European Commission

ANNEX C1: Twinning Fiche

Project title: Development of the Schengen Action plan

Beneficiary administration: Ministry of Interior of the Republic of Serbia

Twinning Reference: SR 14 IPA JH 02 18

Publication notice reference: EuropeAid/159439/DD/ACT/RS

EU funded project

TWINNING INSTRUMENT

1. Basic Information

1.1   Programme: Instrument for Pre-Accession Assistance (IPA) 2014, (indirect management, with ex-ante)

"For British applicants: Please be aware that eligibility criteria must be complied with for the entire duration of the grant. If the United Kingdom withdraws from the EU during the grant period without concluding an agreement with the EU ensuring in particular that British applicants continue to be eligible, you will cease to receive EU funding (while continuing, where possible, to participate) or be required to leave the project on the basis of Article 12.2 of the General Conditions1 to the grant agreement. "

1.2   Twinning Sector: Home Affairs

1.3   EU funded budget: 1,500,000.00 EUR

2. Objectives

2.1   Overall Objective

To contribute to meeting the EU accession requirements under Chapter 24 of the acquis – Justice, freedom and security

2.2   Specific objective

Legal, technical, administrative and institutional requirements of the Schengen acquis met by Serbia.

2.3   The elements targeted in strategic documents i.e. National Development Plan/Cooperation agreement/Association Agreement/Sector reform strategy and related Action Plans

Links to EU Strategic documents

- **Stabilisation and Association Agreement (SAA).** The Stabilization and Association Agreement (Article 6), states "Serbia commits itself to continue to foster cooperation and good neighbourly relations with the other countries of the region including an appropriate level of mutual concessions concerning the movement of persons, goods, capital and services as well as the development of projects of common interest, notably those related to border management and combating organised crime, corruption, money laundering, illegal migration and trafficking;, small arms and light weapons, as well as illicit drugs.
- **The EC Progress Report 2016 for Serbia** stated that Serbia's legislative framework for the management of external borders is in line with the Acquis since the finalisation of a revised integrated border management (IBM) strategy reflecting the 2006 EU plan for IBM. Both the strategy and a dedicated action plan were adopted. Cooperation between border police, customs and veterinary/phytosanitary authorities needs to be improved. Border crossing procedures, measures in cooperation with Serbia's neighbours and measures for a substantial modernisation of smaller border crossing points (BCPs), need to be ensured. Serbia is a transit country for irregular migration and smuggling of drugs, weapons and other commodities. All major BCPs are technically equipped (passport scanners, licence plates cameras, video surveillance and fingerprint scanners) but need further modernisation of equipment, connection to the Interpol

database and more training of staff. Substantial investments in border surveillance and infrastructure have been made in the past three years along the green (land) border, at the major border posts and at some smaller border posts. Further investments in border management are to be reflected in the Schengen action plan.

- **The Indicative Strategy Paper 2014-2020 for Serbia** indicates "Serbia faces substantial challenges during the accession process on migration, asylum, visa policy, external borders and Schengen, even though Serbia has the Integrated Border Management (IBM) strategy in place, inter-agency cooperation and coordination between the border police, customs, and phytosanitary services will need to be further strengthened. There is a need to have the better connectivity of databases and improvement of physical infrastructure of specific border crossing points. Improved coordination among administrative bodies is needed as well. Serbia also needs to prepare a comprehensive Schengen Action Plan, covering visa policy and Schengen acquis alignment".

- **SoutheastEurope Strategy 2020 -** Effects of implementation of activities related to border management and fight against organised crime, corruption, money laundering, illegal migration and trafficking would be a key factor in the development of relations between neighbouring countries and strengthening regional stability. This project will contribute to improve border management and strengthen the regional cooperation in line with objectives are stated in the Southeast Europe Strategy 2020 - http://www.rcc.int/files/user/docs/reports/SEE2020-Strategy.pdf

Links with national strategic documents and national legislation National Strategies

- **The Action Plan for Chapter 24** recommend the adoption of a Schengen Action Plan including the sequencing of the necessary legal amendments to Serbian legislation required before joining the EU and before joining the Schengen area as well as the required investments in infrastructure and training. Stepping up human resources and training, in particular for the border police but also the police based on the "train the trainers" concept. Developing a risk analysis model - including establishing central and regional risk analysis units - based on European standards, such as the Common Integrated Risk Model[1] (CIRAM). This project is linked to following AP 24 activities: 4.1.1. Conduct an assessment of legal framework in order to assess the compliance with the EU standards in the area of border management 4.1.4. Develop and adopt the National Action Plan for Schengen area accession 4.1.6. Develop and implement basic Training Curriculum for Border Police harmonized with FRONTEX Common Core Curriculum (CCC), 4.1.7. Training of 400 border police officers for work in line with the CCC in the period 2016-2018 (so 133 per year), 4.1.11. Development of national risk analysis model in compliance with CIRAM (Common Integrated Risk Analysis Model) v2.0.
  (http://www.bezbednost.org/upload/document/akcioni_plan_za_poglavlje_24_-_mart_2016_.pdf)

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[1]The purpose of Risk analysis is to provide information and analysis that will enable decision-making on how to reduce and mitigate risk where resources and capabilities are limited.Risk analysis help to recognize real threats like ways of illegal migration, trafficking Human beings, smuggling drugs, etc. and according to received information from Risk analysis the Border police can define priorities, organization of the work and can deal efficiently with these threats. The Common Integrated Risk Analysis Model (CIRAM) is developed in order to compile joint risk assessments at the European level. It provides conceptual frameworkboth to ,member states and third countries to produce risk analysis products.The purpose of CIRAM is to establish a clear and transparent methodology for risk analysis which should serve as a benchmark for analytical activities, thus promoting harmonisation and the preconditions for efficient information exchange and cooperation in the field of border security. As part of the overall reorganisation of the Ministry of the Interior, the border police has been supported by a new Risk Analysis Unit since 2015. The Unit is currently fully staffed. The development of a national risk analysis model is in compliance with CIRAM v2.0.The risk analysis in border management is applied within existing organizational units at the central, regional and local level. System of collecting and processing of data related to illegal migration and the different types of cross-border crime is done in accordance with FRONTEX guidelines. Internal patterns and early warning system is in place.

- **The National Plan for the Adoption of the Acquis (NPAA)** -
http://www.mei.gov.rs/npaa_eng__2014_2018.pdf
- **The Integrated Border Management Strategy** –
Integrated Border Management Strategy of the Republic of Serbia 2016-2020 was adopted by Serbian Government on 18th October 2016 and Action plan is adopted on 13th April 2017. This project is linked to following Action Plan (AP) Integrated Border Management (IBM) Strategy activities: 1.4.1.To strengthen the risk analysis system, 2.2.Strengthening of interagency and international cooperation, 3.1.1. Alignment of the legal framework, Activity 4.5. Preparation for reaching the Schengen standards, 5.1. Strengthening cooperation with Frontex agency (Risk analysis related cooperation). http://www.srbija.gov.rs/vesti/dokumenti_sekcija.php?id=45678
- **Strategy for development of Information security 2017-2020** adopted 25 May 2017 – This Strategy includes the State's readiness to face the global challenge of data protection, information systems, as well as achieving greater citizen security in the digital environment.(http://www.srbija.gov.rs/vesti/dokumenti_sekcija.php?id=45678)
- **National Priorities for International Assistance 2014-17** with projections to 2020 (NAD) defines following priorities within the Home Affairs sector: 2)*Ensuring integrated border management and management of migration flows* - directly addresses key themes covered by the integrated border management national priority. More specifically, the support to this priority will target: implementation of the IBM Strategy and enhancing integrated border mechanisms. In the first case, improvement of the organization and management of borders by developing operational action plans of relevant border services and securing coordination in their implementation will be realized. Improvement of mutual horizontal and vertical coordination of all institutions involved in Migration Management as well as strengthening their capacities. http://www.evropa.gov.rs/Documents/Home/DACU/12/74/NAD (English).pdf
- **The Strategy for the Prevention and Suppression of Human Trafficking and Victim Protection in the Republic of Serbia for the period 2017 – 2022.** This project is linked to the Strategy for the Prevention and Suppression of Human Trafficking and Victim Protection in the Republic of Serbia for the period 2017 - 2022 and the initial Action Plan for its implementation for the period 2017 – 2018 http://www.srbija.gov.rs/vesti/dokumenti_sekcija.php?id=45678
- **Strategy for combating terrorism (2017-2021),** adopted in October 2017 - http://www.srbija.gov.rs/vesti/dokumenti_sekcija.php?id=45678

3. Description

3.1. Background and justification:

a) *Key relevant legislation*

A set of legal acts were adopted in the field of border security in order to achieve provisional harmonization with the EU standards:
- The Law on Protection of the State Border ("Official Gazette of RS", N°. 97/2008 and 20/2015)
- The Law on Foreigners ("Official Gazette of RS", N°. 97/2008)
- The Law on Travel Documents ("Official Gazette of RS", N°. 90/2007, 116/2008, 104/2009, 76/2010 and 62/2014)
- The Law on Managing Migrations ("Official Gazette of RS", N°. 107/2012)
- The Asylum Act ("Official Gazette of RS", N°. 109/2007

b) *Institutional framework in the sector*

The Main Stakeholders of the project are: The Ministry of Interior (MoI), Ministry of Foreign Affairs (MoFA), Ministry of Agriculture, Forestry and Water Economy (Phytosanitary and Veterinary inspection), Ministry of Justice (MoJ), Ministry of Finance (Customs), Agency of data protection, and other agencies related to the security and safety of crossing borders (IBM Main Agencies in conjunction with the Border Police– Ministry of Finance (MoF) Customs..

The sector lead institution for the HA sector is the Ministry in charge of Interior. It has the main responsibility of leading the relevant sector institutions in the process of elaborating, implementing, monitoring/reporting on sector policies. The main beneficiary of the project is the **Ministry of Interior - Border Police Directorate**. The Law on Ministries and the Law on Police define the Ministry of Interior as a state authority responsible, inter alia, for the state border security and border crossing point control. Border management has the pyramidal structure: central, regional and local level.At the central level, there is Headquarter of Border Police Directorate as the main managing body, at the regional level there are 8 regional centers (one for each bordering country, except for Romania where 2 regional centers are established due to the length of state border). At local level, there are 47 border police stations that are in charge for border surveillance (between two BCP`s) and 40 border police stations in charge for border control with 94 border crossing points in total (land, air, waters) (62 road, 15 railway, 4 airport, 12 river and 3 ferry crossings).

The Border Police Directorate performs the tasks related to: - State border surveillance and border checks, - Combating cross-border crime, - Risk analysis, - Movement and stay of foreigners- illegal migration - Asylum. Risk Assessment is done for the purpose of prevention of all threats at borders.

The Border Police Directorate also performs the tasks related to combating trafficking in narcotics, weapons, prohibited substances, goods whose trade is restricted or controlled; suppressing the use of false and forged travel documents. The Border Police report from October 2017 indicates the results for the period 2016 and first eight months of 2017.[2]The border police have a total of 3 230 staff.

c) Situation analysis

The Republic of Serbia is located on the very important Europe route (corridor 10) which is the shortest road which link Europe and Asia and the Middle East. The Republic of Serbia has the state border with Hungary, Romania, Bulgaria, Croatia, Bosnia and Herzegovina, Montenegro, Former Yugoslav Republic of Macedonia and Albania. There are a number of external, mostly geographical factors which determine the work of every Border Police. For Serbia, the geographical particularities are: a relatively long state border (2,351.7 km) compared to the territory, high number of Border Crossing Points (96 open border crossing points including 8 control and security checkpoints)[3],large number of transport ways crossing the border, which were built during the time of the Federal Republic of Yugoslavia, when there were no state borders between the former Yugoslav States.Taking into consideration the geopolitical position of the Republic of Serbia the main security risks/ threats are irregular migration and cross-border crime. An important pull factor which makes territory of Serbia major transit country in the region is the fact that it has a common border with EU countries. Irregular migrants approach the territory of the Republic of Serbia mainly from Greece,

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[2]Total number of border checks in 2016: 64.206.284; in 2017: 47.615.740 passengers. Seized drugs: In 2016: 336, 25 kg, in 2017: 413, 78 kg; Weapons and munitions: 2016: weapons: 354 and munitions: 12905; weapons; in 2017: and munitions: 10545. Stolen Vehicles: In 2016: 129 and in 2017: 70. Seized good: Oil; 12, 02 tones, 2017; 22, 82 tones. Reported criminal charges for committed criminal offense are illegal passage of state border and smuggling of people: In 2016: 349 and in 2017: 101 (Sources: MoI – Border Police report 05.10.2017).

[3] With Montenegro the agreement on State border and Borders Check Points has not been signed since 2006

FYR of Macedonia and Bulgaria illegally cross the state border in different ways (on foot, between two border crossing points, hiding in road and railway vehicles, avoiding border controls, using counterfeit and someone else's personal documents, etc.), enter the territory of the Republic of Serbia, and then attempt to leave the country illegally, mainly in the direction of Hungary and Croatia. Through illegal migration, there is also a risk of infiltration of mercenaries and terrorists. One of the main challenges in border control is also smuggling drugs, weapons and ammunition, stolen vehicles and excise goods, oil and various goods (antiques, luxury, and high-risk goods), Trafficking in Human beings. Cases of smuggling protected plant and animal species were also recorded. A permanent threat to the security of the border are poor infrastructural conditions at border crossing points, insufficient technical equipment and an insufficient number of available officers, which is especially noticeable at the time of travel season and holidays.

Several weaknesses have been identified[4] in the sector:

- *Legal framework not completely in line with EU standards* The legal framework would need to be revisited to reflect the previous weaknesses- The Law on the State Border Protection is the basic legal act for border control of the state borders of the Republic of Serbia, which has not been completely harmonized with the EU standards so far, but corresponds to the progress achieved and situation at the state borders. The current legal framework forms a solid base and allows continue further improvements towards compliance with EU standards. Recommendations of the Schengen Catalogue (2009)[5] regarding organization and competence of a single body responsible for border control and coordination at central, regional and local levels have been integrated into the relevant legislation and organizational chart of the Border Police Directorate. There is still a need to conduct an assessment of legal framework in order to assess the compliance with the EU standards in the area of border management and to improve the legal framework in accordance.
- *Lack of a clear division of responsibilities for the management of Border Crossing Points* - The responsibilities for the functioning of Border Crossing Points are not sufficiently defined. (e.g. responsible for construction, maintenance, payment of communal costs, modernization, re-categorization in line with EU standards).
- *Staffing and HRM issues* - Declining numbers of staff but increasing workload (e.g. In one Border police station numbers of staff is 100% filled, but that is still not enough, if you have in mind the planned opening a new Border crossing point and urgent need for new recruitment people, for example, BPS Ljubovija). In period 2003-2007 Border police Directorate organized 5 class of Course for Border police for 837 police officers. At that time there was an urgent need for new police officers for Border police Directorate since 2006 MoI starts to take over surveillance of borderline from Ministry of Defence. The last generation of border police officers has attended and finished a Course for Border police 2007. Since that year, in past decade max 200 police officers were hired in the Ministry of Interior. After that MoI established a Center for Basic police course in Sremska Kamenica and in a past ten years there was theonly limited recruitment of new staff from the Center for Basic police course in Sremska Kamenica for Border Police Directorate. This is the only way to receive new police officers in the Ministry of Interior (MoI) It should bear in mind that every year about a hundred people leaves the border police. Lack of staff at borders on one hand and the increase of tasks and competencies at borders on the other hand (eg. The opening of new joint contact

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[4] Sources: AP Chapter 24, MoI Border Police reports
[5] And updated Catalogue of Recommendations for the correct application of the Schengen Acquis and Best practices: Police cooperation (2010)

centers, the establishment of joint patrols, the opening of new Border Crossing points (BCP) on joint location – Common Crossing Points (CCPs)[6] have created a pressure on all staff involved in border management and border control. In this context, the HRM is an issue: It is necessary to make a functional HR and organizational analysis in order to determine the right number of Police officers needed for work on border control tasks in line with EU standards, the right job description and location.

- *The capacity of staff – lack of training* – Training are necessary in order to prepare the new staff and the existing one for new tasks and competencies. Staff received basic and some specialised training as well as through an agreement concluded with FRONTEX. There is a need to develop training tailored for the border police, through a unified 'train the trainers' system.

- *There is a weakness with regard to Risk analysis*. Illegal migration poses, in particular, a problem in this context. An effective risk analysis system is considered a must to tackle this problem and also all other *forms* of cross-border crimes.The Risk Analysis conducted by the relevant EU agencies (FRONTEX, European border, and coastguard Agency-CIRAM II) and the Risk Analysis of the Border Police Directorate[7] reveal different techniques of falsifying the travel documents of citizens of different countries, which imposes the need for constant training in detecting and combating this form of counterfeit.

3.2 Ongoing reforms:

In all area covered by the AP Chapter 24, there was progress in 2017. The Action Plan Chapter 24 has been implemented in the first reporting period (July 2017) in 37, 7% of activities, partially in 44, 8% and not realized 29, 47% or in other terms, 140 activities have been realised, 89 activities are ongoing and 73 activities have not been realised from the total of 302 activities. The implementation of the Action Plan 24 has created the need for HR reorganisation in many Institutions in the sector and the need to build capacities on new competences related to ongoing reforms from the AP Chapter 24[8]The Integrated Border Management Strategy of the Republic of Serbia 2016-2020 was adopted by Serbian Government on 18th October 2016 and Action plan is adopted on 13th April 2017 in order to achieve the European standards in the field of integrated border management, as follows: harmonisation of legislation (laws and bylaws), strengthening capacity of all competent authorities (technical and human resources), special technical and IT measures (Schengen Information System – SIS ,Visa Information System – VIS and Phytosanitary Border Inspection System - TRACES), strengthening of inter-agency cooperation and fighting against corruption. Since then, activities have started to be implemented.

3.3   Linked activities:

The list below describes the main projects relevant to this twinning project, all of which have been funded by the EU under IPA. In addition, since 2014 a number of smaller projects have been financed in the sector (e.g. to support Border police in addressing increased migration flows).For instance, 11 have been implemented in collaboration with International Organisation

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[6]Common Crossing Points (CCPs) are located on the territory of one country, unlike the ordinary Border Crossing Points (BCPs), where   one crossing point is located in the territory of one State and the other crossing point in the territory of another State (eg Backi Vinogradi (Serbia/Hungary), Ashothalom (on territory of Hungary). In Common Crossing Points (CCPs) passage is on a common location. Backi Vinogradi and it is also planned at Rastina (Serbia/Hungary) and Ljubovija (Serbia/Bosnia and Herzegovina)

[7]Risk analysis help to recognize real threats like ways of illegal migration, trafficking Human beings, smuggling drugs, etc. and according to received information from Risk analysis the Border police can define priorities, organization of the work and can deal efficiently with these threats

[8] (see http://arhiva.mup.gov.rs/cms_cir/oglasi.nsf/ap-p24.pdf)

for Migration, with funding supplied by the EU, bilateral donors, and international organizations.

EU funded projects

Title: "Development of the Information System for Border Crossing Control"
Donor: EU - IPA 2008
Budget: 3.333.836,00 EUR
Duration: Ended in 2014
Type: Supply, Services
Description: The project provided technical infrastructure for border crossing points "BCPs" and developed an integrated information system for Border Police Directorate.

Title: "Establishment of efficient system for prevention and suppression of illegal migrations on the territory of the Republic of Serbia"
Donor: EU - IPA 2010
Budget: 4.880.996, 00 EUR
Duration: Ended in September 2014
Type: TW, Supply
Description: The project has established a database for illegal migrants and exchange of data between relevant institutions. Activities related to fighting against high tech crime have also been implemented.

Title: "Establishment of Stationary and Mobile Video Surveillance System for State Border Protection and Surveillance"
Donor: EU - IPA 2011
Budget: 4.062.595, 38 EUR
Duration: Started May2012-Ended July 2014
Type: Supply, Services
Description: The project improved the capacity of the Ministry of Interior in the field of border protection in accordance with international standards.

Title: "Further developing and implementing mechanisms for a comprehensive and consistent monitoring of legal migration in the Republic of Serbia"
Donor: EU - IPA 2012
Budget: 3.107.500, 00 EUR
Duration: Started November 2014-Ended November 2016
Type: TW, Supply
Description: The project had the purpose to strengthen the existing capacities of the Serbian Ministry of Interior and Ministry of Foreign Affairs for better management of migrations through effective policies and coordination procedures by achieving the following results: 1. A new model of national visa issuing system prepared according to EU best practices, 2. A Central database, which will enable detailed monitoring and analysis of data according to nationality, sex, the age of foreigners operational for the purposes of Ministry of Interior and Ministry of Foreign Affairs as well as for other external users, 3. Diplomatic – consular mission officers and border police officers use new IT skills and gained knowledge as well as coordination methods to detect potential illegal migrants, trafficked persons, counterfeited documents, and abuse of working permits and 4. System for monitoring foreigners with departure orders established.

Title: "Support to National Asylum System in the Republic of Serbia"
Donor: EU - IPA 2013
Budget: 1.500.000, 00 EUR
Duration: November 2016 – May 2018
Type: TW
Description: The project purpose is to improve capacity for implementation of asylum policies in line with international and EU standards concerning both procedure and reception condition and to reduce the number of unfounded asylum applications from Serbian nationals.

Title: "Identifying equipment needed for Schengen requirements. "Preparation of the Schengen Action Plan"
Donor: EU **-** IPA 2013
Budget: Framework contract
Duration: Started August 2016-Ended August 2017
Type: Framework contract
Description: The project has carried out analysis of the current state of border security system (hardware, software, and human resources aspect) and recommending further development in line with the existing EU standards, especially with the Schengen standards. The project has also prepared a detailed report on identified current and potential risks and/or threat analysis in the area of border management, including recommendations. In addition, the project has analysed the existing capacity of equipment for border surveillance and control, and preparation of Gap Analysis as well as recommendations for Gap Filling. And finally, the project has prepared. A Needs Assessment Document for required equipment with breakdown and the general costing of the equipment for future planning purposes

Title: "Developing the readiness to join the EU information systems "Schengen Information System II""
Donor: EU–TAIEX
Duration: October 2014
Type:TAIEX
Description: TAIEX study visit on the Schengen Information System (SIS II) organised in co-operation with the Estonian Ministry of Interior and the European Agency for the operational management of large-scale IT systems in the area of freedom, security, and justice (EU-LISA) See http://www.eulisa.europa.eu/AboutUs/SmartBorders/Pages/default.aspx

Title: "Support to strengthening fight against trafficking in human beings"
Donor: EU –IPA 2014
Budget : 1,0 MEUR
Duration: 24 months
Planned to start in 2018
Type:TW
Description: The purpose of this project is to address trafficking human beings by improving overall prevention and detection of trafficking with human beings. The Schengen acquis is developing constantly, particularly in the area of border management. Several initiatives have been put forward with the aim of fulfilling a twin objective: facilitating access to Schengen and improved security. Given that each member of the Schengen area takes responsibility for controlling the external borders on behalf of the other Schengen countries, it is of the utmost importance that these checks are conducted correctly and in accordance with uniform principles.. Combating international organised crime is a high priority for all European countries. In this sense "Development of the Schengen Action plan" project and "Support to strengthening fight against trafficking in human beings" project are linked (result 5 of this Twinning Fiche).

Title: "Support to the preparation for the establishment of SIRENE Bureau"
Donor: EU–IPA 2016
Budget : 1,0 MEUR
Duration: 24 months
Planned to start in 2018
Type:TW
Description: The purpose of this project is to prepare all the necessary technical, legal and HR requirements necessary for the establishment of the SIRENE Bureau. There is no overlap with Result 6 of this project

Title: "Support to preparation for participation in EUROSUR network and EURODAC system"
Donor: EU –IPA 2016
Budget : 1,0 MEUR

Duration: 24 months - Planned to start in 2018
Type:TW
Description: The purpose of this project is to improve situational picture and increase reaction capability at external borders through support to preparation of necessary steps required to join the EUROSUR (Euro surveillance) network and to establish a national system of personal database, of fingerprints and prepare a national biometric base for fingerprints from asylum seekers and illegal persons on the territory of Serbia and build capacities for exchange data in the EURODAC system
There is no overlap with Result 6 of this project

Title: EU for Serbia – Support the implementation of efficient border management"
Donor: EU–IPA 2016
Budget : 2,0 MEUR
Duration: 24 months
Type:TA
Description:
The purpose of this project is to strengthen institutional capacity to monitor the Sector Reform Contract for Integrated Border Management and improve budget planning, execution, monitoring, communication and visibility of the Sector for material and financial affairs, the Border Police and the Department for media and communication in the Ministry of Interior, the Plant Protection Directorate and Department for Border Phyto-sanitary Inspection, the Veterinary Directorate, Department for veterinary sanitary control at border inspection posts in the Ministry of Agriculture, Forestry and Water Management and the Customs Administration in the Ministry of Finance. There is no overlap with this project.

Title: "Sector Reform Contract for Integrated Border Management"
Donor: EU – IPA 2016
Budget:24 MEUR
Duration: 36 months (2017-2019)
Type: Sector Budget Support
Description: The objective of this Programme is better intra-agency, inter-agency and international cooperation and exchange of information, more effective detection of cross-border crime, increased the institutional and operational capacity of the border agencies to perform border checks and border surveillance and more effective detection of irregular migration. The implementation of this programme will contribute directly to a meeting of the objectives defined in the IBM Strategy and AP for Chapter 24. There is no overlap with this project.

3.4 List of applicable *Union acquis*/standards/norms:

This project is linked to following Union standards/norms/Acquis: As regards EU integration of Serbia, the Ministry of the Interior manages the work of the Negotiation Subgroup for Chapter 24 and the draft of the Action Plan (AP 24) which will include and thoroughly develop all the activities which should be implemented for the full harmonisation with the EU norms and provision of the capacities for the implementation of the harmonised regulations.
- Council Regulation 415/2003/EC of 27 February 2003 on the issue of visas at the border
- Council Directive 2004/38/EC of 29 April 2004 on the right of citizens of the Union and their family members to move and reside freely within the territory of the Member States;
- Council Directive 2004/82/EC of 29 April 2004 on the obligation of carriers to communicate passenger data
- Regulation (EU) 2016/1624 of the European Parliament and of the Council of 14 September 2016 on the European Border and Coast Guard
- Council Directive 2001/51/EC of 28 June 2001 supplementing the provisions of Article 26 of the Convention implementing the Schengen Agreement of 14 June 1985.

- Regulation (EU) 2016/399 of the European Parliament and of the Council of 9 March 2016 on a Union Code on the rules governing the movement of persons across borders (Schengen Borders Code)
- Regulation (EC) No 1987/2006 of the European Parliament and of the Council of 20 December 2006 on the establishment, operation and use of the second generation Schengen Information System (SIS II)
- Regulation 1931/2006/EC of 20 December 2006 of the European Parliament and of the Council laying down rules on local border traffic at the external land borders of the Member States and amending the provisions of the Schengen Convention;
- Commission Recommendation C (2006) 5186 final of 6 November 2006 establishing a common "Practical Handbook for Border Guards (Schengen Handbook)" to be used by Member States' competent authorities when carrying out the border control of persons and its amendments C (2008) 2976 final; C(2009) 7376 final, C(2010) 5559 final, C(2011) 3918 final, C (2012) 9330 final and C (2015) 3894 final (revised Handbook to be issued in 2018);
- Council Conclusions of 4-5 December 2006 on Integrated Border Management (2768thJustice and Home Affairs Council meeting in Brussels);
- Commission "Border Package" communications of 13 February 2008;
- Council Conclusions of 5 and 6 June 2008 on the management of the external borders of the Member States of the European Union (2873rd Justice and Home Affairs Council meeting in Luxemburg);
- Council Regulation ((EU) No 1053/2013 of 7 October 2013 establishing an evaluation and monitoring mechanism to verify the application of the Schengen acquis and repealing the Decision of the Executive Committee of 16 September 1998 setting up a Standing Committee on the evaluation and implementation of Schengen

3.5. Results

This project is to be implemented as a whole and without division into Components

RESULT 1 - To draft the Action Plan for Schengen area accession in line with Schengen Evaluation mechanismfor its adoption by Government

RESULT 2 - To amend the legal framework for the alignment to Schengen Acquis and Schengen catalogue[9].

RESULT 3- To strengthen inter and intra institutional cooperation of relevant bodies for the Schengen Acquis[10] for efficient border control and establishment of regular mechanism for Risk analysis and exchange of information with neighboring countries

RESULT4 - To improve HR policies and HRM organisation of the Ministry of Interior line with Action Plan for Schengen area accession through the preparation of a comparative analysis on HRM in line with Schengen Action Plan between Serbia and EU MS and Functional HR analysis with analysis of necessary number of staff to be in line with Schengen Action Plan

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[9]The purpose of the Schengen Catalogue is to clarify and detail the Schengen acquis and to indicate recommendations and best practices, in order to provide an example for those States acceding to Schengen and also those fully applying the Schengen acquis. The aim is not to give an exhaustive definition of the whole of the Schengen acquis but to put forward recommendations and best practices in the light of the experience gained through the continuous evaluation in the Schengen States of the correct application of the Schengen acquis.
[10] (The Ministry of Interior (MoI), Ministry of Foreign Affairs (MoF), Ministry of Agriculture and Environment Protection (MAEP), Ministry of Justice (MoJ), Ministry of Finance (Customs), Agency of data protection, and other agencies related to the security and safety of crossing borders (IBM Agencies in conjunction with the Border Police– customs, phytosanitary and veterinary)

RESULT5 –To strengthen capacity of staff involved in border management and requirements related to the Schengen Acquis[11] via training, including training of trainers, study visits, and internships

RESULT6 – To identify and analyse overall requirements for the ICT infrastructure in all area covered by the evaluation for entering into the Schengen zone and develop a roadmap for their achievement.

3.6 Means/input from the EU Member State Partner Administration(s)*:

The Project Leader and RTA (Resident Twinning Advisor) shall provide support to the responsible Serbian authorities in strengthening their capacities as well as in the implementation of this project.

3.6.1 Profile and tasks of the PL:

The MS Project Leader will manage the project team of as elected member state(s) and co-ordinate the implementation of activities.

Basic skill requirements,
- University degree in the field of Law or Security Studies or Police Academy, or equivalent professional experience of X years
- High-ranking official currently working in the MS administration;
- At least 3 years, preferably 10 years of professional experience in the area of Border security and Border Management
- Proven contractual relation to a public administration or mandated body, as defined under Twinning Manual 4.1.4.2.
- Previous experience in project management will be an asset.

Tasks of the Project Leader:
- Overall management and coordination with relevant stakeholders as indicated above
- Ensuring backstopping and financial management of the project in the MS;
- Ensuring timely, effective and efficient implementation of the project and achievement of results through proposed activities;
- Coordination of deployment of short-term experts;
- Coordination with RTAs, from the Member Stateside, the Project Steering Committee meetings, which will be held in Serbia every three months;
- Participation at the Steering Committee meetings (every three months);

3.6.2 Profile and tasks of the RTA:

He/shewillliaisewith the BC Project Leaderandwillreport to the MS Project Leader. The RTA willalso be responsible for ensuringthatexperts' inputanddistribution of theirworkingdayswill be used in the most efficientandeffectivewayand in line with the agreedwork plan to enabletimelycompletion of projectresults. Duration of his/hersecondmentwill be 24 consecutivemonths.

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[11] Ibid.

Basic skills requirements:
- University degree in the field of Social /Technical or security studies, or equivalent professional experience of X years
- At least 3 years, preferably 10 years of general professional experience in Border security and Border management
- At least 3 years, preferably 10 years of specific professional in functioning and implementation of the Schengen system
- Project management experience: managing or assisting in management in at least 1 project in the area of Schengen border system will be an asset.

Tasks of the RTA:
- Project management and coordination of the activities of the team members in line with the agreed Work plan to enable timely completion of project results and delivery of outputs;
- Selection, mobilisation,and supervision of the short-term experts, together with the Project Leader;
- Facilitation of the contacts with peer institutions in EU member states in order to stimulate a proper exchange of information, data, and experience;
- Establish and maintain cooperation with all beneficiaries involved in the implementation of the project and other related projects (ensuring the avoidance of overlapping), in close coordination with the Project Leader;
- Organization of visibility events (kick-off and final event);

3.6.3 Profile and tasks of Component Leaders:

The project is notdividedintoComponents.

3.6.4 Profile and tasks of other short-term experts*:*

Basic skill requirements: minimum university degreeand 3 years of relevantexperience Mainareas of expertiserequiredby the team of short-termexpertsshouldcover the followingfields (the list of fields is notexhaustive):Legislationrelated to BorderSecurityandBorderManagement, Trainingdesign, Statebordersurveillanceandborderchecks, Riskanalysis, Cross-bordercrime, ICT, Schengen evaluation process.

4. Budget

Maximumavailablebudget is 1.500.000,00 EUR.

5. Implementation Arrangements

5.1   Implementing Agency responsible for tendering, contracting and accounting
Ministry of Finance
Department for Contracting and Financing of EU Funded programs (CFCU)
Sremska St, No. 3-5
11000 Belgrade, Serbia
Mr. Dušan Čarkić, Program Authorizing Officer (PAO)/Head of CFCU
Phone: +381 11 20 21 -115

E-mail: dusan.carkic@mfin.gov.rs

Mr. Darko Vasić, Twinning National Contact Point
Phone: +381 11 2021 412
E-mail: twinnning@mfin.gov.rs

5.2 Institutional framework for the project

Project Steering Committeeand modalities are set out in 5.2.4 of the twinning manual.

The lead beneficiary will ensure coordination across all stakeholders on a regular and institutionalised basis – e.g. monthly meetings of working groups, with representatives from all relevant stakeholders. In addition, regular coordination will be established with EU funded projects: Twinning "Support to preparation for participation in EUROSUR networkand EURODAC system" (IPA 2016), Twinning "Support to the preparation for the establishment of SIRENE Bureau" (IPA 2016), TA "Strengthening the institutionaland human capacities of the relevant IBM institutions to contribute to meeting accession criteria and implementation of Chapter 24" (IPA 2016) and activities implemented through SBS "SectorReformContract for Integrated Border Management".

5.3 Counterparts in the Beneficiary administration:

5.3.1 Contact person:

Mrs. Vesna Tesla,Inspector in the BorderDepartment
Border Police Directorate
Ministry of Interior
Boulevard of Mihajlo Pupin 2
SRB-11070 Belgrade

5.3.2 PL counterpart

Mrs. Jelena Vasiljević,
Border Police Directorate, Assistant Head of Border Police Directorate
Ministry of Interior
Boulevard of Mihajlo Pupin 2
SRB-11070 Belgrade

5.3.3 RTA counterpart
Mr. Nebojša Purić, DeputyChief of the BorderDepartment
Border Police Directorate
Ministry of Interior, Republic of Serbia
Boulevard of Mihajlo Pupin 2
SRB-11070 Belgrade

6. Duration of the project

Duration of the project is 24 + 3months.

7. Sustainability

The results will be maintained by the Border Police after project end, activities involving legal and institutional changes will include wide stakeholder consultation, as well as financial and regulatory impact analysis in the case of changes to legislation (as long as this is foreseen in the Serbian environment), the relevant funds will be put aside by stakeholder to implement and continue the project results, and these issues will be followed by the Project Steering Committee at each of its meetings.

8. Crosscutting issues *(equal opportunity, environment, climate etc…)*

Cross-cutting issues will be addressed in the project so as to comply with the best EU standards and practice in that area and in a way which demonstrates how they will be dealt with within the project's framework, its activities, and outputs.

Equal Opportunities and non-discrimination

The basic principle of equal opportunities will be adhered to as reflected in Serbian legislation. Gender equity principles will be respected in the implementation of all Project activities.

Environment and climate change
N/A

Minorities and vulnerable groups
N/A

Civil Society/Stakeholders involvement
N/A

9. Conditionality and sequencing

No prior conditions have to be fulfilled nor preceding projects/activities completed before project implementation commences.

10. Indicators for performance measurement

RESULT 1 - To draft the Action Plan for Schengen area accession in line with Schengen Evaluation mechanismfor its adoption by Government

Indicators related to Result 1
    1.1. Detailed plan of activities/measures for the development of the Action Plan for Schengen area accession on the basis of the legal framework and in line with the scheme/categories defined by the EU Schengen Catalogue elaborated (Strategy and organizational structure, Infrastructure, Human resources, Training, Equipment, Internal Coordination, International Cooperation, Rules and procedures, Particular cases of certain types of borders) with costing of its implementation.
    1.2. Number of Workshops on Schengen evaluation process organized before the end of the first year of project implementation (6 Workshops)

1.3. Action Plan for Schengen area accession developed in line with Schengen Evaluation mechanism before the end of the project

RESULT 2 - To amend the legal framework for the alignment to Schengen Acquis and Schengen catalogue[12].

Indicators related to Result 2
> 2.1. Comprehensive legislative analysis drafted
> 2.2. Number of sub-laws drafted

RESULT 3- To strengthen inter and intra institutional cooperation of relevant bodies for the Schengen Acquis[13] for efficient border control and establishment of regular mechanism for Risk analysis and exchange of information with neighboring countries

Indicators related to Result 3
> 3.1. Number of Memorandum of Understanding between relevant Institutions for the Schengen Acquis updated
> 3.2. Number of workshops on cooperation and coordination of relevant bodies for the Schengen Acquis organized (6 Workshops)
> 3.3. Number of Joint meetings

RESULT 4 - To improve HR policies and HRM organisation of MoI to be in line with Action Plan for Schengen area accession through Preparation of Comparative analysis on HRM in line with Schengen Action Plan between Serbia and EU MS and Functional HR analysis with analysis of necessary number of staff to be in line with Schengen Action Plan

Indicators Related to Result 4
> 4.1. HR Gap analysis with recommendations drafted
> 4.2. Number of Workshop on recommendation from the HR Gap analysis (2)
> 4.3. Functional HRM analysis drafted

RESULT 5 –To strengthen capacity of staff involved in border management and requirements related to the Schengen Acquis[14] via training, including training of trainers, study visits, and internships

Indicators related to Result 5
> 5.1. Training Needs Analysis (TNA) and Training program prepared before the third month of project implementation
> 5.2.Number of border police trained to become trainers for work at borders(At least 46 participants):2 participants on work with vulnerable population, 5 participants on detection of cavities on vehicles - techniques for finding hidden sections with smugglers products in large commercial vehicles and passenger vehicles, 2 participants on detection of falsified ID vehicles numbers (VIN), 20 participants on detection of falsified and fake documents, 5 participants on escorts for the control of deportees, 5 participants on motorboat control)

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[12]The purpose of the Schengen Catalogue is to clarify and detail the Schengen acquis and to indicate recommendations and best practices, in order to provide an example for those States acceding to Schengen and also those fully applying the Schengen acquis. The aim is not to give an exhaustive definition of the whole of the Schengen acquis but to put forward recommendations and best practices in the light of the experience gained through the continuous evaluation in the Schengen States of the correct application of the Schengen acquis.

[13] (The Ministry of Interior (MoI), Ministry of Foreign Affairs (MoF), Ministry of Agriculture and Environment Protection (MAEP), Ministry of Justice (MoJ), Ministry of Finance (Customs), Agency of data protection, and other agencies related to the security and safety of crossing borders (IBM Agencies in conjunction with the Border Police– customs, phytosanitary and veterinary)

[14] Ibid.

5.3. Number of Study visit organised in EU MS (5 study visits) (One Study visit on work in Joint contact enters for 20 participants, one study visit on Joint Patrols for 20 participants, one study visit on work of units for Compensatory measures for 20 participants, one study visit on security of the state border for 20 participants, one study visit on risk analysis for 6 participants)

RESULT 6 – To identify and analyze overall requirements for the ICT infrastructure in all area covered by evaluation for entering into the Schengen zone and develop a roadmap for their achievement.

Indicators related to Result 6
6.1. Comprehensive technical report on technical compliance with ICT standards used in the Schengen area and measures for readiness for entering in Schengen area prepared including.ICT Architecture definition for connecting to the Schengen Information System (SIS II)
6.2.Technical analysis on overall large scale EU Information systems which have to be connected and related standards/performance to be achieved for functioning including analysis for accessing SIS II prepared including primary and back up site and roadmap for the achievement ofrequirements for the ICT infrastructure in all area covered by evaluation for entering in Schengen zone.
6.3. Software graphical visualisationof electronic maps upgraded.

11. Facilities available

One Office with workstation for RTA for his/her daily work and assistant will be provided in accordance with the Twinning Manual in kind. A Meeting room will be available for the project as well as a Training room.

ANNEXES TO PROJECT FICHE

1.   Logical framework matrix in standard format (compulsory)

Overall Objective	Objectively verifiable indicators	Sources of Verification	
To contribute to meeting the EU accession requirements under Chapter 24 of the acquis – Justice, freedom and security	Progress made towards meeting accession criteria under Chapter 24 - Justice, freedom & security	EC Report on Serbia 2023	
Project Purpose	**Objectively verifiable indicators**	**Sources of Verification**	**Assumptions**
Legal, technical, administrative and institutional requirements of the Schengen acquis met by Serbia	Progress made towards meeting Schengen acquis requirements	EC Report on Serbia 2024	In addition to measures foreseen under the SchengenAction Plan, full implementation of all measures foreseen in the Chapter 24 Action Plan, including provision of necessary national funds.
Results	**Objectively verifiable indicators**	**Sources of Verification**	**Assumptions**
RESULT 1 - To draft the Action Plan for Schengen area accession in line with Schengen Evaluation mechanismfor its adoption by Government **RESULT 2 -** To amend the legal framework for the alignment of Schengen Acquis and Schengen catalogue[15]. **RESULT3-**To strengthen inter and intra institutional cooperation of relevant bodies for the Schengen Acquis[16] for efficient border control and establishment of regular mechanism for Risk analysis and exchange of information with neighboring countries **RESULT 4 -** To improve HR policies and HRM organisation of MoIto be in line with Action Plan for Schengen area accession through Preparation of Comparative analysis on HRM in line with Schengen Action Plan between Serbia and EU MS and Functional HR analysis with analysis of necessary number of staff to be in line with Schengen Action Plan **RESULT 5 –**To strengthen capacity of staff involved in border management and requirements related to Schengen Acquis[17] via training, including training of trainers, study visits, and internships **RESULT 6 –** To identify and analyse overall requirements for the ICT infrastructure in all area covered by evaluation for entering in Schengen zone and develop a roadmap for their achievement.	1.1.Detailed plan of activities/measures for the development of the Action Plan for Schengen area accession on the basis of the legal framework and in line with the scheme/categories defined by the EU Schengen Catalogue elaborated (Strategy and organizational structure, Infrastructure, Human resources, Training, Equipment, Internal Coordination, International Cooperation, Rules and procedures, Particular cases of certain types of borders) with costing of it's implementation. 1.2.Number of Workshops on Schengen evaluation process organized before the end of the first year of project implementation(6 Workshops) 1.3. Action Plan for Schengen area accession developed in line with Schengen Evaluation mechanism before the end of the project 2.1..Comprehensive legislative analysis drafted 2.2.Number of sub-laws drafted 3.1. Number of Memorandum of Understanding between relevant Institutions for the Schengen Acquis updated 3.2. Number of workshops on cooperation and coordination of relevant bodies for the Schengen Acquis organized (6 Workshops) 3.3. Number of Joint meetings 4.1.HR Gap analysis with recommendations drafted	All Twinning project reports	Cooperation on a national and international level between relevant Stakeholders, including the provision of necessary national and, if necessary, donor funds. Efficient cooperation and coordination among the different units in the MoI and other stakeholders indicated in 3.1 of the twinning fiche.

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[15]The purpose of the Schengen Catalogue is to clarify and detail the Schengen acquis and to indicate recommendations and best practices, in order to provide an example for those States acceding to Schengen and also those fully applying the Schengen acquis. The aim is not to give an exhaustive definition of the whole of the Schengen acquis but to put forward recommendations and best practices in the light of the experience gained through the continuous evaluation in the Schengen States of the correct application of the Schengen acquis.

[16] (The Ministry of Interior (MoI), Ministry of Foreign Affairs (MoF), Ministry of Agriculture and Environment Protection (MAEP), Ministry of Justice (MoJ), Ministry of Finance (Customs), Agency of data protection, and other agencies related to the security and safety of crossing borders (IBM Agencies in conjunction with the Border Police– customs, phytosanitary and veterinary)

[17] Ibid.

4.2.Number of Workshop on recommendation from the HR Gap analysis (2) 4.3.Functional HRM analysis drafted 5.1. Training Needs Analysis (TNA) and Training program prepared before the third month of project implementation 5.2.Number of border police trained to become trainers for work at borders(At least 46 participants):2 participants on work with vulnerable population, 5 participants on detection of cavities on vehicles - techniques for finding hidden sections with smugglers products in large commercial vehicles and passenger vehicles, 2 participants on detection of falsified ID vehicles numbers (VIN), 20 participants on detection of falsified and fake documents, 5 participants on escorts for the control of deportees, 5 participants on motorboat control) 5.3. Number of Study visit organised in EU MS (5 study visits) (One Study visit on work in Joint contact centers for 20 participants, one study visit on Joint Patrols for 20 participants, one study visit on work of units for Compensatory measures for 20 participants, one study visit on security of the state border for 20 participants, one study visit on risk analysis for 6 participants) 6.1.Comprehensive technical report on technical compliance with ICT standards used is Schengen area and measures for readiness for entering in Schengen area prepared including.ICT Architecture definition for connecting to the Schengen Information System (SIS II) 6.2.Technical analysis on overall large scale EU Information systems which have to be connected and related standards/performance to be achieved for functioning including analysis for accessing SIS II prepared including primary and back up site and roadmap for the achievement of requirements for the ICT infrastructure in all area covered by evaluation for entering in Schengen zone. 6.3.Software graphical visualisation on electronic maps upgraded	

Activities	**Means**	**Assumptions**
	1 Twinning Grant Contract Available budget 1.5 MEUR	