficking and integrated border management.

The "**Transport Corridor Europe-Caucasus-Asia**" (TRACECA) is an EU funded assistance programme involving the European Union and 13 countries of the Eastern European, Caucasus and Central Asian regions. Currently there are four on-going projects aiming at supporting the approximation of these countries to EU norms and standards and improving their transport infrastructure on the corridor. In parallel to this, TRACECA is a political process, based on the Basic Multilateral Agreement signed in Baku (Azerbaijan) in 1998. The implementation of this agreement is undertaken by the Intergovernmental Conference and the TRACECA Permanent Secretariat in Baku, financially supported by the parties to the Basic Multilateral Agreement.

Twinning in Georgia - The European Union has awarded a grant to the Georgian Revenue Service for the project aiming at strengthening the border control in Georgia. The project, which takes the form of twinning, is led by Denmark, with Estonia and Italy as junior partners. The project has two major components on customs and Sanitary and Phyto-Sanitary Control. Another Twinning project entitled "Support the State Migration Service for strengthening of migration management in Georgia" also incorporates aspects relevant to border management.

Twinning in Armenia - EU is starting up a major project in Armenia titled Support to the State Revenue Committee for strengthening of Customs control procedures and enforcement in Armenia according to the best practice in the EU member states. The Project is aimed at supporting the State Revenue Committee in strengthening the national Customs by the development of specific Customs procedures including Risk Management, Post Clearance controls and Audit. The project includes reviews of the relevant legislation, operational procedures and resources will provide sustainable benefits within a strong strategic base and a cascade training approach. In addition, it will provide best practice transfer of experience and knowledge from Member State twinning partner(s) based on EU Customs Strategic Blueprints and World Customs Organisation and World Trade Organisation standards. Another twinning project in Armenia providing capacity building to the State Migration Service has also just started being implemented.

EU mobility partnerships with Georgia and Armenia - Such partnerships provide a political framework for cooperation between the EU, its Member States and a third country on all areas of the EU's Global Approach to Migration and Mobility (legal migration, irregular migration, migration & development and asylum). Mobility partnerships are in place with both Georgia and Armenia, and were signed in November 2009 and October 2011 respectively. In both of the political declarations (which form the basis of the partnerships), a strong focus is placed on enhancing cooperation on border management with EU Member States and conducting capacity building to promote the implementation of Integrated Border Management.

Modernisation of Bagratashen, Bavra and Gogovan (MBBG) BCPs in Armenia – As mentioned above, further to the adoption by the Government of Armenia of the 2011-2015 IBM Action Plan, the technical specifications of the project “Modernization of Bagratashen, Bavra and Gogovan BCPs of the Republic of Armenia” (MBBG)⁹ have been prepared. The estimated cost of the MBBG Project is EUR 62 Million. In October 2011, the Armenian Government applied to the European Investment Bank (EIB) and European Bank of Reconstruction and Development (EBRD) for a loan. It is expected that the above IFIs will release a loan for the MBBG project and the EIB will coordinate with the Neighbourhood Investment Facility (NIF) for applying for the grant. In October 2011, the Prime Minister of Armenia requested the UNDP to act as the operator of the MBBG project. The UNDP agreed to implement the MBBG project and ensure the coordination of project activities with other upcoming projects in IBM area and effective management of resources coming from various International Financing Institutions (IFIs).

The funding of the "Provision of equipment and infrastructure for the Bagratashen-Sadakhlo border crossing point between Armenia and Georgia and enhancement of their capacities" project will be complementary to the funding from the Government of Armenia, EIB, EBRD, NIF and UNDP, the latter being the selected implementing agency, with which the Government of Armenia will sign a cost-sharing agreement.

On-going activities in the area of trafficking and criminal use of Chemical, Biological, Radiological and Nuclear materials (CBRN) conducted by the "CBRN Centres of Excellence (CoE)" and funded under the Instrument for Stability - There is a CBRN CoE South East Europe/South Caucasus/Ukraine/Moldova.

2.4. Donor coordination

The donor coordination in the field of border management is undertaken by the EU together with the Armenian and Georgian Authorities. The most active participants of the process are the EU Delegation to Armenia, EU Delegation to Georgia, the UNDP and EU MSs. The discussion meetings are held regularly in Yerevan at the National Security Council. The meetings in Georgia take place also on a regular basis in the Ministry of Internal Affairs of Georgia, on the initiative of the Ministry not less than twice a year.

3. DESCRIPTION

3.1. Objectives

The **overall objective** of the proposed action is to facilitate the movement of persons and goods across borders while at the same time maintaining secure borders through the enhancement of Inter-Agency cooperation, bilateral and multi-lateral cooperation among the target countries, EU MS and other international stakeholders.

The **first specific objective** is to support institutional development and capacity building of the agencies acting at the Bagratashen-Sadakhlo BCP. Integration of procedures and exchange of information between Armenian and Georgian authorities will be of special relevance.

The **second specific objective** is to improve security, to reduce smuggling and trafficking of people and goods, ensure the identification and subsequent appropriate treatment of irregular migrants, asylum seekers and refugees victims of human trafficking and other vulnerable migrants, which will ultimately support the facilitation of mobility of people across the Bagratashen-Sadakhlo BCP in a secure and well-managed environment.

⁹ More information on the MBBG project is available in annex 1

3.2. Expected results and main activities

The following results shall be achieved:

- Standard Operational Procedures (SOPs) at Bagratashen-Sadakhlo Border Crossing Point are strengthened;
- The cooperation between the Border Agencies and the cross border cooperation is enhanced through exchange of information, common capacity building initiatives and design of possible joint actions;
- Bagratashen-Sadakhlo BCP becomes more advanced through the delivery of equipment and provision of infrastructure to improve passport control, persons, goods and vehicles checking;
- The skills and capacities of the staff of Border Management Agencies is enhanced through trainings, including trainings in shift management and efficient implementation of SOPs;
- The provided equipment, facilities and utilities are jointly used by Georgian and Armenian border management services, ensuring an IBM approach.

To achieve the results listed **the following activities shall be undertaken:**

Component (1): Project baseline and impact assessment

- **Assessment of the baseline** including of the operational procedures on Bagratashen-Sadakhlo Border Crossing Point, taking into consideration the outcomes of the assessment of another Ninotsminda-Bavra BCP, undertaken within the Eastern Partnership Integrated Border Management programme;
- **Impact assessment of the project intervention** including of the procured equipment;

Component (2): Integration of procedures and exchange of information

- **Streamlining operational procedures** on Bagratashen-Sadakhlo BCP, aligning them with the IBM standards and procedures including providing support in the respective drafting shall be provided. As a result of this intervention all the three layers of the concept of IBM shall be implemented, by promoting intra-service, inter-service and inter-state cooperation at BCP. These shall include, but not be limited to the following: *BCP level operations in identifying and processing suspicious cases without disturbing legitimate movements: customs/cargo export and import declarations from traders (including pre-export and pre-import declarations); primary and secondary control standards for commercial traffic (customs) and individual traffic (border guards) and especially first and second line document control systems; identification of fraudulent documents.*
- **Exchange of experience** on the involvement of the population living in border areas in the protection of the state border;

Component (3): Capacity Building

- **Training sessions/study tours as necessary and appropriate** (*including, but not limited to: Border security and management, international trade; awareness raising of IBM EU concepts, principles and best practices including cross border co-operation; operational techniques and management for customs and border guards; administrative managerial skills for interagency co-operation; managerial skills especially regarding executive leadership, organisational development and management of change; EU principles on risk management at the border, introducing the concept of authorised economic operator to facilitate legitimate trade while enhancing the security of the supply chain; risk analysis to identify high-risk consignments and risk adjusted control operations based on risk management for both main border authorities (Specific*

training on customs search techniques) ; *the advanced training on document inspection for first line operators in the area of identification of fraudulent documents, profiling and identification of persons, etc.*) based on the assessment of the training needs at the BCP for the purpose of the efficient introduction and implementation of the upgraded operational procedures in line with the IBM standards as well as learning the best practices in the sector shall be provided, as necessary;

- **Training on the detection and checking of foreign and falsified documents**, illegal drugs and explosives at BCPs.
- **Training on identification and appropriate treatment of victims of human trafficking** (VoT), asylum seekers and other types of migrants identified at the border, including on providing victims support through the application of appropriate national referral mechanisms (e.g. involving appropriate NGOs), as well as enhancing the capacities of border guards to focus on readmission issues in line with the requirements of national law and human rights standards.

Component (4): Provision of equipment and infrastructure

- **Preparation of tenders for procurement of equipment** (X-ray Cargo inspection system, two electronic gates, two safe and non-invasive increased distance detection systems, passport readers, etc. on the Sadakhlo side of BCP) **and provision of infrastructure** (construction of the engineering networks [gas, electricity, IT systems] and BCP facilities, provision of respective equipment on the Bagratashen side of the BCP as well as on Sadakhlo side) to improve passport control, person, goods and vehicle checking by assessment of the beneficiary countries' needs for the IBM needs, preparation of the respective technical specifications and other necessary tender documents for the supply contract(s). With regard to the provision of BCP facilities, attention will be paid to the need to equip the BCP with facilities that, according to best international standards, allow to interview and accommodate temporarily irregular migrants, asylum seekers and victims of human trafficking.
- **Supervision of the implementation of tenders for procurement of equipment and provision of infrastructure** to improve passport control (*to assess new developments in document security or introduce new equipment for inspecting documents (i.e. biometrics, RFID, etc.)*).
- **Provision of appropriate document inspection devices and updated reference materials regarding genuine travel documents, BCP equipment and infrastructure.**
- **Liaising with local authorities** on the implementation of infrastructure upgrading works, especially of engineering networks' installation and where possible to make those networks accessible to the local communities in cooperation with the state;

3.3. Risks and assumptions

Assumptions:

- Continuation of general socio-economic and political stability in the region;
- Beneficiary administrations of Armenia and Georgia demonstrate a sense of ownership for the process;
- There is a commitment and interest from administrations of both countries to share information, harmonise procedures, systems and practices in accordance with EU standards and/or Project recommendations;
- Beneficiary agencies of Republic of Armenia and Georgia will make available sufficient numbers of appropriate qualified personnel for the project activities.

Risks:

Along with all the benefits and advantages of this Project, there are also a few risks involved, ranging from low to medium probability and impact that need to be carefully considered and accounted for.

Political:

- Changes in political relations between Armenia and Georgia, low risk ;
- Changes in political relations between Turkey and Armenia leading to opening of the border and revitalization of currently non-functional border posts, low risk.
- Changes in state policies towards integrated border management, low risk;
- Denunciation or breach of the existing cross-border cooperation agreements between Armenia and Georgia regarding the management of their common border and “Bagratashen”, “Bavra” and “Gogavan” BCPs, low risk;

Economic:

- Negative changes in regional economic environment, medium risk;
- Changes in trade policies and transit and in-land freight and passengers flows, medium risk;
- Changes in state tax and customs policies, low risk;
- Alterations in implementations of transportation infrastructure development programs, medium risk;

Social:

- Numeral ethnical and social variations in cross-border population that may have an impact on the number of regular border crossings, medium risk.

Technical:

- Poor quality of road network connecting the inland areas to the BCPs (apart from Bavra, which is a project site for the North-South Road Corridor project, roads taking to Bagratashen and Gogavan are in a very bad condition and seasonal maintenance and sectional repairs do not help to contain these roads in a good shape throughout the year), medium risk;
- Unreliable results of geodetic-geological, hydrological and other preliminary surveys, low risk;
- Inaccurate engineering solutions, low risk.

Environmental:

- Low quality of environment impact assessment of prospective activities, medium risk: this issue may require a specific monitoring in the implementation phase and the adoption of measures to ensure that any requested environmental impact assessment is carried out in line with EU standards;
- Insufficient measures for prevention of negative anthropogenic impact and improper level of analysis of geophysical characteristics of the planned construction area would cause additional engineering solutions and increase of construction costs, medium risk.

Legislative:

Changes in legal regulations in the field of natural resources’ protection, state border management, changes in existing building and design norms, procurement regulations, Border delimitation etc, low risk.

Corruption is an important risk for the full implementation of the objectives of the project. Specific activities aiming at reducing that risk and raise awareness of local authorities might be included in order to reduce it.

3.4. Crosscutting Issues

All the activities will pay special attention to the European Union standards and best practices which are developed in the field of Integrated Border Management and laid out in the Schengen Catalogue and IBM guidelines¹⁰.

Good governance and human rights: While promoting better dialogue between different levels of the state administration, the programme will promote good governance principles (particularly ownership, equity, transparency and anti-corruption). It will also promote the respect of protection principles for asylum seekers. Specific attention will be given to raising awareness of border management officials to the specific needs of vulnerable populations, especially women, minors and individuals at risk of human trafficking.

Gender balance: The programme will contribute to promote gender balance in several ways, and ensure that in areas such as training, women's participation in the border management adequately considered.

Environment: capacity building components of the programme will take into consideration the environmental sustainability of projects.

3.5. Stakeholders

The project focuses on the Republic of Armenia and Georgia. The commitment in each of the countries towards the implementation of the IBM principles is high; various stakeholders were identified during the study, preceding the project identification period and listed below.

Republic of Armenia (RA):

National Security Council (NSC) has overall responsibility for the development of national strategies and policies. All strategies must be first adopted by this council.

- **The RA border troops** are responsible to protect the RA state border, ensure the RA security and independence at the state border, and implement border control, state border regime and border regime at the state border crossing points.
- **The Passport and Visa department of the RA Police** issue entry visa to foreigners, penalising the foreigners under administrative law in line with the procedures specified by administrative law.
- **The State Food Security and Veterinary Inspection** has the control over the animals imported and exported through the RA state border crossing points, food and raw material of animal origin, feed, supplements, bacteriological types, veterinary measures and veterinary medical means, as well as materials and the objects carrying the microbes of infectious diseases of animals.
- **RA Ministry of Health** is represented in the BCPs by sanitary-quarantine posts. These posts are implementing sanitary-quarantine control which is a special type of hygiene and anti-epidemiological control.
- **State Inspectorate** of Food Safety & Veterinary Services;
- **State Inspectorate** for Plant Quarantine & Farming under the Ministry of Agriculture;
- **Sanitary Inspection** under the Ministry of Health.
- **State Migration Service.**

¹⁰ Guidelines for Integrated Border Management in European Commission External Cooperation 2010. Schengen visa catalogue 2009: <http://www.schengen.mira.gov.ro/English/Documente/utile/catutil/Updated%20EU%20Schengen%20Catalogue.pdf> -.

Georgia:

The Georgian State borders are managed by: Patrol Police Department, Border Police and Revenue Service

- **The Patrol Police Department (PPD)**, responsible for border checks at the BCPs, air and sea ports; Tasks of the Patrol Police Department at the border are as follows:
 - Border-migration control at the border crossing points;
 - To inspect the citizens of Georgia and foreigners on the state border check points of Georgia;
 - To observe and control the legal regime of the Georgian state border;
 - To Prevent, reveal and eliminate trans-border organized crime and irregular migration, trafficking in human beings, smuggling of drugs, weapons, explosive devices and the movement of means of nuclear materials and other activities as defined by the legislation;
 - PPD is authorized to issue the National Visa on the state border.
 - Acts as the competent authority in the implementation of EU-Georgia Re-admission Agreement.
- **The Border Police (BP)** also part of the MIA, whose tasks and responsibilities are related to “Green” & “Blue” border surveillance within the Ministry of Internal Affairs;
- **Revenue Service** through the Customs Border Protection Department is globally in charge of all border control related operations. The Revenue Service carries out customs functions, as well as border documentary checks on drivers of vehicles at modernised BCPs. Georgia Revenue Service is responsible for the control of dual-use goods, drugs, weapons, explosive devices, nuclear materials; sanitary and phytosanitary control; control of the endangered species of wild fauna and flora. Georgia Revenue Service is responsible for the maintenance of the BCP infrastructure.
- **State Commission on Migration** (established in 2010): in charge of coordination of all migration related matters and Chaired by the Ministry of Justice.

All the listed beneficiaries are directly concerned with and responsible for the border management. Thus, the support in capacity building will directly have a positive impact on their everyday activities related to the safe and easy crossing of the Georgia-Armenia Sadakhlo/Bagratashen BCP. The relevant institutional framework and the organisation capacity in the respective authorities of both countries was identified during the pre-assessment period, providing for good possibility to consider the local commitment to the project and ownership of the process as well as outcomes of it sufficient for the planning and implementation. In addition, the commitment and the ownership of both governments has once again been confirmed with the active cooperation and communication with regard to the present initiative within the Eastern Partnership, confirmed by a number of the respective correspondence within the preparatory phase. The final target groups of this action will be passengers and the economic actors crossing the border legally. Specific attention should be provided to persons in need of special protection, including asylum seekers, potential victims of human trafficking and unaccompanied minors.

4. IMPLEMENTATION ISSUES

4.1. Method of implementation

The project will be implemented under joint management through the signature of a contribution agreement with the United Nations Development Programme (UNDP) in accordance with Article 53d of the Financial Regulation. UNDP complies with the criteria provided for in the applicable Financial Regulation and is covered by a framework agreement concluded with the Commission (Financial and Administrative Framework Agreement - FAFA).

The choice of UNDP is justified by the fact that on request of the Armenian Government UNDP agreed to act as the operator of the whole MBBG project and has to ensure the coordination of project activities with other upcoming projects in IBM area, as well as the effective management of resources coming from various International Financing Institutions (IFIs). Furthermore UNDP has significant expertise and experience in the area of Border Management projects, particularly UNDP implements EU financed “Supporting Integrated Border Management in the South Caucasus Programme” (SCIBM). Therefore, signature of an agreement with UNDP will ensure best possibility for efficient coordination with other MBBG activities.

The change of management mode constitutes a substantial change except where the Commission "re-centralises" or reduces the level of tasks previously delegated to the beneficiary country, international organisation or delegatee body under, respectively, decentralised, joint or indirect centralised management.

4.2. Procurement and grant award procedures

All contracts implementing the action are awarded and implemented in accordance with the procedures and standard documents laid down and published by the relevant International Organisation.

4.3. Budget and calendar

The total cost of the project is likely to be EUR 4,300,000 of which EUR 3,582,500 will be contributed by the EU and EUR 717,500 by the beneficiary countries (EUR 434,100 by Armenia and EUR 283,400 by Georgia). The indicative budget breakdown is as follows:

| | |
|---|---------------|
| Service contracts (preparation of tenders, capacity building/trainings, administrative costs including ex-ante and ex-post evaluation, audit and visibility) | EUR 600,000 |
| Works contracts | EUR 800,000 |
| Supply contracts | EUR 2,900,000 |

A detailed action budget will be subject of later agreement between the European Commission and UNDP. The signature of the contribution agreement is foreseen to take place in the second quarter of 2013 and the indicative foreseen operational duration of the project is foreseen to be 50 months from the signature of the contract.

4.4. Performance monitoring

Throughout the implementation period, the project’s progress will be monitored by UNDP in accordance with its standard procedures and against the benchmarks defined in the contribution agreement. In addition, performance shall be subject to external monitoring (ROM monitoring), taking into consideration the following: the conclusion of the bilateral country cooperation agreement; bi-annual reviews of the implementation of ENP Action Plans; programme preliminary, mid-term and final assessment reports; assessment reports by governments and international organisations; statistics on detected cross-border crimes; reports of field visits to Bagratashen-Sadakhlo BCPs; assessment and monitoring studies indicating an increased efficiency observed by target groups; programme's final evaluation, final programme report.

4.5. Evaluation and audit

Evaluation and audit will be subject to provisions set out in the framework agreement signed with the international organisation (FAFA). In line with the FAFA, financial transactions and financial statements shall be subject to the internal and external auditing procedures laid down in the Financial Regulations, Rules and Directives of the United Nations Development Programme.

4.6. Communication and visibility

A comprehensive visibility plan in compliance with the Communication and Visibility Manual for EU External Actions will be defined and implemented by the future contractor as part of its activities, in close collaboration with the EU. That visibility plan may include (indicative list): like production of posters, billboards, leaflets, warning messages, press conferences, briefings for media, publication in appropriate media (TV, website, press releases, etc.). Where applicable, the provisions included in the framework agreement signed with the international organisation will apply.