

## SUMMARY

## Multiannual Action Programme 2019 and 2020 part 1 in favour of Central Asia to be financed from the general budget of the Union

### 1. Identification

Budget heading	21.020300 – Cooperation with Central Asia
Total cost	EUR 58.75 million of EU contribution, of which : CADAP : EUR 7 million BOMCA : EUR 21.75 million IFCA : EUR 30 million
Basic act	Regulation (EU) No 233/2014 of 11 March 2014 Regulation (EU) No 236/2014 of 11 March 2014

### 2. Regional background

The Central Asia Regional Indicative Programme (CA RIP) covers the former Soviet Republics of Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan. The CA RIP Annual Action Programme 2019 proposes interventions in the areas of Regional Stability and Security, Investments, and Connectivity.

The five Central Asian countries have developed at varying pace since independence, with commodity-driven Kazakhstan and Turkmenistan reaching upper-middle income status and graduating from EU development cooperation.

Yet as one of the least integrated regions in the world, mostly landlocked at the interface of competing geopolitical interests, Central Asia faces common obstacles to sustainable development: a weak governance and investment environment, a legacy of outdated infrastructure, and insufficiently diversified economies unable to keep up with the demands of a fast-growing population, notably in terms of job creation and energy demand. Central Asia remains highly vulnerable to transnational threats, such as climate change, disaster risk and drug trafficking. Pockets of poverty and fragility persist throughout the region. Authoritarian rule, endemic corruption and human rights violations are a recurrent concern.

While some countries are more capable of attracting investment, all have yet to diversify, modernise and green their economy, enabling more private sector-led, inclusive growth. Opportunities for growth lie in increasing intraregional trade (currently 10% of total volume), developing high added value products and services, and investing in the human resources needed to support a modern economy.

In view of the improving context for regional cooperation, the RIP has an important role to play in promoting regional approaches and dialogue on transnational challenges in Central Asia. There is a growing engagement among Central Asian countries to support peace and prosperity in Afghanistan, and the RIP also has an important role in ensuring synergies between the EU's Afghanistan and Central Asia strategies.

### 3. Summary of the action programme

#### 3.1. *Annex 1: Central Asia Drug Action Programme (CADAP) – Phase 7*

- 3.1.1. Background: Drug policy in CA is still mainly focused on supply reduction and is mostly seen as a security issue, (i.e. drug agencies are based mainly in law enforcement institutions). However, with EU assistance, CA has adopted more coherent and balanced drug policies. Kazakhstan (KZ), Kyrgyzstan (KG), Tajikistan (TJ) and Uzbekistan (UZ) have been committed to integrating specific drug demand reduction strategies and projects into their national plans. CADAP has been the main driving instrument to support drug policy-making and developments in CA through discussions, sharing/demonstrating of best EU practices and lobbying. This action will aim to develop integrated, balanced and evidence-based drug policies, taking into account best practices in order to increase the access to quality demand-reduction interventions, which will lead to improved citizens' health in Central Asia.
- 3.1.2. Cooperation related policy of beneficiary country: National Drug Strategies and Action Plans have been prepared and adopted in KG, UZ and TJ. TM has also adopted an overall 2016-2020 plan on combatting drugs. With EU support, the national authorities of KG, KZ, TJ and UZ have prepared annual drug reports (ADR) and country situation summaries (CSS), in line with EU standards. However, the national anti-drug legislations in all CA countries still contain legal gaps and conflicts. While countries in the CA have signed and support the international drug-related treaties to address the drug situation in their countries with a package of drug supply and drug demand measures, they do not comply with all the requirements of UN Drug Control Conventions.
- 3.1.3. Coherence with the programming documents: This action falls under the focal sector 'Regional Security and Stability' of the RIP.
- 3.1.4. Identified actions: The action will pursue the overall objective to reduce drug use in Central Asia and the specific objective to improve access to quality drug demand reduction interventions.
- 3.1.5. Expected results: This programme is relevant for the Agenda 2030. It contributes primarily to the progressive achievement of Sustainable Development Goal (SDG) 3 (Health) but also promotes progress towards SDG 5 (Gender equality and Women Empowerment), SDG 16 (Peace, Justice and Strong Institutions) and SDG 10 (Reduced inequality). The expected results include, inter alia, i) integrated and balanced drug policies; ii) integrated and evidence-based data collection systems; iii) the countries' capacity on prevention policies is improved; and iv) strengthened treatment methods
- 3.1.6. Past EU assistance and lessons learnt: This action builds extensively on the lessons learnt during the six previous implementation phases of CADAP. These lessons were also the object of a strategic evaluation of all the phases of the programme published in June 2018. Amongst others, a prominent conclusion was that, to ensure sustainability, implementation has to be tailor-made and focus on each country's specific needs and requirements. In fact, the programme should be more flexible and address country-specific needs without locking countries into regional programmes that propose the same activities for all CA countries.

- 3.1.7. Complementary actions/donor coordination: CADAP 7 will logically complement the EC-funded assistance programme BOMCA, as well as other EC-funded interventions in Central Asia, notably a rule of law programme and the EU Action against Drugs and Organised Crime (EU-ACT). CADAP will focus on drug policies, data collection and demand reduction actions, complementing other donor interventions: United Nations Office on Drugs and Crime (UNODC) programmes, World Health Organisation (WHO), German International Cooperation Agency (GIZ), the Global Fund and the US Agency for International Development (USAID)/the Bureau of International Narcotics and Law Enforcement Affairs (INL) interventions. CADAP 7 will also share EU best practices gathered from complementary action plans (e.g. EU Action Plan on Drugs 2013-2020, the EU-Central Asia Action Plan on Drugs (2014-2020).
- 3.2. ***Annex 2: Border Management Programme in Central Asia and Afghanistan – (BOMCA) Phase 10***
- 3.2.1. Background: Central Asia is often described as one of the least economically integrated regions in the world, with limited connectivity, limited intra-regional trade. However this trend is changing, with countries in the region stepping up efforts to improve cross-border connectivity- and this Action will facilitate the process according to international standards, with simplified custom procedures. This action will build upon the previous achievements under BOMCA and BOMNAF to increase security and stability by fostering sustainable economic development in Central Asia and Afghanistan through integrated border management.
- 3.2.2. Cooperation related policy of beneficiary country: CA states have developed their own national public policy where regional integration and security play an important role. In Kazakhstan there are references to border management in the main document guiding the development policy of the country, the ‘Kazakhstan Development Strategy 2050’, adopted in 2012, and in the ‘100 Concrete Steps towards realisation of the five institutional reforms”. In Kyrgyzstan’s Development Strategy 2018-2040, demarcation process and Integrated Border Management (IBM) principle of cooperation among border agencies are listed as national policy priorities. Tajikistan and Kyrgyzstan have adopted the IBM Strategies and related IBM action plans to the extent possible. Uzbekistan’s Development Strategy 2017-2021 foresees reforms in the border management sector; Afghanistan adopted the National Peace and Development Framework 2017-2021, presenting a long-term development narrative aimed to reduce poverty, increase security and improve governance, anti-corruption, and implement organisational reforms. At the same time, each of the CA states has recognised the importance to boost their economies and improve trade cooperation, as reflected in new investment strategies and updating of the customs codes, WTO accession by CA + AF, compliance with the revised Kyoto convention-the most significant international convention on custom regulations. AFG and KZ have ratified the convention while the rest of the countries are aiming to sign. In terms of gender compliance, all countries have signed the CEDAW.
- 3.2.3. Coherence with the programming documents: This action falls under the focal sector ‘Regional Security and Stability’ of the RIP.

- 3.2.4. Identified actions: The action will pursue the overall objective to advance regional cross-border cooperation, help tackle organised crime and improve living conditions for people living in border areas. The specific objectives are *inter alia*: (1) to adopt international security standards, integrate best practices and/or comply with Integrated Border Management (IBM) models where applicable (2) to enhance detection, coordinate and investigate effectiveness within Central Asia and between CA countries and Afghanistan and (3) to harmonise institutional, technical and normative practices related to the facilitation of legitimate flows of people and cargo across borders.
- 3.2.5. Expected results: This programme contributes primarily to the progressive achievement of SDG 16 (Peace, Justice and Strong Institutions). It also contributes to the achievement of SDG 5 (Gender equality), SDG 8 (Decent Work and Economic Growth Goal) and SDG 10 (Reduced inequality). The expected results of the proposed action are increased security, enhanced detection capacities, more effective fight against cross-border crime, including drug trafficking, in human beings, improved prevention and suppression of corruption, strengthened human rights protection, including of vulnerable groups (particularly migrants, women, children, etc.) and increased gender equality.
- 3.2.6. Past EU assistance and lessons learnt: The Strategic Evaluation of BOMCA conducted in 2018, (and of BOMNAF in Afghanistan), identified several lessons that were considered during this programming phase. Of particular relevance were the following: BOMCA 10 should retain a regional approach and focus its regional activities on the issues of common interest. However, the programme should at the same time apply a more country-specific, demand driven approach. Similarly, EU support should to a greater extent support the engagement of national CA trainers and CA training institutions willing to cooperate and provide know-how to other CA+AF states (e.g. KZ Border Guards Academy).
- 3.2.7. Complementary actions/donor coordination: This action will coordinate closely with other EU and international donors' initiatives providing similar trainings and activities. In that respect, greater complementarity and synergies will be sought with *inter alia*: OSCE Border Management College in Dushanbe, with UNODC, IOM, UNHCR and with other EU programmes such as EU-ACT, 'Improving Migration Management in the Silk Route Countries' (migration), 'Integrated Border Management in the Silk Route Countries' (border management), 'Support to Investment, Competitiveness and Trade in Central Asia' (trade facilitation), as well as Advancing AF Trade (trade facilitation) in AF.

### **3.3 Annex 3: The Investment Facility for Central Asia (IFCA)**

3.3.1 Background: Key investments are essential to implement reform strategies in line with the EU-Central Asia policy framework. Combining EU grants with other public and private sector resources will be an important tool to address the investment needs in energy efficiency, environment, water, climate change mitigation and SME development.

3.3.2 Coherence with the programming documents: The IFCA was created in 2010 under the DCI. It is aligned to the objectives of the 'EU-Central Asia Strategy for a New

Partnership’ (2007) and of the DCI Regulation 2014-2020<sup>1</sup>. The Central Asia RIP for the period 2014-2020 includes a priority area of ‘*Regional Sustainable Development: Sustainable growth, investment, private sector development and decent job creation, and an integrated approach to natural resource management, disaster risk reduction and tackling climate change*’ (heading 1.2), under which support through the IFCA is outlined.

3.3.3 Identified actions: IFCA's main objective is to contribute to sustainable regional development and economic growth by providing funding for key infrastructures which cannot (yet) be adequately funded on financial markets because they are considered as too risky, and by contributing to SMEs development. The blending mechanism allows mitigating financial risks, and thus, funding of projects that without blending would not be possible or only possible at a higher price/interest rate, later stage, lower quality, etc. The leverage effect of IFCA is expected to mobilise additional financing several times the amount of the IFCA grant contribution. IFCA aims to contribute to implementing national and sector reforms as well as valid policies by supporting related investment needs related to sustainable energy, climate change, environment, and SMEs development and social infrastructure.

3.3.4 Expected results: This programme is relevant for the implementation of the Agenda 2030 as it seeks to contribute to the SDGs related to clean water and sanitation, affordable clean energy, decent work and economic growth as well as climate action. The expected results include inter alia contributions to: (i) Improved sustainable energy infrastructure; (ii) Increased protection of the environment and better focus and control of climate changes impacts; (iii) Creation and growth of SMEs and improvement of the employment situations; (iv) Improved sustainable social services and infrastructures; (v) Better transport infrastructure, notably in the area of climate change relevant and ‘green’ investments.

3.3.5 Past EU assistance and lessons learnt: An overall evaluation on blending<sup>2</sup> was conducted between July 2015 and July 2016 incorporating all regional investment facilities active during the period 2007-2014. The outcome of the evaluation is positive. Relevant recommendation for IFCA included: To focus strongly on the additionality of blending grants; to expand the number and specialisation of partners, to sharpen the alignment of the blending projects with national policies, to expand the use of risk sharing instruments to financial intermediaries and to achieve greater development impact by placing greater focus on job creation and poverty alleviation. The Court of Auditors also published a special report on blending in October 2014, with similar conclusions. Other recommendations included ensuring a more pro-active role of Delegations, simplifying the decision making process, improve the Commission’s monitoring of the projects and ensure appropriate visibility for EU funding. These recommendations have been incorporated in an improved project application form, as well as in a newly developed blending results measurement framework and will continue to be improved.

3.3.6 Complementary actions/donor coordination. Increasingly, EU Delegations are seeking complementarity between budget support actions and blending operations. Especially in sectors benefitting from a sector reform programme, blending operations facilitating priority investments within the focal sector are on the one hand expected to benefit from the policy dialogue linked to budget support, notably where it contributes to an improvement of the investment climate. On the other hand, they can provide additional leverage to this dialogue. By combining grant funds from the EU budget with financing from Financial Institutions, the Facility promotes coherence and enhanced coordination between donors.

---

<sup>1</sup> Regulation (EU) No 233/2014 of the European Parliament and of the Council establishing a financing instrument for development cooperation, for the period 2014-2020, OJ L 77, 15.3.2014.

<sup>2</sup> Evaluation of Blending, final report, December 2016, ADE.

#### **4. Communication and visibility**

The actions shall contain communication and visibility measures, which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of the implementation.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plans of the actions and the appropriate contractual obligations.

For BOMCA, it is foreseen that the Consortium Leader will allocate an amount of EUR 0.4 million for communication and visibility activities. In the case of CADAP, it is foreseen that a contract for communication and visibility may be awarded for the amount of up to EUR 0.35 million.

#### **5. Cost and financing**

Central Asia Drug Action Programme (CADAP) – Phase 7	EUR 7 million
Border Management Programme in Central Asia and Afghanistan – (BOMCA) Phase 10	EUR 21.75 million
Investment Facility for Central Asia	EUR 30 million
<b>Total EU contribution to the measure</b>	<b>EUR 58.75 million</b>

# EN



This action is funded by the European Union

## ANNEX I

of the Commission Implementing Decision on the financing of the multiannual action programme in favour of the Central Asia for 2019 and 2020 part 1

### Action Document for ‘Central Asia Drug Action Programme (CADAP) – Phase 7’

#### ANNUAL PROGRAMME/MEASURE

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

<b>1. Title/basic act/ CRIS number</b>	Central Asia Drug Action Programme (CADAP) – Phase 7 CRIS number: ACA/2019/041-702 Financed under the Development Cooperation Instrument	
<b>2. Zone benefiting from the action/location</b>	Central Asia The action shall be carried out at the following location: Kazakhstan (KZ), Kyrgyzstan (KG), Tajikistan (TJ), Turkmenistan (TM) and Uzbekistan (UZ)	
<b>3. Programming document</b>	Multiannual Indicative Programme – Regional Central Asia 2014-2020 <sup>1</sup>	
<b>4. SDGs</b>	Goal: 3 Health Goal 16: Peace, Justice and Strong Institutions Goal 5: Gender equality Goal 10: Reduced inequality	
<b>5. Sector of intervention/ thematic area</b>	Regional Security for Development - Integrated Border Management, Fight against Drugs and Crime. Regional Security – Rule of Law	DEV. Aid: YES
<b>6. Amounts concerned</b>	Total estimated cost: EUR 7 000 000 Total amount of EU budget contribution EUR 7 000 000	

<sup>1</sup> Decision C(2018)4741 of 20/07/2018.



<b>7. Aid modality(ies) and implementation modality(ies)</b>	Project Modality Indirect management with FIIAPP (International and Ibero-American Foundation for Administration and Public Policies)			
<b>8 a) DAC code(s)</b>	12330 (Control of harmful use of alcohol and drugs): 70% 16063 (Narcotics control): 30%			
<b>b) Main Delivery Channel</b>	Third Country Government (Delegated Co-operation) – 13000			
<b>9. Markers (from CRIS DAC form)<sup>2</sup></b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	x
	Aid to environment	x	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and Women's and Girl's Empowerment <sup>3</sup>	<input type="checkbox"/>	x	<input type="checkbox"/>
	Trade Development	x	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input type="checkbox"/>	x	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Biological diversity	x	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	x	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	x	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	x	<input type="checkbox"/>	<input type="checkbox"/>
<b>10. Global Public Goods and Challenges (GPGC) thematic flagships</b>	N/A			

<sup>2</sup>When a marker is flagged as significant/principal objective, the action description should reflect an explicit intent to address the particular theme in the definition of objectives, results, activities and/or indicators (or of the performance / disbursement criteria, in the case of budget support).

<sup>3</sup> Please check the Minimum Recommended Criteria for the Gender Marker and the Handbook on the OECD-DAC Gender Equality Policy Marker. If gender equality is not targeted, please provide explanation in section 4.5.Mainstreaming.

## **SUMMARY**

The proposed action aims to develop integrated, balanced and evidence-based drug policies, taking into account best practices in order to increase the access to quality demand-reduction interventions, which will lead to improved citizens' health in Central Asia. There will be a strong focus on sharing EU best practices (e.g. EU Action Plan on Drugs 2013-2020, the EU-Central Asia Action Plan on Drugs (2014-2020) including through the portal and publications of the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA). The action will support Central Asian partners in improving their capacity in drug demand reduction interventions, including new psychoactive substances, the spread of HIV and Hepatitis C, migrants' health and alternatives to coercive sanctions. The Action will pursue the overall objective to reduce drug use in Central Asia and the specific objective to improve access to quality drug demand reduction interventions, while promoting universal access to health, especially for vulnerable groups.

## **1. CONTEXT ANALYSIS**

### **1.1 Context Description**

Opiate trafficking along the so-called 'northern route', from Afghanistan to neighbouring States in Central Asia (CA), has started to resurge after the decline observed during the period 2008-2012. Trafficking to the Russian Federation is carried out predominantly along the northern route via Central Asia, or via the Caucasian route, to destination markets in the Russian Federation and, to a very small extent, for trafficking onwards to Belarus and Lithuania. In 2016, the main transit countries for heroin seized in the Russian Federation continued to be countries in Central Asia and Transcaucasia (notably Tajikistan (TJ), Kazakhstan (KZ) and Azerbaijan.<sup>4</sup>).

Data on drug use in CA is scarce<sup>5</sup>, however the data provided by different researches has shown an important prevalence (from 0.6% to 1% of adult population)<sup>6</sup> of opiate users in all five CA countries. According to the data obtained in the latest studies, the number of people dependent on drugs in KZ is 1.7% of the total population (31.6% are dependent on opioids (mainly heroin), 81.3% on cannabis, and 15.5% on other drugs<sup>7</sup>). In KG the number of registered people who use narcotic drugs and psychotropic substances is increasing every year. It has been reported a steady increase of injecting drug use, particularly heroin, which involves a growing dependency problem and increased numbers of overdoses and health risks of spreading blood borne infectious diseases (HIV, hepatitis B and C, syphilis, etc.)<sup>8</sup>. The estimates of the number of drug users vary, but the available data points in the direction of around 9,000 to 10,000 registered problem drug users of which 6,000 to 7,300 are injecting drug users. In TJ the number of injecting drug users was estimated to be 25,000, with a possible range of 20,000 to 30,000. In

---

<sup>4</sup> UNODC World Drug Report 2018

<sup>5</sup> Fenopetov, 2012; Zabransky and Mravcik, 2013; Government of the Kyrgyz Republic, 2014; OSCE, 2014; EMCDDA, 2014; UNODC, 2015 and Pompidou Group, 2014

<sup>6</sup> Central Asia (0.9 per cent), UNODC world report 2018

<sup>7</sup> Republican Scientific and Practical Centre of Medical and Social Problems of Drug Abuse (RSPC MSPDA)

<sup>8</sup> National Drug Addiction Centre of the Ministry of Health of Kyrgyz Republic (MoH)

UZ, according to the more recent estimations performed by the Republican AIDS Centre, the number of drug users has been reduced to 49,000 in 2011. In TM it is difficult to accurately assess the situation, because reliable figures on the current situation are not available. There are at least 300,000 heroin users and 60,000 opium users in Central Asia, with the highest increase in prevalence worldwide. Heroin is mostly injected (70-95%), and in Central Asia, injecting opiates is linked to nearly 60-70% of all HIV infections. The HIV prevalence among Injecting Drug Users in Central Asia is estimated between 10-20%, where the prevalence of injecting drug use is also high, with nearly 0.9% use-rate among the population aged 15-64<sup>9</sup>. In the region, other blood-borne infections are also strongly associated with injecting drug use. Central Asia is one of the few regions with a continued increase in the incidence of HIV. While states in the region are taking efforts to raise awareness on the risk of infection through shared needle use and other drug injecting paraphernalia, heightened awareness on HIV prevention and public health policies is still necessary.

There are two main drug policy models in the region. The first one is more comprehensive and evidence-based, oriented towards public health, and based on international recommendations of the United Nations General Assembly Special Session on Drugs (UNGASS) of 2016 and EU standards. The second one is a more criminalised model, which is used to exert increased influence on drug policy in the region on the basis of security and safety. Given the "security" approach certain CA Governments still have toward drug policies, a switch to public health approach is needed in CA, offering a wide range of integrated pharmacological services as well as psychosocial services and social protection interventions (such as counselling, cognitive behavioural therapy and social support), which are evidence-based and focused on the process of prevention, risk and harm reduction, treatment, rehabilitation, recovery and social reintegration. These methods have proven to both improve the drug user quality of life and to reduce HIV and incidence of infectious diseases among drug users. Afghanistan remains a very strong external factor influencing the situation and policy in CA countries, placing an emphasis on the supply reduction side of the drug policy. Thus, 'control' is a priority and the demand reduction part of the drug policy has (traditionally) adopted part of this control function. Russia's drug policy (which is mainly focused on supply reduction) still significantly influences the decision-making process in CA especially in demand reduction, as such the EU has been the only positive external factor and opportunity for CA countries to strengthen and develop their drug policies and capacities using EU best practices<sup>10</sup>.

## 1.2 Policy Framework (Global, EU)

The United Nations General Assembly Special Session on Drugs (UNGASS) adopted in 2016 was a major change in the international drug policy by calling for more comprehensive and balanced drug policies. UNGASS effectively rebalanced global drug policy: with its seven chapters, the Outcome Document better reflects the complexities of the drug situation and enables all countries to address a broader range of policy issues. The focus on the health side of the drugs problem, including prevention, treatment, and risk and harm reduction, on vulnerable members of society, on human rights, on

---

<sup>9</sup> UNODC World Drug Report 2018

<sup>10</sup> Evaluation Report CADAP 6, 2018

proportionate sentencing for drug related offences, and the strong link with the relevant Sustainable Development Goals rebalanced global drug policy. At the same time, the Outcome Document reaffirms the unwavering commitment to supply reduction and related measures, including effective law enforcement, countering money-laundering and promoting judicial cooperation.

The UNGASS Outcome Document served also as a step towards the preparation of the Ministerial Segment of the Commission on Narcotic Drugs (CND) of March 2019 in Vienna. The recommendations of the UNGASS Outcome Document should be implemented in the CA countries.

Development of EU and international drug policies standards is not a common standard in the CA countries. There is limited experience with the needs assessment approach, learning from best practices, applying international standards and monitoring and evaluation of results. However, with the support of the latest two phases of CADAP, CA drug policy makers have been increasingly familiarised with EU standards. The whole approach and principles of the EU Action Plans on Drugs and EU policy in Central Asia clearly reflect: shared responsibility, multilateralism, integrated, balanced and evidence-based policy recommendations, the mainstreaming of development, respect for human rights and human dignity, respect for international conventions and encouragement of political stability. The EU policy in CA also reaffirms the importance of good governance, in particular the need to strengthen the capacity of public administration and local authorities to promote social development in Central Asia. Inclusive development that promotes the well-being of all layers of society, including the empowerment of women, is an essential component of longer-term stability and resilience of the countries, and the EU is committed to supporting its partners in this regard. This involves not only promoting respect for human rights in the region, including through the human rights dialogues with the five countries but also in even further prioritising the Rule of Law cooperation in the EU Strategy for Central Asia<sup>11</sup>. In addition, the newly adopted Enhanced Partnership and Cooperation Agreement (EPCA) with KZ, as well as the renewed EPAs with UZ and KG (now under negotiation) represent important policy documents for the next programme. The geo-political situation in the region with, for instance, a prominent presence of Russia, may indirectly influence the development of national drugs policies based on ‘evidence and best practices’. Nevertheless, some significant progress in evidence-based policies has been made. For example, Kazakhstan passed new regulations on Opioid Substitution Treatment (OST) following the completion of an 8-year study pilot, when it was ready for up-scaling and further rollout.

### **1.3 Public Policy Analysis of the partner country/region**

National Drug Strategies and Action Plans have been prepared and adopted in KG, UZ and TJ. TM has also adopted an overall 2016-2020 plan on combatting drugs. With EU support, the national authorities of KG, KZ, TJ and UZ have prepared annual drug reports (ADR) and country situation summaries (CSS), in line with EU standards. However, the national anti-drug legislations in all CA countries still contain legal gaps and conflicts. While countries in the CA have signed and support the international drug-related treaties to address the drug situation in their countries with a package of drug supply and drug demand

---

<sup>11</sup> Council conclusions on the EU Strategy for Central Asia, 19 June 2017.

measures, and have committed to the United Nations General Assembly Special Session on Drugs (UNGASS) Outcome Document, adopted in April 2016, there is a need to put into better practice the international/EU standards and the recommendations of the UNGASS Outcome Document. The latest assessment shows some improvement on drug policies. Examples of best practices and progress made in particular areas include the Opioid Substitution Treatment (OST) regulation and provision in KZ, prison health services in Kyrgyzstan and increased civil society involvement in Tajikistan and Kazakhstan. However, significant challenges still exist, especially because some countries do not even aim at adopting European standards. In Turkmenistan and Uzbekistan, for example, drug policies are still based on traditional approaches, with limited political room for external collaborations. Despite this, there is space for enhanced cooperation in the sphere of public health and drug policies, as demonstrated by the fact that Uzbekistan and Turkmenistan have changed their approach to the CADAP programme during the last two years.

#### 1.4 Stakeholder analysis

The main state partners in **Kazakhstan** are the Department for Combatting Drug Trafficking and Drug Control under the Ministry of Interior and the Ministry of Healthcare and Social Development. The Department for combatting drug trafficking and drug control is the state coordinating body in charge of drug control policies. The Ministry of Healthcare and Social Development of the Republic of Kazakhstan was divided into two ministries: Ministry of Healthcare (MoH) and Ministry of Labour and Social Protection. Both centres are key for future CADAP actions. During CADAP 6 the KZ stakeholder have been dynamically and actively cooperating with the programme and with all components of the project, showing how KZ is interested in adopting most advanced EU drug policies. The main stakeholders in **Kyrgyzstan** are the Ministry of Foreign Affairs and the Ministry of Internal Affairs, the State Executive Service attached to the Government (GSIN), penitentiary services, and the Ministry of Health (MoH); previously the main stakeholder coordinating with CADAP was the State Drug Control Service attached to the Government (SDCS) (abolished in July 2016). Other partners include the main Counter-Drug Department (SBNON) of the Ministry of Internal Affairs (MIA) involved mainly on drug policies, drug data collection and prevention activities. NGOs in Kyrgyzstan are a very important and effective partner for the programme and they will keep being an important link between the Government and the project also for CADAP 7. The main stakeholders in **Tajikistan** are the Drug Control Agency under the President of the Republic of Tajikistan (DCA), the Ministry of Health and Social Protection and the Ministry of Justice. Representatives from Drug Control Agency are in charge of the national drug policies and of the improvement of drug data collection and analysis and play an important role in drug prevention actions. Representatives from the DCA have participated in regional and country level actions with CADAP 6 and have actively contributed to the effective implementation of CADAP actions. The Ministry of Health and Social Protection, operates through two main structures: National Centre for Monitoring and Prevention of Drug Use and Republican Clinical Centre of Narcology. Those are key stakeholders in coordinating interventions on drug Policy. CADAP 7 will keep cooperating with those actors, who were positively involved during the whole implementation of CADAP 6.

The main stakeholders in **Turkmenistan** are the Ministry of Interior and the Ministry of Public Health and Medical Industry; both institutions are dealing with the approval and coordination of drug actions in

the country; all activities are being approved at the high governmental level and even by the President of the country. During CADAP 6 it was observed a good participation in the trainings and in the regional events, while on the other hand it was challenging to get approvals for implementing prevention programmes. There is a newly formed Department of Drug Control, which has been very active in the activities of CADAP. The Department of Treatment is a partner for the current phase of CADAP and coordinates the work of narcological clinics, narcological centres, the newly opened rehabilitation centre as well as the training of narcologists by the Turkmen Medical University.

The main stakeholders in **Uzbekistan** are the National Information-Analytical Centre on Drug Control (NCDC) under the Cabinet of Ministers of the Republic of Uzbekistan, the National Coordinating Unit of the European Union's Technical Assistance Programme (NCU), the Ministry of Foreign Affairs, the Ministry of Interior, the Ministry of Health, the Ministry of Higher and Secondary Special Education and the Ministry of Public Education. The NCDC is the major executive body for control and coordination of activities of all ministries, agencies and organisations involved in drug related issues nationwide. The main institutions are the Ministry of Health and National Centre for Combating HIV/AIDS, the Ministry of Public Education as well as non-governmental organisations do play a very important role. CADAP 7 will keep cooperating with the all the institutions involved in CADAP 6, after trustful working relations have been established during the CADAP 6 implementation.

Finally, the level of leadership, commitments and ownership of the partners' countries stakeholders and decision makers created by previous CADAP actions is sufficient for a sustained engagement of key players in the new programme. The most vulnerable groups are people who inject drugs (PWID), HIV positive individuals, drug using prisoners, migrants, youth population, users of new psychoactive substances and women. In Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan, substantial parts of the population work abroad part of the year and migrants are often PWID, and are vulnerable to infectious diseases through high-risk behaviours such as unprotected sex or sharing injection material.<sup>12</sup> It is worth mentioning insufficient resources and lack of institutional solutions dedicated to these groups.

### 1.5 Problem analysis/priority areas for support

Drug policy in CA is still mainly focused on supply reduction; it is mostly seen as a security issue, (i.e. drug agencies are based mainly in law enforcement institutions and not in health-oriented institutions). However, with EU assistance, CA has adopted more coherent and balanced drug policies. KZ, KG, TJ and UZ, have been committed to integrating specific drug demand reduction strategies and projects into their national plans. CADAP has been the main driving instrument to support drug policy-making and developments in CA through discussions, sharing/demonstrating of best EU practices and lobbying<sup>13</sup>.

With the support of CADAP and EU expertise, CA countries should continue adapting the methodologies of the EMCDDA, such as information maps, a National Action Plan for the Drug Information System, country situation summaries and drafting national reports on a common basis. Drug demand reduction and drug policies will remain the focus of the programme, with special emphasis on the spread of HIV and

---

<sup>12</sup> <https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4487482>

<sup>13</sup> Strategic evaluation of CADAP 2018

hepatitis C, migrants' health, new psychoactive substances users, alternatives to coercive sanctions, and promotion of universal access to health. Although prevalence levels of new psychoactive substances use remain low among the general CA population, EU can support CA in the formulation and implementation of effective public health responses to this new phenomenon<sup>14</sup> In this context, CADAP support may play a significant role in achieving tangible results on drug-demand reduction actions and drug policies through wider regional cooperation and stronger focus on data collection, evidence-based policies, research and evaluation of drug policies as envisaged by the EU-Central Asia Action Plan on Drugs 2014-2020<sup>15</sup>. As regards data collection, CADAP should contribute to the work conducted by UNODC on the improvement of the quality and effectiveness of the annual report questionnaire (ARQ).. Strengthening and streamlining the existing data-collection and analysis tools, including improving the quality and effectiveness of the Annual Report Questionnaire with reliable and comparable data on drugs is necessary.

The regional approach of the programme will continue to be reinforced. Such an effort would be a guarantee for maintaining coherence with what has been done so far in the previous programme phases, as well as ensure the overall concept of CADAP, which is regional cooperation in the sphere of drug policies. The Action fully matches with the principle "Partnering for Resilience" of the new EU-CA Strategy, and it reflects the overall strategy of the EU in Central Asia for what it concerns security, organized crime and drug policies. CA countries shall keep their commitment in adopting drug policies in compliance and consistency with EU and international standards (EU Drugs Strategy 2013-2020) and its EU Action Plan on Drugs 2017-2020 and EU-Central Asia Action Plan on Drugs (2014-2020).

From this Action EUMS will enhance their cooperation with CA ministries of interiors, anti-drug trafficking and antinarcotics agencies in line with the new Strategy and with the recently signed EPCAs. EU will highly benefit in terms of inter-institutional relations with its counterparts in CA to the extent the EU will be in a better position to exert influence on the development of societies in CA, to promote the strengthening of civil society in CA, to build stronger partnerships and working alliances with CA countries and build a strong reputation becoming a key partner in support of common objectives.

The main components of the next phase of CADAP will directly address and complement the beneficiary governments' national strategies for drug control and their international commitments and thereby ensure the ownership and sustainability of this initiative.

## 2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
The national institutions and organisations may not adopt and incorporate the initiatives under the project into their	<b>H</b>	Policy dialogue at high governmental level

<sup>14</sup> Ibidem.

<sup>15</sup> Idem.

regular operations despite the preliminary endorsement		
Limited absorption capacity in beneficiary institutions	<b>M</b>	The programme will take into account countries' absorption capacities in order to adequately implement the proposed interventions
Implementation of planned activities may be delayed due to internal dynamics of the partner institutions	<b>M</b>	Policy dialogue with Central Asian governments and constant liaising as regards the technical and timely implementation of the programme
Low levels of communication among governments and absence of regional institution/authority entailing weak incentive for joint efforts to tackle drug demand issues regionally	<b>L</b>	Strengthening of mutual contacts and cooperation on local, national and regional level
Lack of political will to fully embrace European best practices and embark on necessary reforms	<b>H</b>	Raising awareness of the benefits of the promoted European good practices among society and local communities
Tailor-made approach of the programme to each country in Central Asia may lead to limited results in forming a regional approach to drug demand reduction;	<b>L</b>	By means of relevant and objective sources and materials, provision of justification and argumentation for the beneficial effect of a regional approach on drug demand reduction;

**Assumptions**

The programme aims to build the capacity of national experts and institutions through the implementation of effective and evidence-based programmes on drug demand reduction. This will encompass working with different national ministries, institutions and individuals with their own priorities and dynamics. Therefore, in the context of an increasing need to encourage ownership and commitment of governments for the sake of self-initiated reforms in the field of drug demand reduction, the following assumptions and risks need to be taken into consideration during programme implementation: The national counterparts in each country endorse the next programme phase and assign relevant institutions as implementation partners with the necessary authorisation of action; Government and implementation teams provide resources to ensure the smooth and consistent transition to a new phase of CADAP, building on the results and efforts of previous phases; Inter-ministerial/agency coordination mechanism is sufficiently operational; each of the participating departments and organisations remains fully committed and allocates sufficient and relevant human resources for participation in the programme's implementation, which are to provide sustainability and continuation of the expertise in the hosting institution. Non-state actors (rehabilitation centres, psychologists' associations, local community organisations, etc.) are given sufficient permission and flexibility to



participate effectively in various activities.

### 3 LESSONS LEARNT AND COMPLEMENTARITY

#### 3.1 Lessons learnt

Some of the lessons learnt from previous phases of CADAP to be taken into consideration in the new programme are the following:

Political and institutional commitment of CA governments is key to the successful implementation of all the activities of CADAP; Support in developing legislation and national programmes in the fight against drugs was well received by CA countries in previous CADAP phases, but political risk surrounding the full implementation and adoption of such recommendations still persists; therefore, to ensure sustainability, implementation has to be tailor-made and to focus on each country's specific needs and requirements; the programme should be more flexible and address country-specific needs without locking countries into regional programmes that propose the same activities for all CA countries. A potential consideration for the next phase could be to develop two or clusters of countries, in order to re-define the type of intervention. On the basis of what it was observed and assessed during CADAP 6, the following recommendations are made:

Programme budget and financial management should be transparent and **balanced between administrative costs and funds for concrete activities**; establishment of a **better programme coordination mechanism and better programme adaptation to the beneficiaries' absorption capacities**; improvement of the **project management roles** pertaining to planning, coordination and decision-making issues to increase programme efficiency; **ensure enhanced presence and proactivity of key experts in CA region** in order to increase the EU's commitment and improve the efficiency and effectiveness of the programme; revision and adjustment of the functions and **roles of key and non-key** experts in line with the actual needs of the programme.

#### 3.2 Complementarity, synergy and donor coordination

The new CADAP phase is aimed to logically complement the EC-funded assistance programme BOMCA, as well as other EC-funded interventions in Central Asia, notably a rule of law programme and the EU Action against Drugs and Organised Crime (EU-ACT).

Along with the EU, USA, Japan, Russia and Turkey continue to stand out as the most prominent donors, providing support to projects and Technical Assistance (TA) in the region. Some EU Member States (mainly Germany) have projects in all five Central Asian countries. Additionally, UK, Italy, France and Czech Republic contribute to the activities of CARICC (Central Asian Regional Information and Coordination Centre). The common understanding (according to the Dublin Group's regional report on Central Asia) is that more efforts have been dedicated to the drug supply control side of narcotics control. This trend has been justified by the transnational character of the drug supply nexus and the pressing need of a consolidated response to illegal trafficking through the 'Northern Drug Route'. CADAP will focus on drug policies, data collection and demand reduction actions, complementing other donor interventions: UNODC programmes, WHO, GIZ, the Global Fund and USAID/INL interventions. Mechanisms for close cooperation and communication with relevant national authorities have been well established by CADAP

teams in all CA countries during previous phases, such as the National and Regional Steering Committee meetings.

#### **4 DESCRIPTION OF THE ACTION**

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

**Overall objective:** Contribute to the reduction of drug use and support CA Government drug policies.

**Specific objective:** Improved access to quality drug demand reduction interventions

**Expected outputs:**

O1 Integrated, evidence-based and balanced drug policies

O2 Integrated data collection systems

O3 The countries' capacity on prevention policies is improved

O4 Strengthened treatment methods

The foreseen activities related to expected outputs may include *inter alia*:

##### **O1 Integrated, evidence-based and balanced drug policies**

This output should continue enriching national authorities' knowledge about international drug policies implemented in EU countries and internationally and support the implementation and drafting of drug legislation in CA based on evidence-based drug policies.

###### Activity 1.1. The implementation of integrated, balanced and evidence-based drug policies

The specific objective of this activity is to provide advisory support and assistance to the five countries in the drafting, monitoring and evaluation of national drug policies and legislation in CA based on EU and recognised international standards. This activity will consist of technical assistance (TA), ad hoc interventions ,twinning with EUMS to provide policy/legislative recommendations to support the CA Governments in: developing and implementing evidence-based policies, drafting prevention and treatment protocols, norms, etc. within the respect of EU human rights and gender standards.

###### Activity 1.2. Institutionalisation of the good practices

This activity will facilitate horizontal collaboration between the Consortium Leader, the Regional TA advisor and the other 3 Components, supporting drug policy reform on evidence-based data collection, prevention and treatment in the community and in the prison settings; the activity will be mainly consisting on TA advisory provided to National Policy makers, institutions and law makers; it foresees a significant level of field interventions.

## **O2 Integrated data collection systems**

It is expected that through this output, the capacity of CA institutions for collecting comparable and harmonised data will be developed and strengthened to ensure a continuous and precise knowledge of the national and regional situation concerning drugs.

### **Activity 2.1 Strengthening the regional dimension and capacity in data collection**

Technical assistance (TA) through seminars, training programmes, and working groups, will be provided to enhance the regional capacity on data collection and analysis to enhance capacity of national institutions and experts in collecting data. It is foreseen the establishment of a network for regional cooperation.

### **Activity 2.2 Support to National Information Systems**

Surveys, research work and studies, with the involvement of CA institutions, will enhance the National Information Systems (NIS). The activity will include the establishment and support of Early Warning Systems (EWS), specifically to focus on new psychoactive substances (NPS), on further structuring and equipping of NIS, on the improvement and support of the Annual Drug Reports coherent with EMCDDA guidelines, etc.

### **Activity 2.3 Networking of experts with EU/EMCDDA structures and working groups**

This activity will consist in EU/EMCDDA expert meetings: the activity will aim at supporting and promoting the institutionalisation of drug monitoring structures and monitoring centres (long-term structures are basic for drug monitoring). Technical assistance, trainings and study visits will facilitate stronger linkages between government authorities and NGOs working in drug policy areas to improve the knowledge of data analysis and interpretation methodology.

## **O3 The countries' capacity on prevention policies is improved**

### **Activity 3.1 Support to selective/indicative evidence-based prevention programmes and strategies, and EU and international best practices**

In order to prevent drug consumption, it is necessary to have reliable and evidence-based prevention programmes. TA, seminars, trainings and twinning will continue developing selective/indicative prevention interventions in schools and in local in communities and in families at risk. Prevention will be conducted in recreational settings (i.e. mapping exercise on demand reduction activities to NPS in clubs/discotheques; outdoor events (e.g. festivals) and temporary venues. It will include, inter alia: youth at-risk programmes, improving the capacities and knowledge on evidence based prevention interventions (standards, theories, risk and protective factors), improving the skills/knowledge in motivational interviewing, screening tools development to identify youth at risk; and programmes addressed to youth using new psychoactive substances (NPS).

### **Activity 3.2 Establishment and strengthening a network of professionals involved in prevention (health workers, psychologists, social workers, NGOs and other professionals dealing with prevention)**

In each country, working groups with experts specialising in prevention will be put in place. WG will be composed of health workers, NGOs, psychologists, teachers, civil servants, social workers, local educational authorities and other professionals dealing with prevention. Those actors will need to cooperate very closely and actively in the elaboration and dissemination of prevention programmes. This activity will include, inter alia, training, workshops, study visits and technical assistance in the area of prevention. An electronic platform will be established to serve as a tool to exchange information and disseminate best practices and new methodologies in the field of prevention and in the establishment of a regional working group.

#### **O4 Strengthened treatment methods**

The establishment of functional and effective treatment and harm reduction programmes based on EU and international standards are essential to provide the best and cutting-edge health responses, programmes and models to CA countries' populations. This output will focus on strengthening demand reduction models on the basis of best EU and international practices for harm reduction, rehabilitation and social reintegration, and therapeutic communities.

##### *Activity 4.1. Strengthening of the national working groups*

The intervention will consist of ad hoc TA activities as seminars to strengthening the national working groups already established in previous CADAP phases, and specifically those activities will initiate a regional working group network in line with UNODC and WHO standards; additionally a regional working group on treatment standards and quality improvement in OST will be established to facilitate the exchange of experiences in practice. Activity guidelines, guidebooks, and SOPs will also be elaborated.

##### *Activity 4.2 Establishment, strengthening and training of rehabilitation centres*

Trainings-on-the-spot will enhance rehabilitation centres implementing a comprehensive package of treatment and rehabilitation. These centres will be taken as pilot projects for further replication. The Pavlodar Republican Narcological Centre and Almaty comprehensive model approach on treating addiction problems, including (legal) alcohol, tobacco and gambling as well as problems with illicit drugs' (heroin and cannabis) and New Psychoactive Substances (NPS) will be reviewed to assess further replication throughout the region. Trainings will focus on the principles of drug addiction treatment, diagnosis and therapy of opioid addiction, guidelines on opioid substitution, opioid substitution in special situations (pregnancy, comorbid psychiatric disorders, comorbid HIV), abstinence oriented treatment (detoxification, psychotherapy, self-help, opioid antagonists), New Psychoactive Substances (NPS) and psychopathological and somatic consequences of its use. Establishment of a rehabilitation centre, based on internationally lessons learned, which could serve as a model for other parts of CA.

##### *Activity 4.3 Strengthening of NGOs structures and programmes*

TA, seminars and ad hoc interventions on capacity building will focus on NGOs capacities. In countries like KG and TJ where interventions in this field are more developed, they will need to be strengthened and assessed. In other countries like UZ and KZ, these services and programmes should be introduced and

developed. Furthermore e-learning courses should be developed to educate strengthen the capacities of people working with drug users. Specific support and advocacy will be offered to NGOs working with drug users living with HIV/AIDS.

#### Activity 4.4 Implementation of Social work programmes

Cooperation with universities and institutions working on social work in Central Asia and Europe will be developed and strengthened. The main focus of the trainings will be to familiarise the partners with European standards of social work with addictions. Based on the results of the research project elaborated under CADAP 6 Component 4 (Treatment) involving university work, a curriculum for education and trainings for social work students skilled in the work with drug dependent people will be developed, implemented and evaluated in all five CA countries.

#### Activity 4.5 Treatment services for drug dependent inmates introduced and strengthened

A regional Action Plan on institutionalisation of public health within the prison system and on common initiatives for alternatives to imprisonment will be introduced. The staff of the new clean zone of the women's prison in Bishkek will be trained in after-care tools after release.

Finally, the above mentioned 4 SOs may be accompanied by **"infrastructure interventions"**. **Up to 15 % of total budget will be allocated for infrastructure interventions.**

The Comprehensive Package (UNODC/ILO/UNDP/WHO/UNAIDS) will be the guiding tool to scale-up the HIV/AIDS and hepatitis prophylaxis and treatment for infected prisoners. An intervention will be dedicated to the implementation of the actions recommended by the Comprehensive Package. The situation of prisoners on release, at high risk of overdose, is of utmost importance in order to avoid mortality and morbidity. Pilot projects to reintegrate prisoners after release will be developed and implemented.

## **4.2 Intervention Logic**

While Central Asia countries have improved their drug responses to drug issues with more accurate drug data and evidence-based drug policies and drug demand reduction programmes, there remains a need to have more integrated, evidence-based and balanced drug policies, data collection systems, to improve their capacity on prevention actions and to strengthen the treatment programmes. New and better responses in drug policy, data collection, health and social areas need to be improved continuously. It requires, inter alia, increases in capacity building, international and institutional cooperation, sharing comparable and reliable data information and operational coordination at all levels. Strengthening and developing these areas should lead to improved access to better quality demand reduction interventions and develop more integrated, balanced and evidence-based drug policies, which in turn contributes to the increase of citizens' health and human rights in the region.

The project aims to achieve this by supporting the drug demand reduction and data collection at different levels:

(i) Improve data collection. Implementing and analysing effective data collection and sharing data will be vital to develop evidence-based public policies in the five countries. Accurate drug data will contribute to more effective and efficient drug policies.

(ii) Support the establishment of functional and effective treatment and risk and harm reduction programmes based on EU and international standards. Such support will consist in institutionalised treatment methods at regional level, thus establishing the bases to provide the best and cutting-edge health responses, programmes and models to CA countries' population.

(iii) Improving prevention intervention is crucial to address drug use among the most vulnerable population and it contributes to reduce future drug users. Prevention programmes will lead to more healthy life styles.

The programme is designed to facilitate a structured, long-term capacity development process and sustainable regional cooperation amongst the five countries. The programme relies on the institutional capacities and structures of the five countries, by ensuring their ownership. Training courses will be embedded within existing national and regional institutions ensuring continuity beyond the project lifespan. Sustainability and ownership is also encouraged by building upon existing processes in previous CADAP phases and by increasing harmonisation and coordination amongst national systems. The programme will institutionalise existing methodologies and national approaches within the existing drug coordination units and structures. The programme will also improve the gender dimension of drug use in order to strengthen the capacities of the programmes dealing with drug use affecting women and girls, including in prison settings. Additionally, the programme is meant to complement on-going and future EU and donor interventions in the drug field at national and regional level.

### **4.3 Mainstreaming**

Improving good governance by strengthening countries' capacities to deal with problematic drug use is the major crosscutting issue and objective of the next phase. Human rights and gender streamlining are other relevant crosscutting issues to be addressed in CADAP. Notably, due to their social impact, special attention should be paid to gender-related repercussions originating from drug use: drug-related diseases and health risks, domestic violence, decreased social capital and workforce, maternity and child mortality and related issues. The EU Delegation should highlight that a gender perspective is to be maintained and emphasised in national drug strategies, drug action plans and legislation drafting, treatment of drug users inside and outside prisons and in training and capacity building activities. CADAP 5 and 6 have taken the first steps by supporting Atlantis Centres and Clean Zones in women's prisons in Kyrgyzstan and Kazakhstan, and the next phase should continue in that direction, while introducing a greater gender focus in all activities. The selection of participants in trainings should also be increasingly gender-balanced.

The expected long-term impact of CADAP is to contribute to the strengthening of democracy, human rights and fundamental freedoms.

The United Nations General Assembly Special Session on Drugs (UNGASS) adopted in 2016 a major change in the international drug policy by calling for more comprehensive and balanced drug policies. It effectively rebalanced global drug policy and served as a step towards the preparation of the Ministerial Segment of the Commission on Narcotic Drugs (CND) of March 2019 in Vienna. The Ministerial Declaration adopted on 14 March 2019 insists on the need to strengthen actions at the national, regional and international levels to accelerate the implementation of our joint commitments to address and counter the world drug problem. The recommendations of the UNGASS Outcome Document should be implemented (e.g. health-centred approach, ensuring the availability of and access to controlled medicines, human rights compliance, special attention for vulnerable people, women and youth) in the CA countries.

#### **4.4 Contribution to SDGs**

This intervention is relevant for the 2030 Agenda. It contributes primarily to the progressive achievement of SDG Goal 3, which is dedicated to Health as a fundamental human right and a key indicator of sustainable development. Poor health threatens the rights of children to education, limits economic opportunities for men and women and increases poverty within communities and countries around the world. In addition to being a cause of poverty, health is impacted by poverty and strongly connected to other aspects of sustainable development, including water and sanitation, gender equality, climate change and peace and stability. CADAP will promote progress on Goal 16, promotion of peaceful and inclusive societies for sustainable development, access to justice for all, and building effective, accountable institutions at all levels; finally the programme will support Goal 5: achieve gender equality and empower all women and girls. Goal 10, reduced inequality, will be promoted by especially involving migrants and vulnerable people.

### **5. IMPLEMENTATION**

#### **5.1 Financing agreement**

In order to implement this action, it is foreseen to negotiate financing agreements with the five partner countries: Kazakhstan, Kyrgyzstan, Uzbekistan, Tajikistan, and Turkmenistan. The implementation of activities may start only on condition that financing agreements have been signed by at least two of the partner countries concerned by the programme.

#### **5.2 Indicative implementation period**

The indicative operational implementation period of this action, during which the activities described in Section 4 will be carried out and the corresponding contracts and agreements implemented, is 56 months from the date of entry into force of the second signed financing agreement.

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

#### **5.3 Implementation of the budget support component**

Not applicable.

## 5.4 Implementation modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>16</sup>.

### 5.4.1 Indirect management with a Member State Organisation

This action may be implemented in indirect management with FIIAPP (International and Ibero-American Foundation for Administration and Public Policies).

This implementation entails to contribute to the reduction of drug use and support CA Governments' drug policies. In the specific, the Actions aims at improved access to quality drug demand reduction interventions. The expected outcomes of action will consist in: a) Integrated, evidence-based and balanced drug policies, b) Integrated data collection systems, c) improved countries' capacity on prevention policies d) strengthened treatment methods.

The envisaged entity has been selected using the following criteria: 1) **Nature of the action:** FIIAPP is a EUMS development organisation specifically experienced in drug policies programmes. 2) **Experience in the region:** as for the geographical area, FIIAPP is managing EU-ACT, a thematic project - covering inter alia Kyrgyzstan - designed to contribute to the prevention and effective fight against organised crime, including the illicit trafficking. 3) **Managerial/operational experience:** FIIAPP has a large support structure for the experts' team at the technical and institutional relationship level as well as at the financial and logistical level. Due to this, it has the capacity to respond efficiently to political and institutional changes and/or unforeseen requirements of another nature, which may arise during the implementation phase of the contract. 4) **Technical Advisory support:** FIIAPP has more than 60 active civil servants seconded in the different countries. Besides, it is one of the 20 organisations assessed and considered compliant by the EC to be a Delegated Entity for managing decentralised projects without public tendering. 5) **Added value:** drug policy is a very niche type of EU intervention and at the actual stage there are very few EU funded regional projects linked to drug policy sector; FIIAPP is one of the few EUMS development organisations detaining this specific development background of security and drug policies.

In case the envisaged entity would need to be replaced, the Commission's services may select another replacement entity using the same criteria. If the entity is replaced the decision to replace it needs to be justified.

## 5.5 Scope of geographical eligibility for procurement and grants

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

---

<sup>16</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu) Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.



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

## 5.6 Indicative Budget

	<b>EU contribution (amount in EUR)</b>
<b>Indirect management with FIIAPP - cf. section 5.4.1</b>	<b>6 800 000</b>
<b>Evaluation (cf. section 5.9)/Audit (cf. section 5.10)</b>	<b>200 000</b>
<b>Total</b>	<b>7 000 000</b>

## 5.7 Organisational set-up and responsibilities

### General Coordination

EUMSA Consortium Leader (CL) will be responsible for the general coordination of the action, ensuring the cohesiveness of the action as a whole. It will ensure the required dialogue, exchange of information and coordination amongst the different stakeholders to guarantee the effective implementation of the programme and follow-up of its results. Also it will secure the necessary institutional follow-up with each EUD. The Consortium leader will coordinate with all the members of the Consortium who responds directly to the CL.

EUMSA CL will coordinate amongst the different regional structures and institutions when required. EUMSA CL will regularly engage with the EUDs in each country and relevant national services to coordinate the implementation of activities and foster the benefits of the action. The Delegation will closely work with the Component Leader, who will coordinate with the Delegation on strategic and programmatic elements of the project. The Delegation will monitor the programme and the activities with the support of the EUDs in the region.

### Steering and supervision

A Steering Committee (SC) of the programme will be appointed. It will be in charge of providing policy guidance to ensure the accomplishment of objectives and expected results. The meetings will be arranged by the EUMSA CL and the internal rules of procedures of the Steering Committee will be established within the first three months of implementation of the project. The SC is chaired by the EUMSA Project Leader (PL) and composed of representatives of each country; the European Union and the EU MS Implementing Partners (IPs) will participate. Other interested bodies might be invited to participate when

considered necessary. The EU will normally be represented by the EUD in KG, which will consult the EU Delegations in CA.

A Technical Committee (TC) will be responsible of monitoring and supervising the implementation of the project and of ensuring coherence and creating synergies across the activities. The Technical Committee will meet three times a year. It will be composed of representatives at technical level of the EUMSA CL, IP and the European Union. Representatives of main implementing institutions of the EU (e.g., EMCDDA), CA countries and any other interested party will be invited to participate when necessary.

### **Project management**

The main office (named 'Regional Office') will be located in Bishkek from where the team will travel regionally to monitor the implementation. Technical personnel (National Coordinators - NCs) will be assigned to KG, KZ, TJ, TM and UZ. The programme will ensure the implementation in each Country with the support of national offices.

### **5.8 Performance and Results monitoring and reporting**

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the EU implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the Log-frame matrix (for project modality) or the partner's strategy, policy or reform action plan list (for budget support). The Project Leader will be responsible for providing a consolidated CADAP 7 Consortium report to the Contracting Authority.

SDGs indicators and, if applicable, any jointly agreed indicators as for instance per Joint Programming document should be taken into account. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

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

### **5.9 Evaluation**

Having regard to the importance of the action, mid-term and final evaluations will be carried out for this action or its components via independent consultants contracted by the Commission.

The mid-term evaluation will be carried out for problem solving and learning purposes, in particular with respect to possible adjustments/reorientation of the project if necessary. The final evaluation will be carried out for accountability and learning purposes at various levels, including for policy revision.

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

Evaluation services may be contracted under a framework contract.

#### **5.10 Audit**

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

It is foreseen that audit services may be contracted under a framework contract.

#### **5.11 Communication and visibility**

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures, which shall be based on a specific Communication and Visibility Plan of the Action and to be elaborated at the start of implementation.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in the financing agreement, procurement and grant contracts, and delegation agreements, respectively.

The Communication and Visibility Requirements for European Union External Action (or any succeeding document) shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

**APPENDIX - INDICATIVE LOGFRAME MATRIX (FOR PROJECT MODALITY)**

	<b>Results chain: Main expected results (maximum 10)</b>	<b>Indicators (at least one indicator per expected result)</b>	<b>Sources of data</b>	<b>Assumptions</b>
<b>Impact (Overall Objective)</b>	Contribute to the reduction of drug use	<ol style="list-style-type: none"> <li>1. (SDG 3.5) Prevalence and patterns of drug use (by sex and age per country)</li> <li>2. (SDG 16.5) Treatment demand indicator for problem drug users in the community and in prison settings (by sex and age per country)</li> <li>3. Drug related deaths and mortality (per sex and age per country)</li> </ol>	1 to 3: UNODC/ Annual drug reports	<i>Not applicable</i>
<b>Outcome(s) (Specific Objective(s))</b>	Improved access to quality drug demand reduction interventions	<ol style="list-style-type: none"> <li>1. Number of persons attending drug demand reduction programmes (treatment and prevention) disaggregated by sex and age</li> <li>2. Extent to which the policy framework complies with the recommendations of EMCDDA/UNODC.</li> <li>3. Extent to which internationally recognised drug policies (norms, regulations, etc.) are implemented by the governments</li> </ol>	<p>1: Institutions and Ministries Reports</p> <p>2 and 3: Baseline and endline policy assessment to be commissioned by the Action Government data</p>	Effective cooperation and coordination between all relevant institutions in the region and in the countries

			and programme reports	
<b>Outputs</b>	O1 Enhanced Integrated, evidence-based and balanced drug policies (Horizontal Component)	<p>1.1 Status of a network of regional cooperation</p> <p>1.2 Number of participants to the EMCDDA meetings disaggregated by sex</p> <p>1.3 Number of NGOs working with the governments thanks to support of this Action</p> <p>1.4 Number of new/integrated norms and protocols drafted on drug policies</p> <p>1.5 Number of norms and protocols including a gender approach, per country</p> <p>1.6 Status of human rights compliances within the national legislation related to drug policies</p> <p>1.7 Status of national legislation and its compliance to international norms for what it concerns data collections, prevention and treatment policies</p>	<p>1.1 to 1.3: Action Reports Monitoring Reports Final Implementation Report</p> <p>1.4 and 1.7: National Policy Strategies; national legislation; National Gender Policies</p>	<p>1.1: Working groups' members identified</p> <p>1.2 and 1.3: Governments and their Institutions cooperate and provide the adequate staff for the interventions</p> <p>1.4 and 1.7: national policy makers cooperate and integrate the recommendations into national legislations</p>
	O2 Integrated data collection using EU models and standards is enhanced.	<p>2.1 National drug reports improved, including a gender analysis</p> <p>2.2 Number of surveys on drug use conducted per country</p> <p>2.3 Status of a study on problematic drug use in women, including in prison settings</p> <p>2.4 Number of indicators developed</p>	<p>2.1 to 2.4: Action Reports Monitoring Reports Final Implementation Report</p>	<p>2.1 to 2.4: Governments and their Institutions cooperate and provide the adequate staff for the interventions</p>

	<p>O3 The countries' capacity on prevention interventions is improved</p>	<p>disaggregated by sex and age</p> <p>3.1 Number of individuals (and % of total CA population) of youth at risk reached through the programmes., including gender approach  3.2 Number of experts trained on prevention disaggregated by sex and country  3.3 Status of a regional working group including the gender composition  3.4 Number of teachers trained disaggregated by sex and country</p>	<p>3.1 to 3.4: Action Reports  Monitoring Reports  Final Implementation Report</p>	<p>3.1 and 3.2: Government and Institutions, cooperate and provide the adequate staff for the interventions  3.3: Working groups' members identified and endorsed by governments  3.4: Government and educational institutions, cooperate and provide the adequate staff for the interventions</p>
	<p>O4 Strengthened treatment methods</p>	<p>4.1 Number of persons reached via the Drug Demand Reduction actions (disaggregated by country, sex and prison population).  4.2 Status of a regional working group, including gender composition  4.3 Number of rehabilitation centres trained and equipped.  4.4 Number of NGOs strengthened with referral system, being part of the national public health network and contributing in treatment advocacy</p>	<p>4.1 to 4.5: Action Reports  Monitoring Report  Final Implementation Report</p> <p>4.6: Action reports; info provided by the</p>	<p>4.1: Government and Institutions, cooperate and provide the adequate staff for the interventions  4.2: Working groups' members identified by governments  4.3:</p>

		<p>4.5 Number of curricula for social workers at universities developed and evaluated (one per three countries)</p> <p>4.6 Number of prisoners and released prisoners participating in reintegration Pilot projects supported by this Action</p> <p>4.7. Number of per country of evidence based treatment programmes implemented including a gender analysis</p>	<p>penal institutions involved in the pilot project</p> <p>4.7: National Policies; Action reports;</p>	<p>Rehabilitation centres identified by governments</p> <p>4.4: Agreements with NGOs signed by governments</p> <p>4.5: Universities identified by governments</p> <p>4.6: Prison settings identified by governments</p> <p>4.7: Cooperation with national policy makers endorsed</p>
--	--	---	--	--

# EN



This action is funded by the European Union

## ANNEX II

of the Commission Implementing Decision on the financing of the multiannual action programme in favour of the Central Asia for 2019 and 2020 part 1

### Action Document for 'Border Management Programme in Central Asia and Afghanistan – BOMCA Phase 10'

#### MULTIANNUAL PROGRAMME/MEASURE

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

<b>1. Title/basic act/ CRIS number</b>	Border Management Programme in Central Asia and Afghanistan – BOMCA Phase 10 (2020-2025) CRIS number: ACA/2019/041-701 and ACA/2020/042-276 Financed under the Development Cooperation Instrument	
<b>2. Zone benefiting from the action/location</b>	Central Asia The action shall be carried out in the following locations: Uzbekistan, Kyrgyzstan, Turkmenistan, Tajikistan, Kazakhstan and Afghanistan	
<b>3. Programming document</b>	Multiannual Indicative Programme - Regional Central Asia 2014-2020 <sup>1</sup> Multiannual Indicative Programme - Regional Asia 2014-2020	
<b>4. SDGs</b>	<ul style="list-style-type: none"><li>• Main SDG: Goal 16: Peace, Justice and Strong Institutions</li></ul> Other significant SDGs; <ul style="list-style-type: none"><li>• Goal 5: Gender equality</li><li>• Goal 8: Decent Work and Economic Growth</li><li>• Goal 10: Reducing inequalities</li></ul>	
<b>5. Sector of intervention/ thematic area</b>	Regional Security for Development - Integrated Border Management, Fight against Drugs and Crime. Regional Security – Rule of Law	DEV. Assistance: YES
<b>6. Amounts concerned</b>	Total estimated cost: EUR 21 750 000	

<sup>1</sup> Decision C(2018)4741 of 20/07/2018



	<p>Total amount of EU budget contribution EUR 21 750 000 (EUR 17 750 000 for CA states and EUR 4 000 000 for Afghanistan)</p> <p>Total estimated cost: EUR 21 750 000</p> <p>Total amount of EU budget contribution EUR 21 750 000</p> <p>The contribution is for an amount of EUR 10 804 902 from the general budget of the European Union for 2019 and for an amount of EUR 10 945 098 from the general budget of the European Union for 2020 subject to the availability of appropriations for the respective financial years following the adoption of the relevant annual budget or as provided for in the system of provisional twelfths.</p>			
<b>7. Aid modality(ies) and implementation modality(ies)</b>	Project Modality Direct management through grants			
<b>8 a) DAC code(s)</b>	15210 - Security System Management Reform 33120 -Trade Facilitation 15160-Human Rights			
<b>b) Main Delivery Channel</b>	Third Country Government (Delegated co-operation) – 13000			
<b>9. Markers (from CRIS DAC form)<sup>2</sup></b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	X
	Aid to environment	X	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and Women's and Girl's Empowerment <sup>3</sup>	<input type="checkbox"/>	X	<input type="checkbox"/>
	Trade Development	<input type="checkbox"/>	X	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	X	<input type="checkbox"/>	<input type="checkbox"/>
<b>10. Global Public Goods and Challenges (GPGC) thematic flagships</b>	N/A			

## SUMMARY

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

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

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

SO1: adoption of international security standards, integration of best practices and/or compliance with Integrated Border Management (IBM) models where applicable;

SO2: enhanced detection, coordination and investigation effectiveness within Central Asia and between Central Asian countries and Afghanistan;

SO3: harmonisation of institutional, technical and normative practices related to the facilitation of legitimate flows of people and cargo across borders;

SO4: improved living conditions in border areas through local economic development, with a focus on human rights, gender equality and vulnerable groups.

## 1. Context Analysis

### 1.1 Context Description

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

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

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

While a link between **drug trafficking** and terrorism is present in Afghanistan, no sufficient evidence exists that drug trafficking in Central Asia would directly involve or finance terrorist groups. Nonetheless, according to the UN Office of Drugs and Crime, approximately 100 tons of heroin pass through Tajikistan

every year, usually smuggled by organised criminal groups. According to the European Monitoring Centre for Drugs and Drug Addiction, 85% of heroin used in Europe is smuggled from Afghanistan to Europe. As reported by some Central Asian border agencies, criminal groups have introduced new drug smuggling methods across the Afghan-Turkmen border (e.g. by use of drones) while the Afghan-Tajik border remains porous, facilitating illicit trafficking.

There are two main routes of drugs (heroin and opiates) trafficking through Central Asia:

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

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

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

**On the other hand, since 2016, the region has seen the emergence of new opportunities, notably following political changes in Uzbekistan.** Most Central Asian countries have adopted new cross-border policies with a common goal: complete the **border demarcation** process and improve living conditions of people in these areas by encouraging cross-border trade relations. This new trend has created an incentive for sustainable growth in the region. As an example, 18 bilateral agreements followed the first meeting of the newly established Council of Heads of Border Regions of Kyrgyzstan and Uzbekistan.<sup>4</sup> As a result of the improved relations between the two countries, Border Crossing Points (BCPs) were re-opened, among them, the busy Kara-Suu BCP which was renewed with BOMCA support.<sup>5</sup> The reopening of a number of BCPs has increased the number of passengers and goods in transit, thereby increasing waiting times at the borders due to the scarce capacity of BCPs.

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

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

---

<sup>4</sup> National Press Agency of Uzbekistan: Узбекистан – Кыргызстан: Укрепляется межрегиональное сотрудничество <http://uza.uz/ru/society/uzbekistan-kyrgyzstan-ukreplyaetsya-mezhregionalnoe-sotrudni-29-03-2018>

<sup>5</sup> BOMCA 5, Final Report, 2008.

have started recognising that certain EU IBM elements, principles and EU best practices could be replicated in their national border management system.

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

## 1.2 Policy Framework (Global, EU)

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

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

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

Multiannual Indicative Programme for Central Asia 2014-2020; Multiannual Indicative Programme (MIP) for Asia 2014-2020, Multiannual Indicative Programme (MIP) for Afghanistan 2014-2020 after its Mid-Term Review of 2018; the Partnership and Cooperation Agreements (PCA) with four CA countries (all except Turkmenistan); the EU Strategy for AF (2017), the EU-AF Cooperation Agreement on Partnership and Development, (2017); the Interim Agreement on Trade and trade-related matters with TM (2009); Increasing the Impact of EU Development Policy: an Agenda for Change (October 2011); the 2016 Global Strategy for the European Union’s Foreign And Security Policy; Global Approach to Migration and Mobility (GAMM – 2011); the EU Drug Strategy (2013-2020) and EU-CA Action Plan on Drugs (2014-2017), and the Guidelines for Integrated Border Management in EC External Cooperation (2011).

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

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

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

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

In 2013, the EU and Central Asia introduced yearly High Level Security Dialogue (HLSD) meetings at the level of Deputy Ministers of Foreign Affairs, providing an opportunity to exchange views and intensify cooperation on a broad spectrum of regional developments in and around Central Asia, with a

particular focus on security, reiterating joint EU-CA political will and commitment to address security issues. The most recent (sixth) HLSD took place in Brussels in May 2019, providing an opportunity to exchange views and intensify cooperation on a broad spectrum of regional developments in and around Central Asia, with a particular focus on security, reiterating joint EU-CA political will and commitment to address security issues. For the first time, AF also took part in these discussions, thereby showing the relevance of including AF within the CA's security agenda.

In 2015, the High Representative of the Union for Foreign Affairs and Security Policy / Vice-President of the Commission appointed a new Special Representative for Central Asia (EUSR) and a Special Envoy for Afghanistan in order to advance the EU's contribution to delivering lasting peace and prosperity in Afghanistan and in the region.

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

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

### **1.3 Public Policy Analysis of the partner country/region**

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

## 1.4 Stakeholder analysis

The main stakeholders in the new programming phase remain the same as in previous BOMCA phases, with the addition of AF stakeholders. Ministries of Interior and Police authorities will be further involved, in order to strengthen border and law enforcement cross-border cooperation and information exchange.

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

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

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

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

## 1.5 Problem analysis/priority areas for support

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

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

Central Asia is often described as one of the least economically integrated region in the world, with limited connectivity, limited intra-regional trade. However this trend is changing, with countries in the region stepping up efforts to improve cross-border connectivity- and the Action will facilitate the process according to international standards, with simplified custom procedures. Trans-Eurasian transport

networks (such as BRI, INSTC, etc) through CA, China, Iran, Pakistan, Turkey and India are becoming increasingly important not only for global trade and connectivity, but also for EU-CA connectivity as indicated in the new Europe - Asia Connectivity Strategy (2018). Afghanistan too is active in its connectivity efforts, through participation in regional groupings such as the Regional Economic Cooperation Conference on Afghanistan (RECCA) and the Heart of Asia – Istanbul process, participation to the Central Asia Regional Economic Cooperation (CAREC) corridors linking AF to Europe and as well as China's Belt and Road Initiative (BRI). The reopening of border crossing points (BCPs) among CA countries and with Afghanistan has created a sharp increase in the number of passengers and cargo volume and has increased waiting times at the borders due to the scarce capacity of BCPs to deal with the sudden increase in cross-border traffic.

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

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

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

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

## 2 RISKS AND ASSUMPTIONS

<b>Risks</b>	<b>Risk level (H/M/L)</b>	<b>Mitigating measures</b>
CA Governments/Partners project's ownership	low	Medium Link programme activities to SDGs, international conventions, national strategies and new opportunities for regional cooperation which bring clear benefit (quick wins); formalise co-financing / in-kind contributions by project beneficiaries and implementing partners
Unrealistic expectations for hard / infrastructure support	Medium	Better explanation of budget rules, and if possible creation of a better balance between capacity building and the hard component Increase the ratio between hard component and capacity building
Negative impact of Afghanistan's inclusion on CA regional cooperation	Medium	Ensure commitment of CA states to enlarge cooperation on data exchange and security with AF

CA states' national provisions and internal proceedings undermine the effectiveness of the programme ( <i>long CA administrative procedures, requirements for top-political permissions for the implementation of activities and allowance of national staff to participate in activities, particularly abroad and in other CA countries</i> );	Medium	Engagement of the BOMCA programme management staff, confidence building, EUDs and interested EU MS embassies to lobby and press on the beneficiaries to ensure faster internal proceeding and enable more effective management of programme activities;
Limited absorption capacities of high level staff ( <i>non-cooperation of the national beneficiaries in certain high-level activities</i> );  Assigning inadequate institutions and/or expert to programme activities;  Significant turnover of staff limits the effectiveness of the previous programme activities and weakens CA institutional memory;	Medium	Define and implement programme activities that correspond to the beneficiaries' human resources capacities and feed beneficiaries' actual needs;  Promote modern human resources management and professional career development;
Cultural norms in AF prohibit women's full engagement.	High	Promotion of SGDs and int. conventions related to gender equality; encouraging AF authorities to nominate female participants to programme activities;
General security situation on the AF border in general and the Northern AF provinces in particular may cause the duty-bearers to meet their obligations in the Project	High	Risks concerning the overall security situation cannot be mitigated, though constant vigilance and assessment of the situation and flexible approach to activities will be important. The programme document and budget should be kept flexible, which, in consultations with project beneficiaries and donors allows re-programming of activities and funds to those areas where the security situation most easily permits project activities.
CA efforts in strengthening regional cooperation risks to be jeopardised by the involvement of AF in the programme	High	Ensure commitment of CA states to enlarge cooperation on data exchange and security with AF
Duplication of activities between various projects and lack of proper donor and EUD coordination (e.g. in AF there is also a project 'Integrated Border Management in Silk Road Countries')	High	A coordination mechanism with donors to be established by each delegation, as well as a coordination (e.g. quarterly) meeting (by VTC) of the 6 EUDs involved in the programme. Each delegation to follow on other similar projects to avoid duplications, while building synergies.
<b>Assumptions</b>		
- CA states + AF remain committed, re-endorse the programme phase and get involved in a		



follow-up regional programme;

- CA states + AF are committed and will cooperate together to enhance regional cooperation, and tackling the challenges together for better results;
- National beneficiaries adopt and absorb recommendations developed under the programme into their national policies and curricula.
- CA states + AF governments and national state institutions progress in the area of respecting human rights and gender equality;
- National beneficiaries provide adequate human resources to programme activities;
- A country gender analysis is carried out at the inception phase.

### 3 LESSONS LEARNT AND COMPLEMENTARITY

#### 3.1 Lessons learnt

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

- The **regional approach** has enabled the beneficiaries to exchange, deepen and enhance their own capacities with the knowledge and experience of other CA countries thus EU support shall retain its regional approach and focus its regional activities on the issues of common interest. As a matter of fact the regional nature of the programme makes BOMCA a strategic project for the EU. The programme can benefit from the experience of the **EU CBRN (Chemical Biological, Radiological and Nuclear) Centre of Excellence** and its regional secretariat in Tashkent, involving needs and risk assessments and the development of national and regional action plans. Strong ties have been established between Uzbekistan and Afghanistan including sharing of training facilities at the border.
- EU support shall, to a much greater extent, consider the different needs of the CA countries and thus apply a more country-specific, tailor-made and demand-driven approach. In this regard, a cluster of components designed for 2/3 countries with the same or similar needs could be further developed. For this reason CA and AF states alike are in favour of **more national-based activities**, tailored to the individual Central Asia and Afghanistan states' needs. A part of programme budget should be pledged for CA demand-driven needs ensuring greater flexibility of EU support and cater for emerging and unexpected CA needs.
- As other international donors have been developing and implementing similar activities it is necessary to retain **flexibility** and cancel or amend activities that are not anymore in the interest of countries or have been performed by other donors. The inception period shall serve to do so.
- Future EU support should to a greater extent support the **engagement of national CA trainers and CA training institutions** willing to cooperate and provide know-how to other CA+AF states (e.g. KZ Border Guards Academy, TJ Multi-Agency Dog Training Centre, UZ National Customs Dog Training Centre, UZ Educating Centre in Termez on the border with Afghanistan, Afghan National Customs Training Academy in Kabul etc.), contributing to the increase and strengthening of internal cooperation and regional integration.
- As the cooperation between EU and Central Asian/Afghan **training institutions** remains relevant, EU support should be continued and possibly expanded between the EU MS and Central Asian/Afghan education institutions, particularly with the use of distance-learning tools, implementing a cost-effective cooperation tool for providing mutual exchange of EU-CA+AF knowledge and know-how.
- EU support should apply a more holistic approach and **increase its hard component** indicatively to 20% or more in order to more adequately address the technical needs of the beneficiaries.
- Based on good programme management of BOMCA 9 programme and improved EU visibility, further EU support should be provided through an **EU MS led consortium**. In addition, wider

portfolio of EU MS experts as well as CA experts should be considered, in order to ensure a more diversified experience and exchange of regional knowledge, expertise and experiences.

- BOMCA is at higher **risk** of incurring **duplication** of initiatives undertaken by the multitude other donors active in CA. As it is highly challenging to map all ongoing and upcoming national and regional programmes implemented by various international organisations and implementing partners, it is of utmost importance to ensure close and regular technical donor coordination in all beneficiary countries.<sup>6</sup> Stronger donor coordination is needed to limit this risk (as well as between EUDs).
- The **new programme** ‘IBM in the Silk Routes Countries’ has been launched and will be implemented in AF, Bangladesh, Iran, Iraq and Pakistan as of 2019. As this IBM Silk Route Programme also encompasses similar elements as in BOMCA 10<sup>th</sup> phase, it will be necessary to ensure an appropriate coordination.
- Instances of concrete **cooperation** with the other international agencies have been very rare (CARICC, OSCE in TJ and KG, BOMCA-BOMNAF), especially during BOMCA 9. This should be improved in the new BOMCA phase.
- As recommended in BOMNAF final evaluation report, future program should provide an appropriate mix of capacity building and hard component support to border surveillance capacities, border crossing points and international airports; further support development, update and implementation of a training curriculum as well as deliver various advanced training courses, including training and supply of detector dogs (K9).
- EU support should better consider the cost efficiency and value for money, particularly in hard component investments. It is also recommended that potential works and supplies are sub-contracted to an international organisation present in the region in order to avoid high costs associated with construction (e.g. procurement, rent of armoured vehicles, hire of technical staff etc.)
- Various possibilities for enhanced cooperation between BOMCA and **OSCE** should be taken into consideration in order to avoid overlaps and to ensure greater complementarity between both partners. Part of this should be the envisaged cooperation with the OSCE Border Management Staff College which could deliver additional dedicated staff courses based on BOMCA’s identified needs. During the Inception period the best modalities of cooperation with the OSCE College will be assessed.

---

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

### 3.2 Complementarity, synergy and donor coordination

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

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

With regard to trade facilitation, several initiatives are undertaken by a variety of actors (i.e. GIZ<sup>7</sup>, CAREC/ADB, USAID, etc.) thus the risk of duplication of activities is high. GIZ has been implementing the regional project ‘Trade Facilitation in Central Asia’ financed by Germany. Finally, in the proposed action, activities should be coordinated by regular coordination between GIZ, other implementing partners of the EU such as the ITC which has trade facilitation projects in the whole region, and BOMCA. The EU, therefore, whose policies on the free movement of goods and people are a well-known brand in the region, should find its niche amidst other donors and avoid overlapping initiatives.

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

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

## 4. Description of the action

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

#### 4.1.1. Objectives

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

---

<sup>7</sup> In February 2019, a GIZ representative expressed readiness to share information and to cooperate with BOMCA.

## **Specific objectives (SO):**

**SO1:** Central Asia and Afghanistan adopted international security standards, integration of best practices and/or compliance with Integrated Border Management (IBM) models where applicable;

**SO2:** Central Asia and Afghanistan's Enhanced detection, coordination and investigation effectiveness within Central Asia and between CA countries and Afghanistan;

**SO3:** Harmonisation of institutional, technical and normative practices related to the facilitation of legitimate flows of people and cargo across borders;

**SO4:** Improved living conditions in border areas through local economic development, with a focus on human rights, gender equality and vulnerable groups (such as women, children, and victims of human trafficking);

### **4.1.2. Expected outputs and main activities**

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

#### **1. Specific Objective 1**

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

#### **Expected outputs**

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

#### **Indicative Activities**

- 1.1 Peer-to peer activities, bilateral, trilateral and regional cooperation meetings and exchanges of information;

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

## **2. Specific Objective 2**

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

### **Expected Outputs**

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

### **Indicative Activities**

- 2.1 Peer-to-peer activities with EUMS specialised agencies on new investigation method;
- 2.2 Technical assistance, peer-to-peer activities and facilitation of CA – AF – EU MS cooperation activities and information exchange on cross-border crime (e.g. facilitation of meetings, promoting and supporting joint investigation teams, exchange information on confiscations, document fraud);

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

### **3. Specific Objective 3**

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

#### **Expected Outputs**

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

#### **Indicative Activities**

- 3.1 TA facilitating the development of Customs Single Windows, Veterinary and Phyto-sanitary risk analysis systems and introduction of e-administration/digitalisation by converting traditional office paper processes into electronic processes;
- 3.2 TA and ad hoc seminars, supporting the adoption the WTO and WCO standards - accession to the Revised Kyoto Convention, HACCAP standards, FAO/WHO's Codex Alimentarius/'Food Code' requirements and accession to the International Plant Convention;
- 3.3 TA and study torus to facilitate the achieving standards set by the World Organisation of Animal Health - OIE (OIE Terrestrial Code and Aquatic Animal Health Code - Aquatic Code); implementation of the Agreement on Plant Quarantine Cooperation, concluded between the governments of KZ, KG, TJ and UZ governments in 2000 (the participation of women will be encouraged, if possible, a quota of 20% could be established);

- 3.4 Development of training (including distance and e-learning tools) among CA, AF and EU MS Customs, Veterinary and Phyto-sanitary institutions;
- 3.5 Addressing specific ad hoc needs in the area of trade facilitation;
- 3.6 TAIEX and peer-to-peer activities in support of GSP + in CA.
- 3.7 Providing high technology equipment to increase the risk management analysis and to facilitate faster transition of goods; equipment provisions may focus on those border areas with high concentration of cross-border trade flows.

#### **4. Specific Objective 4**

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

#### **Expected Outputs**

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

#### **Indicative Activities**

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

## **4.2 Intervention Logic**

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

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

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

## **4.3 Mainstreaming**

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

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

## **4.4 Contribution to SDGs**

This intervention is relevant for the 2030 Agenda. It contributes primarily to the progressive achievement of SDG 16, which recognises that reducing conflict, crime, violence, discrimination, and ensuring the rule of law, inclusion, and good governance are key elements of people's well-being and essential to securing sustainable development. In addition, the proposed action also contributes also to the progressive



achievement of UN Sustainable Development Goal 5 - gender equality, Goal 8 - Decent Work and Economic Growth Goal 10 - reducing inequalities. Human rights and gender issues, also being a part of the SDGs, will be addressed and embedded in the programme and to an extent, included in the programme activities.

## **5. IMPLEMENTATION**

### **5.1 FINANCING AGREEMENT**

In order to implement this action, financing agreements will be negotiated with the partner countries: Kazakhstan, Kyrgyzstan, Uzbekistan, Tajikistan, Turkmenistan and Afghanistan.

### **5.2 Indicative implementation period**

The indicative operational implementation period of this action, during which the activities described in section 4 will be carried out and the corresponding contracts and agreements implemented, is 78 months from the date of entry into force from the moment three out of six Financing Agreements (3 Countries signed FA) have entered into force.

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

### **5.3 Implementation of the budget support component**

Not applicable.

### **5.4 Implementation modalities**

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>8</sup>.

#### **5.4.1 Grants (*direct management*)**

##### **(a) Purpose of the grant(s)**

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

##### **(b) Type of applicants targeted**

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

---

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

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

(c) Justification of a direct grant

Under the responsibility of the Commission’s authorising officer responsible, the grant may be awarded without a call for proposals to (a) (or a consortium of) EU Member State Agency(ies) and/or international organisations based on letter (f) of article 195(f) of Regulation (EU, Euratom) no 1046/2018: *‘for activities with specific characteristics that require a particular type of body on account of its technical competence, its high degree of specialisation or its administrative power’*. Prior to the direct award of the grant, the Commission will launch a call for expression of interest to EU Member States Agencies and international organisations. International organisations<sup>9</sup> may be also included in a EU MS led-consortium. Under the responsibility of the Commission’s authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because the action requires the specific and unique expertise that the EU Member States and their agencies have in the border management sector.

**5.5 Scope of geographical eligibility for procurement and grants**

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

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

**5.6 Indicative budget**

	<b>Central Asia</b>	<b>Afghanistan</b>	<b>EU contribution in EUR</b>
Grants (direct management) - section 5.4.1	17.400.000	4.000.000	21.400.000
Evaluation (cf. section 5,8)/Audit (cf. section 5.9)	350.000		350.000
<b>Total</b>	<b>17.750.000</b>	<b>4.000.000</b>	<b>21.750.000</b>

Many of the actions described in the fiche require an additional complementarity of provision of modern software, equipment and infrastructure. Nonetheless, limited funding, indicatively amounting up to 20% of the CA budget and 20% of the budget for AF will be allocated to equipment and minor renovation, upon the authorisation of the contracting authority. A precondition for any funding of equipment and infrastructure would be that the beneficiary governments be asked to undertake in writing to take care of all maintenance related issues after programme completion. Nonetheless, BOMCA may support and co-

<sup>9</sup> A EU MS-led consortium does not have a legal entity status in CA countries. For better administrative and financial operational management of the project, it would be beneficial if an international organisation is included in the implementation of the project.

finance a cross-border pilot project (e.g. joint BCP), facilitating cross-border movement of passengers and cargo across CA borders, serving as a showcase model for the region.

Within this context, up to 3.480.000 Euros for CA and up to 800.000 Euros for AF may be allocated for complementary infrastructure/equipment provisions. The exact allocations to be allocated for "hard component" will be assessed during the inception period.

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

### **5.7 Organisational set-up and responsibilities**

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

Regional and national Steering Committees (SC) of the programme will provide policy guidance to ensure the accomplishment of the programme objectives and expected results. Regional and national SCs will analyse planning documents and provide recommendations and orientations if deemed necessary. SCs will convene at least once per year. The internal rules of procedures of the Steering Committees will be defined within the first three months of implementation of the programme. SCs will be chaired by the BOMCA programme manager and composed of representatives of each participating country. EU will be represented by the EUD that will implement the programme. The EU MS implementing partners will take part at SCs while other interested parties may be invited to participate when considered appropriate.

The main regional programme office will be located in Bishkek and will be supported by country offices in KZ, TM, UZ, TJ and AF. The country offices will closely liaise with the national stakeholders and coordinate activities with other donors and implementing partners in each beneficiary country.

**Regional Technical Assistance is planned to involve the Consortium EUMS.**

### **5.8 Performance and Results monitoring and reporting**

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

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

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

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring

reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

## **5.9 Evaluation**

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

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

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

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

Evaluation services may be contracted under a framework contract.

## **5.10 Audit**

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

It is foreseen that audit services may be contracted [under a framework contract].

## **5.11 Communication and visibility**

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Requirements for European Union External Action (or any succeeding document) shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

APPENDIX - Indicative Logframe matrix (for project modality)

	<b>Results chain: Main expected results (maximum 10)</b>	<b>Indicators (at least one indicator per expected result)</b>	<b>Sources of data</b>	<b>Assumptions</b>
<b>Impact (Overall Objective)</b>	To enhance overall security in CA by further support to border management, improvement of drug-smuggling detection capacities, suppression of drug-trafficking and providing assistance to CA governments in facilitation of legitimate flows of people and cargo across borders, thus contributing to security and economic development with open, but well controlled borders.	<p>CA states' + AF ranking at the World Bank Doing Business' sub-index 'Trading Across the Borders'</p> <p>CA states' + AF ranking on the Transparency International Corruption Perception Index</p> <p>CA states + AF compliances to Kyoto Convention and to IBM principles.</p>	<p>1. EU Commission' and EU Parliament reports</p> <p>Countries' reports on the implementation of national sector strategies.</p> <p>2. World Bank Doing Business Index</p> <p>3. Transparency International</p>	
<b>Outcome(s) (Specific Objective(s))</b>	<p>1. Further institutional development of the IBM models in KG and TJ and development of advanced IBM elements, principles and best practices in UZ, KG, TM and AF.</p> <p>2. Increased CA states and AF illegal trafficking detection capacities, improved information and intelligence sharing between border and law enforcement authorities</p>	<p>1 Level of compliance of national policies with international/ European border policies, law enforcement norms and IBM standards. disaggregated by countries;</p> <p>2.Number of new joint protocols adopted on sharing intelligence information between CA countries themselves and with AFG.</p>	<p>Government and institutions reports</p> <p>BOMCA reports, institutions reports International agencies reports (e.g. UNODC, WTO, WCO, etc.)</p>	Necessary political and institutional will at the national and regional level to engage with the EU and the programme.

	<p>3. Further introduction and harmonisation of institutional, technical and normative measures related to the facilitation of legitimate flows of people and cargo across borders;</p> <p>4. Enhanced cooperation between civil society and local communities in border areas in the field of anti-corruption, migration/human rights and gender equality with particular focus on vulnerable groups such as women, children, and victims of THB;</p>	<p>3.1. Number of institutional, technical and normative measures adopted to facilitate legitimate flows of people and cargo across borders disaggregated by countries;</p> <p>3.2 Percentage of movement of persons and cargo across the borders disaggregated by countries</p> <p>4. Status of level of corruption within custom and border agencies</p> <p>4.1 Status of harassment cases specifically within the border areas</p> <p>4.2 % increased of employed people in border area</p> <p>4.3 % decrease of emigrants from border areas</p>	<p>National reports; feedback from state institutions and beneficiaries</p> <p>NGOs reports, Gov. reports, International organisations reports, feedback from local authorities/comm unity leaders</p>	
<p><b>Outputs</b></p>	<p>Expected Result 1 '<b>Institutional Development of Border Control Agencies'</b></p>	<p>1.1 Number of state institutions/ non- state actors supported on security, border management, countering violent extremism, conflict prevention, protection of civilian population and human rights (EU RF Indicator 2.29)</p> <p>1.2 Number of advanced border checks procedures revised in line with international standards supported by BOMCA;</p>	<p>BOMCA reports, International agencies reports</p> <p>Government and beneficiaries reports</p>	<p>CA states maintain continued interest in the implementation of IBM models, principles, elements and best practices ; CA + AFG</p>

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

	<p>Expected Result 3 '<b>Further facilitation of trade</b>'.</p>	<p>agencies with enhanced risk and profiling and investigation capacities on cross-border crime.</p> <p>2.4 Number of professionals with strengthened capacities in detection of illicit goods.</p> <p>2.5 Number of laws/policies adopted with EU standard investigation methods.</p> <p>2.6 Status of human rights approach of CA/AF investigation methods</p> <p>3.1 Status of traffic of goods at the borders of CA and AF;</p> <p>3.2 Increased exports/import flows within CA in comparison to % recorded during 2015-2019.</p> <p>3.3 Status of the trade flow in the areas where new BPCs have been opened.</p> <p>3.4 Number of new Customs Single Windows</p> <p>3.5 Status of developed Veterinary and Phytosanitary risk analysis systems.</p> <p>3.6 Status of legal acts, sub-laws and SOPs revised in line with the HACCAP standards, Codex Alimentarius and the International Plant Convention.</p> <p>3.7 Number of CA institutions' activities performed within the framework of the (CA) Agreement on Plant Quarantine Cooperation</p>	<p>sheets.</p> <p>Enhanced new Law enforcement policies/strategies</p> <p>Custom Agencies feedback/reports; BOMCA reports;</p> <p>Custom Agencies feedback/reports; BOMCA reports;</p> <p>WTO reports</p> <p>GSP + statistics</p>	<p>CA states + AFG remain committed in achieving international standards related to trade facilitation</p>
--	--	---	---	--



	<p>Expected Result 4 <b>'Local border communities living conditions improved.'</b></p>	<p>3.8 Status of distance and e-learning tools among CA, AF and EU MS Customs, Veterinary and Phyto-sanitary institutions</p> <p>3.9 % of GSP + utilisation increased (in those countries benefiting of GSP + at the moment of the starting of the activities).</p> <p>3.10 Improved trade flows in specific pilot areas, as in the Fergana Valley.</p> <p>4.1 Number of persons benefiting from raising awareness activities (disaggregated by sex and country)</p> <p>4.2 Number of joint activities between local communities in border areas.</p> <p>4.3 Status/quality of living conditions near the border areas (% decreased of migrants from border zones; % decrease of unemployment, etc.)</p> <p>4.4 Level of impact of the small size Grants on the local population</p>	<p>BOMCA reports; programme of activities, attendance sheets Partners reports on status of learning tools NGOs reports, feedback from local authorities/community leaders; feedback from CSO associations (women, youth, etc.).</p>	<p>Local authorities, NGOs, women associations, local civil society associations cooperate and coordinate, especially in the border areas.</p>
--	--	--	---	--

# EN



This action is funded by the European Union

## ANNEX III

of the Commission Implementing Decision on the financing of the multiannual action programme in favour of the Central Asia for 2019 and 2020 part 1

### Action Document for the Investment Facility for Central Asia (IFCA) 2019 (MA-part 2) and 2020 (MA-part 1)

#### MULTIANNUAL PROGRAMME

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

<b>1. Title/basic act/ CRIS number</b>	Investment Facility for Central Asia (IFCA) CRIS number: ACA/2019/41930 (MA-part 2) and ACA/2020/41931 (MA-part1) financed under the Development Cooperation Instrument
<b>2. Zone benefiting from the action/location</b>	DCI region Central Asia Region The action shall be carried out at the following location: all countries of Central Asia eligible under the Multiannual Regional Indicative Programme for Asia for the period 2014-2020
<b>3. Programming document</b>	Addendum No 1 to the Multiannual Indicative Programme between the European Union and Central Asia for the period 2014-2020 <sup>1</sup>
<b>4. SDGs</b>	Main SDG Goal: SDG 6: Clean Water and Sanitation SDG 7: Affordable and Clean Energy  Secondary SDG Goal: SDG 8: Decent work and economic growth SDG 13: Climate Action

<sup>1</sup> Decision C(2018)4741 of 20/07/2018

<b>5. Sector of intervention/ thematic area</b>	Regional Sustainable Development	DEV. Aid: YES		
<b>6. Amounts concerned</b>	<p>Total estimated cost: EUR 30 000 000</p> <p>Total amount of EU budget contribution EUR 30 000 000</p> <p>The contribution is for an amount of EUR 15 000 000 from the general budget of the European Union for financial year 2019 and for an amount of EUR 15 000 000 from the general budget of the European Union for 2020, subject to the availability of appropriations for the respective financial years following the adoption of the relevant annual budget or as provided for in the system of provisional twelfths.</p>			
<b>7. Aid modality(ies) and implementation modality(ies)</b>	<p>Project Modality</p> <p>This contribution to the Regional Blending Facility shall be implemented in indirect management by entities indicated in the Appendix I to this action document, in accordance with Regional Blending award procedure.</p>			
<b>8 a) DAC code(s)</b>	14010	Water sector policy and administrative management		
	14050	Waste management / disposal		
	16050	Multi-sector aid for basic social services		
	21010	Transport policy and administrative management		
	23010	Energy Policy and administrative management		
	32130	SME Development		
	41010	Environmental policy and administrative management		
<b>b) Main Delivery Channel</b>	46015	European Bank for Reconstruction and Development		
	42004	European Investment Bank		
		European Development Banks		
	46000	Regional Development Banks		
	10000	Public Sector Institutions		
<b>9. Markers (from CRIS DAC form)</b>	<b>General policy objective</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	X	<input type="checkbox"/>	<input type="checkbox"/>
	Aid to environment	<input type="checkbox"/>	<input type="checkbox"/>	X
	Gender equality and Women's and Girl's Empowerment	<input type="checkbox"/>	X	<input type="checkbox"/>
	Trade Development	X	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	X	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
Biological diversity	X	<input type="checkbox"/>	<input type="checkbox"/>	

	Combat desertification	X	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input type="checkbox"/>	X	<input type="checkbox"/>
	Climate change adaptation	<input type="checkbox"/>	<input type="checkbox"/>	X
<b>10. Global Public Goods and Challenges (GPGC) thematic flagships</b>	N/A			

## SUMMARY

The Investment Facility for Central Asia ('IFCA' or 'the Facility') is a regional blending facility, designed to combine EU grants with other public and private financial resources, such as loans and equity, in order to leverage additional non-grant financing. By reducing, through co-financing, the overall cost of the project and/or its perceived risk, the Facility will encourage beneficiary governments, private sector and/or public institutions to carry out essential investments in sectors that could otherwise be postponed/ not financed at all.

The IFCA has been established in 2010 through the Development and Cooperation Instrument (DCI). It is aligned with the objectives of the 'EU-Central Asia Strategy for a New Partnership' as well as the Regional Indicative Programme (RIP) for Central Asia for the period 2014 – 2020 which has recently undergone a Mid-term Review (MTR)<sup>2</sup>. One of the key changes under the MTR is the creation of earmarked bilateral investment allocations within the RIP, in view of ensuring country ownership and alignment of focal sectors with countries' priorities (RIP and bilateral focal sectors can be covered). These 'country allocations' will remain earmarked until the end of 2019 and complement regional investment funds. The main purpose of these investment funds is to promote additional SDGs-relevant investments in key infrastructure, with a focus on climate action and environmental protection, including energy efficiency, waste and water management. In addition, the investment allocations may help to improve access to finance for small and medium sized enterprises (SMEs) and to promote social sector investments. The Facility is the preferred implementation modality for the earmarked bilateral investment allocations, as well as the non-earmarked regional investment funds. Other modalities, such as stand-alone technical assistance for capacity building, are possible implementation mechanisms as well.

In order to ensure the effectiveness of blending operations in meeting their policy objectives of poverty reduction and sustainable socio-economic development, as well as the efficiency of their management (including a reduction of transaction costs), blending operations funded under the DCI will be managed under the 'DCI blending framework', covering three regional facilities - Asia (AIF), Central Asia (IFCA) and Latin America (LAIF) - as well as thematic financial instruments. The blending framework will be financed through the DCI Regional and Bilateral Multi-Annual indicative programmes and relevant thematic budget lines.

The present Action Document is a continuation of Commission decisions C(2010)2314, C(2011)9224, C(2013)9345, C(2014)9534, C(2015)5877, C(2016)8253, C(2017)8730 and C(2018)7651.

<sup>2</sup> Decision C(2018)4741 of 20/07/2018

## **1 CONTEXT ANALYSIS**

### **1.1 Context Description**

Central Asia is a landlocked region situated between Russia and China which forms a bridge to the Middle East. With a total population of about 69 million (2015 figures), the region covers an area of 3,994,300 km<sup>2</sup>. Its population includes more than 100 different ethnic groups.

Central Asian countries have been undergoing significant political and social change, although at varying pace and with different outcomes, despite their common Soviet heritage. The orderly transition of power from late Uzbek President Karimov to President Mirziyoyev in late 2016 has triggered a period of newly found openness, and unprecedented engagement with the world, as well as constructive regional dialogue on many core issues in Central Asia. The election of President Mirziyoyev is seen as a positive step for the EU and a region as a whole, as Uzbekistan is not only a natural development cooperation partner and a growing trade partner, but is also well positioned geo-strategically with the largest population in Central Asia. In Kazakhstan, which considers itself as a regional leader (e.g. by facilitating international and multilateral initiatives such as World Expo or the Syrian Peace Process talks), the overall political situation is stable. The recent election of a new Kyrgyz leader – President-elect Sooronbay Jeenbekov – was largely peaceful and competitive, despite suffering from ‘significant procedural problems’ (OSCE). By contrast, in Tajikistan and Turkmenistan the human rights situation continues to deteriorate. In Turkmenistan, sharp drop in its gas revenues (4th largest natural gas reserves in the world), paired with protracted currency crisis and arbitrary travel bans puts the country at high risk of economic collapse in 2018.

Economically, the five Central Asian countries continue their transition towards market economies at varying pace, with important socio-economic differences. Their economies are vulnerable to external shocks: GDP growth is largely dependent on hydro-carbon revenues (Kazakhstan and Turkmenistan), and on remittances which represent 30% of the GDP (Tajikistan and Kyrgyzstan) with most migrants living in Russia (and Kazakhstan). The region has been negatively affected in recent years by the by the fall in global commodity prices and economic recession in Russia. As a direct consequence, remittances from migrant labourers are significantly down and all Central Asian currencies have dramatically depreciated against the US dollar, increasing prices for imported goods and creating inflation. However, there is a sense that the worst is over and that Central Asian economies are turning a corner. Oil prices have stabilised, Chinese investment has picked up in the region and the Russian economic crisis seems to have weakened. EU trade with Central Asia has grown and the EU is now the main trading partner of the region, accounting for about a third of its overall external trade. China's Belt and Road Initiative (BRI) also signifies an opportunity for Central Asia to improve and modernise infrastructure and increase inter-regional trade. However, the region risks becoming a mere transit region without the accompanying structural reforms. The potential of the private sector to drive GDP growth, employment generation and poverty alleviation remains largely unexploited as the state-led model has not been fully abandoned. It is difficult to determine the extent of unemployment in the region as data are sparse. What is clear, though, is that jobs are lacking throughout the region, particularly in rural areas.

The region is environmentally at risk and vulnerable to regional tensions over the management of natural resources, notably water and energy, as well as in relation to the management of the nuclear and chemical heritage from the ex-Soviet Union. The region is expected to experience more intense warming than the global average. Climate variability and change in Central Asia will impact key economic sectors, such as agriculture, energy, and water (adding to the on-going tensions), and put at risk the livelihoods of rural populations, which account for 50 to 75 percent of the Central Asian countries' populations, with often high poverty rates.

The EU priorities for development with the Central Asia region are aligned with the "EU-Central Asia Strategy for a New Partnership", the key EU policy reference document. The Strategy was approved in 2007, and has since been reviewed by the Council of Ministers multiple times, with the most recent review having taken place in 2015. Poverty reduction as well as the promotion of sustainable and inclusive growth remain relevant. Countries are under growing pressure to cope with demographic growth and the needs of a surging young population seeking education and income generating activities. The rational use of natural resources is a key factor for socio-economic development and political stability of the region. There is a significant need for capital investment in order to increase energy efficiency and energy savings as well as to develop renewable energy sources since the energy and water infrastructure from the Soviet area is largely outdated and inefficient. The development of private SMEs is crucial for providing economic diversification and increasing living standards. Finally, adequate governance remains a major obstacle to development in the region, especially corruption.

Under the IFCA, EU contributions will be used strategically to mobilise financing from partner financial institutions and other public and/or private investors with the overall objective to enhance the development impact of investment projects and/or to promote SDG relevant investments that without the grant contribution would be difficult to fund due to market failure. Investments can contribute directly and indirectly to better regulatory frameworks, market creation and expansion (in particular for renewable energy), sustainable connectivity, improved water management, enhanced regional integration, and job creation.

IFCA aims to contribute to the implementation of national reforms addressing above mentioned issues and to support related investment needs. In addition, the facility is meant to facilitate access to finance for SMEs and to improve the level of governance in the banking and private (SME) sectors. Particular attention to demonstration effects of investments and to governance and risk aspects is paid by the European Financial Institutions during project identification, formulation and implementation.

## **1.2 Policy Framework (Global, EU)**

IFCA is designed in line with the 2007 EU-Central Asia Strategy for a New Partnership which was re-confirmed by the Council in 2012 and 2015, seeking to ensure stability and security of the Region while promoting poverty reduction and sustainable development. IFCA contributes to implementing the EU-Central Asia Strategy while aiming at reducing the social, economic and political barriers between the EU and the Central Asia, countries, and extending EU policy initiatives to the Central Asia region.

Investment needs in EU partner countries are huge as was concluded in the Addis Ababa Action Agenda on Financing for Development in July 2015. Government and donor funds are

far from sufficient to cover these needs, estimated by the OECD at USD 2.5 trillion p.a. for developing countries. Already the Agenda for Change emphasises the support of inclusive growth and job creation as a key priority of EU external cooperation. Blending and leveraging private investments are also key components in the context of the new Sustainable Development Goals as well as the climate finance objectives agreed upon in the COP 21, the New European Consensus for Development and in the recently adopted European External Investment Plan (EIP). Although the EIP does not yet cover Central Asia, the MTR of the regional indicative programme for this region underlines adherence to its main principle, ie the mobilisation of additional development relevant investments.

In accordance with the Regulation (EU) No 236/2014<sup>3</sup>, the Union should seek the most efficient use of available resources in order to optimise the impact of its external action. That should be achieved through coherence and complementarity between the Union's instruments for external action, as well as the creation of synergies between the Instruments and other policies of the Union. This should further entail mutual reinforcement of the programmes devised under the Instruments, and, where appropriate, the use of financial instruments that have a leverage effect.

IFCA is an instrument included in the EU's Regional Indicative Programme 2014 – 2020 for Central Asia as one of the funding modalities for the implementation of its focal sector ‘Sustainable Regional Development ‘.

### **1.3 Public Policy Analysis of the partner country/region**

See 1.1 Context description

### **1.4 Stakeholder analysis**

The beneficiaries of the Facility will be the Central Asian countries via their central, regional and local administrations or semi-public institutions, and the private sector, in particular local Financial Institutions and SMEs.

In addition, stakeholders include European or multi-national Financial Institutions (FIs) that are eligible to become Lead Financial Institutions for IFCA funded operations.

In accordance with Article 4 e) the Regulation (EU) No 236/2014, financial instruments shall be implemented whenever possible under the lead of the European Investment Bank (EIB), a multilateral European Financial Institution such as the European Bank for Reconstruction and Development (EBRD), or a bilateral European Financial Institution. The EBRD has so far been the main Financial Institution partner under IFCA: around 86% of all IFCA contracts signed by year end 2017 have been signed with this institution.

---

<sup>3</sup> Regulation of the European Parliament and of the Council (EU) No 236/2014 of 11 March 2014 establishing common implementing rules and procedures for the implementation of the Union's instruments for external action

In accordance with the recommendations made under the EU Platform for Blending in External Cooperation (EUBEC), the involvement of non-European FIs as lead financiers should be examined by the Board of the DCI Blending Framework on a case by case basis following a **targeted approach**, based on the **specific added value** as a lead financier brought to a particular project or region. This would include those aspects in which non-European Financial Institutions might contribute to fill the gap left by European Financial Institutions, in particular regarding their :

- a. specific thorough knowledge of local conditions and presence in the region,
- b. specific analytical capacities and specific expertise and know-how, notably on private sector financing and the promotion of financial instruments and /or of innovative financing tools that attract private funding,
- c. specific know-how and experience in relevant sectors,
- d. additional technical and/or financial capacity to substantially leverage further resources.

In accordance with art 2 of the Rules of Procedure of the DCI Blending Framework, non-European finance institutions active in a particular region should be invited to attend relevant technical and Board meetings as observers.

**1.5 Problem analysis/priority areas for support**

See point 1.1. and 1.2. above.

**2 RISKS AND ASSUMPTIONS**

Risks	Risk level (H/M/L)	Mitigating measures
Debt level of beneficiary countries is not sustainable.	M	Close attention is paid to this issue during the project selection process. This is facilitated by detailed information that the applying Financial Institution needs to provide on the application form.
Corruption, an important problem of all countries in the Central Asian region, hinders satisfactory implementation of IFCA.	M	Particular attention to governance and risk aspects is paid by European Financial Institutions during project identification, formulation and implementation. In addition, specific governance issues are covered by the bilateral co-operation programmes with Central Asian countries, in coordination with other donors.
<b>Assumptions</b>		
<ul style="list-style-type: none"> <li>• The Political and security climate at the regional as well as country level in Central Asia will remain sufficiently stable to promote and secure investments.</li> </ul>		



- Partner countries have identified priority investments and are ready to finance them through their own resources as well as through loans.
- The Financial Institutions' pipeline of projects is of sufficient volume and quality to consume the present allocation to the Investment Facility for Central Asia within the period n+1.
- Financial Institutions' capability to provide sufficient loan amounts also depends on the availability/accessibility of financial guarantees/grant resources in countries with a concessionality requirement.
- Partner countries and other local beneficiaries are engaged from an early stage of project identification on, and have full ownership of the project prepared by the eligible European Financial Institutions.

### 3 LESSONS LEARNT AND COMPLEMENTARITY

#### 3.1 Lessons learnt

Since IFCA was created in April 2010, and despite the fact that IFCA eligible European Financial Institutions are not equally represented nor active in all Central Asian countries, IFCA grant contributions worth around EUR 160 million have been contracted to date<sup>4</sup>, generating loans worth nearly four times this amount. All projects benefitting from IFCA resources are still ongoing at the time of the formulation of this Action Document, so that their development impact cannot yet be assessed. However, the selection of new IFCA projects will draw on results and recommendations of a recent Internal Audit Exercise (2017/2018) and Results Oriented Monitoring (2017/2018) once results are finalised as well as implementation experience of the Facility to date.

An overall evaluation on blending<sup>5</sup> was conducted between July 2015 and July 2016 incorporating all regional investment facilities<sup>6</sup> active during the period 2007-2014. The outcome of the evaluation is positive and following recommendations are relevant for further follow-up under IFCA:

- Focus strongly on the additionality of the blending grant
- Expand the number and specialisation of IFI partners
- Sharpen the alignment of the blending projects with national policies
- Expand the use of risk sharing instruments to financial intermediaries selected for their strategy and policies with respect to pro-poor and pro-development risk taking
- Achieve greater development impact through blending projects by placing greater focus on job creation and poverty alleviation.

These findings have been used, with other reports, by the EU Platform for Blending in External Cooperation, set-up in December 2012, to make concrete recommendations for further increasing the effectiveness of aid delivered by the European Union through blending. At the same time, the Court of Auditors published a special report on blending in October 2014. The conclusions were very much in line with the above: blending the regional

<sup>4</sup> As per 31.12.2018, including fees paid under IFCA to lead financial institutions.

<sup>5</sup> Evaluation of Blending, final report, December 2016, ADE

<sup>6</sup> ITF, NIF, LAIF, CIF, IFCA, AIF and IFP

investment facility grants with loans from FIs to support EU external policies was found generally effective, and projects were relevant. The recommendations covered the following aspects: need to improve the documentation on additionality of the grant, ensure the maturity of projects submitted to the facilities' Boards, produce guidelines, ensure a more pro-active role of Delegations, simplify the decision making process, improve the Commission's monitoring of the projects, and ensure appropriate visibility for EU funding.

These recommendations have been dealt with by the EU policy group established under the EU Platform for Blending in External Cooperation. They were consequently incorporated in an improved project application form, as well as in a newly developed blending results measurement framework. These will continue to be improved according to arising needs as well as knowledge obtained from the implementation of blending projects.

In order to ensure a more pro-active role and increase ownership of EU Delegations and beneficiaries, the Central Asia region made use of the MTR to shift bilateral resources to the RIP as earmarked investment allocations. This earmarking of investment resources is expected to encourage Delegations and beneficiaries in taking the lead in discussing investment priorities with financing institutions and in building an investment project pipeline of quality.

### **3.2 Complementarity, synergy and donor coordination**

IFCA provides Central Asian countries with the possibility to fund investments where funding cannot (yet) be obtained on the financial market, or only at much higher costs. The current allocation is funded under the EU's Regional Indicative Programme 2014 – 2020 for Central Asia and focuses on activities that are in line with the priorities of this Regional Indicative Programme and/or in line with investment priorities linked to the National Indicative Programmes of the countries having contributed earmarked investment allocations to the Regional Indicative Programme.

Increasingly, EU Delegations are seeking complementarity between budget support actions and blending operations. Especially in sectors benefitting from a sector reform program, blending operations facilitating priority investments within the focal sector are on the one hand expected to benefit from the policy dialogue linked to budget support, notably where it contributes to an improvement of the investment climate. On the other hand, they can provide additional leverage to this dialogue.

By combining grant funds from the European Commission's budget with financing from European Financial Institutions, the Facility promotes coherence and enhanced coordination between donors, in line with the Paris Declaration principles and in compliance with the Regulation (EU, Euratom) No 1046/2018. Since Financial Institutions' resources reinforce EU resources, IFCA is able to finance larger operations and bring more EU visibility than classical stand-alone projects. In addition, by helping to carry out public investments, the EU will be able to exert greater influence on the beneficiary governments or their public bodies to carry out necessary reforms.

Following the recommendations of the EU Platform for Blending in External Cooperation, the involvement of non-European FIs, including the possibility to act as lead FIs is to be examined by the Board of the relevant blending framework on the basis of their value added to a particular project or region.

## **4 DESCRIPTION OF THE ACTION**

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

This programme is relevant for the implementation of the Agenda 2030 as it seeks to contribute to the Sustainable Development Goals (SDGs) related to clean water and sanitation, affordable clean energy, decent work and economic growth as well as climate action.

In line with the objectives of the relevant Indicative Programmes (Central Asia Regional as well as National Indicative Programmes for the Kyrgyz Republic, Tajikistan and Uzbekistan 2014 – 2020), IFCA's main objective is to contribute to sustainable regional development and economic growth by providing funding for key infrastructures which cannot (yet) be adequately funded on financial markets because they are considered as too risky, and by contributing to SMEs development. The blending mechanism allows mitigating financial risks, and thus, funding of projects that without blending would not be possible, or only possible at a higher price/interest rate, later stage, lower quality etc.. The leverage effect of IFCA is expected to mobilise additional financing several times the amount of the IFCA grant contribution.

IFCA aims to contribute to implementing national and sector reforms as well as valid policies by supporting related investment needs related to sustainable energy, climate change, environment, and SMEs development and social infrastructure, and in line with beneficiary countries' priorities. The Facility thus contributes to sustainable economic growth, and the reduction of unemployment and poverty. Furthermore, IFCA aims to support investments with the potential to mitigate or reduce the negative impact of climate change.

Policy dialogue becomes an increasingly important element of blending projects as well as discussions with IFIs on investment projects. Details on responsibilities and results linked to policy dialogue will be specified at project level.

The expected results of IFCA activities include contributions to:

#### *1. Improved sustainable energy infrastructure, notably:*

- Improved transit connections between Central Asia and partner countries, thus increasing security of energy supply for the Central Asian countries;
- Improved safety, security and climate resilience of energy infrastructure;
- Improved energy efficiency and energy savings;
- Increased production and use of renewable energy (wind, solar energy, etc).

#### *2. Increased protection of the environment and better focus and control of climate changes impacts, notably:*

- Introduction of integrated water management, including necessary related infrastructure;
- Reduction of air, soil and water pollution including monitoring infrastructure when needed;
- Promotion of climate change related investments, i.e. renewable energy, energy saving and cleaner production and other environment friendly techniques;

- Promotion of integrated waste management – to the extent possible in line with the principles of circular economy - (household, municipal and industrial) including necessary related infrastructures.

### *3. Creation and growth of SMEs and improvement of the employment situations:*

- Better access to financing for SMEs (availability of a larger range of financial products than what is currently available) at the different stages of enterprise creation, restructuring, modernisation etc. favouring promotion of cleaner and low carbon production investments;
- Creation of technological poles, enterprise incubators etc.

### *4. Improved sustainable social services and infrastructures, notably:*

- Better access to health care and improved health services installations in urban and rural areas;
- Better education facilities, increased access to education in urban and rural areas;
- Improved vocational training facilities.

### *5. Better transport infrastructure, notably in the area of climate change relevant and ‘green’ investments:*

- Sustainable urban transport
- Better (faster, cheaper and safer, environmental friendly and low carbon) transport infrastructure within beneficiary countries and between them;
- Better interconnection between Central Asian countries;
- Faster and cheaper movement of people and goods within Central Asia.

### **The types of operations to be financed under IFCA are the following:**

- Direct investment grants
- Technical assistance;
- Risk -sharing operations, e.g. guarantees and risk capital
- Interest rate subsidies

## **4.2 Intervention Logic**

To be developed at project level.

## **4.3 Mainstreaming**

European Union principles in terms of connectivity, climate change, environmental sustainability, EU law on Environment Impact Assessment, gender equality, good governance and human rights will be ensured during the project selection process and the normal project monitoring. For gender equality special attention will be given to investments which contribute to greater gender equality in the region. IFCA, as it encourages green investments, is complementary to the 2018 SWITCH Central Asia programme which pursues a similar objective. Notably via risk sharing instruments that could be funded under IFCA, SWITCH beneficiaries may be able to improve their access to funding which will help to scale up their businesses.

#### 4.4 Contribution to SDGs

This intervention is relevant for the 2030 Agenda. It contributes primarily to the progressive achievement of SDG 6 (Clean Water and Sanitation) and SDG 7 (Affordable and Clean Energy) as well as SDG 8 (Decent work and economic growth) and SDG 13 (Climate Action).

### 5 IMPLEMENTATION

#### 5.1 Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with partner countries.

#### 5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section **Error! Reference source not found.** will be carried out and the corresponding contracts and agreements implemented, is 120 months from the date of adoption by the Commission of this Action Document.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute technical amendments in the sense of point (i) of Article 2(3)(c) of Regulation (EU) No 236/2014.

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

#### 5.3 Contribution to the Investment Facility for Central Asia

This contribution may be implemented under indirect management with the entities, called Lead Finance Institutions, and for amounts identified in the appendix of this action document. The Lead Finance Institutions and their projects, are indicatively listed in appendix I and have been selected using the following criteria: (i) alignment with the strategic priorities as agreed with EU partner countries in the context of the programming and MTR process; (ii) compliance with EU policies, sector/thematic policies; (iii) additionality of EU contribution; (iv) potential cooperation on policy dialogue topics and (v) maturity of the project preparation. Moreover in accordance with Article 4e) of the Regulation (EU) No 236/2014, financial instruments shall be implemented whenever possible under the lead of the European Investment Bank (EIB), a multilateral European Financial Institution such as the European Bank for Reconstruction and Development (EBRD), or a bilateral European Financial Institution.

Also in accordance with the recommendations made under the EU Platform for Blending in External Cooperation (EUBEC), the involvement of non-European FIs as lead financiers should be examined by the Board of the DCI Blending Framework on a case by case basis following a **targeted approach**, based on the **specific added value** as a lead financier brought in a particular project or region.

#### 5.4 Scope of geographical eligibility for procurement and grants

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

The Commission's authorising officer responsible may extend the geographical eligibility in accordance with Article 9(2)(b) of Regulation (EU) No 236/2014 on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult

#### 5.5 Indicative budget

Facility	Amount in EUR
RIP contribution to IFCA	30 000 000

In case additional funds originating from a bilateral Multi-Annual Indicative Programme are added to the Investment Facility, these funds will be allocated to projects benefiting the country contributing, and in line with the priorities of the respective bilateral Indicative Programme.

#### 5.6 Organisational set-up and responsibilities

##### *DCI Blending Framework*

The Investment Facility for Central Asia will operate under the governance of the DCI blending framework.

The operational decision-making process will be prepared in a two level structure:

- opinions on projects will be formulated at the Board meetings, held if possible back to back with the respective financing instrument's committee (DCI Committee);
- such opinions will be prepared in dedicated Technical Meetings.

**The Board** is chaired by the European Commission. The EEAS and the EU Member States are members who provide an opinion. FIs<sup>7</sup> participate as observers. The opinion of the Board can be positive, negative or recommend re-submission of project proposals. FIs will be present for the purposes of presenting their proposals and responding to any request for clarifications on proposals submitted. The conclusions – reached according to DCI rules - of the meetings including their justifications will subsequently be communicated to the Finance Institutions in writing.

---

<sup>7</sup> Finance Institutions for the purposes of this document comprise European Financial Institutions participating in IFCA and invited non-European Financial Institutions.

The Board will also be responsible for:

- providing guidance to participating institutions on appropriate future financing proposals (based on strategic priorities defined in the context of the programming process and further discussed in the strategic meetings - see hereunder), monitor and review the pipeline of projects, based on the results of the discussions at the technical level;
- examining project related results (including the annual reports) and monitor the portfolio of approved projects;
- promoting exchanges of best practices;
- drawing upon the specific expertise of the Finance institutions as appropriate and respect the appropriate division of labour;
- examining the involvement of non-European FIs as lead financiers on a case by case basis following a targeted approach, based on the specific added value as a lead financier brought in a particular project or region.

The Board would meet two to four times a year, depending on the needs. To improve efficiency, Board meetings will be held back to back with DCI Committee meetings whenever possible. When duly justified by time constraints, opinion on projects could be requested by written procedure.

**Technical assessment meetings (TAMs)** chaired by the Commission with the participation of EEAS and Finance Institutions will be held to:

- review and discuss the pipeline to ensure coordination at an early stage, including in relation to geographical balance and agreed EU political objectives. Results of the pipeline discussion shall be transmitted to the Boards.
- assess project proposals submitted by a so called Lead Financial Institution based on the appropriate application form. The proposal will also be shared with other Financial Institutions for peer review and possible written comments. In particular, such assessment will include alignment to EU policy objectives, the justification of the added value of the grant contribution, social and environmental aspects, appropriate financial structure and other issues such as debt sustainability.
- facilitate exchanges on best practices across regions, including the possible development of selected blending operations or financial instruments that extend across geographical regions.

Such meetings will be held on a regular basis depending on the needs and will be organised pragmatically bringing together appropriate experts from the FI's, the Commission and the EEAS. If appropriate such meetings may include or be complemented by virtual meetings and/or written exchanges facilitated by the Secretariat. The Lead Financial Institution, on the basis of and depending on the comments made, will then be able to submit a revised proposal for further technical discussions at a later technical meeting or a final revised application form in view of the submission to the Board. In accordance with the recommendations made under the EU Platform for Blending in External Cooperation, non-European Finance Institutions active in a particular region should be invited to attend relevant technical and Board meetings as observers.

**Strategic orientations** will be discussed with beneficiary countries in dedicated strategic meetings when appropriate, under the ownership principle of EU development cooperation. The Commission and the European External Action Service (EEAS) will conduct and co-chair strategic discussions at the appropriate level with Member States, beneficiary countries

and relevant regional organisations. Financial Institutions will participate in the discussions as observers. These strategic discussions will cover regional investment plans and priorities, provide strategic and policy guidance and advice for identification and preparation of the most relevant proposals for blending and for the Board to review the pipeline and approve the most relevant projects for achieving the objectives of the EU-Central Asia Strategy.

**Rules of procedure** for the DCI Blending Framework, adopted in October 2015, provide further details regarding the decision making process as well as the organisation of the strategic meetings.

The Commission will ensure the secretariat of the DCI blending framework. Regarding this role, its tasks may include but are not limited to: providing opinions on individual blending operations, coordinating the internal Commission services and EEAS consultation process; monitoring of implementation at facility level; consolidation of the pipeline on the basis of the information provided by the Financial Institutions; reporting to EU institutions; production of regular up-to-date information and annual reports on the facilities; preparation of exchanges on best practices etc. The Commission will also provide support in the organisation of communication events and the general implementation of the communication strategy (websites and other communication tools), thereby contributing to the visibility of the EU. The Secretariat organises the technical level assessment of proposals and is the central contact point for all stakeholders involved in the blending framework.

## **5.7 Performance and Results monitoring and reporting**

In accordance with Regulation (EU) No 236/2014, financial instruments may be grouped into facilities for implementation and reporting purposes. The Commission will report annually to the European Parliament and the Council on the activities relating to the Investment Facility for Central Asia, including the details laid down in Article 209 of Regulation (EU, Euratom) No 1046/2018. Reporting will also be carried out at an individual operational level by the entrusted entities, in line with the contractual provisions of the bilateral agreement that the Commission will sign with these entities.

The entrusted entities should provide all the relevant information on the execution of the projects in order to enable the Commission to carry out the required follow up of the actions. As per the recommendation of the EU Platform for Blending and External Cooperation (EUBEC), the Commission will monitor the performance of the projects benefiting from IFCA grants based on the minimum set of results indicators listed in Appendix II, which may be adapted from time to time following the EU Platform on Blending in External Cooperation discussions and considering the relevant EU Result Framework, or any further indicator agreed. The reporting shall also enable the Commission to report on the performance indicators defined in the EU Results Framework as well as in the Regional Indicative Programme and – where applicable – the relevant bilateral Multi-annual Indicative Programme.

The day-to-day technical and financial monitoring of the implementation of contracts funded under the Facility will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal,



technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

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

### **5.8 Evaluation**

Having regard to the importance of the action, ex-post evaluations may be carried out for this action or its components via independent consultants contracted by the Commission or through a joint mission.

The Commission shall inform the implementing partner at least 30 days in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

The financing of the evaluation shall be covered by another measure constituting a financing decision.

### **5.9 Audit**

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

The financing of the audit shall be covered by another measure constituting a financing decision.

### **5.10 Communication and visibility**

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

Actions funded under the Investment Facility for Central Asia shall contain communication and visibility measures which shall be based on specific Communication and Visibility Plans elaborated for each action at the start of implementation.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, financing agreements, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plans of the actions and the appropriate contractual obligations.

## **APPENDIX I: INDICATIVE LIST OF LEAD FINANCE INSTITUTIONS**

### **CENTRAL ASIA INVESTMENT FACILITY EU CONTRIBUTION 30 000 000 EUR**

European Investment Bank (EIB)

European Bank for Reconstruction and Development (EBRD)

World Bank Group;

- International Bank for Reconstruction and Development (IBRD)
- International Finance Corporation (IFC)

Agence Française de Développement (AFD)

Kreditanstalt für Wiederaufbau (KfW)

Cassa depositi e prestiti (CDP)

Nederlandse Financierings-Maatschappij voor Ontwikkelingslanden (FMO)

Promotion et Participation pour la Coopération Économique (PROPARCO)

Asian Development Bank (ADB)

**APPENDIX II: STANDARD OUTPUT AND OUTCOME INDICATORS FOR BLENDING PROJECTS**

**ENERGY**

	<b>OUTPUT INDICATORS</b>	<b>UNIT</b>	<b>DEFINITION</b>
1.1	Transmission and distribution lines installed or upgraded	Km	The indicator covers power transmission and distribution lines. It is the measure of the ground distance traversed, in kilometres.
1.2	New connections to affordable, reliable and modern energy	Number of connections	Number of 1) new connections to the grid, 2) inferred new connections and calculation methodology.
1.3	Renewable capacity installed	MW	Renewable capacity installed of a new power plant or refurbishment of an existing plant with the aim of increasing capacity.
1.4	Population benefitting from energy production	Number of households	The number of households which are estimated to benefit from new energy supply from the project.
1.5	Power production	MWh/year	Total net annual average electricity generated by project (as registered by a meter).
1.6	Energy efficiency	GWh/year	Energy savings as a result of project against no project or most likely alternative (e.g. loss reduction in generation, distribution, etc.)
	<b>OUTCOME INDICATORS</b>	<b>UNIT</b>	<b>DEFINITION</b>

1.7	Population benefitting from electricity production	Nr. of households	The number of households which are estimated to benefit from new electricity supply from the project.
1.8	Power production	GWh/year	Total net annual average electricity generated by project, independently of its maximum capacity.
1.9	Power production from renewable sources	GWh/year	Total net annual average electricity generated by project from renewable sources, independently of its maximum capacity.
1.10	Energy efficiencies	GWh/year	Energy savings as a result of project against no project or most likely alternative (e.g. loss reduction in generation, distribution, etc.)

### **TRANSPORT**

	<b>OUTPUT INDICATORS</b>	<b>UNIT</b>	<b>DEFINITION</b>
2.1	Length of new or upgraded roads	km	Total length of the road built or upgraded through the project. This indicator will refer to paved roads and in general cover motorways, highways, main or national roads, secondary or regional roads.
2.2	Length of new or upgraded railways	km	Total length of railroad tracks built or upgraded.
2.3	Length of new or upgraded urban transport lanes.	km	Total length of urban transport lanes including bus lane, tramline or metro tracks built or upgraded.
2.4	Port terminal capacity (passenger, container or cargo)	Million passenger per annum 'mppa' (passenger); million TEU/year (container); million tons/year (cargo)	The indicator is the future capacity of the container terminal(s). In case of a terminal expansion, it includes the total capacity of the terminal(s) (current terminal(s) + expansion). The baseline is the current capacity of the container terminal(s). Depending on the type of terminal (container, passenger or cargo), the units used will be different.
2.5	Airport terminal capacity	Million Passengers per annum – 'mppa' or	The indicator is the increase in passenger terminal capacity of the airport. It is calculated as the difference between the assessed total passenger terminal

		million tons /year (cargo)	capacity of the existing airport prior to the project being implemented and the assessed total passenger terminal capacity of the airport after the project has been implemented.
OUTCOME INDICATORS		UNIT	DEFINITION
2.6	Users of new or upgraded roads	Average Annual Daily Traffic ‘AADT’	Average Annual Daily Traffic. All vehicle will be counted, including those of traffic that existed before upgrading, diverted traffic, traffic generated as a result of road improvement, as well as growth in each of these categories.
2.7	Rail use	Million Passengers /year or tons /year (cargo)	Total of passengers or freight using rail service.
2.8	Urban transport users	Million passenger per annum	Total urban transport passengers indicating those shifted from other transport modes as a result of the project.
2.9	Ports: Terminal(s) user traffic (passenger, container or cargo)	Million passenger per annum ‘mppa’ (passenger); million TEU/year (container); million tons/year (cargo)	Total of passengers, containers or cargo using port services. Depending on the type of terminal (container, passenger or cargo), the units used will be different.
2.10	Airport use	Million Passengers per annum – ‘mppa’ or million tons /year (cargo)	Passenger or freight traffic handled at the airport.

**ENVIRONMENT (WATER AND SANITATION)**

	OUTPUT INDICATORS	UNIT	DEFINITION
3.1	Length of new or rehabilitated water supply pipes	Km	Length of water mains and distribution pipes installed/ upgraded. All sizes of pipes intended to transport water for urban water use expressed in their aggregate length in the network, irrespective of pipe diameter, comprising mains as well as reticulation pipes.
3.2	Length of new or rehabilitated sewer pipes installed	Km	Length of collectors and sewers installed or upgraded. All sizes of sewer pipes expressed in their aggregate length in the network, irrespective of pipe diameter, comprising mains as well as reticulation pipes.
3.3	New connections to water supply	Nr	Number of new connections to the water network. Only new connections resulting from a project are counted; those already connected to the network and

			receiving improved services through a project are not counted.
3.4	Water treatment capacity	M3/day	Maximum amount of water that the new or improved treatment plant can process. This indicator reflects the total new or additional capacity of treatment plant independently of its production during operation.
3.5	Wastewater treatment capacity	M3/day	Maximum amount of waste water that the new or improved treatment plant can process. This indicator reflects the total new or additional capacity of treatment plant independently of its production during operation.
OUTCOME INDICATORS		UNIT	DEFINITION
3.6	Population benefitting from safe drinking water	Nr of households	Urban or rural population using a safe drinking water supply, as defined by international standards.
3.7	Population benefitting from improved sanitation services	Nr of households	Urban or rural population with access to improved sanitation services, as defined by international standards.
3.8	Potable Water Produced	M3/day	Amount of potable water produced, independently of the maximum capacity of the network.
3.9	Wastewater Treated	Population equivalent 'p.e.'	Amount of wastewater treated, independently of the maximum capacity of the treatment plant.

### **PRIVATE SECTOR DEVELOPMENT**

	OUTPUT INDICATORS	UNIT	DEFINITION
4.1	<i>For direct operations:</i> Access to finance: number of units served among relevant target group	Nr.	Number of outstanding loans/ at the end of their fiscal year and annual number of new loans/investments disbursed/made during the year.
4.2	<i>For direct operations:</i> Access to finance: Amount of outstanding loans to relevant target group	Currency	Amount of outstanding loans/investments at the end of their fiscal year and annual volume of new loans/investments disbursed/made during the year.
4.3	<i>For indirect operations:</i> New financing made available to financial intermediaries (e.g. banks, microfinance institutions, funds)	Currency	Volume of credit lines/guarantees / capital investment extended to financial intermediaries for on lending to target groups (target groups being understood as Microfinance/MSME/Agribusiness/Energy Efficiency/Renewable Energy/Student Loans/Housing Finance/Retail Finance/Total Portfolio/Other to be specified in each instance).

	<b>OUTCOME INDICATORS</b>	<b>UNIT</b>	<b>DEFINITION</b>
4.4	<i>For indirect operations:</i> Access to finance: number of units served among relevant target group	Nr.	Number of outstanding loans/investments in the portfolio of relevant financial intermediaries at the end of their fiscal year and annual number of new loans/investments disbursed/made during the year.
4.5	<i>For indirect operations:</i> Access to finance: Amount of Outstanding Loans and other sources of financing to relevant target group	Currency	Amount of outstanding loans/investments in the portfolio of relevant financial intermediaries at the end of their fiscal year and annual volume of new loans/investments disbursed/made during the year.
4.6	<i>For direct operations:</i> Number of MSMEs reporting increased turnover (as a result of direct support received from the FIs)	Nr.	Number of MSMEs receiving direct assistance from FI that have increased the volume of their turnover.
4.7	<i>For both direct and, where feasible, indirect operations:</i> Number of jobs sustained (resulting from the project)	FTE	Number of full-time equivalent employees at the end of the reporting period. Includes full-time equivalent worked by seasonal, contractual and part time employees. Part-time jobs are converted to full-time equivalent jobs on a prorata basis.

**SOCIAL (SOCIAL HOUSING, HEALTH AND EDUCATION)**

	<b>OUTPUT INDICATORS</b>	<b>UNIT</b>	<b>DEFINITION</b>
5.1	New and/or refurbished habitable floor area	Square meter	Square meters of new and/or refurbished social housing.
5.2	New and/or refurbished health facilities	Nr.	Number of new and/or refurbished health facilities of any type (hospitals, clinics, health centres etc.).
5.3	New and/or refurbished educational facility	Nr.	Number of new and/or refurbished educational facility of any type (schools, universities etc.).
	<b>OUTCOME INDICATORS</b>	<b>UNIT</b>	<b>DEFINITION</b>
5.4	Population benefitting from improved housing conditions	Nr. of households	Number of households benefitting from improved housing conditions.
5.5	Bed occupancy rate	%	Percentage of beds occupied at the hospital.
5.6	Inpatients	Nr. per year	Number of patients per year that are admitted and stay at least one night at the hospital.
5.7	Outpatient Consultations	Nr. per year	Number of patients per year that are diagnosed or treated at but do not stay overnight at the hospital from the project.



5.8	Students benefitting from new and/or refurbished educational facility	Nr. per year	Students per year benefitting from new and/or refurbished educational facility by gender and age group.
5.9	Students enrolled	Nr. per year	Total aggregate of pre-primary, primary, secondary, tertiary, further, vocational as required by gender.

**AGRICULTURE, FOOD AND NUTRITION SECURITY**

	<b>OUTPUT INDICATORS</b>	<b>UNIT</b>	<b>DEFINITION</b>
6.1	Agricultural production	Tons per yr	For the main productions impacted by the project, measured yearly
6.2	Area under cultivation	Ha per yr	For the main productions impacted by the project, measured yearly
6.3	Due diligence report of projects that affect land and property rights	Yes/No	Based on the guidelines developed by the Agence Française de Développement (AFD) and in line with the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT)
	<b>OUTCOME INDICATORS</b>	<b>UNIT</b>	<b>DEFINITION</b>
6.4	Additional added value created	Euro (constant value) per yr	For the main productions impacted by the project, measured yearly
6.5	Added value going to farmers	Euro (constant value) per yr	For the main productions impacted by the project, measured yearly
6.6	Net employment creation (gender differentiated)	Nr. per yr	Informal and formal jobs, measured yearly
6.7	Minimum Dietary Diversity Score	Score	Minimum number of food groups consumed by an individual over a reference period. Ref.: FAO Manual Minimum Dietary Diversity in Women (in preparation).

**CROSS SECTOR INDICATORS**

	INDICATORS	UNIT	DEFINITION
7.1	Total number of beneficiaries	#	Estimated number of people with improved access to services (financial services, social and economic infrastructure, etc.)
7.2	Number of beneficiaries living below the poverty line	# (and/or %)	Sub-group of total beneficiaries above (if applicable). Reference point used, e.g. national or international definitions of poverty, should be made transparent)
7.3	Relative (net) Greenhouse gas emissions impact <sup>8</sup>	CO <sub>2</sub> ktons eq / year	Average amount of GHG emissions induced, avoided, reduced or sequestered per year by the project during its lifetime or for a typical year of operation: net balance between gross emissions and emissions that would occur in a baseline scenario.
7.4	Direct employment: Construction phase	# (FTE)	Number of full-time equivalent construction workers employed for the construction of the company or project's hard assets during the reporting period.
7.5	Direct employment: Operations and maintenance	# (FTE)	Number of full-time equivalent employees as per local definition working for the client company or project at the end of the reporting period.

---

<sup>8</sup> Enter baseline according to point (2), expected value with the project according to gross emissions calculation in point (3) and expected result according to net emissions impact calculation in point (4). Indicate in the comments box the project impact category as outlined in point (1). The indicator should be assessed for a 'typical year of operation': there is no need to 'indicate the year'.