

EUROPEAN UNION  
BORDER ASSISTANCE MISSION  
TO MOLDOVA AND UKRAINE

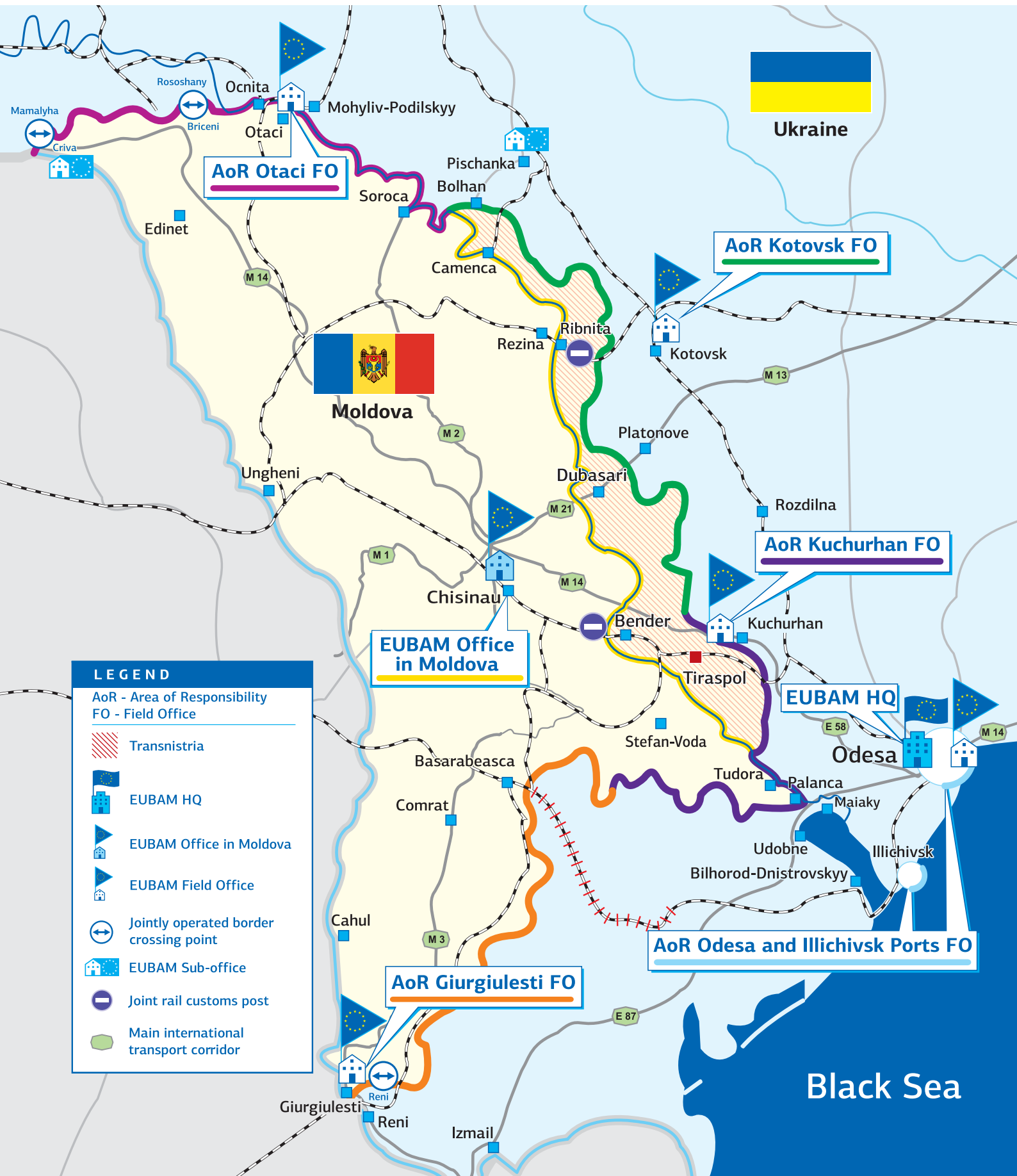


# ANNUAL REPORT

1 DECEMBER 2014  
30 NOVEMBER 2015



# EUBAM AREA OF OPERATIONS



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# FOREWORD FROM THE HEAD OF MISSION

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The past year has been pivotal in EUBAM's 10-year history. Constructive, in-depth discussions with our two host countries, Moldova and Ukraine, between April and November concluded in a new EUBAM Mandate and Joint Action Plan<sup>1</sup>, which will begin on 1 December 2015 and be jointly implemented by the expiry of our new project phase on 30 November 2017.

These documents update EUBAM to reflect properly the changes in the European Union, following the ratification of the Lisbon Treaty, as well as the progress and remaining needs of Moldova and Ukraine in their goal to attain EU border management and trade facilitation standards.

The documents clarify and update EUBAM's niche-role and potential future contribution in Moldova and Ukraine's wider Euro-integration process - as we move forward in what is likely to be EUBAM's final biennium, at least in the form that EUBAM is currently configured: with its dual identity as both an European Commission-funded project and a Mission, serving a wider range of EU and stakeholder security interests.

The annual report before you reflects much quantifiable progress, fostered by EUBAM: in the areas of Moldova-Ukraine cross border cooperation; in institutional change within our key national partner services; in a stronger relationship between Business and Government in preparing for and reaping the preferential benefits of Moldova and Ukraine's accession to the EU Association Agreement and intrinsic DCFTA (Deep and Comprehensive Free Trade Area); in stronger national sustainability, with more activities and mechanisms, previously borne by EUBAM, transferred into full national accountability; and in supporting Moldova including Transnistria find workable technical solutions to daily human problems within EUBAM's Mandate. The next biennium will build on this momentum.

<sup>1</sup> This Joint Action Plan can be found in Annex 1 of the Annual Report

Organisationally, EUBAM will remain essentially the same albeit smaller in size, entailing some necessary resource-rebalancing to reflect altering priorities, reduced budgetary means and the accomplishments thus far of our national partners. I would single out seven organisational features of EUBAM. Firstly, EUBAM will remain numerically a largely field presence, maintaining our six Field Offices (three in Moldova, three in Ukraine) while opening a new sub-offices in Pischanka, in Ukraine's Odesa province. Secondly, we shall significantly reduce the overall size of our headquartered-staff in Odesa city. Thirdly, we shall strengthen the size and capabilities of our main office in Moldova, located in Chisinau, and transfer the bulk of our Transnistrian Settlement team from Odesa to Chisinau. Fourthly, we shall safeguard our valued programme-based activities. Fifthly, we shall increase our reporting, including our evaluation reports. Sixthly, we shall create a dedicated gender focal point to ensure gender considerations are appropriately mainstreamed by our national partners. Last but not least, we shall focus more on the tasking given us by the European Commission to "verify" and "rectify" that border management practices in our two host nations meet EU standards.

On a personal note, having assumed the leadership of EUBAM only in August 2015, I wish to pay tribute to my predecessor, Francesco Bastagli, for his dedication in leading EUBAM from April 2014 until July 2015. I also wish to thank our national and international partners for their vital cooperation, in realising many of the achievements and facing up to the complex challenges reflected in this Annual Report. I look forward to the times together that lie ahead.



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**Andrew Tesoriere**  
*Head of EUBAM*

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# HEADLINE ACHIEVEMENTS

## HEADLINE ACHIEVEMENTS IN 2014-15 IN MOLDOVA AND UKRAINE WITH EUBAM SUPPORT

### Cross border cooperation between Moldova and Ukraine

**Two major cross border agreements<sup>2</sup>** signed by Moldova and Ukraine, which will benefit future regional trade, security and movement of people.

**National integrated border management (IBM) strategies/concepts** adopted in Moldova and Ukraine.

### Law enforcement

**Anti-smuggling** legislation and institutional weaknesses tackled by Moldova and Ukraine, in a drive towards EU standards in the judicial and enforcement systems.

**National anti-tobacco strategies** initiated by Moldova and Ukraine to combat the illicit trade of tobacco products, with Strategy launch in Moldova in October and prospect of doing so in Ukraine in 2016.

### National sustainability

**A large range of organisational, operational, analytical and coordination activities and mechanisms**, previously borne by EUBAM, transferred to Moldovan and Ukrainian full ownership to strengthen national accountability and sustainability (e.g. Joint Border Control Operation, Thematic Working Groups and Task Forces etc.).

### Trade facilitation

**Port customs procedures** progressed at Odesa and Illichivsk Ports in Ukraine, following an EUBAM port study to help transform the business and investment environment in Ukraine.

**The number of mandatory customs clearance supporting documents** reduced by Moldova from eleven to three.

**The Approved Exporters Concept for origin in preferential agreements** adopted by Moldova, thereby enhancing trade with the EU under the AA/DCFTA.

**Trade Facilitation Working Group** launched by Moldova and Ukraine: the Group is an effective tool to assist Moldova and Ukraine implement the customs component of the AA/DCFTA as well as a forum for different agencies and organisations to stimulate international trade.

### Confidence-building measures

**Chisinau and Tiraspol agreed on mutual recognition of insurance policies** to facilitate freedom of movement across both banks.

**Chisinau established a temporary system allowing vehicles with Transnistrian number plates** driven by owners or authorized persons residing in Transnistria to cross the Moldova-Ukraine border.

<sup>2</sup> The first agreement establishes joint control at Pervomaisc-Kuchurhan border crossing point on the Transnistrian segment of the Moldova-Ukraine border; the second concerns the automatic exchange of border crossing data between Moldova and Ukraine.



# FOREWORDS FROM PARTNER SERVICES

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## THE BORDER POLICE DEPARTMENT OF THE MINISTRY OF INTERNAL AFFAIRS OF THE REPUBLIC OF MOLDOVA



We, the Border Police, are very lucky to have benefited from EUBAM's expertise during a period of great changes both for the Republic of Moldova and for our institution. Although 2015 was a challenging year due to the tense situation in Ukraine and the threats to Moldova's border security, we have managed to make the most of our cooperation and step up our efforts to ensure effective border management.

EUBAM has been an important player in supporting us in the implementation of the Moldova-EU Association Agreement. The Mission has had an important role in strengthening our cooperation with Ukrainian counterparts by assisting us in developing the legal framework to ensure the automated exchange of nominal data on border crossings including on the central segment of the border.

Another aspect worth mentioning is the progress made on expanding the concept of joint control at the Moldova-Ukraine border. Moreover, with the consistent support of EUBAM, the works on Moldova-Ukraine border demarcation moved forward, border crossing procedures were simplified and services provided to travellers have been continuously improved.

Joint Border Operations, Joint Working Groups, development of risk analysis procedures and the anti-corruption measures *inter alia* have enhanced the institutional and the operational capacity of the Border Police and helped us to better address and counteract cross border crime, and also greatly enhanced cooperation with our Ukrainian colleagues and partner services.

As a result, we have become a mature institution, equipped with the necessary expertise to gradually implement the lessons learned from this long-lasting cooperation with EUBAM, which, we are confident, will continue bringing sustainable, long-term and rewarding results.

We highly appreciate the professionalism and dedication of your staff and remain committed to our common endeavours.



**Dorin Purice**

*Head of the Border Police Department of the Ministry of Internal Affairs of the Republic of Moldova*

## THE STATE BORDER GUARD SERVICE OF UKRAINE



In 2015, the State Border Guard Service of Ukraine comprehensively supported by EUBAM has achieved significant results in enhancement of the border management system in Ukraine.

We highly appreciate Mission's assistance in elaboration of the State Border Guard Service of Ukraine's Development Strategy and the Integrated Border Management Concept, as well as express gratitude for its contribution into the EU assessment of the second preparation phase for implementation of the Visa Liberalisation Action Plan in Ukraine.

Thanks to EUBAM's support, border agencies of Ukraine and of the Republic of Moldova keep improving the procedures of joint cross border crime counteraction on the state border.

With the EUBAM support, the inter-agency Protocol on the Establishment of Joint Control at Kuchurhan-Pervomaisc border crossing point on the territory of Ukraine has been prepared and signed, technical documentation on reconstruction of Palanca border crossing point is being finalised for implementation of joint control on the territory of the Republic of Moldova, active work under the EU Eastern Partnership Programme on infrastructure development of Reni-Giurgiulesti border crossing point is being implemented in order to launch joint control on the territory of Ukraine.

The project of drafting an inter-governmental agreement on implementation of information exchange on travellers and vehicles crossing the Ukrainian-Moldovan border has become the most ambitious decision of the Mission in the current year intended to build up confidence on the state border and strengthen border security.

Supported by the Mission, and jointly with the Ministry of Internal Affairs of Ukraine, the State Border Guard Service of Ukraine has connected 39 BCPs to Interpol databases, 104 inter-state and international BCPs have been equipped with biometric control devices.

We would like to point out the importance of attracting international partners, such as Interpol, Europol, and Frontex by the Mission to take part in the joint border control operations. The proposed multilateral cooperation format proves again to be effective and is a serious step to further coordination of joint efforts on the Ukrainian-Moldovan state border.

The State Border Guard Service expresses its gratitude to EUBAM for its assistance and support on the issues of ensuring the state border security, and will keep enhancing its approaches to the border control and implementing the Ukraine-EU Association Agreement. We are sure all the objectives set will be achieved.



**Victor Nazarenko**

*Chairman of the State Border Guard Service of Ukraine*

# THE CUSTOMS SERVICE OF THE REPUBLIC OF MOLDOVA



The year of 2015 was marked by a decade of EUBAM activities in the Republic of Moldova and Ukraine. For these years, strategic partnership of the Customs Service of the Republic of Moldova (MDCS) and EUBAM has become a key factor for successful introduction of the European customs administration standards, ensuring the Moldova-Ukraine border security and cross border cooperation development.

Assisted by the Mission, we have achieved significant results in the implementation of commitments under the EU Association Agreement, in particular with regards to establishment of the Deep and Comprehensive Free Trade Area (DCFTA).

Another important achievement is the development of simplified customs procedures and the concept of Authorised Economic Operators (AEO). The regulatory and legal framework was harmonized with the EU legislation in 2014, and today we welcome a positive trend - more than 90 companies possess AEO certificates.

It is worth mentioning that on 1 July 2015 a pilot project on unilateral recognition of EU AEOs by Moldova was launched at the Leuseni-Albita BCP on the Moldovan-Romanian border (EU external border). Successful implementation of the project will serve as the basis for triggering a bilateral AEO recognition mechanism between Moldova and EU.

With EUBAM support, in May 2015 the Governmental Decree of the Republic of Moldova reduced the number of compulsory supporting documents needed for customs clearance. Currently, in accordance with best European and international practices, economic operators have to produce only three compulsory documents to go through the customs clearance process. This measure is an important step towards international trade facilitation.

Adoption of the Governmental Decree of the Republic of Moldova in June 2015 became a significant achievement in implementation of the EU Association Agreement. The Decree stipulated simplified origin certification procedure for the goods exported to EU, reducing the cost and time for clearing exports to EU.

The Mission provided assistance in drafting a five-year Information Technology Strategy. Advisory support was provided to agree draft regulatory acts in the fields of customs value, intellectual property rights, good governance and professional ethics.

Significant assistance is provided by the Mission on the issues of joint control in accordance with the European standards.

On 27 May 2015 the project on construction of the jointly operated Udobnoye-Palanca-Mayaky BCP on the territory of the Republic of Moldova was officially launched. The project is implemented by UNDP and funded by EU within the Eastern Partnership Integrated Border Management Flagship Initiative. We hope, similar projects will be introduced at Giurgiulesti-Reni and Pervomaisc-Kuchurhan BCPs on the territory of Ukraine. The Mission has been providing its support at each work stage in this direction.

As to the law-enforcement component, the Mission has assisted in such fields as post-clearance control and audit, risk analysis, mobile group operations.

With active participation of EUBAM and OLAF experts, the MDCS Strategy for Counteracting Smuggling and Trafficking in Tobacco Products for 2015-2018 was developed and signed at the MDCS, OLAF and EUBAM trilateral meeting on 27 October 2015.

The efforts on trade facilitation development and cross border crime counteraction tools will be continued in 2016. We hope for the Mission's further support in strengthening capacities of the Moldovan customs system and in developing cooperation with our Ukrainian colleagues in the field of ensuring stability and security on the common border and in the region.



**Tudor Balitchi**

Director General of the Customs Service

# THE STATE FISCAL SERVICE OF UKRAINE



For the Ukrainian Customs Service, as for the whole State Fiscal Service of Ukraine (UASFS), 2015 has become a year of reforms and preparation to implement the Ukraine-EU Deep and Comprehensive Free Trade Area that will come into force on 1 January 2016, as envisaged by the Ukraine-EU Association Agreement.

The reform of the customs bodies was implemented in line with the provisions of the International Convention on the Simplification and Harmonisation of Customs Procedures, the Convention on Temporary Admission and the EU Customs Code.

Our efforts are mainly aimed at establishing a modern European customs service that would become a partner for business and citizens and a reliable protector of the Ukrainian economic security.

The Cabinet of Ministers of Ukraine has a clear understanding of the amount of work to be done by the Ukrainian public authorities to implement the Ukraine-EU Association Agreement and has approved the Agreement Implementation Action Plan 2014-2017 for this purpose. UASFS has adopted its 4 Action Plans according to the obligations in the framework of the Association Agreement. The Action Plans are aimed at implementing EU legal acts in the customs area, namely:

- to join the Convention on the Simplification of Formalities in Trade in Goods and the Convention on a Common Transit Procedure;
- to harmonise with the provisions of the EU Customs Code;
- to grant a remission of VAT and excise duties on goods imported by travellers from the third countries;
- to conduct customs control over observing intellectual property rights.

We are grateful to EUBAM for substantial assistance in reforming UASFS and fulfilling these obligations, in particular, for the expertise, seminars, exchange of experience with customs administrations of the EU member states and developing contacts with the European Commission.

In general, it is worth mentioning intensified cooperation with EUBAM in the customs field.

Pursuant to UASFS's request, the Mission assessed customs formalities of the Odesa and Illichivsk Sea Ports.

Jointly developed recommendations will facilitate simplified and accelerated formalities and contribute to anti-corruption activities.

Joint efforts of Ukrainian and Moldovan customs and border guard services, coordinated by EUBAM, resulted in the finalised Protocol on the Establishment of Joint Control at the International Pervomaisc-Kuchurhan BCP on the territory of Ukraine.

EUBAM put considerable efforts to coordinate work of the Ukrainian and Moldovan competent authorities aimed at preventing and counteracting smuggling and violation of customs legislation at the Ukrainian-Moldovan border. I would like to mention active cooperation with the Mission in the framework of the Task Force Tobacco.

I am sure, the mechanism of online information exchange among customs administrations of Eastern Europe developed by the Task Force will become yet another effective instrument to counteract illegal movement of goods.

'Danubius' JBCO supported by EUBAM also proved to be effective. The operation resulted in prevented cases of illegal movement of tobacco products at the Ukrainian-Moldovan state border.

We believe that further UASFS-EUBAM cooperation in 2016 shall preserve the following priorities:

- implementation of the Ukraine-EU Association Agreement in the customs field aimed at simplified customs procedures, improved service quality for businesses and individuals, and as a result, improved Ukraine's investment attractiveness;
- ensuring security at the central segment of the Ukrainian-Moldovan border, including counteracting illegal movement of excisable goods, weapons and ammunitions.

I am sure that the intended objectives and the existing potential of UASFS-EUBAM interaction will be completely achieved and implemented in 2016.

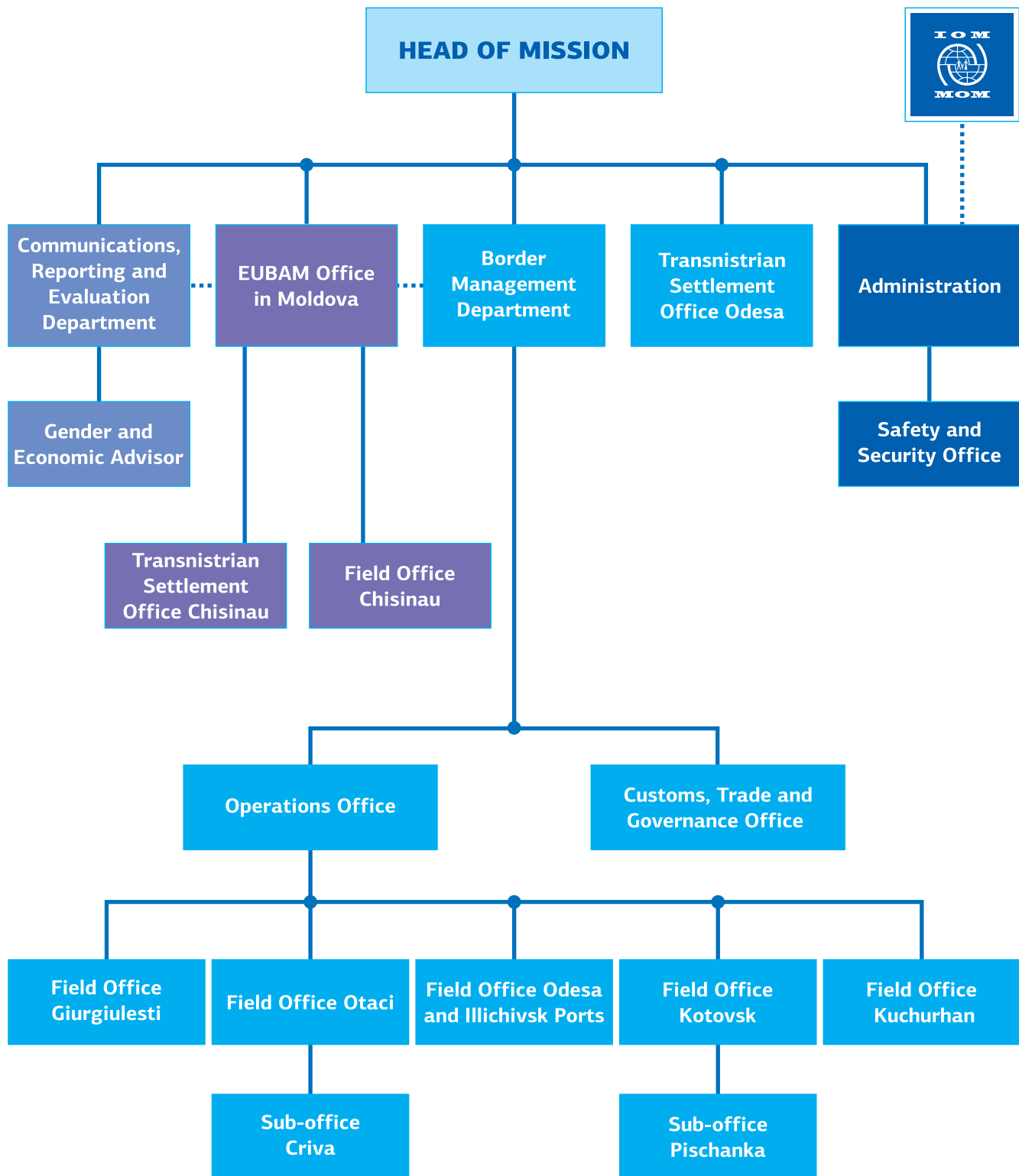


**Roman Nasirov**

*Chairman of the State Fiscal Service of Ukraine*

# EUBAM STRUCTURE

STRUCTURE OF THE MISSION,  
DECEMBER 2015 – NOVEMBER 2016



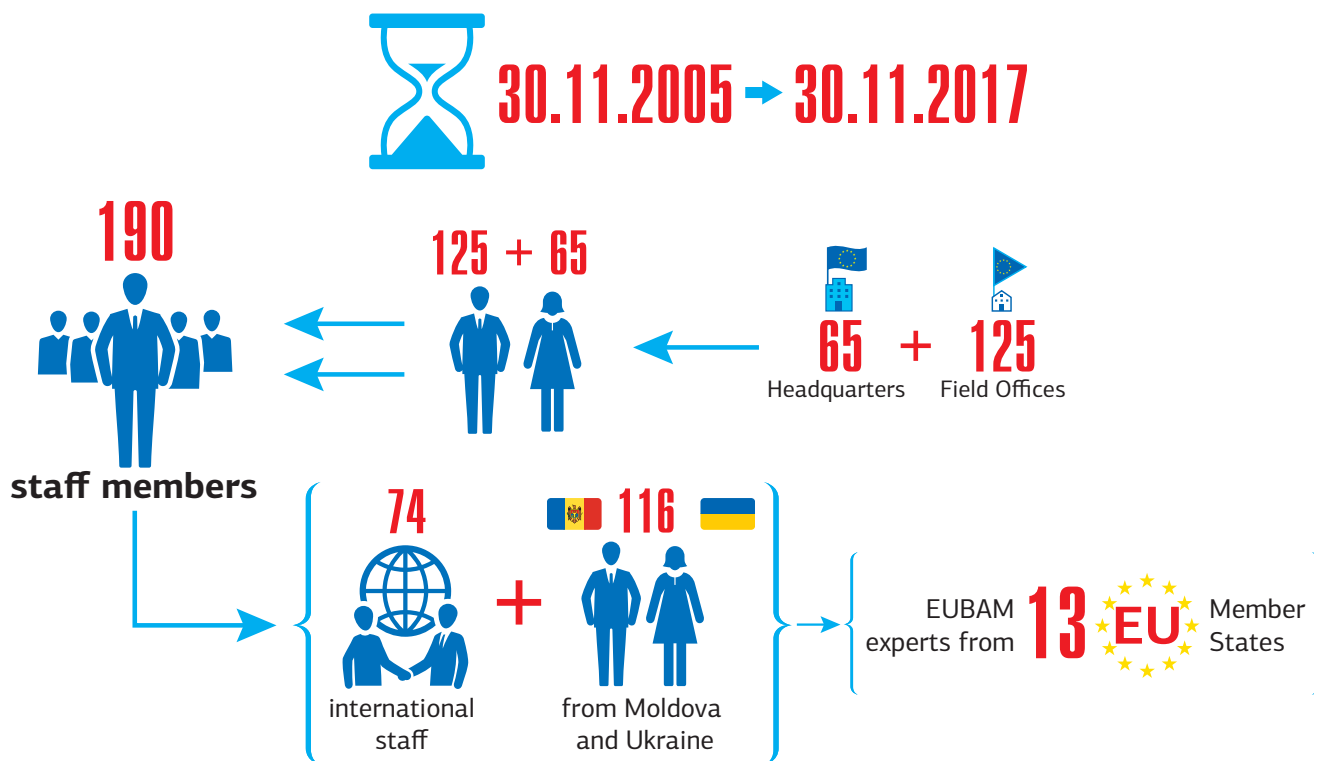
# EUBAM TODAY

The European Union Border Assistance Mission to Moldova and Ukraine (EUBAM) was launched in 2005 to promote border control, customs and trade norms and practices that meet European Union standards, and serve the needs of its two partner countries. It is an advisory, technical Mission headquartered in Odesa (Ukraine) with six field offices in its area of operation. EUBAM activities promote economic development and enhance regional security. The Mission contributes to cross border cooperation and confidence-building, and helps to improve efficiency, transparency and security along the Moldova-Ukraine border.

## The Mission's aims are to:

- work with the authorities in Moldova and Ukraine to harmonise their border control, and customs and trade standards and procedures with those in EU Member States
- improve cross border cooperation between the border guard and customs agencies and with other law enforcement bodies, and facilitate international coordinated cooperation
- assist its partners in preparing for the implementation of the requirements of the EU–Moldova and EU- Ukraine Association Agreements and the future establishment of a Deep and Comprehensive Free Trade Area (DCFTA)
- contribute to the peaceful settlement of the Transnistrian conflict through confidence-building measures and a monitoring presence at the Transnistrian segment of the Moldova-Ukraine border

## EUBAM IN NUMBERS AS OF 1 DECEMBER 2015<sup>3</sup>



**14,814,404**

The EUBAM budget for December 2015 to November 2017

<sup>3</sup> The budget for EUBAM Phase 10 (1 Dec 2013 to 30 Nov 2015) amounted to Euro 20,690,450. During the reporting period EUBAM had 242 staff members.

# THE ADVISORY BOARD



The Advisory Board is the governing body of EUBAM. It is chaired by the Head of the EU Delegation to Ukraine and is composed of representatives from 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 authorities, the European External Action Service, the European Commission, the International Organization for Migration, and the Organization for Security and Cooperation in Europe (OSCE). Several institutions have observer status: the Ministries of Internal Affairs and Ministries of Justice of the Republic of Moldova and Ukraine, the Information and Security Service of Moldova, the Security Service of Ukraine, the General Prosecutor's Offices of both countries, UNDP and EU Advisory Mission for Civilian Security Sector Reform Ukraine (EUAM).

The Advisory Board met twice in 2015 under the chairmanship of the Head of the EU Delegation to Ukraine, Ambassador Jan Tombinski. The first meeting took place in April in Odesa. The Board positively assessed the assistance provided to the two Governments in their preparations for the implementation of the Association Agreements (AA) and the EU requirements related to the Deep and Comprehensive Free Trade Area (DCFTA). It welcomed EUBAM's support to partner services in the areas of border control, visa liberalisation, and strengthening institutional and operational capacities.

The Board encouraged the two Governments to expedite their proposals to the European Union institutions concerning the extension of the Mission mandate beyond 2015.

At the second meeting in November in Chisinau, the Advisory Board welcomed the appointment of Andrew Tesoriere as EUBAM Head of Mission. It was informed that both countries had sent to the EU the official request for extension of the Mission. The Board endorsed the Action Plan for the next Phase (2015/2017). Senior participants agreed this Advisory Board showed fresh dynamism and a more outcome-oriented approach with less rigidity and formality, both in terms of sessions and reporting. Finally, during this meeting, Moldova and Ukraine signed two important cross border agreements<sup>4</sup> which were initiated by EUBAM, and will benefit trade, security and movement of people in the region in the coming years (see the section on Transnistria for further detail).

<sup>4</sup> The first agreement establishes joint control at Pervomaisc-Kuchurhan border crossing point on the Transnistrian segment of the Moldova-Ukraine border; the second concerns the automatic exchange of border crossing data between Moldova and Ukraine



# REPUBLIC OF MOLDOVA

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## COOPERATION WITH BORDER POLICE

EUBAM worked with both the Moldovan Border Police and the Moldovan Customs Service to provide the legislative basis and operational capacity to counteract smuggling and irregular migration using joint mobile units backed up by robust risk analysis structure and procedures as key tools. This will, *inter alia*, assist Moldova to fulfil the requirements of the Visa Liberalisation Action Plan and its Integrated Border Management National Strategy 2015-2017.

Although EUBAM has provided an occasional presence at Chisinau Airport, usually in relation to past joint border control operations, it was designated this year as a key working location, providing an increased and regular presence of EUBAM experts. This decision reflected a significant increase in passenger traffic due to changing travel patterns resulting from both visa liberalisation and the conflict in Eastern Ukraine. EUBAM is monitoring procedures applied for the control of goods and passengers, as well as providing technical assistance to partner services. Additionally, an evaluation is being conducted of the procedures and practices undertaken by the control authorities at the airport, with a view to identifying any deficiencies against EU and international standards and making recommendations that will address them. The recommendations will be aimed at facilitating legitimate trade and traffic while ensuring a secure environment. As well as the Border Police, EUBAM's cooperation in this area involves the Customs Service and other relevant agencies.

Other cooperative activities with the Border Police are included in the section on Cross Border Cooperation.

## COOPERATION WITH CUSTOMS

Moldovan Customs made steady progress throughout the year with a particular focus being to fulfil the requirements of the Deep and Comprehensive Free Trade Area.



The Mission's collaboration with the US-funded BRITE Project (Business Regulatory Investment and Trade Environment in Moldova) on a range of customs issues continued to be fruitful. Over the year the collaborative effort gave practical assistance with introducing AA/DCFTA reforms related to the Authorised Economic Operator concept, post-clearance audit and control, and other trade facilitation measures. The Mission's close collaboration with the relevant Brussels institutions such as DG-TAXUD is covered under the Cross Border Cooperation section.

A noteworthy success was achieved in May when, following EUBAM advice and assistance to the Moldovan Customs Service, a Government Decision was issued, reducing the number of mandatory supporting documents required for customs clearance from around eleven to three. This measure will dramatically improve the international trade environment in Moldova and drive down the costs for business, whilst also boosting the country's international trade competitiveness and making customs clearance more predictable.

Moldova made an important step in implementing its AA/DCFTA with the EU when, in June, it adopted Decree No 385 on the implementation of the Approved Exporters Concept for origin purposes foreseen in preferential agreements. This new trade facilitation measure eases the procedures in preferential trade for both operators and customs, while ensuring better compliance and control.

At the request of Moldovan Customs for support with developing a new five-year Information Technology (IT) Strategy, EUBAM deployed a Senior Information Technology Consultant for a three-month assignment from August to October. The aim was to produce a new IT Strategy that will lay a clear path for the Moldovan Customs Service to follow in terms of helping the administration to fulfil its strategic objectives through a process of planned and well-managed modernisation. It will also create the basis for the development of policies which facilitate improvements in the general management of the IT environment, and also reduce the opportunities for corruption inside the customs administration, as well as increasing efficiency by lowering operational costs.

Following EUBAM's well-received study on Ukrainian ports (see under Customs Cooperation with Ukraine), the Mission launched a similar study of Giurgiulesti Port.

In supporting the development of good governance and institution building in the customs, EUBAM provided legal advice on the draft Customs Service Law. This draft law had earlier been developed on an EUBAM initiative, but its introduction into parliament was unfortunately delayed due to changes in Government. Consequently, it has undergone repeated phases of inter-ministerial consultation, at which EUBAM experts have provided support to the Moldovan Customs on the points and issues raised by other ministries.

The enactment of this Law is regarded as a critical measure for establishing the legal basis for the development of modern human resource management systems. The implementation of these systems will provide the necessary tools to improve the administrative capacity of the service so that it is able to implement its responsibilities under the Association Agreement and the Deep and Comprehensive Free Trade Area while at the same time achieving much higher standards of integrity and good practice.

In anticipation of the enactment of the Customs Service Law, EUBAM worked closely with the Customs Service Personnel Management Department and developed a personal performance appraisal system for customs staff.

Additionally, EUBAM worked closely with the Customs Service in developing a draft Code of Conduct for customs staff, intended to be introduced by Government Decree, supported by a Manual explaining how the Code is to be interpreted by Customs personnel.

Other cooperative activities with the Customs are included in the section on Cross Border Cooperation.





## COOPERATION WITH THE BORDER GUARDS

EUBAM carried out an evaluation of first and second line documentary checks conducted by the Ukrainian State Border Guard Service. These were found to be mostly in line with those of the EU. Recommendations communicated to the Border Guard Service from the evaluation pointed to a number of legislative amendments and procedural adaptations with one area in particular – the calculation of the possession of sufficient means of daily subsistence - being singled out for a specific mention. EUBAM proposed that Moldova and Ukraine mutually agree to similar conditions for citizens of both countries in the interests of equality and good neighbourliness.

### *Visa Liberalisation Action Plan*

EUBAM assisted Ukraine in moving its Visa Liberalisation Action Plan (VLAP) forward by providing input to the “Sixth Progress Report on the Implementation of VLAP” specifically related to an assessment of possible migratory and security impacts of future visa liberalisation for Ukrainian citizens within Block 2 of the plan. Experts were able to demonstrate that anticipated evaluations of asylum procedures and the treatment applied to vulnerable groups, such as unaccompanied minors and asylum seekers at border crossing points, is planned to take place as part of EUBAM Phase 11 activities (Specific Objective 6), where human rights and dignity of passengers/migrants will merit special focus.

A welcome step was made by the Ukrainian Government to enhance trade facilitation and fight corruption with a new Decree which, *inter alia*, eliminates mandatory on-board checks for each vessel arriving at port; introduces electronic pre-arrival submission of documentation, and makes physical checks conditional on risk analysis. EUBAM’s Trade Facilitation Working Group was used as a platform to advance the proposal, which resulted in this legislative change. The Mission’s evaluation of the legislation confirmed that, in general, the new regulations approximated to international standards. This new step likewise affects the Ukrainian Customs and other relevant agencies. According to information from Ukrainian Customs, approximately 90% of vessels are no longer boarded by Customs on a routine basis.

The Mission worked with the Border Guard Service on its Integrated Border Management Concept – see the Integrated Border Management section for further detail.

Other cooperative activities with the Border Guard Service are included in the section on Cross Border Cooperation.

## COOPERATION WITH CUSTOMS

Ukrainian Customs continued to make steady progress, which is all the more noteworthy in light of the changes in key senior management personnel at its home ministry, the State Fiscal Service of Ukraine and the extraordinarily rapid turnover of management at local level. There was also continuing uncertainty about the final organisational and functional structure of the State Fiscal Service and the competences which would remain with the Customs. These issues remained unresolved, and this cannot help but have had some effect on the morale and motivation of Customs staff.

The key highlight in cooperation with Customs was the release of EUBAM's "Odesa and Illichivsk Ports Study". The major findings were presented to media representatives, the State Fiscal Service and other state border control services, business organisations and other stakeholders at a launch event held at the EU Delegation premises in Kyiv. The launch was chaired by Ambassador Jan Tombinski, Head of the EU Delegation to Ukraine and attended by high-level representatives of the State Fiscal Service, which had commissioned the report.

The study reviewed border control and customs clearance procedures at the ports and made recommendations for improving border management and reducing the scope for corruption. Taken together, the recommendations

can be seen as an action plan that has the power to be truly transformative, opening up Europe for Ukrainian trade and acting as a catalyst for much wider-ranging reform. Many action points are directly linked to fulfilling the commitments under the Deep and Comprehensive Free Trade Area that Ukraine assumed when it signed its Association Agreement with the EU in 2014.

The report was met with a positive response from professionals and businesses whose work involves the ports. The Customs Service has developed a roadmap and has been systematically implementing the action plan as a tool for driving forward its modernisation plans, and for meeting the customs-related chapters of the AA/DCFTA.

The economic benefits from implementing the recommendations include reduced operating costs for businesses, making them more profitable and competitive. It will be far easier to trade across borders. This should boost economic growth and investment in the region, increasing revenues to the state budget.

Since its publication, the Port Study has been in high demand with a second print run required. Since being appointed as Governor of Odesa region in June, Mikheil Saakashvili has announced an ambitious programme which includes reforming both the ports and Customs. The Port Study recommendations are reflected in the reform programme.

At the request of Moldovan Customs, the Mission has initiated a similar study of Giurgiulesti Port.



## Support for implementing the Authorised Economic Operators Concept

Together with the European Commission/DG-TAXUD, EUBAM ran a programme of activities to assist the Ukrainian State Fiscal Service with preparations to introduce the Authorised Economic Operators (AEO) Concept<sup>5</sup>. Implementing the Concept is part of the AA/DCFTA commitments. The programme culminated in November with three AEO events organised by EUBAM and the European Commission taking place separately in Belgium, Germany and Lithuania. As well as drawing on the support of the AEO Network<sup>6</sup>, the customs/tax authorities of various member states also took part in the programme, including Germany, Lithuania and Poland.

Implementation of the AEO concept in Ukraine is still in the preparatory stage. There remain important areas for further development. EUBAM and the European Commission/AEO Network agreed to step up cooperation on the implementation of AEO requirements in 2016, including through the monitoring and provision of assistance to both Moldova and Ukraine. Following completion of the events, EUBAM made proposals aimed at assisting the process of enablement and implementation of the AEO concept in Ukraine.

Other cooperative activities with the Customs are included in the section on Cross Border Cooperation.

## Port Study: Transforming the Trading Environment in Ukraine

The Port Study action plan has the potential to transform the trading environment in Ukraine through simplification and facilitation.

- Ukraine's adoption of the EU's New Computerised Transit System will speed up and simplify the movement of goods between the EU and Ukraine through the use of electronic submission and transfer of transit documents
- Likewise, Ukraine will introduce the Authorised Economic Operators (AEO) system already used in the EU and other countries. The system allows compliant businesses to apply for AEO status. This confers the benefit of reduced controls and fewer restrictions. And because mutual recognition is integral to the AEO system, this benefit applies not just in Ukraine but throughout the EU and beyond
- Radically improved communication systems within and between border control services will speed up information exchange across borders and with ports in other countries, facilitating legitimate trade. This frees up time for Customs and the other border services to focus their controls on higher risk consignments
- The study recommended developing communication mechanisms for regularly consulting with business, creating partnerships that help build confidence and trust. The aim for both Customs and business is a more service-oriented approach with greater transparency and predictability of procedures, regulations and control. In this way the trading community will be fully aware of their rights and obligations. This means less bureaucracy and more time to spend on what is most important – doing business



<sup>5</sup> AEO status is granted to reliable operators who are compliant in respect of security and safety standards. This status entitles them to benefits from simplified customs procedures

<sup>6</sup> The AEO Network consists of experts from EU Member State customs services coordinated by DG-TAXUD in Brussels

# CROSS BORDER COOPERATION



In April, the Mission established the Trade Facilitation Working Group (TFWG) which works, with the support and collaboration of the EC/DG-TAXUD to assist the two countries to implement the customs component of the AA/DCFTAs. The TFWG brings representatives of both customs services together with EC/DG-TAXUD, customs professionals from EU Member States, international organisations (such as USAID, the American Chamber of Commerce, the European Business Association) and professional organisations representing major economic operators in Moldova and Ukraine. It acts as an effective platform for communication and cooperation. TFWG focusses its efforts on minimising customs barriers in international trade according to EU and other international standards. The TFWG produced the first rough draft of the regulation on customs terminal processes in Moldova and also assessed and provided expert comment on the Ukrainian Customs Code. It also collated comments from professional and business representatives on Ukraine's legislation on sea ports.

As a part of EUBAM's trade facilitation support to the customs services of Moldova and Ukraine, the Mission appointed a short-term consultant to review and advise on customs simplified procedures (SPs). The consultant identified gaps, inconsistencies and obstacles in the implementation of SPs and reviewed current processes and legislation. His final report set out findings and recommendations for improving the implementation of SPs and approximating to EU standards. This will be a key focus for the next phase of the Mission given the central importance of SPs for driving forward the modernisation of the customs services.

## BORDER DEMARCATION

EUBAM monitored the work of the Joint Moldova-Ukraine Commission on Border Demarcation. The Commission has been working on the demarcation process for some years with a view to finalising a bilateral agreement. Unfortunately, not much progress was made this year with 3.73 kilometres still remaining to be physically demarcated. Although some mapping issues remain to be resolved, the major constraint is how to cover the costs of the physical demarcation. EUBAM supported the parties to submit a detailed outline of funding needs in order to seek international assistance with the costs of the practical work and the printing of the formal documentation for the finalisation of the demarcation process.

## FIGHTING INTERNATIONAL CRIME

A practical example of the Mission's assistance to the partner services to fulfil the DCFTA requirements is its work to help partners take a more systematic approach to countering tobacco smuggling. This will be achieved by strengthening their operational capacities to carry out investigations, and building up the necessary interagency and international networks to allow better counteraction.

The strategies will set out the legislative, operational and infrastructural frameworks and requirements for partner services to step up the fight against large-scale tobacco smuggling. The strategies should achieve three key outcomes:

- strengthening the fight against illicit trade in tobacco and at the same time dramatically decreasing the extensive losses to the state budgets of Moldova and Ukraine
- decreasing revenues to criminal groups
- protecting consumers from counterfeit products



The Mission has made fighting tobacco-smuggling one of its flagship initiatives. The initiative is meant to build on and reinforce current efforts against the illicit tobacco trade. The main focus is on cigarette smuggling because it represents a major economic and security challenge for both countries, and at the same time is a serious concern for the European Union and its Member States.

To achieve a more coherent approach, the Mission has recommended that Moldova and Ukraine adopt national anti-tobacco strategies, and that they begin with the law enforcement component first before drawing in other strands of work. Both Governments have accepted this as the way forward. Moldova successfully launched its strategy in October, while work is still at the preliminary stage in Ukraine. Once adopted and implemented, the national strategies will form an effective basis for deeper partnerships with concerned European and international agencies, which will, in turn, allow for better coordination and more high-profile and ambitious operational work.

The strategies will also set out how the Moldovan and Ukrainian authorities will continue to target, catch and punish those in the illicit tobacco trade. They will also describe how they will enhance prevention by targeting the places of manufacture within their respective countries. This will attack the problem at source before these illegal products even start their journey towards the EU and other markets.

The Mission facilitated the establishment of an information exchange mechanism which will assist in the counteraction of tobacco smuggling in the wider region. It links Belarusian, Georgian, Hungarian, Lithuanian, Moldovan, Polish, Romanian and Ukrainian Customs administrations, SELEC, and OLAF. It will focus on suspicious cigarette shipments likely to be diverted to the illicit cigarette markets of the EU Member States, Ukraine, Moldova and Balkan region countries.

Action by Moldovan law enforcement agencies, in particular the Moldovan Information and Security Service (MDISS), with the support of EUBAM, led to the closing down of an international tobacco contraband network. EUBAM brought the Moldovan agencies together with their Italian

counterparts and the European Anti-fraud Office (OLAF). The information-sharing and cooperation, which was established, enabled law enforcement agencies in Italy and Germany to dismantle the network late last year. Results were made public in February. The contraband network, which was centred on a tobacco factory in Turin, made fictitious tobacco exports to Moldova as a way to avoid customs duties and taxes. The scheme is calculated to have cost the Italian budget in excess of €90mln. Twenty people involved in the contraband network were arrested. The case highlighted the value of Europe-wide cooperation against organised crime.



An illegal cigarette factory near Chisinau was raided and shut down in March in an operation organised by the General Prosecutor's Office with support from MDISS. The operation was the result of intensive cooperation between MDISS and the Prosecutor's Office, facilitated by EUBAM. This included intelligence sharing, crime analysis, collaboration and coordinated intervention. Eight arrests were made and 15 house searches were conducted. Authorities seized the complete cigarette manufacturing machinery as well as 5 mln counterfeit cigarettes. The investigation confirmed that counterfeit brands of cigarettes were smuggled to the EU Member States by different routes, including Ukraine.

EUBAM has consistently worked with the partner services to strengthen the deterrence of illegal activities such as smuggling. In August, the Mission addressed an official recommendation to the Supreme Court of Moldova to modify Moldovan legislation and practice related to the value assessment of contraband excisable goods seized at the Moldovan border. At present, Moldovan Customs take into consideration only the producer

cost of the goods, not taking into account either the customs duties or VAT, so most cases involving seized excisable goods fail to get over the threshold to be considered as criminal cases as opposed to administrative offences. This limits the capabilities of Moldovan law enforcement bodies to properly investigate all details of the offence. According to EU best practice, excise, VAT and customs duties should be included in the value of seized contraband excise goods which constitute the financial loss to the budget of the individual EU Member States. In this way, EU Member States follow an effective, proportionate and dissuasive approach against perpetrators. Moldovan partners have informed EUBAM that the recommendation is being analysed with a view to initiating the necessary amendments to the existing legislation.

In May, a draft law (#2840) was registered in the Ukrainian Parliament on amending the Criminal Code of Ukraine concerning the criminalisation of smuggling excise and counterfeit goods. The accompanying explanatory note states that this initiative is based, *inter alia*, on an EUBAM recommendation. The Mission has repeatedly addressed this recommendation to Ukrainian Customs and the Security Service since the absence of criminal responsibility for smuggling of goods in Ukraine makes it impossible to effectively fight against it, and provide appropriate assistance to the partner law enforcement agencies of foreign states in eliminating illicit channels used to traffic excisable goods across the customs border of Ukraine. If enacted, the new legislation will align more closely with EU practice, which applies both criminal and administrative sanctions to smuggling. This would allow for an effective, proportionate and dissuasive approach against perpetrators.

The EU Customs Blueprints, which must be applied as part of the Deep and Comprehensive Free Trade Area, have five strategic objectives concerning Intellectual Property Rights (IPR). These encompass legislation, cooperation, operation, organisation and methods. The Mission is assisting both with the legislative and operational enforcement of IPR to help Moldovan and Ukrainian Customs to approximate their procedures in line with EU Regulation 608/2013 which strengthened EU action on IPR, and which is incorporated into the Customs Blueprints. Much of this work is carried out at the central level, but where there are particular needs at the regional and local level, our Field Offices also assist with special exercises which allow knowledge and skills transfer on IPR.

Moldova has adopted an action plan for implementing its national IPR strategy by 2020, and EUBAM will work with the Moldovan agencies, which are involved. Through regular and *ad hoc* activities, the Mission is sharing know-how, skills and raising awareness as well as helping partners consolidate the national, bilateral and international networks they need to enforce IPR.

EUBAM prepared the “2015 Joint Report on Irregular Migration and Trafficking in Human Beings (THB) at the Moldova-Ukraine Border” with contributions from all the relevant national partners<sup>7</sup>, the Missions of the International Organization for Migration in Moldova and Ukraine, and Frontex. The Report provided an overview of the national and wider regional context of irregular migration and trafficking in human beings in Moldova and Ukraine, and highlighted new trends. It also noted the improvement of the legislative and institutional base of border and migration management systems in the framework of visa liberalisation efforts in Moldova and Ukraine, and an overall steady trend of irregular migration and THB in those countries as well as an enhanced control of those phenomena.

As part of their Association Agreements, Moldova and Ukraine must demonstrate they are capable of cooperating with the EU on migration, asylum and border management. During 2015, the Mission has been carrying out a wide programme to transfer knowledge to partner services on profiling potential THB victims. The Mission assisted partners to apply for access to the relevant EU databases, which would help them combat THB (e.g. on forged travel documents). The Mission worked with Sweden on a project to enhance partners’ operational capacity to fight irregular migration.

EUBAM gave tailored support throughout the year to the increased security measures and control operations at the Moldova-Ukraine border to prevent smuggling of CBRN substances (Chemical, Biological, Radiological and Nuclear), weapons and ammunition.

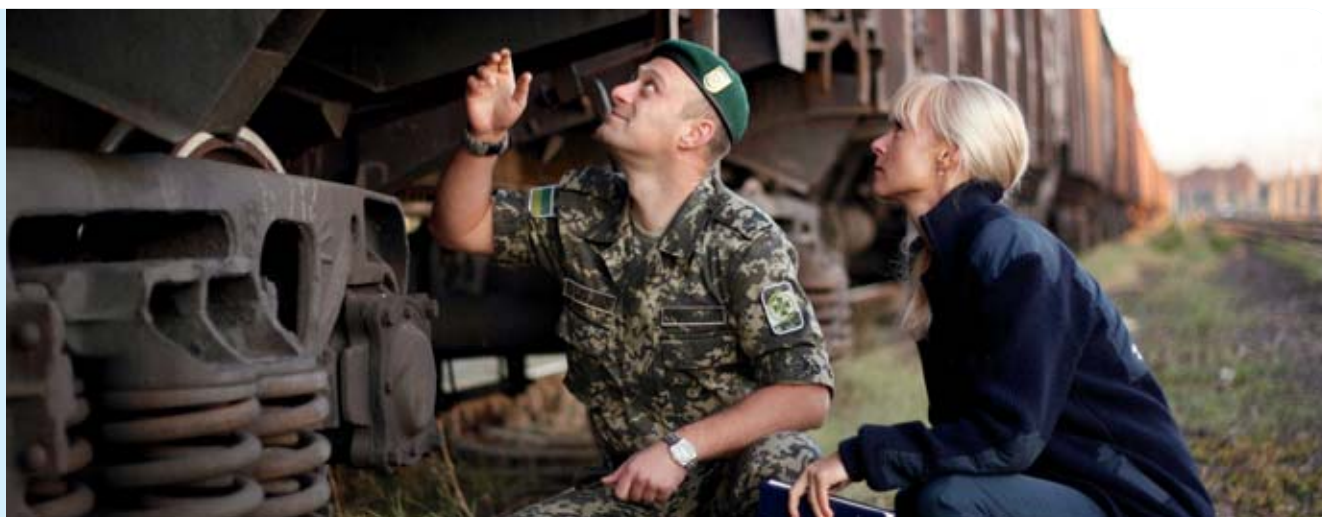
The risks concerning illegal trafficking of weapons, arms and ammunition related to Transnistria were monitored by the border services with support from EUROPOL, the National Agency for Regulation of Nuclear and Radiological Activity of Moldova, and the State Nuclear Regulatory Inspectorate of Ukraine within the framework of the EUBAM-led Task Force Arms. EUBAM conducted on-the-job training sessions on weapons concealment methods, and on safety measures when conducting related searches at border crossing points.

The Mission arranged practical exercises at two border crossing points with the participation of practitioners from the relevant agencies in Moldova and Ukraine, aimed at improving the enforcement of legislation on the transportation of nuclear and radioactive substances across the border. In August, practical seminars were delivered by EUBAM together with OSCE at Odesa Sea Port aimed at preventing exports of metal scrap with exceeded levels of ionising radiation. In October, the Mission organised a practical seminar in Odesa on coordination arrangements between local and central executive authorities in response to detected illegal trafficking in radioactive materials.

## COMMON BORDER SECURITY ASSESSMENT REPORT

The Common Border Security Assessment Report (CBSAR) has been a significant and successful EUBAM collaborative activity with its Moldovan and Ukraine customs and border guard/police partners. Through systematic analysis, it provides a monthly, biannual and annual assessment of the security situation along the entire common border. Its assessments are used by partners to inform their tactical, operational and strategic decisions. During 2015, the information produced from the CBSARs was a platform for enhanced cooperation between the partners and supported the planning for the joint border control operation ‘Danubius’ (see below), as well as a number of joint assistance exercises implemented at the local level.

In line with EUBAM’s policy to increasingly transfer responsibilities to its partners, the monthly CBSARs have been completed in virtual mode with minimal EUBAM involvement though the Mission continues to monitor their quality.



<sup>7</sup> the Ministry of Internal Affairs of the Republic of Moldova (Border Police Department, Bureau for Migration and Asylum and the Centre for Combating Trafficking in Persons of the General Police Inspectorate), the State Border Guard Service, State Migration Service, the Security Service and the Ministry of Internal Affairs of Ukraine



## PRE-ARRIVAL INFORMATION EXCHANGE SYSTEM

The Pre-Arrival Information Exchange System (PAIES) has, like the CBSAR, been a long-standing and successful EUBAM product. The system enables the two customs services to exercise more effective control and risk assessment on commercial cargoes. An advantage of the PAIES system is that it allows a 'virtual presence' at the Transnistrian segment of the border, increasing transparency and allowing effective control of goods imported by economic operators through this segment. In 2014, it was decided that as Customs have assumed increased responsibility for PAIES, EUBAM would reduce its involvement to assisting, when necessary, with maintenance and enhancement of technical functionality. In October 2015 a similar system (called PRINEX) was replicated between the customs authorities of Ukraine and its neighbour, Belarus.

## EXTERNAL COORDINATION MEETINGS

Soon after it commenced its work, EUBAM established a format of coordination meetings, where partners from customs and border guard/police could air and discuss issues of common interest. These meetings were held on a monthly basis throughout the year hosted by partners and EUBAM on a rotating basis. They remain an important and core component of EUBAM engagement, engendering enhanced levels of cooperation and trust through discussions on practical and operational issues, as well as being a platform for exchanging information on planned changes within their respective organisations. A consistent agenda item remains the Common Border Security Assessment Report. The level of representation at the meetings allows decisions to be made on the basis of the results and trends identified in the reports.

## JOINT BORDER CONTROL OPERATIONS

A four-phase joint border control operation (JBCO "Danubius") took place from May-October covering the Moldova-Ukraine border. It involved seven law enforcement agencies<sup>8</sup> from Moldova and Ukraine, and was supported by international partners from EUROPOL, INTERPOL, FRONTEX, OLAF, SELEC, and law enforcement agencies from Germany, Hungary, Poland, Romania, and the Slovak Republic. This was the thirteenth JBCO under the aegis of EUBAM, but was the first time that the partner services took sole charge of planning and coordination. EUBAM's role was limited to facilitating the JBCO implementation, and supplying experts to support its partners at Odesa and Chisinau Airports. The JBCO targeted: the prevention of extremists/extremist groups from entering Ukraine; the prevention of destabilization of the border area; irregular migration and trafficking in human beings; smuggling and other cross border crimes. Partners assessed that the JBCO had met planned objectives. The results of the operation are shown in the accompanying box. Mounting such operations helps strengthen professional and personal ties between responsible officials in the two countries, clarifying and improving collaboration procedures and deepening mutual trust. It also builds and tests out the international networks the Mission has been helping the partner services to build.

### Results from Joint Border Control Operation 'Danubius'

- 117 seizures with an estimated value of €599,371
- 1.3 million cigarettes
- 18 vehicles
- 16,722 litres of alcohol
- 5 weapons and 6 pieces of different kinds of ammunition
- 243 persons were detained or sanctioned including 11 irregular migrants
- 23 cases of non-declared consumer goods with an estimated value of €397,723

<sup>8</sup> the Ministry of Internal Affairs of the Republic of Moldova (Border Police Department, Bureau for Migration and Asylum and the Centre for Combating Trafficking in Persons of the General Police Inspectorate), the State Border Guard Service, State Migration Service, the Security Service and the Ministry of Internal Affairs of Ukraine

# INTEGRATED BORDER MANAGEMENT

The Mission was active in supporting partner services to achieve greater integration of border controls between services.

The Mission has consistently assisted in the development of integrated border management (IBM) strategies which encourage closer co-operation and coordination within and between the services as well as at the international level. In late 2014, the Government of the Republic of Moldova approved the National Strategy of Integrated Border Management for 2015-2017, aimed at developing a high level of state border control, border security and counteraction of irregular migration and cross border crimes. In November 2015, the Ukrainian Government published

Mission has sought to work with partners to help realise this goal. In 2012, as an EUBAM-inspired pilot project, the Briceni-Rososhany border crossing point became jointly controlled. It continues to operate successfully, demonstrating the benefits of a shared operation. According to partner services, it has cut the time necessary for crossing the border by 30%-40%, increasing customer satisfaction.

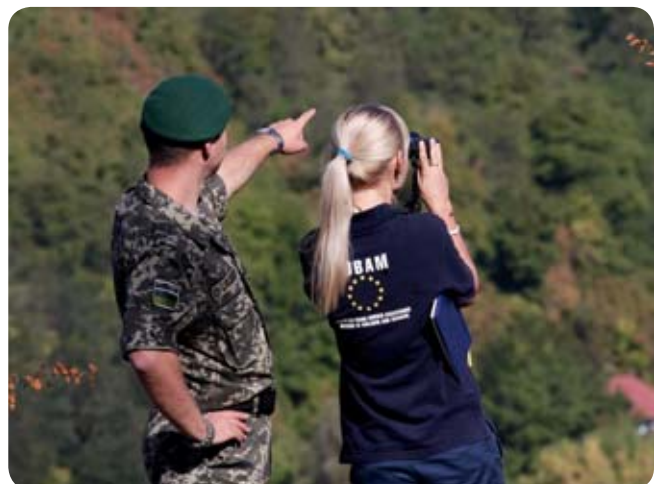
EUBAM assisted partner services in a successful application to the EU's Eastern Partnership programme to fund the transformation of Giurgiulesti-Reni into a jointly controlled border crossing point. At the request of the EU Delegation to Ukraine, the Mission is supporting the cost study with facilitation and technical advice. The intention is to extend the project to enable the establishment of joint control at Pervomaisc-Kuchurhan border crossing point (see under the section on Transnistria for further detail).



Resolution 1149 approving the Concept for Integrated Border Management (until 2020) proposed by the State Border Guard Service of Ukraine. The Service is now working on the action plan to realise the Concept. According to the Service, it was drawn up taking into account the security situation in Ukraine, the reforms of the security and defence sector, and the processes linked to the signing of the Ukraine-EU Association Agreement/Deep and Comprehensive Free Trade Area and EU approaches to IBM. The Ukrainian agencies involved in security have been working on a Law Enforcement Development Strategy, which will underline the extent to which the Border Guard Service has acquired law enforcement competences to complement its security role. This can only help assist with the Service's continuing reforms.

A bilateral agreement signed by Moldova and Ukraine in March 1997 provided for the establishment of seven joint border crossing points on the Moldova-Ukraine state border: Criva-Mamalyha; Briceni-Rososhany; Medveja-Zelena; Larga-Kelmentsy; Giurgiulesti-Reni (Road), Pervomaisc-Kuchurhan, and Palanca-Mayaky-Udobne. Since EUBAM was established in 2005, the

EUBAM experts advised on developing the design of the Palanca border crossing point in support of a new technological scheme for converting this border crossing point into a jointly controlled one under a UNDP-managed and EU-funded project. EUBAM's proposals would allow the partner services to fulfil their separate responsibilities while conforming to 'One Stop' and 'Single Window' principles.



During 2015, EUBAM experts advised on the process of developing a new technological scheme for the Platonove border crossing point which was approved by the Order of the Head of Kotovsk Border Guard Detachment in June. The aim was to ensure that the State Border Guard Service of Ukraine and Ukrainian Customs have the possibility to amend the technological scheme at this border crossing point to carry out their responsibilities according to the 'One Stop' and 'Single Window' principles. In the same context EUBAM recommended to merge eight different Ukrainian Orders or Decrees which contain technical instructions related to border crossing points.

To assist the border police/guards to improve freedom of movement, EUBAM worked on procedures and legislative issues. Drawing on EUBAM's advantageous field presence, EUBAM instigated initiatives to improve procedures on passenger trains between Moldova and Ukraine, local border traffic and maritime traffic at Odesa port. The Field Office staff were an integral part of these initiatives, observing procedures, identifying gaps and feeding into the evaluation. The Mission also promoted and assisted legislative amendments including consolidation and proposals related to border control zones, criminal investigations, contravention code, and



A bilateral agreement signed in 2011 between Moldova and Ukraine provides for joint patrolling of the state border. EUBAM gave practical assistance to the Moldovan Border Police and State Border Guard Service of Ukraine when the agreement came into force. EUBAM's monitoring indicates that the agreement is being largely implemented at the operational level, so EUBAM's focus this year has been on identifying further improvements so that joint patrolling becomes a fully operational tool.

calculation of costs and sureties in relation to fines in advance of court proceedings for foreigners who have entered illegally or have forged documents, etc.

Given the importance of effective risk analysis across a range of IBM-related fields of activity, EUBAM carried out an evaluation of partner services' risk management structures and procedures. The Mission then put in hand a programme of activities designed to address identified weaknesses. The programme incorporated up-skilling via practical exercises, for example with the two customs services on specialist areas such as profiling containers and postal packages. It also included support for ensuring better integration of intelligence and risk analysis functions within the border police/guards at regional and local levels.

# ANTI-CORRUPTION AND GOOD GOVERNANCE

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EUBAM's good governance and anti-corruption efforts throughout 2015 have been redirected from previous grass roots educational activities to focus on advocating for sustainable good governance mechanisms to be developed and embedded within managerial decision-making processes of key partner agencies.

EUBAM has continued to work with partner agencies in both Moldova and Ukraine to develop and implement appropriate and relevant corporate ethics policies and/or enforceable Codes of Conduct covering all employees. This approach shall assist partner services to develop and implement relevant processes for effective management of human resources. The aim being to ensure high professional standards are achieved while partner services operate in a transparent, responsive and equitable manner while ensuring continuous compliance with the Rule of Law.

Concurrent with this approach EUBAM continued to work extensively with relevant industry associations, trade interest groups, and through various public sector consultative mechanisms, to promote simplification and streamlining of cross border clearance processes for international freight and travellers. Such facilitation efforts must however continue to be balanced against the requirement to minimise opportunities for corruption and illicit activity to occur. EUBAM reviewed draft legislative and/or policy changes proposed by partner services to ensure compliance with international norms and to highlight any elements which could be abused or misused in support of unofficial or corrupt practices.

EUBAM have developed a comprehensive set of core customs corporate performance indicators, which during 2016 will be aligned with provisions of the EU Customs Blueprints and supported by a comprehensive train-the-trainer package. This product will be presented to customs partner services of both Moldova and Ukraine for consideration as an aid towards development of national customs management reporting frameworks.

This multi-faceted approach, led by well-informed public sector leadership, supported by active trade and citizen participation and inspired by a shared strategic vision, is considered to be the most appropriate way to achieve a sustainable citizen-centric public sector environment with limited opportunities for corruption in a growing modern economy. EUBAM will continue this multi-faceted approach to its good governance and anti-corruption initiatives throughout ensuing years with the transfer of corporate ownership of such initiatives to relevant partner services as a matter of urgency, while EUBAM's focus moves more towards monitoring progress towards sustainable implementation targets.



# TRANSNISTRIA



The wider security situation resulting from the conflict in the east of Ukraine continued to impact on Transnistria which remained a strong focus for the Mission during the reporting period. Tensions remained relatively high, resulting partly from extra border controls introduced by Ukraine in 2014, and partly from Transnistria's concerns about the impact of the implementation of the EU-Moldova Deep and Comprehensive Free Trade Area. From Tiraspol's perspective, both of these issues are exacerbating its economic problems.

The section of the Moldova-Ukraine border adjoining the Odesa region remained of particular concern to the security agencies in the light of periodic explosions in the city. Since last December these have totalled more than 30 with around half of them classified by the police as acts of terrorism or subversion. While none of the explosions caused fatalities, the authorities considered them an attempt to destabilise the political and security environment in this key region.

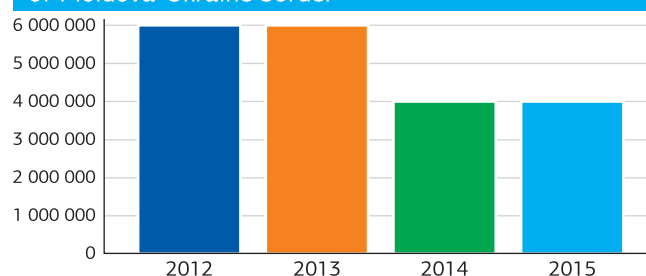
Against this challenging background, the Mission focussed on contributing to transparency, assurance and deterrence. EUBAM concentrated on two lines of activity; monitoring and security on the one hand, while on the other proposing technical solutions designed to keep the flow of goods and people moving to the extent possible in the prevailing circumstances and thereby contributing to the wider international efforts on confidence building. The Mission's resumed participation in '5+2' working groups and informal expert customs meetings was one means for advancing its proposals.

## MONITORING AND SECURITY

The State Border Guard Service of Ukraine continued to dig trenches at what it considered sensitive points on the Moldova-Ukraine border, including the Transnistria segment (around a third of the 1,222 km long border). The total length of the trenches dug so far is some 45.5 km.

Stricter control measures on the movement of goods and people continued to be applied in 2015, including increased use of second line checks, particularly for male Russian passport-holders. The movement of certain categories of excisable goods across the Transnistrian segment of the border was blocked (see more detail below). These factors caused a rapid decline in the movement of goods and people across the Transnistrian segment of the Moldova-Ukraine border. In 2015, the number of persons crossing at this segment decreased by 32% compared to the pre-crisis years of 2012-2013. In the summer, there were some signs of some recovery, but by the end of November it was still 2% less than the previous year.

Travellers at Transnistrian segment of Moldova-Ukraine border



EUBAM's response to the increased control measures and rising tension was to significantly increase the presence of its border and customs experts at this segment of the border. This was achieved initially by redeploying existing staff, but from 1 December 2014, with extra support from the EU Delegation to Ukraine, the Mission lifted the number of experts at this segment from the usual complement of 19 to 31 experts (a 63% increase). The Mission also sought and was granted permission to open a sub-office in Pischanka to allow it to better monitor the northern part of the Transnistrian segment of the border.

The increased number of monitors allowed the Mission to provide a wider range of technical advice and reassurance activities. EUBAM experts participated in green border patrols, advising on EU best practice on border surveillance. They regularly monitored second line checks to verify and advise on compliance with domestic legislation as well as EU and international human rights standards. The presence of EUBAM experts appeared to be accepted and welcomed by those undergoing such checks.

## CONFIDENCE-BUILDING MEASURES

One of the key principles of the '5+2' negotiations is freedom of movement and the Mission promoted a series of technical solutions designed either to directly encourage freedom of movement for goods and people or to minimise the impact of new measures which adversely affected this. EUBAM used its participation in the '5+2' expert working groups on transport and law enforcement cooperation, which resumed late in 2014, to advance technical solutions for resolving some of the issues which arose in relation to the freedom of movement, for example the introduction of a compulsory civil liability vehicle insurance scheme by Transnistria (see below).

In the last quarter of 2014, new customs controls affected the movement of excisable goods across the Transnistrian segment of the border. When non-excisable goods were likewise affected, the Mission was able to use its good offices to get these moving again. Its assistance was acknowledged by Tiraspol. However, certain excisable goods continued to be blocked, and in May a Ukrainian Governmental Resolution (#117) excluded Kuchurhan (rail and road) and Platonove (road) border crossing points, which are located on the Transnistrian segment of the border, from the list of customs posts authorised for the clearance of spirits, certain alcoholic beverages, and tobacco products.

The effect of this measure was that these goods could not enter or transit Transnistria directly from Ukraine, but only via Chisinau-controlled customs posts using licensed operators. The need to reroute incurred added costs, double clearances and longer journey times for Transnistrian importers. EUBAM put forward some technical options

to allow for the resumed import of these goods into Transnistria while ensuring appropriate control measures. In April, the Moldovan authorities licensed a Tiraspol-based economic operator to formally establish duty free shops licensed to sell tobacco products and alcoholic beverages. However, in September the Moldovan authorities revoked the operator's license due to concerns about the possible risks of smuggling. While getting involved at the working level in efforts to resolve practical issues with the movement of goods to and through Transnistria, EUBAM has sought, at the same time, to take a wider, strategic view of the impact on regional trade and of compliance with international trade agreements. In particular, throughout 2015 the Mission promoted and facilitated technical discussions on cooperation mechanisms aimed at restoring international transport corridors across Transnistria, including the establishment of joint control posts, either in Transnistria or on the adjoining Ukrainian border.

A technological scheme to allow for joint control at Pervomaisc-Kuchurhan border crossing point, on the central segment of the border, was finalised in August. The legal basis is provided under a 1997 agreement (See Integrated Border Management Section). Ukraine's action plan on "joint operative state border protection" (Governmental Order 695p) stipulates that EUBAM's technical and expert assistance shall be ensured. EUBAM recommended to partner services that they take a gradualist and inclusive approach to implementing this project, taking into account Transnistria's concerns. The Mission proposed that customs control should be established in cooperation with Tiraspol and Kyiv. The agreement was formally signed on 4 November in a ceremony witnessed by EUBAM's Advisory Board together with the agreement on automated data exchange (see below). The benefits which should flow from this agreement are set out in the accompanying box.



EUBAM has consistently advocated establishing a bilateral mechanism for the automatic exchange of border crossing data between Moldova and Ukraine along the whole length of the joint border. This would significantly improve transparency and security concerning the movement of people and vehicles across the border, including the Transnistrian segment, allowing both Moldovan and Ukrainian partners to carry out risk analysis on such movements. This is essential for the continuing implementation of the Moldova's Visa Liberalisation Action Plan. It would also dispense with migration procedures along the administrative boundary line on the western side of Transnistria, ensuring freedom of movement across the line.

After a series of meetings, facilitated by the Mission, an agreement was finalised. It was signed on 4 November together with the agreement on establishing joint control at Pervomaisc–Kuchurhan border crossing point. The Mission is also assisting partner services to identify international funds which might be accessible for making the mechanism a reality on the ground. Taken together, the two agreements mark a big step forward for facilitating movement across the border while simultaneously enhancing security and transparency. Importantly, they also have the potential to boost regional trade and development.

Chisinau and Tiraspol signed a protocol in March prolonging the agreement on resumption of full movement of freight trains via Transnistria until the end of 2016. Previous prolongations had much shorter time limits. Rail freight resumed only in April 2012, after a suspension of almost six years, after a political agreement reached by the two sides and a subsequent protocol on customs control that took into consideration technical proposals developed by EUBAM.

EUBAM proposed a pragmatic and successful solution (through a '5+2' expert working group) to the potential problems caused by Tiraspol's unilateral introduction of a compulsory civil liability vehicle insurance scheme in summer 2015, affecting all foreign-registered cars. It involved mutual recognition by Chisinau and Tiraspol of insurance policies issued by certain Chisinau and Tiraspol-based insurance companies as valid for travel on both banks of the Dniester

### Joint control at Pervomaisc–Kuchurhan border crossing point

In November, an agreement was signed to establish joint control at Pervomaisc–Kuchurhan border crossing point. If political conditions allow, it would yield considerable benefits:

- help re-establish international transport corridors across Transnistria and along the M14 which is a European corridor (TRACECA) and pave the way for reopening the Gura Bicului - Bicioc bridge along the motorway M14 (this is an item on the 5+2 agenda)
- increase transparency by allowing oversight and control of goods moving across the Transnistrian segment of the border
- allow Moldova and Ukraine to observe their obligations under various international trade agreements to which they are parties
- allow the resumption of the clearance of certain excisable goods at this BCP (tobacco and some alcohol products) which have been blocked since May this year under Ukraine Government Resolution 117
- allow Ukrainian, Moldovan (including Transnistrian) economic operators to import/export goods of all kinds, reducing costs and travel time involved in double clearance and re-routing
- support one of the 5+2 process key principles - the free movement of goods and people

River. This is a good example of EUBAM's preventive work and assists with confidence-building.

At the end of August 2015, the Moldovan authorities restricted the movement of Transnistria-registered vehicles across the state border, citing the need to conform with the Vienna Convention on Road Traffic and Moldova's national legislation. EUBAM sent a Technical Opinion to Chisinau and Tiraspol, the OSCE, and the EU Delegation to Moldova outlining a temporary solution which could be used as the basis for a more permanent settlement. In October,



Chisinau lifted the ban and established a system along the lines of EUBAM's proposed solution, allowing vehicles with Transnistrian number plates driven by owners or authorised persons residing in Transnistria to cross the Moldova-Ukraine border. However, this is a temporary measure as underlined by the Reintegration Office of the Republic of Moldova. The Mission will continue to engage in efforts to find a permanent solution.

The Mission undertook wide-ranging activities on trade facilitation which are covered elsewhere in this Report, but apply equally to Transnistria. All businesses in the region need a predictable and stable legal and operating environment if they are to thrive. EUBAM monitored the change of licensing requirements for Transnistrian enterprises and advised that these did not appear to conform with the existing legal framework. It recommended that the Moldovan Government should maintain support for the special framework which was created for Transnistrian economic operators as a confidence building measure. The Mission proposed technical solutions, based on Odesa-Chisinau-Tiraspol cooperation mechanisms through the establishment of joint control and exchange of customs and trade data, and harmonisation of customs tariffs and trade policy measures between the two banks of the Dniester River, which would address these and other concerns without prejudice to the political settlement of the Transnistrian conflict.

## EXTERNAL TRADE

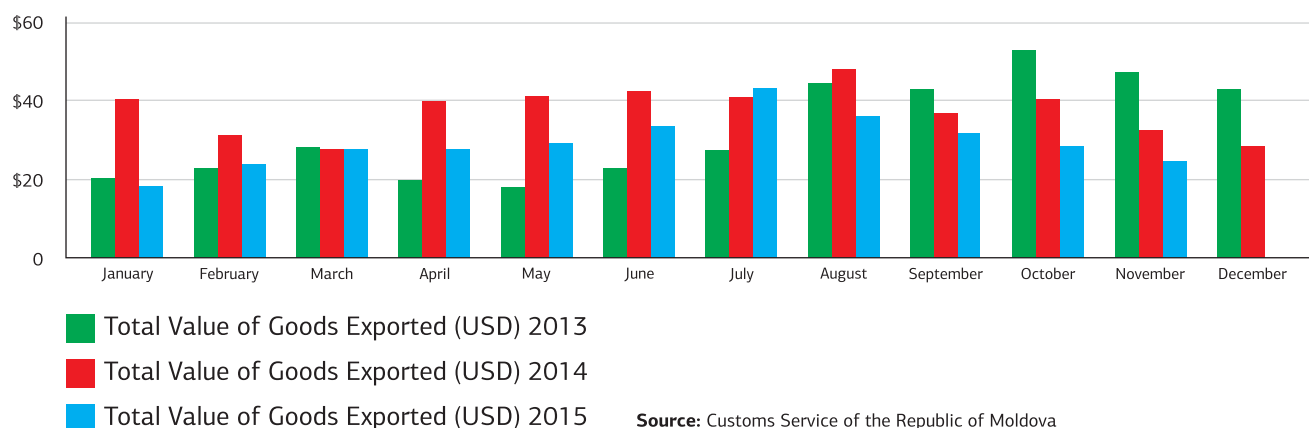
The Mission continued to follow trends in Transnistrian external trade<sup>9</sup>. EUBAM experts monitored and provided advice to Moldovan Customs on clearance procedures for goods entering and leaving Transnistria, ensuring that international obligations, including on rules of origin were respected.

When the DCFTA began to be applied on the territory of the Republic of Moldova in September 2014, an extension of the previously-existing autonomous trade preferences (ATP) regime remained in place for Transnistria so that it could continue to benefit from duty free access to the EU market while not applying the terms of the DCFTA. EUBAM played a role in facilitating this through providing advice to Moldovan Customs on clearance procedures for goods entering and leaving Transnistria, ensuring that international obligations, including those on rules of origin, were respected.

EUBAM analysed the situation and outlined possible risk scenarios including viable solutions to facilitate regional trade. The analysis concludes that Chisinau should preserve its reintegration policy and be prepared to strengthen cooperation with Tiraspol through compromise solutions until economic integration between the two banks can be achieved. The relevant Chisinau agencies should also continue to cooperate with the Transnistrian business with a view to facilitating trade across the line (trade between the two banks of the River Dniester) through the elimination of technical barriers including tax harmonisation.

The number of Transnistrian economic operators registered with Chisinau grew by 14% to 1460. The value of goods exported by Transnistrian economic operators in January-November 2015 dropped by 23% (\$95 mln) and accounted for \$315.9 mln (fig.1 below).

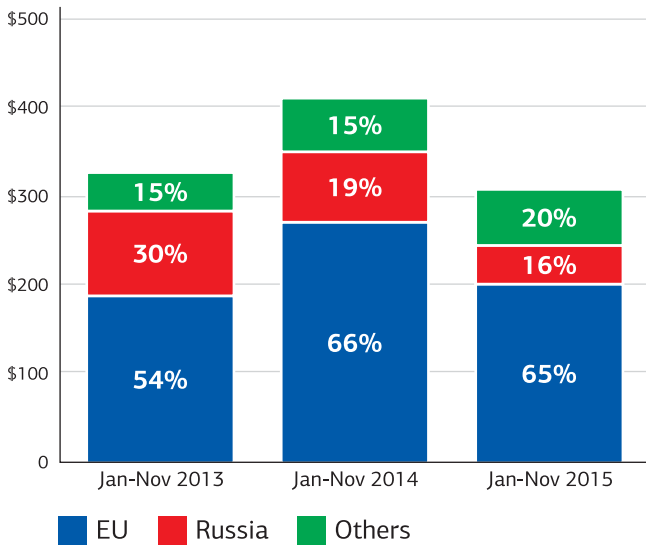
fig. 1.- Export by Transnistrian operators, 2013-2015 (USD mn)



<sup>9</sup> Figures presented in this Chapter are provided by the Moldovan Customs and do not include internal trade operations between the two banks of the River Dniester. All conversions from MDL into USD currency are computed on the basis of the average monthly exchange rate of the National Bank of Moldova.

Transnistrian exports to the EU amounted to \$204 mln, representing 65% of the total (fig.2 below).

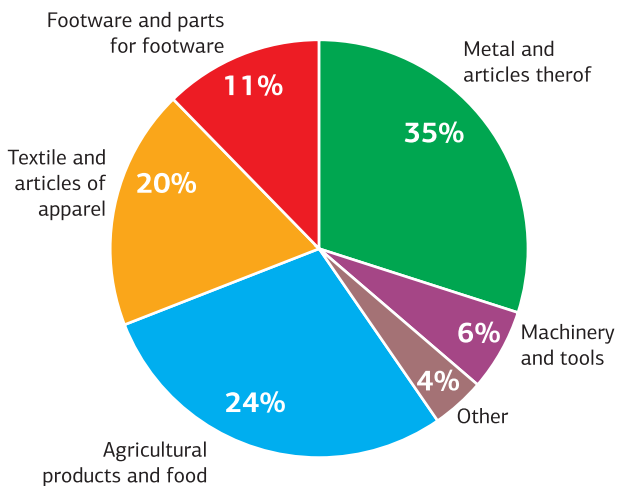
fig.2. - Markets for Transnistrian exporters, in % of exported value (USD mln)



Source: Customs Service of the Republic of Moldova

From December 2014 to November 2015, 90% of Transnistrian exports consisted of metal and metal articles, agricultural products and food, textile, clothes and footwear (fig.3 below).

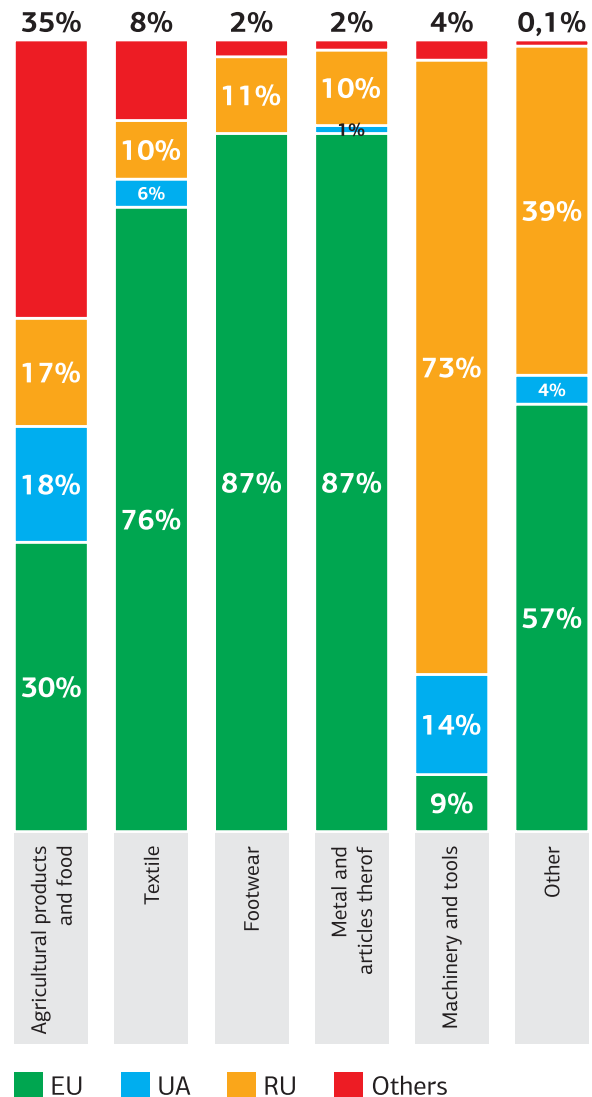
fig.3. Categories of goods exported and their share, December 2014- November 2015



Source: Customs Service of the Republic of Moldova

The EU and Russia were the main markets for Transnistrian exports of metal and metal products, textiles and footwear. Transnistrian agricultural products were predominantly exported to the EU, Ukraine and Russia. Machinery and tools were largely exported to Russia (fig.4 below).

fig. 4. Key categories of exported goods and their markets, December 2014-November 2015



Source: Customs Service of the Republic of Moldova

Transnistrian companies continued to benefit from the same preferential tariff as Moldovan companies for exports to the EU and other markets, providing they cooperated with the legitimate authorities.

Export operations of the top eleven Transnistrian companies accounted for 70% of overall exports with around half of their exports going to the EU market, demonstrating the manufacturing and policy potential to comply with the EU market requirements, and underlining the imperative for finding a solution to the problems posed by the termination of the existing regime under which Transnistria benefits from autonomous trade preferences with the EU.

# EVOLVING APPROACHES TO MANDATE IMPLEMENTATION

Since the summer, the Mission has been intensively planning for its new phase of activity which begins on 1 December 2015. In view of partners' goals and requirements related to the Association Agreement/ Deep and Comprehensive Free Trade Area and Visa Liberalisation Action Plan, during the next phase the Mission will focus increasingly on verification that partner services are aligning and applying EU norms, processes and standards where these are applicable. Where gaps or deficiencies are identified, the Mission, at both HQ and field level, will assist and advise on rectification. EUBAM also initiated a dialogue with the Ukrainian Border Guard Service (Regional Directorate South) to strengthen national partner self-evaluation, drawing on EU best practice. This self-evaluation approach will contribute importantly to EUBAM's overall assessment of Moldovan and Ukrainian counterpart services.

The objectives for Phase 11 will be<sup>10</sup>:

- Cross border issues
- Operational capacity and Integrated Border Management (IBM) principles
- Transnistria issue, contribution to the settlement of the conflict
- Trade, and DCFTA implementation
- SPS (Sanitary and Phyto-Sanitary) issues at the border, as part of the DCFTA agreements with the EU
- Visa issues, as part of the Visa Liberalisation Action Plan both countries have with the EU
- Exit strategy, on the assumption that the Mission is in its last biennium.

Early in 2015, EUBAM established a separately designated Liaison Office in Moldova and its formal launch took place on 1 April 2015. The Liaison Office and its Chisinau Field Office have since been co-housed in new accommodation. Its work has focused upon projecting and representing the activities of EUBAM amongst other donors and beneficiaries to ensure better coordination and an improved consultative process. Its activities have also enabled the identification of strategic partner needs that are relevant to current and future planning, and have provided EUBAM with an understanding of the broader issues and obstacles that may affect the achievement of objectives.

With the agreement of the Ukrainian authorities, the Mission is deploying staff at a new sub-office at Pischanka in its Kotovsk area of responsibility. This will allow better monitoring of the northern sector of the Moldova-Ukraine border. In Phase 11 the Mission plans to move its Basarabeasca Field Office to Giurgiulesti Port to allow more effective use of staff resources. It will also redeploy staff within its six Field Offices to strengthen EUBAM's presence at the more strategic locations. The Mission will seek to ensure that its posture and staff deployment is flexible and in line with partners' needs and emerging trends.

The Mission is continuing to hand over to partner services well-established activities and information products. This year's joint border control operation is one example. In Phase 11, the current framework of Working Groups and Task Forces<sup>11</sup> which operate under the aegis of the Mission – and are an important platform for intra-agency, interagency and international cooperation - will also be handed over to partner services.



<sup>10</sup> For more detail, see the outline of the Action Plan for Phase 11 (2015-2017) in Annex 1

<sup>11</sup> EUBAM has three operational Working Groups which operate under its auspices: WG1 on Trafficking of Human Beings and Illegal Migration; WG2 on Customs Offences, and WG3 on Intellectual Property Rights. WG2 has four Task Forces on Tobacco, Arms, Vehicles and Drugs

# ANNEX 1

## EUBAM PHASE 11 ACTION PLAN

<b>Specific objective 1</b>	<b>To contribute to further improvement of border and customs cross border and interagency cooperation between Moldova and Ukraine, including stronger links with other national and international stakeholders, in line with IBM strategies of both countries</b>
<b>Expected results (ER)</b>	<p><b>ER 1:</b> Efficiency of cross border and customs controls increased as a result of simplified transparent procedures and interagency cooperation at central, regional and local level.</p> <p><b>ER 2:</b> Pilot models of IBM successfully replicated and institutionalised along the Ukraine-Moldova border (jointly operated/shared border crossing points - JOBCP, joint control, real-time exchange of information, single window, one-stop shop, interagency mobile groups, etc.).</p> <p><b>ER 3:</b> Moldova and Ukraine are able to manage effective networks of cooperation with international partners to combat transnational and cross border crime.</p>
<b>Activities</b>	
<b>1.1</b>	To mobilise partner services in implementation and further development of Integrated Border Management rules and procedures (pre-arrival information exchange systems, single widow, real-time exchange of information, one-stop shop, joint controls, etc.).
<b>1.2</b>	To monitor and correct/adjust implementation of effective border and customs control measures in Moldova and Ukraine (joint patrols, joint border control operations, etc.).
<b>1.3</b>	To support Moldova's and Ukraine's authorities in strengthening bilateral and international cooperation through, among others, the development, implementation and monitoring of border control legislation in relation to the Schengen Acquis.
<b>1.4</b>	To support partners in strengthening their law enforcement and mutual legal assistance networks of international cooperation to combat transnational and cross border crime, including IPR violations.
<b>1.5</b>	To advise in the implementation and replication of jointly operated border crossing points.
<b>1.6</b>	To assist in annual evaluation of implementation of IBM principles at Moldova-Ukraine border within the mandated EUBAM area of responsibility.
<b>1.7</b>	To support partner services in the implementation of the Smart Border (Intelligent Borders) and e-border principles.
<b>1.8</b>	To mentor partner services at tactical and operational levels in preventing and combating cross border crime, by monitoring and advising on the mobile units by end-November 2017.
<b>1.9</b>	To mentor partner services at tactical and operational levels in preventing and fighting transnational and cross border organised crime - monitoring and advising permanent Joint Working Groups etc. by end-November 2017.
<b>Specific objective 2</b>	<b>Further enhancement of operational capacities of the partner services in line with the Integrated Border Management principles, including robust internal good governance and anti-corruption measures</b>
<b>Expected results (ER)</b>	<b>ER 4:</b> Border and Customs, veterinary, phytosanitary/sanitary, officials at BCPs and entry/exit air and sea-ports correctly and efficiently utilise modern tools for comprehensive situation analysis, risk analysis and profiling (common integrated risk analysis model - CIRAM) and border checks/clearance, in line with EU standards and norms.
<b>Activities</b>	
<b>2.1</b>	To monitor and advise on the preparation of analytical products by partner services (Common Border Security Assessment Report - CBSAR etc.) by end-November 2017.
<b>2.2</b>	Assist the Customs Services of MD/UA to develop effective and efficient Human Resource Management and good governance environments in line with requirements of the EU revised Customs Blueprints.
<b>2.3</b>	To advise and rectify the recurrent on-the-job mentoring (OTJ) needs of partners.
<b>2.4</b>	To assist in evaluation and upgrade of risk management systems in Moldova and Ukraine based on DCFTA and VLAP requirements by end-November 2017.

<b>Specific objective 3</b>	<b>Actively contribute to the settlement of the Transnistrian conflict through monitoring and reporting on developments at the border and technical support for the implementation and pro-active coordination of Confidence Building Measures; to engage in drafting, verification and rectification of Moldova's legal acts having an impact on the Transnistrian region</b>
<b>Expected results (ER)</b>	<p><b>ER 5:</b> Contribution to settlement of the Transnistrian conflict is achieved, including by enhancing EUBAM's mediator/facilitator role for all stakeholders.</p> <p><b>ER 6:</b> Normative and legislative initiatives impacting on Transnistrian region regularly verified.</p> <p><b>ER 7:</b> Promotion of Confidence Building Measures by encouraging contacts between both banks of the Nistru River at various levels and fostering dialogue at a technical level.</p> <p><b>ER 8:</b> Security measures at the Transnistria segment of the border comply with EU standards and factual information is provided on the movement of people and goods and other relevant developments.</p>
<b>Activities</b>	
<b>3.1</b>	To closely follow and actively support the "5+2" negotiation process, including participation in the activity and meetings of the thematic working groups.
<b>3.2</b>	To monitor and advise on the implementation of the Joint Declaration and to monitor and assist the control of travellers and goods at the central segment along the Transnistrian segment of the border with Ukraine and the boundary line between the two banks of the Dniester.
<b>3.3</b>	To support confidence building measures and visibility.
<b>3.4</b>	External trade of the Transnistrian region permanently monitored and facilitated on local level with all parties.
<b>3.5</b>	To contribute to the process of drafting, verification, rectification and approval of normative and legislative initiatives impacting on the Transnistrian region.
<b>Specific objective 4</b>	<b>To support the smooth implementation of border and customs related aspects of DCFTA in Ukraine and Moldova, including monitoring, technical advice and assistance to facilitate the external trade from the Transnistrian region</b>
<b>Expected results (ER)</b>	<b>ER 9:</b> External trade from Ukraine and Moldova, including from the Transnistrian region, permanently monitored and facilitated, contributing to smooth implementation of DCFTAs.
<b>Activities</b>	
<b>4.1</b>	To monitor compliance of the implementation of veterinary, sanitary and phytosanitary (SPS) measures. In the event of need or non-fulfilment, to initiate corrective actions.
<b>4.2</b>	Monitor and reflect in the proposed Mission's quarterly progress report trade policy measures and the modernisation of customs procedures, measured against DCFTA commitments and EU Customs Blueprints (harmonisation and simplification of customs procedures, rules of origin, classification and valuation, accession to relevant EU and international conventions).
<b>4.3</b>	To monitor and provide corrective advice, assist partner services in the development and progressive implementation of the Single Window concept. On-going throughout Phase 11.
<b>4.4</b>	To mediate mutual recognition of standards, procedures and categories of economic actors (Authorised Economic Operator - AEO etc.) between Ukraine, Moldova and ultimately with EU.
<b>4.5</b>	Deliver on the expected results relating to Transnistria by supporting the introduction of the minimum conditions for DCFTA extension to Transnistria.
<b>Specific objective 5</b>	<b>To support the effective implementation of efficient veterinary, sanitary and phytosanitary import/export controls at border from partner services on both sides through advanced tools (risk analysis, proportion of e-systems, simplified procedures, etc.)</b>
<b>Expected results (ER)</b>	<p><b>ER 10:</b> Harmonisation of border and customs systems between Moldova and Ukraine is strengthened.</p> <p><b>ER 11:</b> Moldovan and Ukrainian customs, veterinary, sanitary and phytosanitary regulations, procedures and operations adapted and improved in line with the DCFTA, as well as EU rules and best practices in the area.</p>
<b>Activities</b>	
<b>5.1</b>	To assist the Veterinary and SPS of the Republic of Moldova and Ukraine in implementing the approximated national legislation to that of the EU and develop and improve import/export controls at the borders. Joint controls with custom officers will be encouraged at MD side.

<b>Specific objective 6</b>	<b>To monitor Visa Liberalisation implementation in Ukraine and post-visa liberalisation in Moldova</b>
<b>Expected results (ER)</b>	<b>ER 12:</b> Travellers' checks/control at international and local BCPs are client-oriented and promote mobility while in line with the principles of VLAP, human rights and dignity, as well as replicating best EU standards and practices.
<b>Activities</b>	
<b>6.1</b>	To support the Moldovan and Ukrainian authorities in implementation of the EU Visa Liberalisation Action Plans (post-liberalisation in case of Moldova) benchmarks in the following areas: border management, migration management, combatting cross border organized crime and freedom of movement of citizens of both countries.
<b>6.2</b>	To monitor the respect of human rights and dignity of passengers/migrants, with focus on vulnerable groups (temporary facilities, reference mechanisms for refugees and asylum seekers, etc.) at Moldova-Ukraine border.
<b>6.3</b>	To monitor and correct practices on guaranteeing document security (falsified documents, biometrics control, etc.) at Moldova-Ukraine border.
<b>Specific objective 7</b>	<b>To inform and provide timely advice to various types of initiatives (EaP IBM Panel, high level meetings with national partner services, etc.) and in the preparation of an exit strategy and transition for long-term sustainability</b>
<b>Expected results (ER)</b>	<b>ER 13:</b> Comprehensive transition and phase-out Strategy of EUBAM designed and implemented.
<b>Activities</b>	
<b>7.1</b>	On request, to support the European Commission and the partner services in the realisation of the Eastern Partnership Flagship initiative on Integrated Border Management.
<b>7.2</b>	On request, to support the implementation of initiatives of EU agencies, Member States and international organisations.
<b>7.3</b>	To submit EUBAM analytical reports and assessments such as special reports, briefings, technical analysis, alerts, newsletters and flash reports to the involved partner services for direct input and tactical purposes, EEAS / European Commission, Committees of the European Council, EU Member States and the administrative partner.
<b>7.4</b>	Ensure close coordination with other projects financed by the EU, EU Member States and international partners including through active participation in established coordination fora.
<b>7.5</b>	To implement a sustainable transition and design phase-out Strategy based on gradual exit of EUBAM activities.

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