



ANNEX C1: Twinning Fiche¹

Project title: COMPLEMENTARY ASSISTANCE SBS / Integrated Border Management

Beneficiary administration: Ministry of Interior – Montenegro

Twining Reference: MN 22 IPA JH 01 24

Publication notice reference: The publication notice reference will be completed by the European Commission

EU funded project

TWINNING TOOL

¹ In case of different language versions of the Twinning Fiche it must be clearly indicated which language version prevails.

List of abbreviations

BC	Beneficiary Country
EBCGA	European Border Coast Guard Agency
BCPL	Beneficiary Country Project Leader
EUDEL	Delegation of European Union
EC	European Commission
EU	European Union
IBM	Integrated Border Management
IT	Information Technology
IPA	Instrument for Pre-accession Assistance
HR	Human Resources
MOJ	Ministry of Justice
MOI	Ministry of Interior
MSPL	Member State Project Leader
NCC	National Integrated Border Management Coordination Centre
PL	Project Leader
PSC	Project Steering Committee
RCC	Regional Coordination Center
RTWA	Resident Twinning Advisor
SAA	Stabilization and Association Agreement
SAP	Schengen ActionPlan
STE	Short term Expert
SDG	Sustainable Development Goals

Basic Information

- 1.1 Programme: IPA 2022 – DIRECT MANAGEMENT ACT-60862 - EU for Integrated Border Management - ME2022AAP.2
- 1.2. Twinning Sector: *Justice and Home Affairs (JHA)*
- 1.3 EU funded budget: *1.500.000 Euro*
- 1.4 Sustainable Development Goals (SDGs): DG 16

2. Objectives

2.1 Overall Objective(s):

The overall Objective of the project is to assist the Montenegrin Border Police in improving their capacities and preparing for Schengen Evaluation as complementary assistance to the implementation of the Sector Budget Support on Integrated Border Management.

2.2 Specific Objective:

The specific objective is to update the Schengen Action Plan and provide specialised trainings in accordance with the Recommendations of the Peer Reviews and the Sector Budget Support on Integrated Border Management.

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

This Action is in line with the aim of IPA III support on Migration and Border management (Window 1) which is to align with the European integrated border management strategic objectives and capacities, including improving border surveillance and checks at border crossing points as well as further developing and implementing mechanisms for cooperation in the region and with EU agencies, such as the European Border and Coast Guards agency. These efforts will also contribute to managing irregular migration and to fighting organised crime. In complementarity with the Integrated Border Management Fund, IPA III assistance will therefore focus on the continuous alignment with the relevant EU *acquis* and European standards. The revised ***national Integrated Border Management (IBM) Strategy for 2020 – 2024*** was adopted by the Government on January 16, 2020. It is better aligned with the requirements related to the implementation of the European Integrated Border Management (EIBM) based on the EBCG/2016 Regulation including to some extent also Technical and Operational Strategy for the EIBM adopted by Frontex Management Board in 2019. Moreover, the revised strategy already acknowledges some elements based on the EBCG 2.0/2019 Regulation. Action plans are updated annually. Monitoring of the action plan is covered by an annual implementation report prepared by the Ministry of the Interior. In May 2021, the Government adopted the Report on the Implementation of the Action Plan for the Implementation of the Integrated Border Management Strategy (IBM) in 2020 with the

Proposed Action Plan for the Implementation of the Integrated Border Management Strategy as well as the Action Plan for monitoring the implementation of the Schengen Action Plan (SAP) for 2021. In 2023, the Government adopted the Report on the Implementation of the Action Plan for the Implementation of IBM Strategy for 2022 and Report on the Implementation of the Action Plan for the Implementation of SAP for 2022. The Government also adopted the Action Plans for IBM and SAP for 2023.

The Strategy was adopted in January 2020 when the impact of COVID-19 was not globally considered yet. The Action Plans are linked to the Strategy. However, in practice, it was taken into consideration but has not significantly affected the implementation of planned measures and activities, except when in a certain timeframe during 2020, the borders with neighbouring countries were closed due to compliance with measures adopted by the National Coordination Body of the Government of Montenegro. COVID-19 had an impact on cross-border or regional activities with some delays in the implementation of agreements, training, seminars, joint patrols with neighbouring countries, reducing passenger traffic at borders etc.

The National IBM concept is described in the Strategy. This concept is based on a **4-tier access control model** and it contains most of the **11 strategic components** defined in the **EBCG Regulation/2016** version. The Strategy also covers three horizontal topics (fundamental rights, education and trainings, research and innovation) which were not yet legally binding in the EBCG/2016 version of the IBM.

Both the IBM Strategy (with annual Action Plan) and annual Schengen Action Plan (SAP) are aligned with the Government Methodology on Policy development and monitoring of the implementation of strategic documents. **The Government of Montenegro has established an effective system of governance and coordination in the area of IBM.** The Ministry of the Interior coordinates the activities, together with the State Border Commission (which is an inter-ministerial composition with the participation of the relevant entities that have competence in the implementation of the Strategy). In addition, the Inter-agency working group for monitoring of the implementation of SAP has been established which also deals with donor coordination and monitoring of project implementation in this area.

The Schengen Action Plan 2017 was prepared by the Interdepartmental Working Group composed of experts from the Ministry of Interior, Police Directorate, Customs Administration, Ministry of Justice, Ministry of Foreign Affairs and European Integrations and Police Academy. SAP is a kind of “umbrella” covering all Schengen policy fields which should be aligned as a part of the whole EU accession process. SAP is therefore also very important document related to implementation of NIBM strategy and IBM concept at practical level.

Since SAP is from 2017, it does not include the latest EU Schengen based acquis and it's therefore naturally incomplete and partially obsolete.

3. Description

3.1 Background and justification:

Governance and coordination in the area of IBM and SAP is within the Ministry of Interior. Regarding internal organisation of Ministry, both IBM and SAP are within competences of **Department for Integrated Border Management**, which carries out the following tasks:

- strategic and normative tasks regarding integrated border management;
- preparation and update of the Integrated Border Management Strategy in accordance with the EU IBM concept;
- supervision of the implementation of the Strategy;
- preparation of action plans and reports on the implementation of the Strategy.

The State Border Commission is in charge of the preparation and implementation of agreements with neighbouring countries regarding state border, border crossings and traffic in border areas and preparation for the negotiation process. It also prepares the laws regulating ratification of international agreements related to the state border, border crossings and traffic in border areas;

The Department for Integrated Border Management is also in charge of gathering, analysing and archiving of available border documentation of the permanent value and of monitoring the implementation of agreements regarding border crossings together with the relevant commissions of the neighbouring countries;

The same Department deals with:

- coordination and synchronization of the activities of all relevant border agencies regarding the implementation of border procedures;
- implementation of the Regulation on standards and conditions that must be met by border crossings;
- monitoring the dynamics of project implementation in order to improve IBM system;
- monitoring the implementation of the Schengen Action Plan, preparation of action plans and reports on the implementation of the Schengen Action Plan, defining and preparing projects that are implemented in accordance with the allocated funds for the implementation of SAP measures.

Border Police Sector carries out the following tasks concerning border control:

- ensuring the inviolability of the state border;
- detection and prevention of criminal acts and misdemeanours;
- supervision of the state border and border checks;
- prevention of illegal migration;
- control of persons, vehicles and other objects in order to prevent illegal entry and prevention of cross-border crime;
- cooperation with other state institutions and agencies;
- multi-sensor monitoring of the green and blue border;
- planning, implementation and development of the electronic border surveillance system; planning of basic and advanced trainings for the employees;
- planning and providing logistical means for efficient work of the border police;
- securing border crossings;
- securing the border area;
- risk analysis and analysis of collected information.

The Peer Review Reports carried out in 2019 and 2021 detected the main issues:

- Since SAP is from 2017 it does not include the latest EU Schengen based acquis and it's therefore naturally incomplete and partly obsolete. One of the most important missing legal instruments related to IBM is EBCG 2.0 Regulation.
- It is recommended to clarify the prioritisation and timelines for the acquirement of equipment - priority should be put to technical sea/land border surveillance, equipping RCCs and NCC, and devices for border checks.
- It is recommended to establish (revise) a long-term plan for human resource management and strengthen the administrative capacity needed for a strategic planning and project management.
- Establishment of national training concept for border police (including return function). Assessment of training needs of border police officers and strengthening the capacity of the Police Academy (e.g., train-the-trainer courses) on the needs identified. The needs already identified at this stage include: vessel patrolling (incl. interception, embarkation, disembarkation and SAR); migrant screening, briefing, debriefing, data collection (incl. handling large groups of migrants); police integrity; technical skills (use of special means of transport, second line of border checks, handling and maintaining vessels, detection of stolen boats); English language.
- It is recommended to increase the detection and interception capacity by more active use of tracing dogs as a part of the border surveillance concept.
- It is recommended to further develop the role of BP in combatting cross-border crime and terrorism to guarantee that the capacity of the border control system is used and further developed to support internal security.

Please refer to Annex 3 in relation to all the relevant legislation and the Peer Review Reports

3.2 Ongoing reforms:

Integrated Border Management sector policy is part of the broader rule of law policy, which represents an essential part of the accession negotiations with Montenegro.

Policy dialogue for IBM is organized at three levels: political, strategic and technical level. High level policy dialog under the Stabilisation and Association Committee (SAA) takes place yearly at SAA Justice and Home Affairs Subcommittee with participation of the Beneficiaries and the DG NEAR Geographical Director/Head of Montenegro Unit. Presentation of Non-papers on Chapters 23 and 24 is taking place on semestral basis with a special focus on progress and benchmarks. Peer review missions are organized on a yearly basis with participation of DG HOME and DG NEAR. Country reports findings are presented to the Authorities and CSOs.

At strategic level, meetings are organized ad hoc for the discussion of particular aspects of the Strategy led either by the EU Delegation and/or by DG NEAR.

At operational level, working meetings are organized on a regular basis involving the EU Delegation Task manager and the Head of Chapter 24 working group, the SPO for IMB and Border Police representatives.

When it comes to governance and coordination in the area of IBM and SAP, the Ministry of Interior coordinates the activities with the **State Border Commission**, which is an interdepartmental body consisting of all relevant entities: Ministry of Foreign Affairs, Ministry of Transport and Maritime Affairs, Ministry of Defence, the Police

Administration, the Customs Administration and the Administration for food safety, veterinary and phytosanitary affairs.

Ministry of Interior and State Border Commission are responsible for coordination of the implementation of the measures defined by the IBM Action Plan and the annual Action Plan. Activities on the implementation of the measures were jointly planned and coordinated which, to a considerable extent, improved system of integrated border management as part of overall security system of Montenegro.

The main tasks of the State Border Commission for monitoring the implementation of the IBM Strategy are:

- organizes and synchronizes the activities of state administration bodies and other relevant entities in the implementation of the activities stipulated in the Strategy and Action Plan;
- monitors priorities, dynamics and implementation deadlines and evaluates achieved results in the implementation of the Action Plan;
- evaluates the rationalization of the budgetary expenditure and funds from other sources designated for the implementation of the Action Plan;
- submits an annual and final report to the Government of Montenegro with an overview of the current state of play, assessment and proposed measures.

The interagency working group for monitoring of implementation of SAP has been established which also deals with donor coordination and monitoring of project implementation in this area. Regarding internal organisation of Ministry, both IBM and SAP are within competences of Department for Integrated Border Management.

3.3 Linked activities:

The Government of Montenegro has adopted the Regulation on the manner and procedure of drafting, harmonizing and monitoring the implementation of strategic documents (Official Gazette of Montenegro, No. 54/2018, July 31, 2018). Article 6 of the Regulation stipulates that all strategic documents need to be aligned with priorities and objectives of public policies. While drafting strategic documents, special emphasis must be given to their compliance with the priorities of planning and documents that determine the general directions of development at the state level and financial strategic documents. Strategic documents must also be coordinated with each other in order to avoid overlapping.

In May 2022, the Government of Montenegro has adopted Guidelines for Preparation of Strategic Documents, providing the list of regulations which every strategic document needs to follow, in addition to the above-mentioned Regulation:

- Law on State Administration;
- Rules of Procedure of the Government of Montenegro;
- Law on Gender Equality;
- Regulation on the election of representatives of non-governmental organizations to the working bodies of state administration and conducting public discussion in the preparation of laws and strategies;
- Law on the Strategic Environmental Impact Assessment.

The following projects are ongoing in the area of IBM:

IPA National Programmes:

IPA 2022 Budget Support to IBM

12 M – First tranche 4M disbursed in 2023 - the other 2 tranches are foreseen in 2024/2025

The overall objective of this Action is to assist the Government of Montenegro in securing the future external EU border, reducing irregular migration and cross border crime.

The goal will be achieved by supporting Montenegro to implement the Integrated Border Management Strategy with Annual Plans and Schengen Action Plan and to achieve the objectives set therein.

Technical Assistance for complementary measure for Sector Budget Support in Integrated Border management

Service contract - 1,274,250.00 M - 36 Months from 30 of January 2024

The overall objective is to contribute to consolidate the Rule of Law and further prepare Montenegro for joining the Schengen Area.

The specific objective: The contract foresees the establishment of a performance monitoring framework, assistance in monitoring and reporting, setting up of a procurement database with management system, assistance in drafting and implementing the visibility and communication awareness campaign and in policy dialogue with other donors and Civil Society.

The assistance will cover three components:

COMPONENT 1: Assistance in establishing a performance monitoring framework

Within the project scope it is envisaged:

- to assist in setting up a performance monitoring framework (indicators) in order to improve the assessment of Montenegro's capacity to provide performance data used in variable tranches
- to assist in reporting

COMPONENT 2: Assistance in setting up of procurement control system in line with the Schengen Action Plan

Within the project scope it is envisaged:

- to analyse the current procurement system of Ministry of Interior and provide recommendation for improvements when it comes to procurements related to SAP,
- to set up a centralised procurement database for procurements related to SAP, which will include all phases from tendering to delivery of equipment and placing it to designated location
- assistance in drafting internal guidelines
- assistance in tendering and procurement

COMPONENT 3: Assistance in visibility and communication awareness campaign and donor coordination and policy dialogue

- to draft the visibility and communication awareness campaign Plan
- to assist in donor's coordination and policy dialogue

Individual measure to strengthen border management capacities in favour of the Western Balkans for 2022

Contribution agreement to IOM – 15M - till 2025.

The overall objective of this action is to contribute to effective, efficient and coordinated border management and strengthen the respect of human and fundamental rights of migrants in the targeted Western Balkans beneficiaries.

This action is expected to contribute to the following results:

- Strengthening of technical capacities for border surveillance;
- Strengthening of technical capacities for electronic identification and registration of mixed migration flows, in compliance with EURODAC;
- Improved infrastructure at border crossings;
- Strengthening of HR capacities through specific trainings;
- Construction of the new NCC building;

The following projects were implemented in the area of IBM:

IPA 2013 twinning project “Support the adoption of the Schengen acquis” carried out a gap-needs analyses of the legal and regulatory framework, assessed capacities and training needs as well as the needs to strengthen border control equipment and provided necessary inputs to detail measures foreseen in the IBM Strategy 2014-2018 Action Plan.

IPA 2015 Budget Support to Integrated Border Management in Montenegro

This Action directly supported Montenegro to implement the Integrated Border Management Strategy and Action Plan and achieve the objectives set therein. The overall objective was to improve prevention and detection of irregular migration and cross-border crime and enhance preservation of national security and the internal security of the EU Member states.

Donation of resources between the Government of Montenegro and the Government of the United Kingdom in 2022

Aimed at providing assistance to the Border Police of Montenegro, National Crime Agency of the United Kingdom has donated four search dogs for the purposes of detecting smuggling and the illicit trafficking of drugs, weapons and cash.

Donation of resources between the Government of Montenegro and the Government of the Federal Republic of Germany

Aimed at providing assistance to the Border Police of Montenegro, Federal Ministry of the Interior and Community of the Federal Republic of Germany has donated in 2022 , equipment (14 videoscopes) and eight ATV vehicles in order to support border security through improved border surveillance.

IPA III Regional programs

2021 EU regional support to protection-sensitive migration management systems in the Western Balkans - PHASE III

The action will support the further development and strengthening of holistic and sustainable systems and capacities across the whole migration management process including identification, registration and referral at the border, asylum systems and reception capacities, as well as both voluntary and non-voluntary returns.

Foreseen activities are:

- Improve migration data and statistics, and the mechanisms for identification, registration and referral of migrants to the relevant services (IOM, Frontex), as well as improving exchange of information and communication between asylum and reception authorities (EASO) - through technical assistance, advice and expertise, capacity building, exchange of best practices, training supporting regional cooperation/networking.
- Improve implementation of international protection measures, including for vulnerable persons, quality assurance in asylum application (including legal counselling for refugees) s- through assessments and analysis, capacity building, exchange of best practice and training (including train-the trainers) and supporting regional cooperation/networking (EASO UNCHR).
- Improve management of returns -Voluntary Return and Reintegration (AVRRs) and Non-Voluntary Returns (NVRs) - through the provision of technical support, expertise and training (Frontex IOM).
- Improve contingency planning and crisis response capacities, including at regional level (EASO, Frontex).

Total foreseen budget is EUR19.2 million and it will be implemented by FRONTEX, EASO, IOM and UNHCR.

2021-2022 EU Support to Regional Security in the Western Balkans

The action aims to increase the engagement of EU Justice and Home Affairs Agencies Eurojust, EMCDDA and EBCGA/Frontex in the fight against organised crime and terrorism as well as on border management in line with their respective mandates and expertise. Specifically, on border security- the Activities:

- Capacitation of the relevant law enforcement authorities to operationalise and implement the EBCG Status Agreements that have entered into force. This includes implementation of training and capacity building activities supporting joint operations. In addition, Frontex will put its expertise on combatting illicit trafficking of goods and people at the disposal of the Western Balkans.
- Alignment of Integrated Border Management (IBM) strategies with EU IBM standards. Frontex will engage in regular dialogue and support alignment of Western Balkans policies and actions with the European IBM. It foresees the setting-up of (a) network(s) of IBM stakeholders in the region, technical expertise and peer-to-peer exchanges, establishment of an online platform, as a forum for remote real-time exchange as well as a repository of information.

Technical advice through Frontex on the establishment of harmonised, fully operational National Coordination Centres (NCCs) interoperable with the EUROSUR framework (not

direct assistance in setting up NCCs). This will also contribute to the eventual establishment of a regional Western Balkans network of NCCs, which the action can support when relevant.

Total foreseen budget is EUR20 million (For border security EUR7 million).

Ongoing cooperation:

FRONTEX

At the national level, cooperation with the European Border and Coast Guard Agency (FRONTEX) is based on the Working Arrangement between the Police Administration and FRONTEX on the establishment of operational cooperation and Status Agreement between Montenegro and the EU on the activities that FRONTEX carries out in Montenegro.

EMPACT (European Multidisciplinary Platform Against Criminal Threats)

Organised crime remains a very serious issue in the region. Important smuggling routes run through Türkiye and the Western Balkans, and powerful criminal networks with international reach continue to operate from and via this region. In the area of fight against organized crime and its transnational component, the Montenegrin police is particularly focused on strengthening operational work, strengthening international operational cooperation and cooperation with EUROPOL. Special emphasis is placed on participation in operational activities within the EMPACT platform. Montenegrin police actively participates in EMPACT operational activities. During the previous year, Police Directorate has participated in five EMPACT operational action plans for illegal migration. During 2023 Montenegrin police will take part in 7 EMPACT operational action plans for illegal migration.

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

- **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).

Domestic legislation:

- Law on Internal Affairs , Official Gazette of Montenegro, no. 070/21, 123/21
- Law on Border Control, Official Gazette of Montenegro, no. 39/2013, 17/2019
- Law on Foreigners, Official Gazette of Montenegro, no. 12/2018, 3/2019, 86/2022
- Law on Processing data on air passenger data for the purpose of preventing and detecting terrorist offences and other serious crimes (Official Gazette of Montenegro, no 111/2022)

3.5 Components and results per component

The project will have two Components:

1. **Component I relates to revision and updating of SAP.** This component includes revision of the Framework Schengen Action Plan in all its **areas** as follows: alignment of legal framework, equipment, infrastructure, ICT systems, trainings and human resources, including Annual SAPs. It is necessary to develop New Framework SAP with realistic deadlines for implementation. Provide the necessary inputs to further align the IBM Strategy with EU IBM concept and Schengen catalogue; prioritisation of equipment in accordance with the preparation for Schengen evaluation procedure; legal framework assessment and expertise provided.
2. **Component II relates to capacity building and the main indicators include preparation of training needs, training plan and HR plan.** in accordance with recommendations from peer reviews of 2019 and 2021, capacity building in the area of detection and interception in line with strategic IBM objectives (specialized trainings i.e. migration, border surveillance, tailored made English courses, vessel patrolling etc.).It covers preparation of Training Plan for Border Police and preparation of HR Plan.

Component 1: Revised SAP with recommendations on necessary amendments to laws and bylaws and prioritizations of activities

Measurable indicators related to component 1:

- 1.1 The Framework Schengen Action Plan updated
- 1.2 Schengen equipment prioritized
- 1.3 Gap-analyses and recommendations prepared in accordance with Schengen evaluation grids
- 1.4 At least 5 border control procedures designed in line with Schengen acquis

Component 2: Capacity building programme in accordance with Recommendations from Peer reviews of 2019 and 2021 developed

Measurable indicators related to result 2:

- 2.1 Training needs assessment prepared
- 2.2 Training Plan for Border police prepared
- 2.3 HR Plan for Border Police prepared

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

The project team will consist of a Project leader (PL), one Resident Twinning Advisor (RTA) and a pool of experts for ad hoc assignments. The RTA will have a leading role in the realisation of the activities of the project tasks while the project leader will be in charge of the whole coordination of activities, compliance with the given deadlines, in order to reach the project results in a way to achieve the purpose of the project. All experts shall meet the formal conditions as set out in the Twinning Manual.

The project team will therefore closely cooperate with Montenegrin counterparts and counterpart institutions. Work plan will be prepared in close cooperation and the BC side for the purpose of project implementation. The RTA, together with the RTA Counterpart and the BC Project leader will ensure that any difficulties that could hamper the implementation of the activities are identified at an early stage and effectively resolved. They should also ensure close cooperation with the European Union Delegation to Montenegro and coordination with other ongoing and linked projects.

The project team will consist also of two Component Leaders (Component Leader 1 for Schengen Action Plan update and Component Leader 2 for Capacity Building).

3.6.1. Profile and tasks of the Project Leader (PL):

The profile of the Project Leader should be as follow: The Project Leader should be a high-ranking Member State official or assimilated agent. S/he must have a broad knowledge of all processes in the area concerned, as well as good leadership skills. The Project Leader will lead the implementation of the project and mobilise the necessary expertise in support of the project efficient implementation

Project Leader profile:

- High-ranking MS official or assimilated agent dealing with migration and border management;
- University Degree in Law, public administration or equivalent or, in the absence of a degree, at least 8 years of professional experience, additional to the professional experience listed below;
- At least 3 years professional experience in law enforcement body senior management level. Additional professional experience will be considered as a strong asset;
- Experience in project management would be an asset;
- Working knowledge of English;
- Computer literacy;
- Good Communication skills.

Project Leader tasks:

- Coordination and monitoring of the overall progress of the project in cooperation with RTA, RTA counterpart and BC PL;
- Bear the overall responsibility for the correct and successful implementation of the project and for its sound financial management;
- Bear the responsibility to ensure the availability of the experts and to define the details of their involvement;
- Reporting on the project in coordination with the RTA;
- Ensuring backstopping and financial management of the projects in MS;
- Coordination from the MS side, the Project Steering Committee meetings in cooperation with the RTA, which will be held in Montenegro every three months;
- Participation to Project Steering Committee meetings (by devoting a minimum of 3 working days per month to project with on – site visit) Formally signs all work plan(s) and/or any updates of these.

3.6.2 Profile and tasks of the RTA:

The profile of the resident Twinning Advisor should combine both technical competence and management experience in the development and implementation of assistance programmes and projects in the field of Border Police.

The required qualifications are as follows:

- University degree in law, political science, security studies or equivalent or any other appropriate discipline or, in the absence of a degree, equivalent professional experience of 8 years, additional to the general professional experience listed below;
- At least 3 years professional experience in law enforcement body senior management level. Additional professional experience will be considered as a strong asset;
- Knowledge of relevant best practices and international instruments and mechanisms of police cooperation;
- Background in working within the law enforcement body in charge of border management in fields related to this project (border police);
- Excellent analytical, organisational and communication skills and previous experience in working with multi- disciplinary and multi- nationals' teams;
- Excellent command of written and verbal English, including familiarity with vocabulary and nomenclature relating to the area of law enforcement;
- Experience working in EU funded projects would be an asset;
- Computer literacy;
- Good inter-personal communication skills;

The RTA shall be full-time resident in the country throughout the duration of the project.

RTA tasks:

- Responsible for monitoring project implementation and proposing corrective management actions if required;
- Support and coordination of all project activities in PC in line with the agreed work program to enable timely delivery of the outputs and achievement of project mandatory results;
- Advise on related EU policies and best practices, legislation and regulation while assisting preparation of strategic documents and/or regulations;
- Establish and maintain cooperation with all beneficiaries involved in the implementation of the project, and with other related projects (ensuring the avoidance of overlapping), in close coordination with the Project Leader;
- Nomination, mobilization 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 and data;
- Organization of visibility events (kick-off and final event);
- Responsible for organisation of the Project Steering Committee meetings and reporting on the project progress in cooperation with Project Leader;
- Identifying and reporting to the Contracting authority, at early stage, all difficulties that may jeopardize the implementation of the project and the achievement of its results.

3.6.3 Profile and tasks of Component Leaders:

The profile of the Component Leaders should combine both technical competence and practical

experience in the development and implementation of assistance programmes and projects in the field of Border Police Schengen Action Plan and Border Police – Capacity Building.

Requirements and tasks:

- University degree in law, political science, security studies or equivalent or any other appropriate discipline or, in the absence of a degree, equivalent professional experience of 8 years, additional to the general professional experience listed below;
- At least 3 years of general professional experience within the responsible Member State institution and not less than three year of specific professional experience within a law enforcement body. Additional professional experience will be considered as strong asset;
- Knowledge of relevant best practices of police cooperation;
- Good knowledge of English and computer literacy;
- Support and coordination of all project activities in line with the agreed work program to enable timely completion of project mandatory results and delivery of the outputs;
- Establish and maintain cooperation with all beneficiaries involved in the implementation of the project, and with other related projects (ensuring the avoidance of overlapping), in close coordination with the RTA and Project Leader.

3.6.4 Profile and tasks of other short-term experts:

Short-term experts' profiles:

The profile of short term experts should combine both technical competence and experience in supporting and advising in the field of Border Police Schengen Plan and capacity Building, training programs, assessments, recommendations and mentorship.

Short- term experts (STE) tasks:

STEs are expected to bring specialized knowledge and expertise essential for the project's specific activities. As such, they must demonstrate expertise in the Schengen Plan, Integrated Border Management (IBM), equipment handling, European Border and Coast Guard Agency (EBCGA) evaluations, training systems. Each STE will be accountable for executing their assigned mission tasks, and ensuring the accomplishment of set objectives. They will be responsible for preparing necessary reports. Their contribution should reflect extensive experience across all relevant fields.

Short term experts will be selected to assist project implementation in fields such as but not limited to – this list is not exhaustive:

- Schengen Plan
- Enforcement of border controls
- Risk assessment
- Training

The required qualifications are as follows:

- University degree in law, political science, security studies or equivalent or any other appropriate discipline or in the absence of a degree, 8 years of relevant professional

experience in an area related to this contract, additional to general professional experience listed below;

- At least 3 years of professional working experience in the field for which the expert is mobilized. Having more experience than required is an asset;
- Working knowledge of English language;
- Computer literacy;

Additional qualifications as asset:

- Some previous similar experience in implementation of projects, with same or similar assignments.

4. Budget

1,500,000.00 EUR

5. Implementation Arrangements

5.1 Implementation Agency responsible for tendering, contracting and accounting:

EU DELEGATION TO MONTENEGRO

DELEGATION-MONTENEGRO-TWINNING@eeas.europa.eu

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5.2 Institutional framework

Ministry of Interior is coordinating all activities in regard to SAP and IBM. Within the Ministry the following organizational units have mandates in this area:

- Directorate for Normative Affairs and Police Development (responsible for drafting laws and bylaws; monitoring and strategic planning)
- Department for IBM (responsible for strategic and normative affairs in the IBM and SAP, monitoring of implementation of IBM and SAP strategies)
- Border police (responsible for border surveillance and border control)
- Directorate for international cooperation, EU Integration and projects (responsible for preparing, harmonizing and negotiating of drafts of international Acts, coordination of EU accession process, preparation of projects, monitoring and implementation of projects)

The results of the project will not lead to a change of the institutional framework.

5.3 Counterparts in the Beneficiary administration:

The PL and RTA counterparts will be staff of the Beneficiary administration and will be actively involved in the management and coordination of the project.

5.3.1 Contact person:

Ivana Kotlaja, Senior Advisor, Section for EU Integration and projects, Directorate for international cooperation, EU Integration and projects;

Ministry of Interior, Bulevar Sv. Petra Cetinjskog 22, 81 000 Podgorica

5.3.2 The PL and RTA counterpart

Zenajda Deloik, Head of the Section for EU Integration and projects, Directorate for international cooperation, EU Integration and projects; Deputy Head of WG for implementation of SAP

Ministry of Interior, Bulevar Sv. Petra Cetinjskog 22, 81 000 Podgorica

For Component Leaders, national counterparts will be for component 1- representative of Department for Integrated Border Management and for component 2- representative of Border Police

6. Duration of the project

36 months

7. Management and reporting²

7.1 Language

The official language of the project is the one used as contract language under the instrument (English). All formal communications regarding the project, including interim and final reports, shall be produced in the language of the contract.

7.2 Project Steering Committee

A project steering committee (PSC) shall oversee the implementation of the project. The main duties of the PSC include verification of the progress and achievements via-à-vis the mandatory results/outputs chain (from mandatory results/outputs per component to impact), ensuring good coordination among the actors, finalising the interim reports and discuss the updated work plan. Other details concerning the establishment and functioning of the PSC are described in the Twinning Manual.

7.3 Reporting

All reports shall have a narrative section and a financial section. They shall include as a minimum the information detailed in section 5.5.2 (interim reports) and 5.5.3 (final report) of the Twinning Manual. Reports need to go beyond activities and inputs. Two types of reports are foreseen in the framework of Twinning: interim quarterly reports and final report. An interim quarterly report shall be presented for discussion at each meeting of the PSC. The narrative part shall primarily take stock of the progress and achievements via-à-vis the mandatory results and provide precise recommendations and corrective measures to be decided by in order to ensure the further progress.

8. Sustainability

The action will produce sustainable results in the short run since it is designed to support beneficiary institutions and structures that are already in place, but which require additional assistance in the complex process of the harmonisation with the EU acquis and for the further progress in negotiation process. The capacities developed through this action will be used in the future period for the further alignment as part of the accession process, and they will be a crucial resource for the overall EU integration. Further

² Sections 7.1-7.3 are to be kept without changes in all Twinning fiches.

strengthening of the institutions and administrative capacity for the implementation of the EU acquis will improve the effectiveness of Montenegro preparations for EU accession.

Strengthening the capacities of the governmental staff that work in the area of IBM, particularly the Border Police personnel, will improve the management and control system, which will in turn have an impact on the quality of the monitoring results and improving capacity to implement policy and enforce regulations in a more uniform manner across the country. Sustainability of the investment is guaranteed by technical and financial capacity of the beneficiary responsible for its operation and maintenance.

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

The mainstreaming of the cross-cutting issues is regarded on two different levels:

- 1) Ensuring that the internal policies, structure or operating procedures will conform to and promote the relevant principles outlined per section below.
- 2) Ensuring that the project outputs (e.g. laws, regulations, policies, procedures) will conform and promote the relevant principles outlined per section below.

Equal Opportunity

The implementation of this Action will not tolerate any discrimination against direct and indirect beneficiaries on the basis of religion, ethnicity, gender or disability. The principle of equality is taken into account in the preparation of the action, in accordance with the provisions arising from the Constitution, where the basic freedoms and rights cannot be discriminated against on grounds of sex, race, colour, language, religion, national or social origin, material or social status. All activities will respect the principles of equal treatment and opportunities. Equal opportunities shall be safeguarded in a way that all targets are equally reached by necessary information and that the dissemination of such information is designed to be accessible by all and to cover the entire territory. The action, through its visibility and communication activities, shall spread the message that compliance with basic democratic standards is more than a condition for the EU accession. The outcomes of actions will focus on being beneficial to all citizens', especially national minority and underprivileged social groups, having in mind that these groups often live in areas where solving problems is one of the top priorities. The activities will be sensitive to minority issues and will ensure access of all ethnic groups to resources and services. One aspect to tackle this issue is to undertake actions towards ensuring information on food safety standards in the own language of the key minority groups. Another aspect concerns the respect to minority and human rights while ensuring equal protection of consumers independently of their culture, history, language and religion.

With regards to this particular action, MOI will ensure that gender mainstreaming is applied in design of new policies and programmes. Special attention shall be paid with regards to equal participation of women in training activities, informing police officers on cross-compliance activities, shall be implemented with due diligence towards involvement of women. All contractors shall be requested to provide a monitoring plan for collecting

data recording the participation of men and women during the implementation phase. Indicators of achievement will be gender disaggregated whenever possible.

Cross-compliance is one of the areas where the success of implementation is directly dependent on the efforts and capacities of producers and their representatives shall directly participate in some of the modules envisaged by this activity.

Environment

Environmental issues will be mainstreamed through the whole project cycle. Based on equipment that will be purchased, it is assessed that there will be no implications on the environment. We are speaking about the standard equipment that meets all required standards in the field of environment

Minorities

The project will be sensitive to minority issues and will ensure access of all ethnic groups to resources and services. There will be regular monitoring to ensure these issues are given due prominence. Minorities will also be considered during information campaigns.

10. Conditionality and sequencing

Projects implemented through twinning require full commitment and involvement on behalf of senior level officials of the beneficiary institution. Therefore, the leadership of the Ministry commits itself to provide adequate staff and support to the twinning partner as well as to introduce the institutional changes identified as needed for the successful implementation of the project.

During the work on the project, access of the twinning partners to all necessary management levels will be ensured.

Sequencing: the call for proposals for the twinning can be launched immediately as complementary assistance to the implementation of the Sector Budget Support on Integrated Border Management and is not dependent on other project components.(Suspension clause depending on the signature of the financing agreement) The project requires a careful monitoring and coordination between the EU and the Beneficiary as the project is interlinked with the SBS /IBM, the Service Contract and it should follow the Recommendations of the Peer reviews as well as the dynamics of the accession.

11. Indicators for performance measurement

The overall objective of this project is to increase level of compliance with Schengen standards and best practises. One of the strategic goals of Montenegro is to become a member of EU. Upon becoming a member state, the aim is to enter into Schengen area as soon as

possible. The fulfilment of this objective will be assessed through achieved progress in fulfilling the criteria set in Chapter 24.

The specific objective is to assist the Montenegrin Border Police in improving their capacities and preparing for Schengen Evaluation as complementary assistance to the implementation of the Sector Budget Support on Integrated Border Management.

Component I relates to revision and updating of SAP and the main indicators include developing of the new Framework Schengen Action Plan, prioritization of equipment and border control procedures.

Component II relates to capacity building and the main indicators include preparation of training needs, training plan and HR plan.

Indicators of achievement:

Component 1: Revised SAP with recommendations on necessary amendments to laws and bylaws and prioritizations of activities

1.1. The Framework Schengen Action Plan updated

Baseline: In 2017, the Government of Montenegro adopted FSAP. It represented the framework AP covering the most important activities divided into six areas as follows: Alignment of legal framework, equipment, infrastructure, ICT systems, trainings and human resources. Besides the measures that are part of Schengen legal framework, this FSAP includes some additional elements essential for integrated border management such are asylum and security and protection of personal data. Every year since adoption of FSAP, an annual action plan was adopted and implemented. Since it was adopted 7 year ago, it needs to be revised and updated in line with latest Schengen Catalogue.

Target: The Framework Schengen Action Plan updated

Deadline: 10 months after project starting date.

1.2 Schengen equipment prioritized

Baseline: FSAP from 2017 includes annexes related to equipment divided in accordance with the size of Border crossing point, type of border control and other criteria. So far, all procurements of equipment were conducted in line with these annexes. There were no priorities set.

Target: List of prioritized equipment prepared

Deadline: 1 month after updating of FSAP

1.3 Gap-analyses and recommendations prepared

Baseline: Since Montenegro is not yet a member of the EU, we never evaluate alignment using the Schengen evaluation grids.

Target: Gap analyses and recommendations prepared in accordance with Schengen evaluation grids.

Deadline: second year of project implementation

1.4 Number of border control procedures designed in line with Schengen acquis.

Baseline: 0 border control procedures designed in line with Schengen acquis.
Target: At least 5 border control procedures designed in line with Schengen acquis
Deadline: second year of project implementation

Component 2: Capacity building programme in accordance with Recommendations from Peer reviews of 2019 and 2021 developed

2.1 Training needs assessment prepared

Baseline: No training needs assessment in line with EBCG standards conducted.
Target: Training needs assessment prepared.
Deadline: second year of project implementation.

2.2 Training Plan for Border police prepared

Baseline: There is no specific training plan for Border Police.
Target: Training Plan for Border police prepared
Deadline: Second half of second year of project implementation.

2.3 HR Plan for Border Police prepared

Baseline: There is no HR Plan for Border Police.
Target: HR Plan for Border Police prepared
Deadline: First year of implementation of project

12. Facilities available

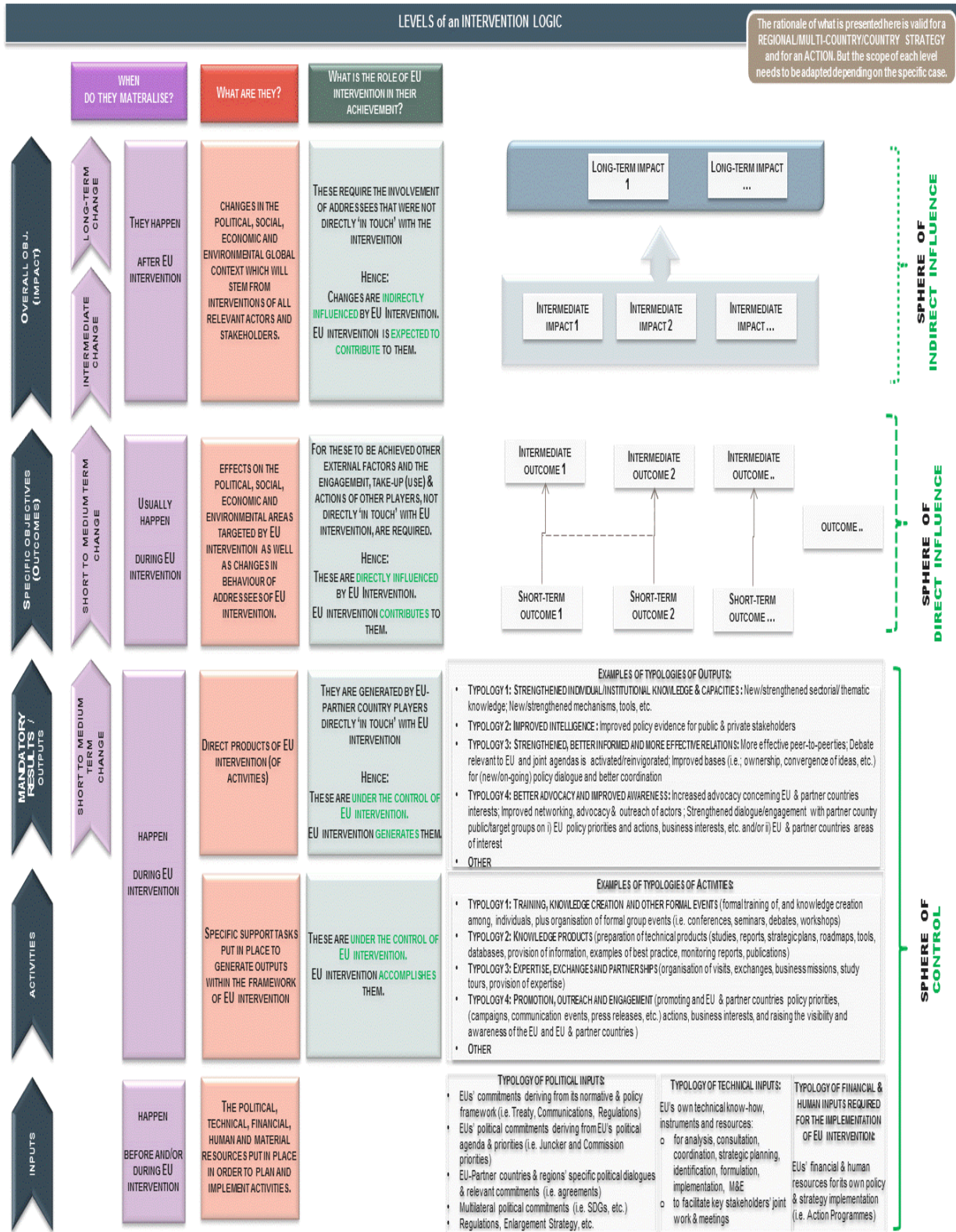
The beneficiary institution will, in coordination with the counterparts, provide the necessary infrastructure for successful project implementation, including meeting rooms, office space, hard and software, security related issues and facilities available for training, seminars, conferences.

ANNEXES TO PROJECT FICHE

1. The Simplified Logical framework matrix as per Annex C1a (compulsory)
2. Reference to feasibility /pre-feasibility studies. For all investment projects, the executive summary of the economic and financial appraisals, and the environmental impact assessment should be attached (optional)
3. List of relevant Laws and Regulations (optional)
4. Reference to relevant Government Strategic plans and studies (may include Institution Development Plan, Business plans, Sector studies etc.) (optional)
5. Mapping of related interventions by government and/or other actors (if existing)
6. Existing donor coordination framework (if existing)
7. The project/sector monitoring framework (if existing)
8. Sector assessment reports of any kind including publically available reports from other International organisations (SIGMA, IMF, etc.)

9. Project/sector relevant publically available Conclusions/agreements between EU and the Beneficiary resulting from the political dialogue

ANNEX C1a: Levels of an intervention logic



Annex C1a : Simplified Logical Framework

	Description	Indicators (with relevant baseline and target data)	Sources of verificat ion	Risks	Assumpti ons (external to project)
Overall Objective	The overall Objective of the project is to Increase level of compliance with Schengen standards and best practises.	<i>Increased level of compliance with Schengen standards and best practises</i>	<i>EC Progress Report Peer Review Report</i>		
Specific (Project) Objective(s)	The specific objective is to assist the Montenegrin Border Police in improving their capacities and preparing for Schengen Evaluation as complementary assistance to the implementation of the Sector Budget Support on Integrated Border Management.	<i>The Framework Schengen Action Plan updated Number of organized specialised trainings</i>	Conclusions from Government session Annual Police Department Report	<i>Lack of strong political commitment of the Government to achieve results in CH 24</i>	<i>Continued political will to EU integration process</i>

Mandatory results/outputs by components	<i>Component 1: Revised SAP with recommendations on necessary amendments to laws and bylaws and prioritizations of activities</i>	<p>1.1 The Framework Schengen Action Plan updated</p> <p>1.2 Schengen equipment prioritized</p> <p>1.3 Gap-analyses and recommendations prepared in accordance with Schengen evaluation grids</p> <p>1.4 At least 5 border control procedures designed in line with Schengen acquis</p>	Project report	The availability of highly professional experts in required area	There is strong interest on behalf of Border Police officers to cooperate and adopt the EU
	<p>Component 2:</p> <ul style="list-style-type: none"> - Capacity building programme in accordance with Recommendations from Peer reviews of 2019 and 2021 developed 	<p>2.1 Training needs assessment prepared</p> <p>2.2 Training Plan for Border police prepared</p> <p>2.3 HR Plan for Border Police prepared</p>	Project report		

<p>Sub-results per component (optional and indicative)</p>	<p><i>Component 1:</i></p> <ul style="list-style-type: none"> - <i>Report on analyses of national legal framework in the area of Border Control with recommendations for improvements prepared</i> - <i>current compliance with Schengen acquis prepared</i> - <i>SAP prepared</i> - <i>Activities prioritized</i> - <i>Internal rules and procedures prepared</i> <p><i>Component 2:</i></p> <ul style="list-style-type: none"> - <i>TNA prepared</i> - <i>HR Plan prepared</i> - <i>Trainings organized</i> 				
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OVERALL OBJECTIVE: Indicate the global strategic objective which goes beyond the immediate scope of the project but to which the project can contribute. The overall objective should be linked to the general sector reform in the Beneficiary country, as agreed in the framework of the definition of cooperation with the EU.

These are the changes in the political, social, economic and environmental global context which will stem from interventions of all relevant actors and stakeholders in the project. These require

the involvement of third parties that were not direct beneficiaries of the intervention. Hence, changes are indirectly influenced by EU Intervention.

Specific PROJECT OBJECTIVE(S): Identify the specific objective(s) that shall be achieved through the implementation of the Twinning project. These are the effects on the political, social, economic and environmental areas targeted by EU intervention as well as changes in behaviour of Beneficiaries of EU intervention.

MANDATORY RESULTS/OUTPUTS: Describe each of the results that shall be achieved by the project, as outlined in the Twinning Fiche. Each mandatory result/output should correspond to a "project component". Please include one line per component.

INDICATORS: (with relevant baseline and target data): Provide an indication of how the achievement of each component of the mandatory results, from sub results per component to outcomes (specific objectives) and to impact (overall objective), will be measured. Make sure that the indicators define the following, as appropriate: 1. Value of measurement (Quantity or Quality); 2. Baseline and target (values and times); 3. Actors in charge of data collection and reporting; 4. Target Group; 5. Deadline for reporting; 6. Place. Baseline and target data, as indicated in the Twinning Fiche, to be mentioned in brackets next to each indicator. Indicators may be revised if deemed appropriate when drafting the initial work plan.

SOURCES OF VERIFICATION: For every component, specify the sources of information from which evidence can be obtained that the targets have been achieved: e.g. independent reports, surveys, Official Journal, Commission reports, etc.

RISKS: Mention external factors which can potentially hinder the successful implementation of the project, including any event beyond the control of the main actors involved.

ASSUMPTIONS: Specify the external conditions and/or third parties initiatives which can influence the implementation of the project to the point that only their fulfilment can guarantee its success. These are the necessary and positive conditions that allow for a successful cause-and-effect relationship between different levels of results.