

# ANNUAL REPORT

DECEMBER 2008 - DECEMBER 2009



## EUROPEAN UNION BORDER ASSISTANCE MISSION TO MOLDOVA AND UKRAINE



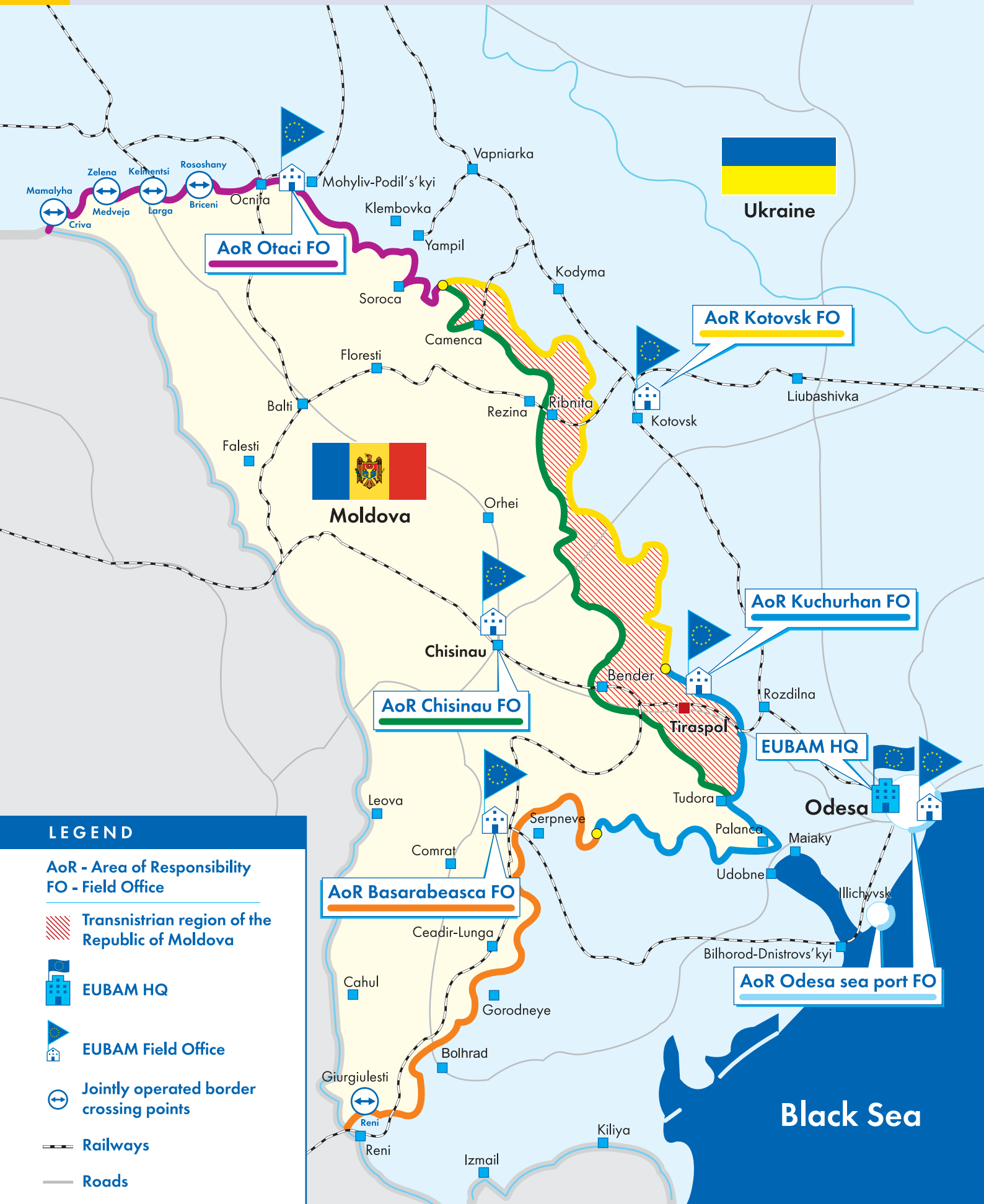
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# EUBAM'S AREA OF OPERATIONS



## LEGEND

- AoR - Area of Responsibility**
- FO - Field Office**
- Transnistrian region of the Republic of Moldova
- EUBAM HQ
- EUBAM Field Office
- Jointly operated border crossing points
- Railways
- Roads

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## 1. FOREWORD



It is with great pleasure that I present the annual report for 2008-9 of the European Union Border Assistance Mission to Moldova and Ukraine. The report covers our achievements, together with our partners, between 1 December 2008 and 30 November 2009. So naturally there's a lot to be said.

Within the guiding framework of the European Neighbourhood

Policy, our goals remained unchanged. In line with our mandate, our focus was on helping our partners continue their good efforts in ensuring security by bringing about effective border management. We placed a greater emphasis on capacity development, and sustainability rightly remained a key priority.

I am delighted to report that our partners, with support from the Mission, have continued to improve the facilitation of the free movement of people and legitimate trade, without compromising security. They made clear strides in adopting EU standards and best practices.

Throughout Phase 6, three of the major Targeted Monitoring Actions (TMAs) focused on border controls along the 'green' and 'blue' border, border controls at border crossing points (BCPs) and control processes along the internal boundary in the Republic of Moldova. The review of the Needs Assessment and Recommendations Report (NARR) was another key element in achieving our aims.

Shared aims and practical approaches between EUBAM and our partners allowed for further short, medium and long term planning. Indeed, on July 15 2009 the European Commission's (EC) External Relations Directorate General (DG RELEX) responded positively to the request of the Governments of the Republic of Moldova and Ukraine to prolong the Mission for another two years, until 30 November 2011.

Now in our fifth year of working together, the partnership with our Ukrainian and Moldovan friends is stronger than ever. It is one of the main reasons for our success. It has been, and will continue to be, firmly rooted in mutual respect, equality and trust.

Together we have helped cut cross border crime through our Joint Border Control Operations. We have increased information exchange and shared analytical and investigatory work as well as joint public communication.

The Mission continued to provide technical contributions to support the peaceful resolution of the Transnistrian ('TN') conflict, through monitoring the implementation of the Joint Customs regime, confidence building measures and other technical initiatives.

We also stepped up cooperation with our international partners, including FRONTEX, law enforcement agencies in the EU, the OSCE, the World Customs Organisation and EUROPOL and of course continued to work closely with the key European Institutions and the EU Special Representative for the Republic of Moldova.

Yet in the midst of these achievements, we were all saddened to see our Head of Mission, Dr Ferenc Banfi, depart for pastures new. Dr Banfi deserves particular credit for making EUBAM what it is today; for achieving results and for building solid and multifaceted partnerships in Moldova, Ukraine, the EU and internationally.

But of course, our Mission is a team effort, and I wish to express my sincere gratitude to colleagues from all countries for their hard work, tenacity, professionalism and commitment.

So I look forward with optimism to building on the successes of Phase 6 and with our partners, to further realizing our Mission's core values of transparency, neutrality, reliability, results and of course, service.

**Udo Burkholder**  
Acting Head of Mission

## 2. VIEWS OF EUBAM PARTNERS

### Border Guard Service of the Republic of Moldova



Border Guard Service of the Republic of Moldova

In 2009 the Border Guard Service of the Republic of Moldova, with its national and international partners, continued its determined activity in assuring state border security for the Republic of Moldova.

We enhanced our efforts to improve border management in accordance with European Union standards and to establish a unified information system, including a modern telecommunications network, communications systems and information technology.

Great attention was paid to developing the risk analysis system. Personnel training and retraining improved, the professionalism of border guard staff was upgraded, and a methodology for assessing activities conducted by the service was developed.

At the operational level, quality standards for border control were implemented in order to enhance cultural awareness, while conducting legal procedures at border crossing points across the state border. Newly established subdivisions in charge of state border surveillance have started their work.

The Border Guard Service of the Republic of Moldova has cooperated with EUBAM for four years. From December 1 2009 the mandate of EUBAM was prolonged for two years. We look forward with optimism to the continuation of our cooperation.

In 2010, with the support of our partners and taking into account EUBAM's recommendations, the main efforts of the Border Guard Service will focus on the following priorities:

- gradual, national implementation of the State Border Integrated Management model, as well as establishing an effective monitoring and evaluation mechanism at all levels;
- optimising the activities of the Border Guard Service by amending the legal, normative and institutional framework, in order to change and provide full capacity for countering border related crime. This will be done inclusively with the launch of negotiations on the Association Agreement with the European Union, specifically regarding areas on 'State Border Management,' including implementation of the necessary activities for assuring efficient border management by the process of professionalisation and adequate training;
- developing common standards in border guard training in compliance with the common core curriculum for border guard training, which was approved in April 2008 by FRONTEX;
- developing the infrastructure of the state border; and
- developing the concept of joint operations, taking into account the experience already gained.

**Brigadier General Alexei Roibu**  
**Director General of the Border Guard Service of the Republic of Moldova**



## Customs Service of the Republic of Moldova



The efforts of the Customs Service were consolidated in order to implement the priority objectives of the State Customs Policy. By adjusting the customs procedures to those of European standards, 2009 was marked by increasing cooperation with EUBAM and the Customs authorities of the neighbouring countries. The emphasis was on information exchange, to prevent and combat customs fraud. The progress made in the pre-arrival

exchange of information between the Republic of Moldova and Ukraine was achieved with considerable support from EUBAM.

Customs control techniques and tools continually improved throughout the year. In November a new version of the ASYCUDA World Information System was launched; it supports the automatic processing of all customs documents. A new information system that facilitates online information exchange was developed between the authorities involved in the "single window" project on the border. Also, we commenced the process of developing integrated customs tariffs of the Republic of Moldova.

Regarding the development of an international juridical basis for customs, Moldova acceded to two international customs conventions; the Convention regarding temporary admission from Istanbul, dated 1990, and the International Convention on the harmonization of goods control on the border, dated 1982.

The main aims for the national customs system in 2010 are focused on more efficient customs management. The process of promoting intensified international customs cooperation, as well as the harmonization of national legislation with the acquis communautaire will continue. Improvements to customs procedures by implementing advanced technologies of clearance and control will remain at the centre of our attention in 2010.

Regarding combating customs crime, all necessary measures to build the capacities of the mobile units will be taken. Activities in counter-narcotics will be developed and post clearance audit will be optimized by the application of a system of risk analysis, and the development of operational investigation activities.

The results of the Customs Service activity in 2009 show considerable and important progress. But efforts must be continued in 2010 in order to improve performance indicators and to promote international and European standards in our service.

**Tudor Balitchi, Director General of the Customs Service of the Republic of Moldova**

## State Border Guard Service of Ukraine



The State Border Guard Service of Ukraine (UASBGS) considers relations with the European Union Border Assistance Mission to Moldova and Ukraine as an important and integral part of its activities. Other agencies from both countries involved in Ukrainian-Moldovan state border control and more importantly, the people who cross the border and live in the border areas also recognize the advantages of this cooperation.

During the period of cooperation with EUBAM we have significantly improved cooperation between law enforcement and fiscal authorities, both at the regional and central levels. Support in information exchange, according to the Protocols signed in Brussels on 21 November 2006, is very important for us. We are especially grateful for the assistance in establishing joint working groups on the issues of illegal migration, drugs and the trafficking of weapons.

During 2009 with EUBAM support, we continued to undertake joint law enforcement operations, namely, operation NIKONIY. We undertook efforts to improve the functioning of joint BCPs, which can be seen by the pilot project at BCP Rossoshany-Bricheni.

Thanks to cooperation with our European colleagues, our officers had opportunities to improve their professional skills. In particular, three study tours to EU countries and twenty eight training sessions for UASBGS personnel took place in 2009. Additionally, in preparation for the 'Euro 2012' football tournament, ten thousand English language phrasebooks and six thousand booklets containing the rules on crossing the state border were published with EUBAM support, as well as situation bulletins and posters to inform the public.

The prospects for the continued partnership between UASBGS and EUBAM are promising. We are interested in support from EUBAM in further developing cooperation with our Moldovan counterparts and other interested agencies of both countries, in implementing new personnel training forums and methods, and in improving our units' technical equipment.

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**Army General Mykola Lytvyn, Chairman of the State Border Guard Service of Ukraine**

## State Customs Service of Ukraine



The State Customs Service of Ukraine (UASCS) took measures to enhance control procedures at BCPs on the Ukrainian-Moldovan state border, to improve the information exchange system between the Customs Services of Ukraine and the Republic of Moldova as well as to optimize other activities.

The Customs authorities of Ukraine continued the implementation of the declaration by the Prime-Ministers of Ukraine and the Republic of Moldova as well as the Inter-Agency Protocol on Mutual Recognition of the Shipment of Goods and Commercial and Customs Documents and Tariff Protection of 2003.

In November 2009 the UASCS approved a technological scheme on the pre-arrival information exchange on goods and vehicles moved across the customs border of Ukraine.

Following an initiative from EUBAM, two phases of the Joint Border Control Operation 'NIKONIY' were held on the Ukrainian-Moldovan border with participation of border control and other authorities from Ukraine and the Republic of Moldova.

Utilizing EUBAM recommendations and international standards, a pilot technological scheme of Joint Control at BCP Rossoshany-Bricheni was drafted. Protocols for further simplification of control procedures within the effective legislation of Ukraine and the Republic of Moldova were also drafted.

The Mission provided the UASCS with technical assistance in the form of fuel tickets. Joint work on the development and implementation of flanking measures in providing technical assistance started. These included procurement of a mobile X-ray scanner and other equipment.

In 2010 the UASCS plans to keep up its efforts intended to adapt the Ukrainian customs legislation to European standards, to enhance customs control procedures, to undertake joint actions to close illegal goods trafficking channels across the Ukrainian-Moldovan border and to improve the security level at BCPs. The issue of arranging and equipping BCPs also remains important.

The UASCS hopes to enjoy further support from EUBAM, in particular in the field of improving customs control procedures on the Ukrainian-Moldovan border, as well as the Mission's methodological and technical assistance.

**Anatoliy Makarenko**  
Chairman of the State Customs Service of Ukraine



### 3. MISSION OVERVIEW

The EU Border Assistance Mission to Moldova and Ukraine was launched on 30 November 2005 at the joint request of the Presidents of Moldova and Ukraine. The Mission was tasked with assisting in the enhancement of border management and border control capacities in line with EU standards and providing technical input and facilitating cooperation and confidence building which may enhance the possibility of a political settlement of the Transnistrian conflict.

Over 200 staff members of the Mission work along the 1222 km of the Moldovan-Ukrainian border. This includes 119 customs and border guard experts from twenty two EU Member States; 118 staff from Moldova and Ukraine and an administrative team with representatives from the United Nations Development Programme (UNDP).

The Mission's experts are located in three Field Offices in Moldova (Basarabasca, Chisinau, and Otaci) and three in Ukraine (Kotovsk, Kuchurhan, and Odessa Port). The Mission has its headquarters in Odessa in Southern Ukraine.

The Missions mandate is outlined in the Memorandum of Understanding (MoU) between the Governments of Moldova, Ukraine and the European Commission. It tasks EUBAM to assist the host countries in their common efforts to facilitate trade and the free movement of people, whilst at the same time increasing border security. The key partners of the Mission are the Border Guard and Customs Services of Moldova and Ukraine. The Mission is able to contribute to the enhancement of the professionalism of the partner services by mentoring actions and supporting their development towards EU best practices.

All the Mission's activities are guided by its core values of service, results, neutrality, reliability and transparency.

Under the European Neighbourhood and Partnership Instrument, the European Commission provided a budget of twelve million Euros to fund the Mission in the period from December 2008 to November 2009. Additionally, twenty two EU Member States provide direct contributions by funding the secondment of the experts to the Mission.



The EUBAM family

## 4. EUBAM ADVISORY BOARD

The Advisory Board is EUBAM's governing body. It is chaired by the Head of the EU Delegation to Ukraine. It is composed of the representatives of the Ministry of Foreign Affairs and European Integration of the Republic of Moldova, the Ministry of Foreign Affairs of Ukraine, the Moldovan and Ukrainian Customs and Border Guard Services, the European Commission, the United Nations Development Programme (UNDP), the EU Special Representative to Moldova (EUSR), as well as the Organization for Security and Cooperation in Europe (OSCE).

Several institutions have observer status: the Ministries of Internal Affairs and the Ministries of Justice of Moldova and Ukraine, the Information and Security Service of Moldova (ISS), the Security Service of Ukraine (SSU), the General Prosecutors Offices of both countries and the International Organisation for Migration (IOM).

The Board met twice in 2009 to review progress, to evaluate cooperation between the Mission and the partner services and to offer advice for improving the work of the Mission. At the 12th meeting in March, in Odessa, the Board endorsed the EUBAM Annual Report for 2008 and the EUBAM Activity Report for January–February 2009.

At the 13th meeting in November, also in Odessa, the Board assessed the results of the Mission for March–September and reviewed EUBAM's findings and recommendations on Target Monitoring Actions (TMAs) as well as of the Needs Assessment and Recommendation Report since October 2008. The Board endorsed the EUBAM Action Plan for the next Phase, starting from 1 December 2009 to 30 November 2010.



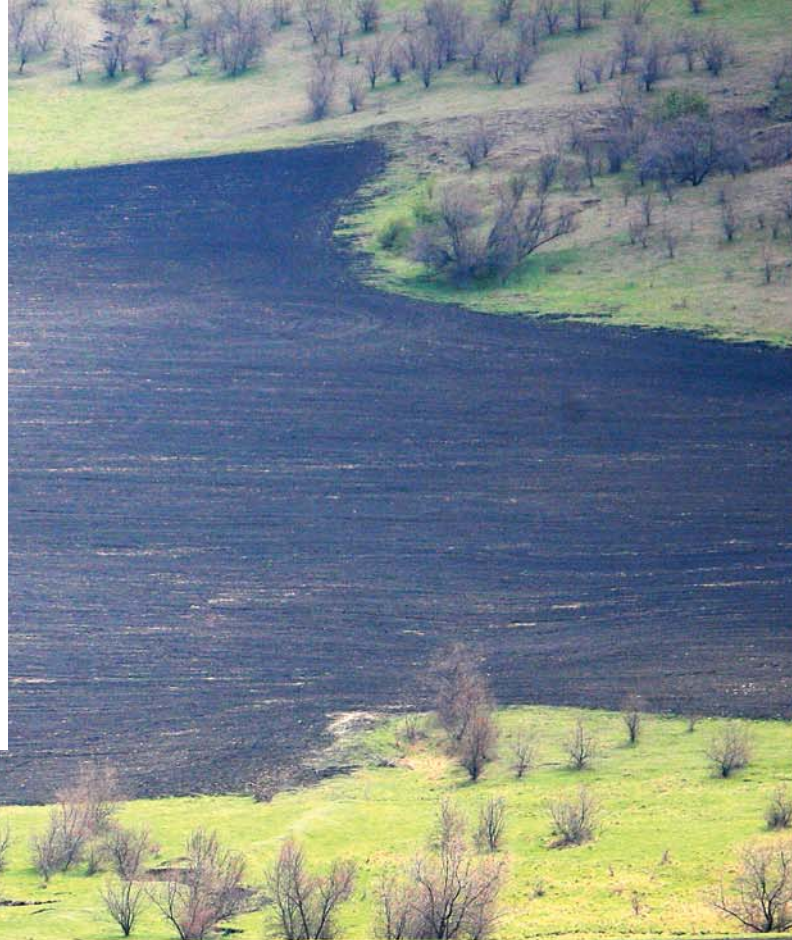
Participants address the media following the 12<sup>th</sup> Advisory Board Meeting in March

## 5. COOPERATION WITH THE EU SPECIAL REPRESENTATIVE FOR THE REPUBLIC OF MOLDOVA



The Head of EUBAM is the Senior Political Advisor to the European Union Special Representative (EUSR) for the Republic of Moldova, Dr Kalman Mizsei. A Political Advisor to the EUSR is also based at EUBAM HQ. Consequently, the Mission and the EUSR office continued to work closely together throughout the year with regular meetings, consultations and systematic information exchange that contributes to the peaceful settlement process of the Transnistrian conflict.

The EUSR placed a special emphasis on promoting EUBAM technical proposals for building confidence between Chisinau and Tiraspol, as well as on contributing to the resumption of railway traffic via the Transnistrian region of Moldova. The Mission provided specific technical reports upon request from the EUSR team, whilst the EUSR continued to provide considerable political input to the Mission.



## 6. PROGRESS TOWARD EXPECTED RESULTS

Throughout the year EUBAM contributed to stability and security in the Mission's area of responsibility (AoR) through support to the partner services in applying EU standards in border management. The following section details the Mission's results related to the Phase 6 Action Plan.



EUBAM provided recommendations on improving controls at border crossing points

### Enhancing border control

Targeted Monitoring Actions (TMAs) are tools that identify critical areas, highlight general and specific issues and share findings with partners in the form of recommendations. The recommendations support the continued enhancement of our partners' abilities to implement effective border management. Throughout the year three of the TMAs focused on border controls along the 'green' and 'blue' border, border controls at BCPs and on control processes along the internal boundary in the Republic of Moldova.

The TMA on border controls at BCPs monitored and evaluated progress made by all partner services in implementing EU best practices and standards at BCPs. It focused on five main areas of activity: Integrated Border Management, service and trade facilitation, procedures, structure and personnel as well as infrastructure and equipment. Structural and staffing methods at BCPs have improved significantly since EUBAM began, and staffing at the majority of BCPs is now adequate. The Border Guard services have taken steps to demilitarise and professionalize, including ending conscription. Legislation underpinning border crossing procedures is being developed in line with EU standards.



The Moldovan – Ukrainian border is over 1200 km long  
Nearly 270km of it is a 'blue,' or river sector

The TMA on border control along the 'green and 'blue' border confirmed that border violations continued, including local residents illegally crossing the border. Cases of organized goods smuggling were observed, particularly regarding the 'Transnistrian' sector. The main goods detected were cigarettes, meat and alcohol.

The concept of trade facilitation and a service mentality are now well understood within partners' headquarters. However, improvement is still needed, particularly in customs, in order to make Ukraine and Moldova more attractive for business.

The partner services and the international community have worked hard to address infrastructure and equipment shortfalls at BCPs. Technical assistance and donation programmes, particularly those coordinated by the EU and the United States Government have contributed to improving surveillance equipment and skills of the Border Guards. Yet further investment is required. Mobile X-ray machines, functioning weigh bridges, IT and communication equipment to interface with national databases and the internet are needed.

A separate TMA focused on control processes at the internal boundary of Moldova. The Internal Customs Control Posts (ICCPs) and Customs Mobile Units operating in the vicinity of the boundary line were monitored. The Mission recommended that detailed cargo controls should be moved back entirely to the inland posts. Checks at ICCPs should focus on security, while commercial and fiscal obligations can be completed inland.

The Moldovan Customs Service has now adopted a similar operational concept and mandate to mobile units as those prevailing in the EU. Based on EUBAM recommendations the mobile units will be reorganized into three regions; North, Centre and South. The new units will be subordinated to the central level of the MDCS. The Mission also recommended that more attention should be given to the enhancement of the mobile units, as well as to the joint mobile units with the police. Organisation, inter-agency cooperation and operational results are other areas where further opportunities for development exist. Recommendations were also presented to the MDCS regarding their internal staff rotation system.

EUBAM handed over 814,000 litres of fuel to the Moldovan and Ukrainian Border Guard and Customs services and to the Moldovan Ministry of the Internal Affairs. The donation helped to maintain sufficient patrols along the border and inland areas. It also helped to implement Joint Border Control Operations.

## Capacity building

### Training

The Phase 6 training plan was developed with the four partner services. Both central and local training events were delivered. In total, over 1 400 officers from the partner services received training from EUBAM.

At the central level, 503 officers were trained on a variety of different topics. This included training in human resources management, decentralisation, central level management, training and staff development, communications, risk analysis at the operational and technical level, conflict resolution and intercultural competence, combating organized crime, World Customs Organisation and EU blueprint standards training, supply chain security, trade facilitation, teaching techniques and ethics standards.

Over one thousand four hundred officers from the partner services received training from EUBAM

At the local level 916 officers from the partner services were trained in different areas. These included: car trafficking, anticorruption, post clearance audit, detection of forged documents, risk analysis, the use of X-ray machines, car searching techniques, investigation techniques, train search techniques, the use of thermal imaging cameras, mobile units and classification of goods.





### Partners can improve vehicle searching techniques through EUBAM training

Six study tours were undertaken with the participation of 39 partners. They covered the following topics: technology related to Joint Border Crossing Points (Latvia), conflict resolution and intercultural competence (Frankfurt Airport, Germany); training functions (Belgium and Germany); Public Relations (Latvia) and combating organized crime (Slovenia).

An international conference on 'Border Management and the European Football Championships 2012' was held in Kiev on 29 -30 October. The conference was organized by EUBAM with 43 Participants. Delegations from eleven European countries gathered together to share experience, aid the Ukrainian border guards in preparing for the championship and to coordinate efforts in border management with neighbouring countries.

In April EUBAM and the World Customs Organisation signed a joint statement of intent to establish regular cooperation, with a view to facilitating and supporting the capacity building working programmes in relation to the Moldovan and Ukrainian Customs Services.

### Risk analysis

Risk analysis is a modern tool used by the EU Member States that helps ensure effective balance between controls and facilitating people crossing borders and legitimate cross border trade. Customs controls should be based on risk analysis using electronic data processing to identify and to evaluate risks as well as to develop the necessary measures to counter them.

In line with the Phase 6 Action Plan, four risk analysis advisors from the Mission provided specialist training on risk analysis at the regional and local levels, thus ensuring impact and sustainability as well as supporting the development of national structures. In total more than 150 staff from the four partner agencies were trained in techniques and methodologies used in the EU.

A key focus of the training sessions was the creation and use of risk profiles in support of a selective control at BCPs. This is an essential part of modern border management practice, ensuring swifter and more efficient clearance of legitimate goods, vehicles and people across borders, whilst focusing resources against known threats. In support of this the advisors helped their partners to develop the necessary structures and concepts required to produce risk profiles both nationally and locally.



EUBAM provided recommendations on implementing controls at Odessa port to ease congestion without compromising security

In addition, the border guard risk analysis advisors assisted our partners in developing manuals of best practice in risk analysis, based on EU best practice, and the implementation of the European criminal intelligence model.



‘The conference on hosting the Euro 2012 gave us the possibility to adopt our partners’ experiences, as the conference was attended by representatives of border guard and police agencies of those countries that had already hosted similar competitions.

As we know, there were no security issues in these countries during the championships, which proves that the security system operated extremely well, including the border control elements. There is no doubt that such experience is of great importance for the State Border Guard Service of Ukraine. Our agency received specific recommendations from our foreign colleagues.

We are very seriously studying the criteria for evaluating our country’s readiness for hosting the championship from the security point of view. The adoption of the Law of Ukraine ‘On Border Control Procedures’ by the Verkhovna Rada of Ukraine was a logical follow-up to our efforts in this area. This actually changed Ukrainian legislation related to the admission of people across the state border to the relevant legislation of EU countries.’

**Lieutenant General Oleksandr Melnikov, Deputy Chairman of the State Border Guard Service of Ukraine**

## Crime prevention



The Mission worked closely with partners in illegal cannabis cultivation cases

Throughout the year we worked closely with partners in preventing border related crimes such as trafficking in persons, trafficking in drugs and the smuggling of goods, customs fraud and the proliferation of weapons. Two permanent working groups were established to meet these aims. Working group I focused on illegal migration and the trafficking of human beings and working group II on weapons smuggling, customs and other fraud. Each group selected a lead agency to coordinate the activities of the team, to ensure information exchange and to develop common practical and investigative methods.

### Combating the trafficking of children

EUBAM provided assistance to the partner services in a case involving the trafficking of 73 unaccompanied Moldovan minors. The trafficking route began in Moldova via Ukraine, passed through Slovakia and ended in Austria. The Mission played a key bridging role by facilitating information exchange between the authorities of the EU Member States and our Moldovan and Ukrainian partners.

### Cutting cannabis cultivation

The Mission was requested by its Ukrainian partners to provide assistance with a case involving illegally cultivated cannabis plantations at the Moldovan-Ukrainian border. The total area was estimated as being up 140 hectares. Plantations were also located on the Moldovan side.

We aided in cross border information exchange and a EUBAM initiative led to the creation of a Joint Investigation Team that consisted of the Ministry of the Interior of Ukraine and the Security Service of Ukraine (SSU). During the investigation, eleven suspected perpetrators were charged. Our experts also facilitated cooperation with

EUROPOL and the Dutch Police, who have considerable knowledge and experience in cannabis trafficking investigations.

### Ensuring legitimate meat transit

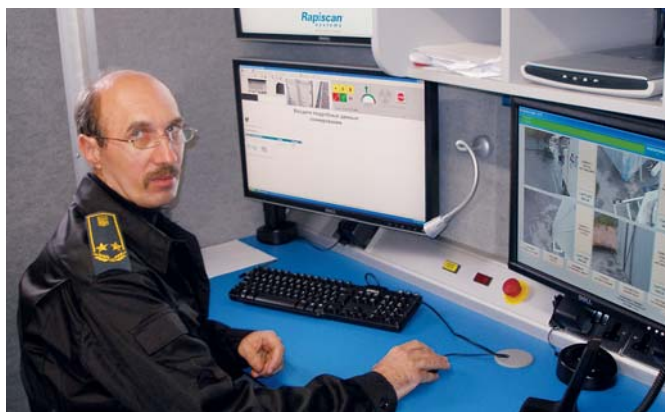
Following joint analysis and information exchange between the Mission and the UASCS on illicit chicken meat transit, EUBAM and the UASCS ran joint customs escort convoys from Illichevsk Port into 'TN.' The convoys, alongside the other efforts of the UASCS, the UASBGS, the SSU and EUBAM resulted in a three fold drop in the volume of meat transit via Kuchurhan BCP to 'TN'.

### Increasing customs revenue

Since their accession to the World Trade Organisation (WTO), Ukraine and Moldova have taken steps that fit with international and EU standards.

The Pre-Arrival Information Exchange System (PAIES) facilitates cross border information to help prevent customs fraud. This year EUBAM evaluated the implementation of the system.

The key areas covered were: technical conditions; integrity and use of the exchanged data. Information exchange has now reached an acceptable level of implementation within customs posts located on the common border (including the 'TN' segment) and the inland offices of the two Customs Services.



"Thanks to the "Rapiscan Eagle 4507," received through EU technical assistance, we've improved the quality of checking cargo containers and vehicles and reduced the time of checking procedures."

**Yuriy Pakhomov - Chief inspector of the Department of technical means of customs control of the South Customs House of the State Customs Service of Ukraine**

The MDCS identified a number of discrepancies between Ukrainian exports and the corresponding Moldovan imports through the launch of a discrepancy analysis programme, which began on 1 April 2009. Our Mission welcomed these developments, and all 225 customs declarations that contained possible irregularities were transmitted to the risk analysis and anti-fraud departments for further analysis and investigation.

### Anti-corruption

EUBAM observed recognition in both countries of the need to continue the fight against corruption. Both states continued developing anti-corruption legislation. All partner services have introduced new regulations to reduce corruption, especially at BCPs. They have received support from the Mission and other donors in this area.

Based on agreements with partners, two EUBAM short term experts (STEs) conducted anti-corruption training sessions. One also delivered undercover agent training for

All partner services have introduced measures to reduce corruption. These include service delivery surveys and strict regulations at BCPs

representatives of the Centre for Combating Economic Crime and Corruption of the Republic of Moldova.

EUBAM monitored the progress in the investigation and prosecution of reported cases of corruption following an agreement with the partner services. This continues to enable the Mission to deliver more targeted assistance and advice.

### Integrated Border Management

The mission worked with the partner services to improve interagency cooperation at the national level and to support cross border and international cooperation.

Nine partner services of Moldova and Ukraine and EUBAM conducted the Sixth Joint Border Control Operation NIKONIY. This included a joint operations centre, information sharing and joint investigations, as well as coordinated joint patrols. Neighbouring countries and international partners, including FRONTEX, took part. Actions were led by criminal intelligence. A crucial role was played by the permanent working groups, their activities resulted in a number of detections, including smuggling, illegal migration and customs fraud. The operation clearly demonstrated the advantages of interagency, bilateral and international cooperation.



## Joint Patrols are key elements in Joint Border Control Operations

Analysts from the Moldovan and Ukrainian Customs and Border Guard Services continued the production of the monthly Common Border Security Assessment Report (CBSAR). Analysts from the partner services took part in preparing the quarterly CBSAR for the first time in June 2009. This was the first step in an ongoing process to hand over the preparation of the quarterly CBSAR to partners. In parallel, the Mission provided further assistance in improving the analytical quality and distribution of both the monthly and quarterly CBSARs.

An EUBAM review of Jointly Operated Border Crossing Points (JOBCPs) took place. The partner services reiterated their commitment to improving joint controls at the BCPs and to implement a pilot-project at the Rossoshany-Briceni BCP. An expert from the Mission prepared proposals for the necessary changes in the Inter-Governmental agreement between Moldova and Ukraine on JOBCPs. Draft guidelines on quality technology for the pilot BCP and proposals for training events were created.

## Contribution to the settlement of the 'TN' conflict

EUBAM sought to provide new technical solutions to support the international community's aims for a peaceful solution to the 'TN' conflict. Cooperation is an important step toward reintegration and a vital tool in the fight against crime, so the Mission engaged in confidence building measures that brought key parties together.

## EUBAM initiatives

To encourage mutual dialogue and understanding of customs procedures between the MDCS and 'Transnistrian customs officials,' The Mission proposed an initiative to hold three mutual visits of customs experts in Chisinau, Tiraspol and Odessa.

Additionally, two technical proposals were also proposed. The first concerned 'TN' cargo imports. The proposal aims at strengthening control on the 'TN' segment of the Moldovan-Ukrainian border with the Ukrainian services. It also aims to further encourage 'TN' economic operators towards entirely legitimate trade. The second concerns the gradual replacement of Internal Customs Control Points (ICCPs) with mobile units along the Moldovan internal boundary.

## Supporting the Joint Declaration

The Joint Declaration (JD) has improved Moldovan oversight of foreign trade activities from 'TN,' and has helped to encourage increasing numbers of 'TN' based businesses back into the Moldovan legal framework.

The JD facilitates the granting of trade preferences, enabling lower tariffs or duty free access to goods exported from the 'TN' region. In order to benefit from such preferences, 'TN' companies increasingly cleared their goods



"As a result of the work with EUBAM experts and Ukrainian partners, several documents for the joint pilot-project based on new technology at Briceni-Rososhany BCP were created. These documents are in the process of ratification. Implementation of this technological scheme would significantly reduce the time of border checks and would strengthen cooperation between the partner services of the Republic of Moldova and Ukraine."

## Gheorghii Gutan, Head of Briceni-Rososhani Customs Post



with the Customs Service of Moldova. 596 economic operators from 'TN' are now registered. Of these, 189 are on a permanent basis and 407 are on a temporary basis.

### Border Demarcation

EUBAM continued its observer function on the Joint Moldovan-Ukrainian Border Demarcation Commission and continued its support in facilitating dialogue and negotiation and providing technical advice, when requested by partners.

An expert meeting on border demarcation took place on 17 March with the participation of experts from Moldova, the Transnistrian region of the Republic of Moldova and Ukraine. Dialogue was amicable and constructive and participants agreed on the general competences of STEs to support the Commission. In addition, the Mission provided a number of recommendations, namely: that the parties should use the same mapping systems; that the processes should be accelerated and that demarcation of the Central ('TN') section should begin.

In September, EUBAM supported the participation of Moldovan and Ukrainian experts in a two-day workshop on border demarcation and maintenance, organised by Durham University in the United Kingdom.



School presentations and outreach activities took place across the entire area of responsibility

## EUBAM outreach

### Supporting the partner services

To support the partner services' public relations (PR) activities we worked in two directions: a training programme was given to public information professionals, and at the same time we initiated and facilitated several joint public information activities and measures to improve the service culture within the border agencies.

The training program for public information professionals consisted of three seminars that focused on building communication strategies, crisis communication and the use of new media in

EUBAM began a comprehensive lecture programme in two universities in Moldova and Ukraine

PR, as well as a study visit to Latvia. In addition an EUBAM expert conducted seminars for managers in each of the four partner services that aimed to enhance the understanding of the importance of communication for border agencies.

To support information provision at BCPs, the Mission facilitated the development and production of new notice boards with customs information for travelers. Installation began at eight locations along the border. EUBAM also continued cooperation with the four services including with the press-service of the UASBGS. This included the provision of public information materials on crossing the border with children. Eight thousand brochures were published and distributed at BCPs, train and bus stations and in travel agencies. EUBAM also produced over 10,000 copies of a Ukrainian-English phrasebook for the UASBGS. The phrasebook provided key terminology in dealing with visitors for the EURO 2012 football tournament.



Joint sporting events help build trust and solid working relationships

### Building trust

To build trust with the Mission’s Partners, we organized two big sporting events during the year. The international mini-football tournament in May saw six teams from the Moldovan and Ukrainian Customs and Border Guard Services and EUBAM all compete for the cup. A veteran’s friendly match also took place. The Deputy Head of EUBAM, the Chairman of the Border Guards Service of Ukraine and the Director General of the Border Guard Service of Moldova demonstrated their skills on the pitch.

In September 50 women from the four partner services and EUBAM took part in the first international Women’s volleyball tournament. This was a highly successful and enjoyable tournament which greatly helped to cement working relationships among the Mission and the services.

### EUBAM visibility

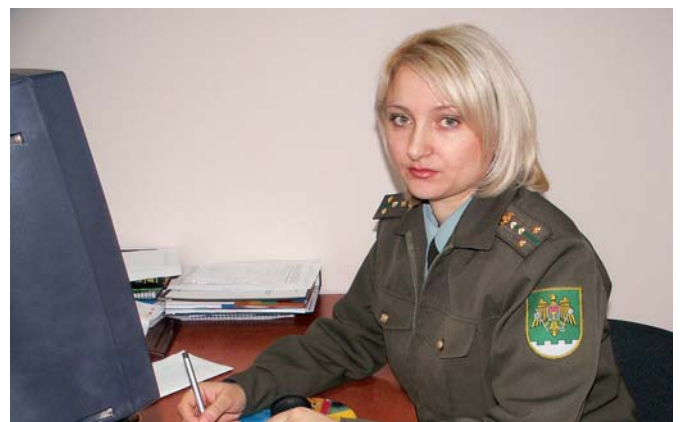
Throughout the year we continued to proactively inform the citizens of Moldova and Ukraine of its activities and to promote European values. The Mission also worked with key EU institutions and EU citizens. All outreach activities were in full adherence to EU visibility guidelines.

EUBAM conducted ten press conferences and facilitated visits for over 40 media representatives to EUBAM HQ and various Field Offices. As a result, the work of the Mission was reported in over 150 print articles and TV news stories.

We continued to build trust and understanding with the communities in the Mission’s AoR. Experts from the field offices conducted over thirty school presentations together with all four partner services. Field offices also placed information stands and organized road shows to engage with the public.

In May the Mission organized a series of events marking Europe Day in Moldova and Ukraine. This included stands and mini-fairs throughout the AoR. The Europe Day celebrations were also used to gain feedback from the public. The second EUBAM awareness survey took place using the Europe Day stands. Over 400 people responded to questionnaires. A large number of respondents were fully aware of EUBAM.

We also increased cooperation with the academic community of Ukraine and Moldova and with international academic institutions. The Mission began a comprehensive lecture programme in two universities in Moldova and Ukraine. EUBAM also held open days for students from the two countries.



“Thanks to training organized by EUBAM we learned about European experiences in the fields of communications and PR. This contributed considerably to our work and has helped us to expand contacts with the partner services. Many public awareness projects were developed together during these trainings. Thanks to EU financial support we were able to publish colourful booklets and posters with information for people crossing the border.”

**Daniela Mynzatu,**  
**Officer in the Department of Information**  
**and Public Relations of the Border Guard**  
**Service of Moldova**

## 7. COOPERATION WITH STAKEHOLDERS

### Moldova and Ukraine

The Mission continued to work closely with the Moldovan and Ukrainian authorities and enjoyed a high level of political support from both countries.

In the Republic of Moldova, the Head of Mission (HoM) had regular meetings with the Ministers of Foreign Affairs and European integration, the Minister of Internal Affairs and with the Heads of the Border Guard and Customs Services. Following the elections in the Republic of Moldova, the HoM met with the Prime Minister, the Deputy Prime Minister and the Minister of Foreign Affairs and European Integration, as well as other key Ministers and high ranking officials.

In Ukraine the HoM had regular meetings with the Heads of the Border Guard and Customs Services, the Deputy Ministers of Foreign Affairs and with representatives of the Ministry of Interior. He also met with Members of Parliament, the Chairman of the Odessa Regional Council and the Head of the Odessa State Regional Administration. The Mission's senior management met regularly with partner Parliamentarians.

The Second Trilateral Meeting between the Mission and the Security Services of Moldova and Ukraine convened in Odessa on 21 January 2009. The Head of EUBAM (HoM), the Director General of the Security Service of the Republic of Moldova and the Chairman of the Security Service of Ukraine represented their organisations. The parties reviewed cooperation since the first meeting in December 2006, and discussed future cooperation. An agreement was reached on the participation in joint working groups on combating the trafficking of human beings, drug trafficking, weapons smuggling and the smuggling of consumer goods. The Mission's senior management met regularly with representatives of the Moldovan and Ukrainian Security Services.

### The European Union

The HoM had regular meetings with the Heads of the EC Delegations in Kiev and Chisinau, and provided regular briefings on the activities of the Mission to EU Ambassadors in the Republic of Moldova and in Ukraine.

The HoM and DHoM took part in meetings of the Political Security Committee and the Committee for Civilian Aspects of Crisis Management of the European Council. They participated in meetings at the European Commission and the



Representatives of the European Council discuss progress and plans with EUBAM

Council of the European Union and met with key representatives from The European Commission’s Directorate General’s for External Relations, trade and taxation and customs union.

The HoM also discussed future cooperation with the Director of EUROPOL: the European Law Enforcement Agency which aims at improving the effectiveness and co-operation of the competent authorities in the Member States in preventing and combating terrorism, unlawful drug trafficking and other serious forms of organised crime.

**Visits to EUBAM**

The Director of the Policy Unit at the General Secretariat of the Council of the EU, and the Senior Advisor of the Policy Unit visited the Mission in January. The Special Representative of the OSCE Chairperson-in-Office, H.E. Ambassador Charalampos Christopoulos visited EUBAM. Cooperation with the Partner Services in 2008 and the Mission’s vision on possible future contributions to the peaceful settlement of the Transnistrian conflict were the main topics of discussion.

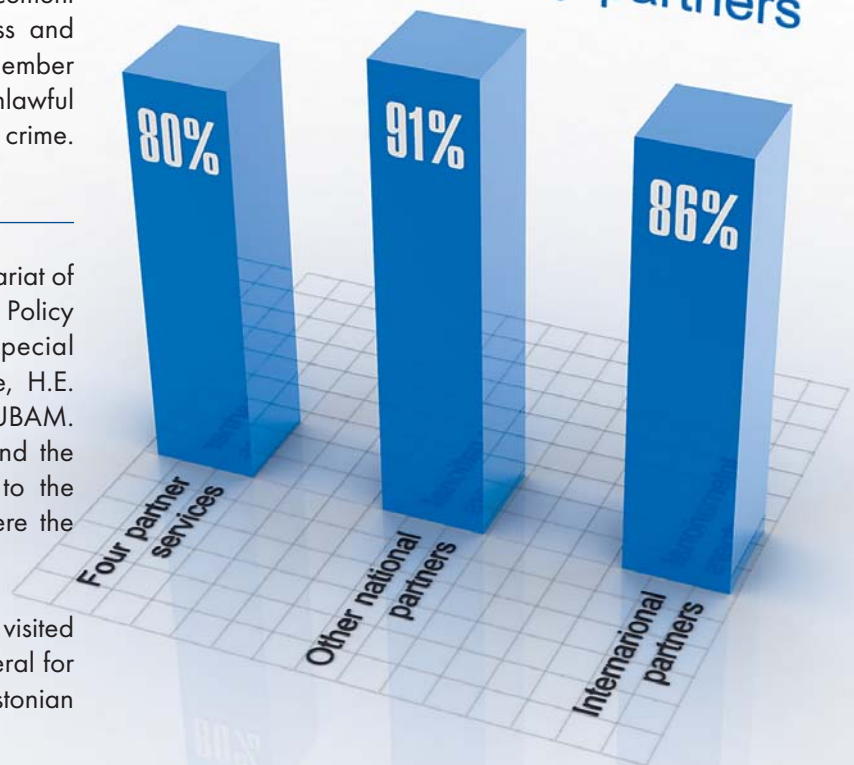
In June members of the German Federal Parliament visited EUBAM. Representative of the EC Directorate General for External Relations and the Director General of the Estonian Border Guard Service also visited EUBAM.

The EUSR visited EUBAM HQ in June and attended the Mission’s 13th Advisory Board Meeting on 16 November.

A delegation from the Mission took part in an Integrated Border Management panel organised by the European Commission (Task Force “Eastern Partnership”) in Odessa. On 16 October the participants visited EUBAM HQ and Field Office Kuchurhan.

A FRONTEX delegation visited EUBAM to discuss joint operational activities and the organisation of seminars on Integrated Border Management. The Mission continued cooperation with FRONTEX at the operational level.

**General Level of satisfaction among key partners**



**Degree of satisfaction of EUBAM’s partners**

EUBAM conducted an external survey between 20 of May and 8 June 2009. The aim was to assess the level of satisfaction among the Mission’s partners, both national and international, with the Mission. A total of 169 questionnaires were sent out. The total number of recipients who responded was 80 (47 percent).



## 8. LOOKING FORWARD

The Advisory Board endorsed the Mission's Phase 7 Action Plan on 16 November 2009. Phase 7 begins on 1 December 2009 and will end on 30 November 2010.

The Action Plan focuses on eight specific objectives. All planned activities are built on the results of the previous six phases and on the agreed expectations and needs for the further development of the partner services. The Action Plan aims at promoting EU standards and practice within the partner services of Moldova and Ukraine.

The specific objectives are:

- Enhancing the effectiveness of border guard and customs control in line with EU standards and practices.
- Building capacity and knowledge of EU standards and best practices.
- Contributing to the prevention of border related crimes such as trafficking in persons, trafficking in drugs, smuggling of goods, customs fraud and the proliferation of weapons.
- Enhancing customs revenue.
- Supporting the partner services' anti-corruption efforts at the operational and tactical levels.
- Implementing the Integrated Border Management concept by:
  - improving intra-agency cooperation;
  - improving inter-agency cooperation;
  - improving international cooperation, both bilaterally and multilaterally.
- Contributing to the settlement of the conflict in Transnistria.
- Enhancing public awareness on border management and security.

During Phase 6 a comprehensive and systematic review focused on key achievements to date, upcoming objectives and the Mission's ability to meet these aims.

As a result, Phase 7 will include a refocus of resources, a new internal strategy and an increased focus on sustainability. Three new entities have been created in line with the Phase 7 objectives and have been approved by the EU Delegation in Ukraine. These are the Capacity Building Unit, the Analytical and Operational Support Unit and the EUBAM Liaison Office in Moldova.

The Analytical and Operational Support Unit, in close cooperation with field offices, will ensure high quality operational support to the partners, as well as the reporting and documentary system within EUBAM.

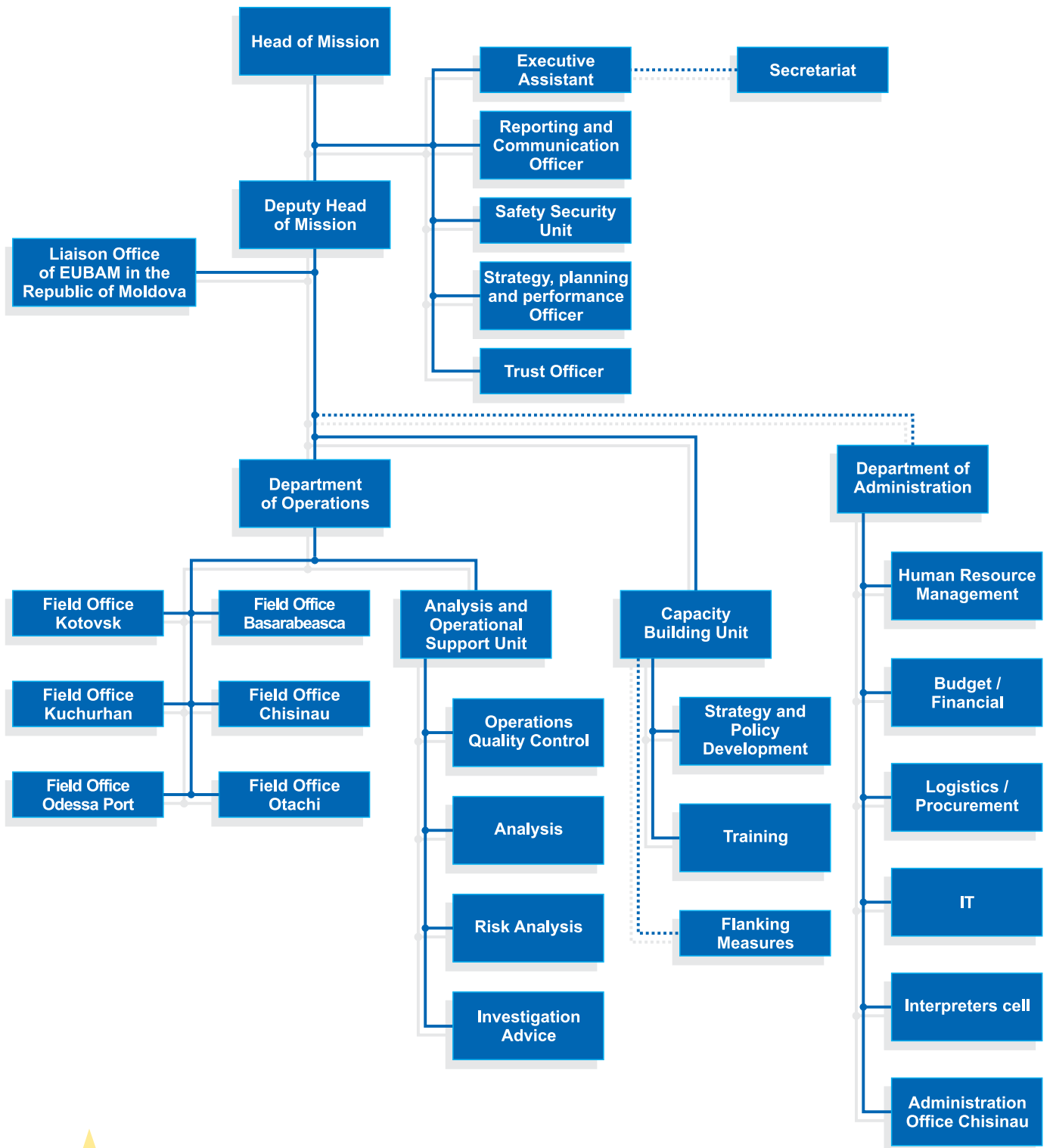
The Capacity Building Unit will focus on strategy and policy development in such areas as anti-corruption; border police and customs management, Schengen acquis, Integrated Border Management, customs procedure, tariff

classification and origin of goods, post-clearance control and audits and training.

The Liaison Office in the Republic of Moldova will be located in Chisinau. It will provide a reference point for increasing cooperation between EUBAM and the Moldovan authorities.



# Organizational Structure of EUBAM in Phase 7

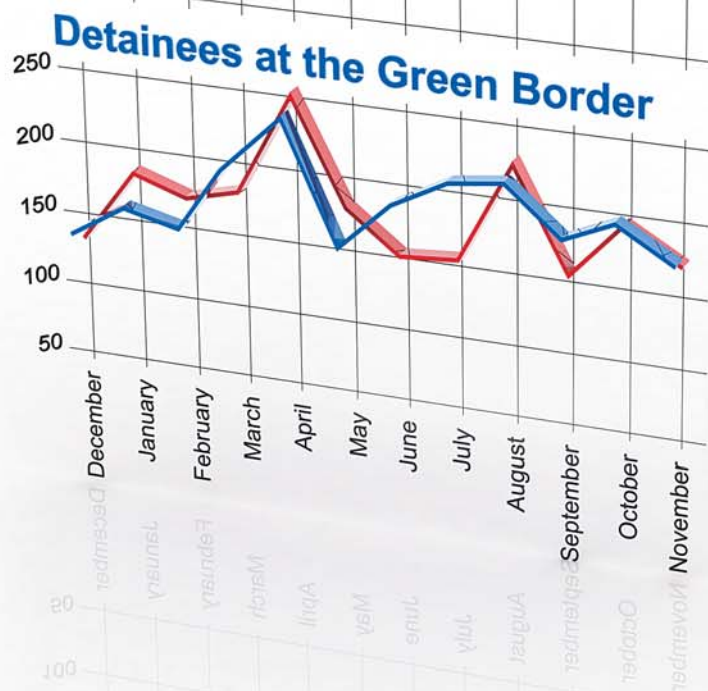
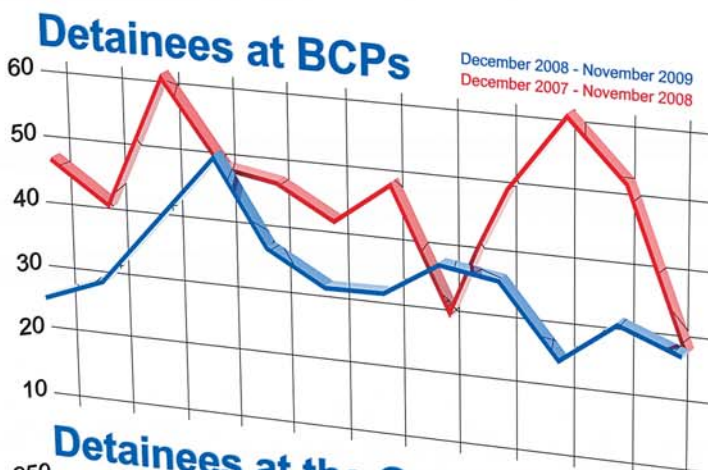


# ANNEX I: SECURITY SITUATION ON THE MOLDOVAN / UKRAINIAN BORDER

Statistical data on border security is provided by the Border Guard, Customs and other law enforcement agencies of Moldova and Ukraine within the framework of the Common Border Security Assessment Report.

## Illegal Border crossings

A total of 2668 people were detained illegally crossing the border throughout the year, a reduction of approximately five percent. Detections at BCPs fell by approximately twenty-eight percent in comparison with the previous year yet detainees on the 'green' border increased.



## Quantity of seized drugs (kg)

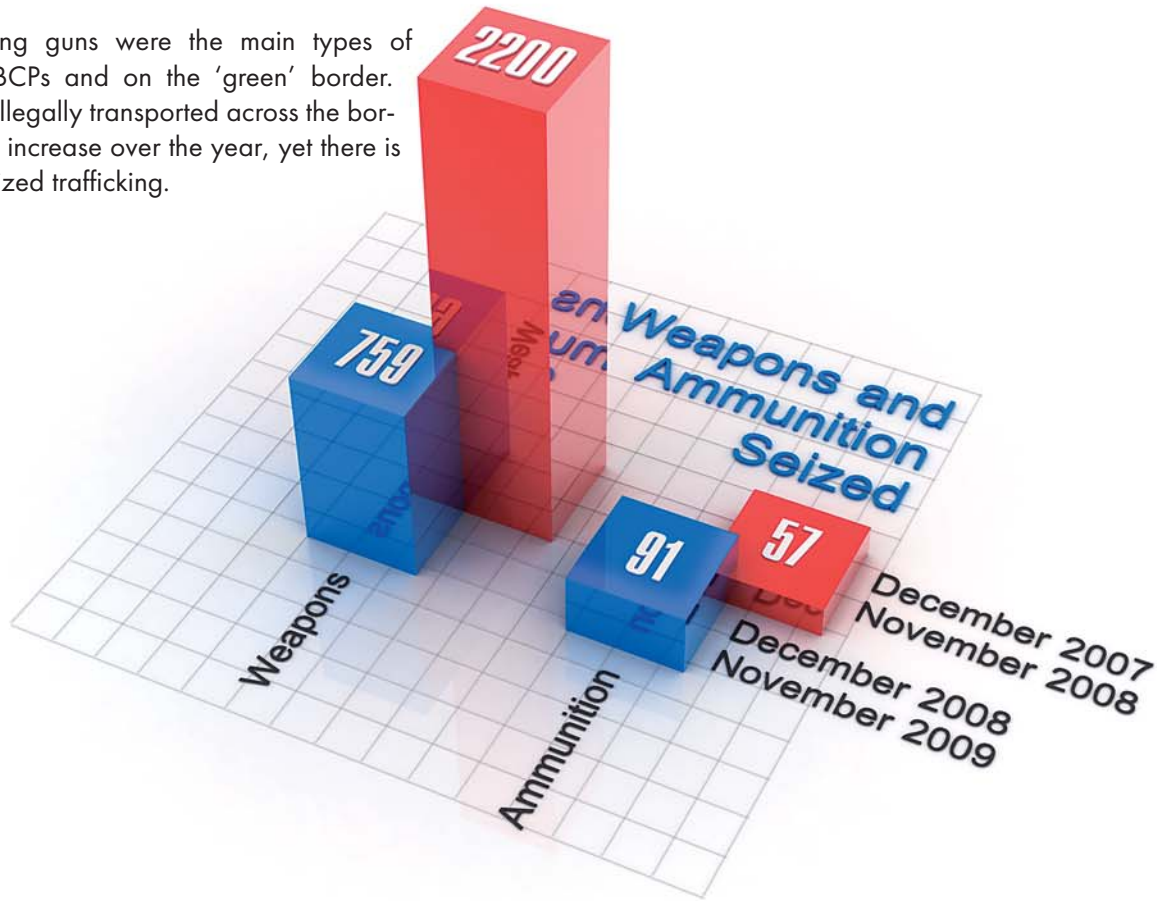


## Drug seizures

Approximately 42kg of drugs were seized by the border services of both countries on the common border throughout the year. The main substances seized were cocaine, heroin and marijuana. This marked an overall increase by over 50 percent compared to the previous year.

**Seizures of Weapons and ammunition**

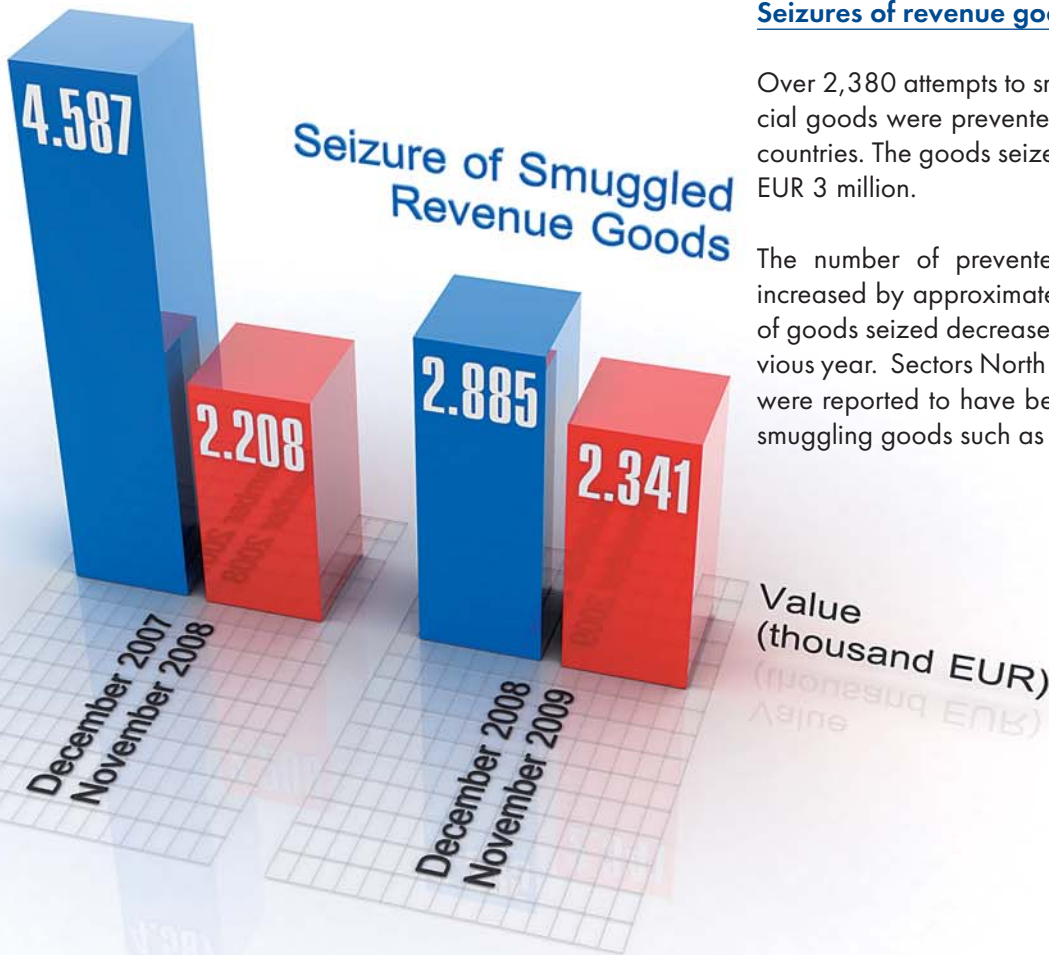
Pneumatic and hunting guns were the main types of weapons seized at BCPs and on the 'green' border. Seizures of weapons illegally transported across the border saw a 40 percent increase over the year, yet there is no evidence of organized trafficking.



**Seizures of revenue goods**

Over 2,380 attempts to smuggle various types of commercial goods were prevented by the border services of both countries. The goods seized were valued at approximately EUR 3 million.

The number of prevented attempts to smuggle goods increased by approximately eight percent whilst the value of goods seized decreased by 40 percent against the previous year. Sectors North and Centre of the 'green' border were reported to have been the most risky with regard to smuggling goods such as cigarettes, meat and alcohol.



## ANNEX II: EUBAM FORMAL TRAININGS IN PHASE 6

Subject	Type	Partner Services	Number of Participants	Date
Training/Human Resources Seminar	Training event 2 x 1,5 day sessions	MDCS and UASCS	43	January February
Workshop on Decentralisation	Training event 1 day	MDBGS	22	February
Central Level Management by Objectives Workshop	Training event 1 day	MDBGS	20	March
Seminar on Training and Staff Development	Training event 2 days	MDCS	4	March
Middle Management Development Workshop	Training event 4 days	MDCS	1	March
Public Relations Training	Training event 2 days	UASBGS, MDBGS, UASCS and MDCS	12	April
IT related to JOBCP's	Study tour to Latvia 4 days	MDBGS and UASBGS	4	April
Conflict Resolution and Intercultural Exchange	Study tour to Germany 5 days	UASBGS	3	April
Training Functions	Study tour to Belgium 6 days	MDCS and UASCS	6	April
Training Functions	Study tour to Germany 7 days	MDBGS and UASBGS	6	May
Risk Analysis on the Operational and Tactical Level	Training event 1 day	MDBGS	12	May
Public Relations	Study tour to Latvia 5 days	MDBGS, UASBGS, MDCS and UASCS	12	June
Combating Organized Crime	Study tour to Slovenia 7 days	from 8 MD Agencies	8	June
Conflict Resolution and Intercultural Exchange	Training event 4 days	UASBGS	20	July
Risk Analysis	Training event 3 x 1,5 day	UASBGS	29	July
Combating Organised Crime	Training Event 2 x 2 days	UA and MD agencies	19	August
Supply Chain Security	Training event 2 x 3 days	MDCS and UASCS	28	September
Trade Facilitation	Training Event 1 day	MDCS and the business community	45	September

Subject	Type	Partner Services	Number of Participants	Date
Trade Facilitation	Training Event 1 day	UASCS and the business community	49	September
PR Training	Training Event 2 day	MDCS, MDBGS, UASBGS and UASCS	14	September
Teaching Techniques	Training Event 2 day	MDBGS	21	September
Teaching Techniques	Training Event 2 days	MDCS	13	October
Teaching Techniques	Training Event 2 days	UASBGS	15	October
Teaching Techniques	Training Event 2 daystt	UASCS	15	October
Management Workshops	Training Event 4 x 1 day	MDCS	10	October
Management Workshops	Training Event 4 x 1 day	UASCS	7	October
Customs Blueprints	Training Event 2 days	MDCS	19	October
Customs Blueprints	Training Event 2 days	UASCS	23	October
Border Management and EURO 2012	International Conference	43 participants	43	October
Ethics Training	Training Event 2x1 day	UASBGS and UASCS	12	November
Risk Analysis Training	Training Event 3x1 day	MDBGS	42	November
Anti-Corruption training	Training Event 5 days	MD CCECC	8	November



## ANNEX IV: ABBREVIATIONS

AoR	Area of Responsibility
BCP	Border Crossing Point
CBSAR	Common Border Security Assessment Report
CCECC	Centre for Combating Economic Crime and Corruption
DG	Directorate General (of the European Commission)
DHoM	Deputy Head of Mission
EC	European Commission
EUBAM	European Union Border Assistance Mission to Moldova and Ukraine
FO	Field Office
FRONTEX	European agency for the management of operation cooperation at the external borders of the Member States of the European Union
HoM	Head of Mission
ICCP	Internal Customs Control Point
ISS	Information and Security Service of Moldova
MDBGS	Border Guard Service of the Republic of Moldova
MDCS	Customs Service of the Republic of Moldova
PAIES	Pre-Arrival Information Exchange System
SECI Centre	Regional Centre for combating trans-border crime
SSU	Security Service of Ukraine
STE	Short-term expert
THB	Trafficking in Human Beings
'TN'	The Transnistrian region of the Republic of Moldova
UASBGS	State Border Guard Service of Ukraine
UASCS	State Customs Service of Ukraine
WTO	World Trade Organisation



...working in Moldova and Ukraine to develop European standards of border management on their common border to benefit people, security and trade...



**EUROPEAN UNION BORDER ASSISTANCE MISSION TO MOLDOVA AND UKRAINE**

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