

OSCE Newsletter

Border Security and Management

National Focal Point Network

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I am happy to introduce the second OSCE Border Security and Management Network Newsletter.

The year 2007 has been a busy one for the OSCE regarding border security and management. We have seen a significant increase in the organisation's activities. Presently the organisation is engaged in assisting 14 of the organisation's 56 participating States to enhance border security and management.

Central Asia is looming large as a priority area. 2007 has been another record year for opium production in Afghanistan at 8,200 metric tons. Much of this is moving north through Central Asia and poses a direct threat to stability in the region.

The challenge is to assist participating States in developing the infrastructure, obtaining the equipment and developing the necessary strategies and methodologies to address this threat. In another article in this newsletter



Henry Bolton,
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UNODC talks about intelligence, information exchange and cross border cooperation. The OSCE is working very closely with UNODC on these key capacities in the fight against narcotics trafficking and transnational organised crime. Other international partners with whom we are working closely in Central Asia are the EU BOMCA Programme, ICMPD and a number of bi-lateral programmes. Only by working together can we be fully effective. In 2008 we also look forward to close cooperation with the Collective Security Treaty Organisation at the working level.

The NFP Network is one method of bringing our participating States closer together in the field of border management and I look forward to meeting those National Focal Points who will be able to attend our NFP meeting in Vienna on 21 November.

As Head of the OSCE Borders Team let me invite you to address any enquiries, requests or ideas that you may have regarding the OSCE role in border security and management, to us in Vienna at bordersnfp@osce.org ■

UNODC's Central Asia Office Promotes an Active Border Security Strategy

UNODC maintains a regional office for Central Asia (ROCA) in Tashkent, responsible for the UNODC's drug, crime control, and terrorism prevention activities in the region. By international treaty mandate, the UNODC is the lead organization in regard to providing technical assistance to UN Member States in combatting drug trafficking and organized crime, including cross-border crime. As such, the regional office promotes regional cooperation as well as specific national border security assistance in Central Asia. A major focus is the borders with Afghanistan in regard to trafficking in opiates. A secondary focus is related to the Central Asian borders with China in regard both to opiates trafficking through Central Asian states into China and the possibilities of trafficking in precursors from China, a major producer of acetic anhydride (AA), the critical chemical for the production of heroin, to Afghanistan. The ROCA office, with full support from UNODC's headquarters has formulated a three-pronged approach to border security in Central Asia: 1) Increasing intelligence collection and analysis capacity; 2) establishing border liaison offices to promote cross-border cooperation; and 3) establishing mobile interdiction teams which will act on intelligence information to target cross-border and internal traffickers.

The background to the development of this strategy is obvious.

UNODC's goal is to strengthen security along Central Asia's borders with Afghanistan through increasing narcotic interdiction efforts in the region, while at the same time minimizing the impact on legitimate cross-border trade that is so vitally needed to improve living standards.

Combating illicit drug trafficking requires well-organized systems of information collection, processing and analysis, as well as the dissemination of the final information product to agencies involved at national and regional levels. Unfortunately, major deficiencies in intelligence collection and sharing continue to hamper effective policing of Central Asia's borders with Afghanistan including: a lack of understanding of the value of information in assisting effective law enforcement; a lack of planned, structured, systematic information gathering procedures within national law enforcement agencies, a lack of analytical capacity and skills; and a lack of inter-agency cooperation and consequent sharing of law enforcement related information. UNODC's strategy is to enhance the ability – and willingness – of Central Asian law enforcement agencies to collect, analyze and act upon criminal intelligence through the installation of analytical database systems and training on the use of those systems for both analysts and the operational officers who will act on the final intelligence.

The lack of intelligence capacity, poorly trained and ill-equipped police and border personnel hamper effective interdiction along Central Asia's borders with Afghanistan. The establishment of dedicated law enforcement groups, equipped with an adequate enforcement mandate,

resources, and the capacity to move quickly along the rugged border, will be a prerequisite to effectively turning intelligence into successful interdictions. Finally, it is vital to encourage greater cross-border cooperation between law enforcement officers. UNODC will do this through the

promotion of the establishment of multi-agency border liaison offices at selected, high-traffic border crossings, based upon the successful model already implemented by UNODC in Southeast Asia and China. UNODC and OSCE work in close co-operation on all these issues.■

Al-Qaida / Taliban

The United Nations Security Council Sanctions Committee on Al-Qaida/Taliban (also known as the 1267 Committee) was established on 15 October 1999 under UN resolution 1267. There are three sanctions measures namely, an assets freeze, a travel ban and an arms embargo, under the purview of this Committee. These measures have no expiry date and were adopted under Chapter VII of the UN Charter. This means that it is mandatory for all UN Member States to implement them. All 3 measures are preventive in nature and are not reliant on criminal standards set out under national laws.

The sanctions measures apply **specifically** to a list of individuals and entities on the "Consolidated List" which is updated and maintained by the 1267 Committee. The latest version of the List can be found at: <http://www.un.org/sc/committees/1267/consolist.shtml>. The Consolidated List is the primary tool of the 1267 Committee for the effective implementation of the Al-Qaida/Taliban sanctions regime. Currently, there are about **500 names** on the List which is frequently updated.

The provisions of the Al-Qaida/Taliban travel ban measure mandates UN Member States to "*prevent the entry into or the transit through their territories of Al-Qaida, Usama bin Laden and the Taliban and other individuals, groups, undertakings and entities associated with them*", as referred to in the Consolidated List. The travel ban applies to all the individuals on the Consolidated List wherever they may be located. The responsibility to implement the travel ban lies with the States of entry and/or transit.

There are three possible exemptions to the Al-Qaida/Taliban travel ban measure:

- i. "provided that nothing in this paragraph shall oblige any State to deny entry into or require the departure from its territories of its own nationals";
- ii. "and this paragraph shall not apply where entry or transit is necessary for the fulfillment of a judicial process";
- iii. "or the Committee determines on a case by case basis only that entry or transit is justified". [This third type of exemption allows the listed individuals to apply for travel exemptions for all types of travel needs such as necessary medical treatment abroad, religious obligations etc. However, the Committee must agree before the travel is undertaken.]

The 1267 Committee is assisted by the UN Secretariat, which provides substantive support and secretariat services. The Committee can be contacted by email at: SC-1267-Committee@un.org. Many useful documents can be found on the Committee's website at: <http://www.un.org/sc/committees/1267/index.shtml>. The Committee is also supported by a Monitoring Team, composed of experts on counter-terrorism, financing of terrorism, arms embargoes, travel bans and related legal issues. The Team is available to help with queries and can be contacted by email at: 1267mt@un.org.

In addition, as a result of cooperation between the Committee and Interpol, a new tool called the UN Security Council - Interpol Special Notices was launched in December 2005. These Special Notices can be found at: <http://www.interpol.int/Public/NoticesUN/Default.asp> and are intended to assist in identifying the individuals on the Consolidated List.■

FRONTEX in a nutshell

Border management has undergone an evolution starting from nationally focused systems to operational cooperation at the external borders. National border security systems are being nowadays complemented by a unified set of tools to manage potential risks at the external borders. FRONTEX was created specifically to integrate national border security systems of Member States against all kind of threats that could arise on or through the external border of the EU.

At the heart of all activities of the agency is **Risk analysis**. FRONTEX assesses threats, looking at vulnerabilities, and weighing consequences. Thus the agency has to balance and prioritize the resources against risks so that it can ensure the right amount of protection for Member States without under-protecting, but also without overprotecting.

Frontex provides for **Coordination of operational cooperation between Member States in the field of management of external borders**. Strengthening border security by ensuring the coordination of Member States' actions in the implementation of Community measures is the main goal. To fulfil this task FRONTEX is seeking to introduce solutions that allow better allocation of Member States' resources. In 2007 FRONTEX has organised almost

30 joint operations and pilot projects at air, land and maritime borders.

THE next issue for Frontex is **Assistance to Member States in the training of national border guards, including the establishment of common training standards**. The Common Core Curriculum developed by FRONTEX will form the basis of this system. This new European Curriculum will be the first common curriculum including common skills and competencies for basic training of border guards across Europe. Apart from basics, FRONTEX also develops specialised training tools supporting operational activities such as for helicopter pilots, on falsified documents or for dog handlers.

Following up the development of research relevant for the control and surveillance of external borders is the subsequent task of the Agency. By doing that FRONTEX strengthens border control capabilities of the Member States through informing them of modern technologies and products available, as well as ensuring that specific interests of border guard authorities are properly taken into account in security research.

Assistance to Member States in circumstances requiring increased technical and operational assistance at external borders. In order to support Member States in exceptional and urgent situations pre-

positioned and pre-structured rapid intervention packages were created, in particular Rapid Border Intervention Teams. These units are composed of national Border Guards having the right to act on the territory of other Member States.

Providing Member States with the necessary support in organizing joint return operations is the last but not the least challenge for FRONTEX. The role of the Agency in joint returns is rather limited and concentrated on assistance to Member States. Besides, FRONTEX, together with

national experts, is identifying best practices on the acquisition of travel documents and the removal of illegal third country nationals.

The agency is still at the initial stage of its development. In the Work Programme for 2007 FRONTEX focuses on further development in terms of operational capabilities, analytical capacity and strengthening of the management capacity. The year 2008 will bring new challenges after the evaluation of the agency that is being undertaken by the European Commission.■

ICMPD's activities in the field of border management

As an inter-governmental organisation with 11 European Member States, the International Centre for Migration Policy Development (ICMPD) aims at exploring and clarifying the complex realities of the migration phenomenon, particularly within Europe and other countries and regions of relevance to Europe. Already since its creation in 1993, border management issues were part of ICMPD's work programme. At present, the border management team consists of some seven staff members and a number of associated experts.

In 2003, ICMPD co-operated with the EuropeAid Co-operation office in the development of the Guidelines for Integrated Border Management (IBM). This IBM concept includes all agencies relevant for border management, and their co-operation. The aim: to improve border security while at the same time fostering legitimate cross-border traffic, including the promotion of trade facilitation. Since its development, the IBM concept has been the basis for EC projects in all parts of the world. Together with a range of national and international partners, ICMPD has been supporting several countries in the introduction of the IBM concept in their national systems and on a regional level, such as in the Western Balkans and in Central Asia.

Within the framework of a joint Austrian – ICMPD twinning project implemented in 2004-2005, Croatia became one of the first countries to develop a comprehensive national IBM strategy and action plan. In the framework of the CARDS project "Support to and co-ordination of IBM Strategies in the Western Balkans", ICMPD, in a consortium lead by of the French Ministry of Interior, together with the OSCE, supported the development of national IBM strategies in all West Balkan countries, and updated the "Guidelines for Integrated Border Management in the Western Balkans"

which now have the status of a European Commission staff working paper. Under the leadership of Hungary, ICMPD is continuing its work in the Western Balkans by improving the information exchange on illegal migration between border agencies in the region.

Furthermore, as sub-contractor to UNDP, ICMPD has since 2005 been involved in the EC's border management programme in Central Asia (BOMCA). In its current phase, the focus lies on the training of border staff and raising the awareness on integrated border management among staff of relevant agencies in all five Central Asian Republics. This is being achieved through a variety of activities, *inter alia*, through developing an IBM training curriculum, organizing national and regional training of trainers from the five Central Asian republics and study visits to EU Member States for directors of border guard and customs training centers.

In addition to IBM, ICMPD has also been developing extensive expertise in the implementation of document security projects, among others in Russia and the Ukraine. In the latter country, ICMPD works since January 2007 together with a number of EU member states and DCAF as associate partner, on a project on forged and falsified documents. This project focuses on the cooperation of all agencies in Ukraine dealing with forged and falsified documents, as well as on training of staff involved in the fight against forgery and falsification of travel documents.

As we do not only want to preach interagency co-operation, without implementing it in practice, we ensure that we work during the implementation of projects with renowned international experts, EU Member States and international agencies such as EAR, ICITAP, OSCE, UNHCR, UNODC, IOM, FRONTEX, EUROPOL, DCAF and PAMECA.

More detailed information can be obtained from Mr. Guy Schmit (guy.schmit@icmpd.org), Programme Manager in charge of border management at ICMPD or from www.icmpd.org.■

The European Commission's BOMCA assistance programme in Central Asia

I. Introduction

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

for travel and trade. Due to the slow demarcation of borders, lack of resources, and new migration flows, border guards and other authorities working on borders face continued challenges in managing Central Asian borders.

To address these needs, the European Commission launched the Border Management Assistance programme in Central Asia (BOMCA) in 2002.

BOMCA is an integrated, multi-faceted intervention with a developmental and institution building approach. BOMCA aims at increasing licit trade and transit across borders whilst fostering security and stability in Central Asia.

BOMCA is implemented in close co-ordination with other EC assistance programmes, namely CADAP (Central Asia Drug Action Programme) and TRACECA (Transport Corridor Europe-Caucasus-Asia).

For the implementation period 2003-2007, the European Commission has allocated 13.7 million euros for programme activities. Another 12 million euros will be spent in 2008-2010. Since 2004, BOMCA is implemented by UNDP, which has contributed additional 1.2 million euros to the programme's overall budget.

II. BOMCA activities

BOMCA activities focus on the following areas:

1. Integrated Border Management

The BOMCA Programme seeks to promote an Integrated Border Management (IBM) approach. IBM is built around three pillars: improved *intra-service co-operation* to link border crossing points with central immigration & customs databases and mobile patrol units with command & control centres; increased *inter-agency co-ordination* to ensure intelligence sharing for law enforcement and the phasing out of duplicative controls that slow down the movement of persons and goods; enhanced *international co-operation* is important to adequately deal with trans-national security threats and establish trade corridors vital to the economic development of especially landlocked countries.

2. Capacity Building

Capacity building and the transfer of European know-how and experience are central to BOMCA. Training Centres for Border Guard Services have been renovated or are under construction in all five Central Asian countries. Satellite training classrooms have been established along the Tajik-Afghan border and in the Kyrgyz part of the Ferghana valley to allow immediate retraining of existing officers. Training modules include border control, visa management and identification of forged documents, profiling and search techniques, human rights and asylum rights.

With support and expertise from the Austrian Government, BOMCA is working with Dog Training Centres in Almaty and Tashkent to deliver new dogs and three-month training courses for dogs and dog handlers from all five Central Asian countries. In parallel, dog units have been established at Khorog on the Tajik side of the Tajik-Afghan border, at Osh in the Kyrgyz part of the Ferghana Valley, and in Ashgabad, Turkmenistan.

The Hungarian Border Guard Service is taking the lead role in helping Kyrgyzstan reform its border guard service, providing strategic planning in the transition from a conscript to a professional force and the introduction of Integrated Border Management methodologies.

3. Interventions on border crossing points: a «Corridor Approach»

After a programme review in 2006, the European Commission decided to focus work on specific border crossing points along "corridors".

Two corridors have been identified, corresponding to national priorities and work already undertaken by the Programme:

- **Western Central Asia Corridor:** From Ashkhabad (Turkmenistan) via two border crossing points on the Turkmen-Uzbek and Uzbek-Kazakhstani borders to Atyrau (Kazakhstan) and the port in Aktau (Kazakhstan), respectively;
- **Ferghana Valley Corridor:** From Tashkent (Uzbekistan) via three Border crossing points on the Uzbek-Tajik, Tajik-Uzbek and Uzbek-Kyrgyz borders to Osh (Kyrgyzstan) and China eventually.

III. Co-ordination with OSCE

Co-operation with OSCE in the framework of BOMCA focussed mainly on two areas:

- Training of dogs and dog handlers: the OSCE financed the participation of five trainees from Afghanistan in a three-month training in Tashkent.
- Support in the preparation of OSCE's future activities in the area of border management in Central Asia.

The European Commission very much welcomes OSCE's intensified efforts to become more active in the area of border management assistance to Central Asian countries. The needs of the countries in the region are huge and cannot be tackled by one or two major donor organisations alone.■

Ohrid Border Process Expert Meeting - Belgrade

The four Partner Organisations (European Commission, NATO, the Stability Pact and OSCE) organised, within the Ohrid Border Process framework, a regional workshop on "Harmonisation of Integrated Border Management Strategies and National Action Plans in South Eastern Europe". This event was held in Belgrade, Serbia on 16 and 17 October 2007.

This regional workshop brought together personnel from national IBM strategy coordination offices, national border police forces, national customs services, national legal experts working on legal reforms, national level anti-organised crime units and representatives from international organisations.

The workshop aimed at assisting officials from national agencies in SEE countries, in identifying opportunities and means by which their national IBM strategies and Action

Plans may be more closely harmonised. Representatives from international organisations, including the four Partner Organisations (European Commission, NATO, the Stability Pact and OSCE), provided comments and advice.

In particular, the regional workshop provided presentations of the current status of implementation of the national IBM strategies and action plans in SEE countries. It explained how IBM strategies and national action plans could be harmonized as well as to survey those bilateral and multilateral agreements and commitments on cross-border co-operation that exist between SEE countries and identified areas where capacities in cross border co-operation could be enhanced.

All participants present at this regional workshop agreed that there is a need to establish a base line of common concepts and principles relating to national border security and management. All personnel who are involved in cross border co-operation activities should have the same understanding and awareness of these concepts and principles. The regional workshop/event promoted this common understanding.

A follow-up regional workshop is planned for 2008.■