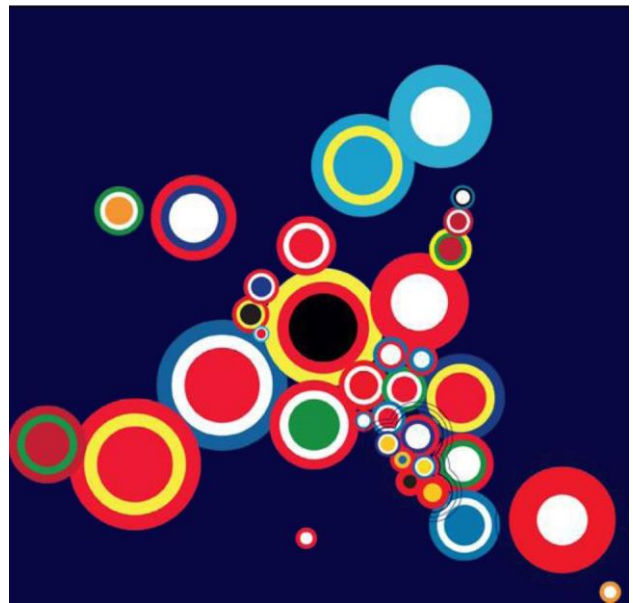




**INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II)
2014-2020**

**THE REPUBLIC OF
MACEDONIA**
Migration and asylum, border
management and fight against
terrorism and organised crime



Action summary

This Action will improve the efficiency and effectiveness of the country border management and migration policy and will strengthen the national response to organised crime, terrorism and radicalisation. Component 1 will introduce improvements in the policy, legislation and practices for management of borders and migration and for fight against trafficking in human beings, will create a new reception facility for illegal immigrants, will improve the exchange of information and will upgrade the communication system to Tetra IV level supporting 112 emergency calls. Component 2 will focus on enhancing the cooperation and coordination among the law enforcement bodies and improving the administrative and technical capacities for crime investigation, which will have positive effects on the judicial process in the country.

Action Identification

Action Programme Title	Annual action programme for the Republic of Macedonia for the year 2016
Action Title	Migration and asylum, border management and fight against terrorism and organised crime
Action ID	<i>IPA 2016/039-618/02.02/MK/Migration and asylum, border management and fight against terrorism and organised crime</i>

Sector Information

IPA II Sector	Rule of law and fundamental rights
DAC Sector	15210 Security system management and reform

Budget

Total cost	16,000,000 EUR
EU contribution	14,570,000 EUR
Budget line	22.02 01 01

Management and Implementation

Management mode	Direct management
EU Delegation	EU Delegation to the Republic of Macedonia
Implementation responsibilities	N/A

Location

Zone benefiting from the action	The Republic of Macedonia
Specific implementation area(s)	Nation-wide activities

Timeline

Final date for concluding Financing Agreement(s) with IPA II beneficiary	At the latest by 31 December N+1
Final date for concluding procurement and grant contracts	3 years following the date of conclusion of the Financing Agreement, with the exception of cases listed under Article 189(2) of the Financial Regulation
Final date for operational implementation	6 years following the conclusion of the Financing Agreement

Final date for implementing the Financing Agreement (date by which this programme should be de-committed and closed)	12 years following the conclusion of the Financing Agreement
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Policy objectives / Markers (DAC form)			
General policy objective	Not targeted	Significant objective	Main objective
Participation development/good governance	n	n	x
Aid to environment	x	n	n
Gender equality (including Women In Development)	n	x	n
Trade Development	x	n	n
Reproductive, Maternal, New born and child health	x	n	n
RIO Convention markers	Not targeted	Significant objective	Main objective
Biological diversity	x	n	n
Combat desertification	x	n	n
Climate change mitigation	x	n	n
Climate change adaptation	x	n	n

1. RATIONALE

PROBLEM AND STAKEHOLDER ANALYSIS

2015 has shown significant increase in the number of irregular migrants, transiting the country's territory along the so-called Western Balkan migratory route. Notably, the number of migrants detected at border crossings or within the country has risen significantly¹. The unprecedented large scale mixed-migration movement has created multifaceted pressure on the borders and the overall migration management system of the country. Moreover, the referral mechanism remains fragmented with challenges pertaining to intra and inter- agency information exchange.

As a response to the increased migration flows, in December 2014 the Parliament has adopted a strategic framework (Resolution on Migration Policy and Action Plan) which identifies the measures needed to improve the existing data sources and collection; to harmonize further the legislation in the area of migration with the EU acquis, policies and practices; to strengthen the administrative and technical capacities of the institutions and enhance their cooperation. The implementation of this plan needs technical and financial support. Emphasis needs to be put on strengthening the structures, capacities and resources in place, both material and human, to enable them respond to both the scope/volume of the migration flows and to their varied and complex nature. Recognition of the needs and conditions for both female and male migrants and refugees has to be ensured. Without adequate understanding, knowledge, skills and tools, the existing migration management mechanisms risk falling short of guaranteeing security standards and respect and protection of migrants' rights. The skills of the border police in communication, interaction and treatment of migrants need to be improved. Particular support is required to ensure cultural interaction and translation in the registration process. Attention needs to be given to the vulnerable categories of migrants, such as women, children, persons with disabilities, who are more often subject to violence than men, and their rights or needs are less recognised than men's in transition or camps. The tools used for the data collection need to be further developed and harmonised with the EU standards and upgraded to avail collection of more varied data, to support the data exchange nationally and with the partner countries.

The current migration crisis has nourished also irregular migration and the trafficking in human beings, especially women and children. Smuggling activities and falsification of documents have increased significantly, while proper identification and registration of irregular migrants remains a challenge. The illegal crossings of the state border with forged travel documents present an additional challenge for the country. The risk analysis performed by the relevant institutions of the European Union, shows different models and techniques of forgery of the travel documents of nationals from different countries, imposing thus the need of constant education of the border officers on detection and suppression of this type of crime.

The capacity of the country to accommodate and treat illegal immigrants in line with the international standards needs also to be reinforced. The existing Reception Centre for Foreigners, located in Gazi Baba, with a capacity of 120-150 persons, falls short of meeting basic international standards for detention of irregular migrants, due to severe overcrowding, as well as because of the overall layout of the construction, which has never been designed for the purpose for which it has been utilized. The current building is located in an inappropriate area: a suburb with limited road access. The Committee for the Prevention of Torture (CPT) recommended to the authorities to ensure appropriate space and facilities for social activities and sport - this recommendation cannot be implemented in the current Centre location. Civil society organisations such as Human Rights Watch, Amnesty International and other rights monitoring bodies have criticized the inhuman and degrading living conditions at the current reception centre, which led to temporary suspension of the operations of the establishment. Creation of a new facility to host illegal immigrants, yet in full respect of their rights and the international standards, will address a well spelled and urgent need.

from 272 in 2009 to 1,132 in 2013, up to 1,300 in 2014 and to 702,000 in 2015.

At the same time, it is necessary to put migration response into the broader context of integrated border management (IBM). Appropriate and sufficient capacities need to be acquired in the country to respond to any kind of challenge or crisis, be it migration, terrorism or organised crime. It is important that the national authorities develop capacities to analyse effectively and quickly the various threats as regards border management and security. The international character of the today's threats to security require efficient and effective mechanisms for international coordination and exchange to be in place. Therefore, to be able to cooperate effectively with the EU, the country needs to align its legislation and procedures with the Schengen rules and standards and enhance the data collection and exchange systems. Further on, the border police training system needs also to be strengthened (in line with the Common Core Curriculum) to include subjects that have not been considered previously, such as migration policy, asylum and fight against trafficking in human beings.

Effective border management is even more important in view of the terrain configuration, consisting of mountains, rivers, roads cutting through the border. The Mobile Border Unit for suppressing cross-border crime and compensatory measures should be strengthened in line with the Frontex training model. It is also important to extend the territory coverage of the national communication system to Tetra IV level, including also the capital city and all new roads and connecting the law enforcement bodies, fire brigades and medical emergency. The upgrade in the integrated border management data exchange platform is necessary to intensify and operationalise the information exchange between IBM related institutions. The remaining six police stations for border surveillance also need to be connected to the central database of Ministry of Internal Affairs (MoI).

In the area of the emergency response system, in line with the 2015 Progress report recommendation to speed up the introduction of the 112 emergency phone number, it is necessary to establish the 112 call platform, define the responsibilities and train the various actors. The completed feasibility study and cost estimation provide the planning framework for the establishment of the European Emergency call. Tetra IV will provide the technical background. Substantive legislation is already in place. However further legislative changes will be also required to clarify further the mandates, responsibilities and working procedures. The biggest challenge the country has to face though will be the technological implementation and the re-organisation of the traditional emergency response organisations.

As concerns fight against terrorism and radicalisation, in May 2016 the Government took a decision to upgrade the position of the National Coordinator for counterterrorism turning it into an independent governmental body. The National Coordinator² is responsible to coordinate the activities between military and civilian security – intelligence and counterintelligence services and agencies related to counterterrorism and prevention of terrorist activities. Another important stakeholder in the action is the Administration for security and counterintelligence (UBK) placed within the Ministry of Interior. UBK is responsible to perform investigative/intelligence activities in the area of internal affairs, related to security and counter-intelligence and fight against and protection from terrorism. The challenge of radicalisation and recruitment to terrorism requires also collaboration with communities, civil society, non-governmental organisations (NGOs) and the private sector. Focus should be on developing dialogue to raise the awareness of the dangers of violent extremism and prevent possible radicalisation among youth.

Effective protection of the external borders goes hand in hand with strong criminal investigation, well-organised coordination among the numerous actors and a well-functioning judicial system.

Focus needs to be put, in line with the Strategy on fighting terrorism 2016-2019, on building the capacities of the National Coordinator for Fighting Terrorism, the Administration for security and counterintelligence (UBK), the Forensic laboratory and the Investigative centre(s) to detect, investigate and prevent organised crime and terrorism.

Governmental Decision on appointing national coordinator for counterterrorism n. 42 – 6365/1 from 29.07.2014 and the Governmental Decision on amendments to the decision for determining the factors for calculating salary of the officials appointed by the Government n. 24-3196/3 from 05.04.2016

There is also need to support the implementation of the adopted in the beginning of 2016 Police Development Strategy (PDS). Improvements are needed in key police systems: resource management, community policing, process excellence, learning and growth in order to ensure professional police serviceable to provide rapid and effective police response to all possible security challenges in respect of the human rights.

Further on, the comprehensive reform in the criminal justice system, launched with the adoption of the new Law on Criminal Procedure (LCP) in 2010, needs to be enhanced. The LCP has introduced an extremely important role to the Public Prosecutor's office (PPO). In the past seven years, almost 500 criminal proceedings have been launched against over 2 000 defendants related to organised crime cases. In 2015 the PPO initiated indictments against 525 perpetrators out of which 40% (the largest group) for criminal offences related to human trafficking and smuggling of migrants and drug-trafficking. A number of criminal networks and routes have been destroyed in recent years thanks to cooperation with neighbouring countries and EU Member States through Eurojust. Yet the track record needs to be improved. With this objective the concept of joint investigative centres was created. The centres have to integrate assigned officials from the Ministry of Interior (MoI), Financial Police (FP) and Customs (CARM) and conduct efficient and multidisciplinary collaborative investigations with better quality evidence for indictments and to be presented to the court. In its turn, better evidence will provide more quality in the judicial process and will ensure better protection of human rights in pre-trial proceedings. Up to now, only fragmented efforts and activities (premises have been found, some investigators have been allocated) were performed for the establishment of the first centre in Skopje, which is not yet operational. The dynamics of this process needs to be improved.

The new LCP reinforces also the role of the crime scene investigation units and forensic laboratory by establishing direct links between the court verdict and the forensic evidence. Recovering, expertise and analysis of physical evidence need to be based on scientific investigation according to the ISO/IEC standards. Previous EU projects supported the development of the capacities, the working practices and the introduction of the EU standards in the Forensic Department. The challenge ahead for the forensic laboratory is its accreditation under the international standard ISO/IEC17025 in the area of DNA identification, drug analysis, signature analysis, and development of latent prints. For this purpose, the accommodation of the laboratory into a new building is a must, as the current premises do not allow for proper storage and processing of material evidences.

Finally, effective combating of terrorism and organised crime requires involvement of the local communities and civil society in fighting radicalisation, crime prevention and information sharing as well as in protecting human rights. The relevant authorities need to understand the role of local communities and develop skills to work with them and involve them in policy making.

OUTLINE OF IPA II ASSISTANCE

This IPA II 2016 action will improve the efficiency and effectiveness of the country border management and migration policy and will strengthen the national response to organised crime, terrorism and radicalisation. It will achieve two major results.

Result 1 links to improvements in policy, legislation and practices for management of the borders, asylum and irregular immigration and in fighting human trafficking in line with the EU and international standards. This result will be achieved through five activities: 1) Assessment and recommendations as regards the current policy efficiency and impact; 2) Changes in the legal documents and procedures, training, advising and transfer of knowledge to a number of national institutions and law enforcement bodies. This activity also includes outreach work with migrants, asylum seekers, victims of illegal trafficking to raise their understanding of the rules and rights, analyses of the risk factors nourishing human trafficking and smuggling; implementation of measures reducing the risk of trafficking in human beings and reintegrating victims of trafficking; 3) Establishment of a new reception centre for illegal migrants, 4) Aligning the national systems with the requirements of the Schengen information system, based on the adoption of Schengen Action Plan and establishment of a modern IT system for exchange of information; 5) Upgrade of the existing communication system to Tetra IV level and establishment of 112 emergency call.

Result 2 envisages strengthened national capacity to fight against organised crime, terrorism and radicalization, which will be achieved through building the capacity of the National Coordinator for fight against terrorism and provision of technical assistance for the implementation of the National Strategy for

fight against terrorism 2016–2019. The action will also provide new premises for crime scene investigation centre/Forensic Laboratory to allow the proper work of the laboratory and its accreditation under international standards. It will also strengthen the Investigative Centres through changes in the legislative and procedural set-up, upgrade of the investigation skills of the investigators and stimulation of joint investigation activities.

The action, through various planned activities and reengineering of numerous processes, will enhance the cooperation and coordination among the various law-enforcement and policy making bodies thus improving significantly the efficiency and effectiveness of their operations. It will also support the participation of the communities in the state security policy, in preventing radicalisation and shrinking the social basis for organised crime.

RELEVANCE WITH THE IPA II STRATEGY PAPER AND OTHER KEY REFERENCES

The Indicative Strategy Paper 2014-2020 (ISP) establishes the framework of the EU assistance in the area of home affairs, by focusing the EU financial support on improving the efficiency and professionalism of the police and other law enforcement agencies and on strengthening the material and human capacities for prevention and repression of crime. The priorities as regards "*External borders and Schengen*" include the surveillance and detection capacity of the border police regarding all forms of cross-border crime and setting up a basis for the future Schengen Information System and strengthening the inter-institutional, cross-border and international cooperation in these areas. Concerning "*Judicial Cooperation in criminal and civil matters*" the focus is put on the efficiency and transparency of special investigative measures; improving the institutional capacities for effective seizure and confiscation of assets; and increasing the use of financial investigations. Finally, the ISP emphasises the importance of the comprehensive reform of the criminal justice system, which includes adopting a new Criminal Procedure Code and significant institutional, legislative and procedural changes. This action, in full compliance with the ISP, supports further the country in completing its judicial and police reforms, improve the effectiveness of the fight against corruption and organised crime, ensure full respect for the fundamental rights of its citizens, improve the effective management of its external borders and ensure the implementation of visa, migration and asylum policies, in line with the EU acquis.

The EC Progress Report 2015 indicated the need to "strengthen capacity regarding mixed migration flows of refugees and economic migrants, especially early identification of those needing protection, vulnerable groups and minors and by implementation of the existing asylum legislation, by ensuring that access to and information about asylum procedures are readily available." It also outlines the need to ensure effective border management and step up action against people smuggling and human trafficking and outlines that radicalisation remains a serious challenge for the country. All these priority aspects have been addressed by the proposed action.

The implementation of this Action will also contribute to the implementation of the *Southeast Europe Strategy 2020*, particularly with regard to the results related to fight against organised crime, which requires strong interrelations between neighbouring countries, and will contribute to the strengthening of regional stability.

The action is also relevant to other strategic EU documents, such as the *Council conclusions on the vision for European Forensic Science 2020*, focused on the creation of a European Forensic Science Area and the development of a forensic science infrastructure in Europe, and *the Council of Europe resolution*, that requires the accreditation of the laboratories for fingerprints and DNA within each member state³.

The National Programme for the Adoption of the Acquis Communautaire (NPAA) outlines few priorities in the Home Affairs sector: 1). strengthening the strategic capacities for management of migration, 2). full implementation of the National Action Plan for Combating Trafficking in Human Beings and Illegal Migration, and ensuring victims' access to assistance, protection and reintegration, 3). establishment of

³COUNCIL FRAMEWORK DECISION 2009/905/JHA of 30 November 2009 on Accreditation of forensic service providers carrying out laboratory activities

minimum/maximum standards of technical equipment of the police stations for border checks and border surveillance; 4). continuous cooperation with neighbouring countries, by realisation of mixed patrols and cooperation through the joint contact centres, 5). trainings of the members of the Mobile Units and 6) exchange of IBM data nationally, regionally and at the EU level.

This Action is also closely linked to the implementation of the following **national strategies**:

- National Integrated Border Management Development Strategy (2015-2019) and the related Action Plan, which has established a national IBM coordinator with numerous key functions - all of which will be supported by the Action ;
- National Strategy for Combating Trafficking of Human Beings and Illegal Migration 2013- 2016, which puts an emphasis on protection of the victims of illegal trafficking
- Strategy for Integration of Refugees and Foreigners 2015-2020 and the Resolution on Migration Policy 2015-2020, which outline the need for strengthening the skills, competencies and abilities of the key stakeholders in the area of migration, asylum and visa policy
- Police Development Strategy 2016-2020 (PDS), particularly with regard to 1). reviewing responsibilities related to receiving and accommodating migrants pursuant to the standards and requirements of the EU and strengthening the border affairs and migration department and the regional centres for border affairs operative capacities, including fighting the cross-border crime and illegal migration; 2) enhancing Forensic Capacities of the Police⁴ and strengthening the capacities of the forensic laboratories and Crime Scene Investigation (CSI) units at central and regional level and 3) development of risk management and risk analysis, pursuant to the request and best practices of the EU.;
- The Strategy for Forensic Department Development and Action Plan.
- National Strategy for Fight against Terrorism 2016-2020.

LESSONS LEARNED AND LINK TO PREVIOUS FINANCIAL ASSISTANCE

Until now 27 IPA funded projects have been implemented or put in the pipeline to address needs and shortcomings in the areas of migration, asylum, visa policy, human trafficking, external borders and Schengen, police cooperation and the fight against organised crime, fight against terrorism, judicial cooperation in criminal and civil matters.

As regards migration policy, the EU has designed two special measures. The first support package of EUR 3 million has been provided under the IPA 2015 regional programme (total amount of EUR 10 million) and is intended to support the relevant government institutions with equipment and supply to deliver the necessary services. The equipment will include, among others, terrain vehicles, general and those specialised for medical and waste management, a portable field hospital, and other medical supplies. Supply will be provided to different authorities including the Ministry of Interior (MoI), Ministry of Health, Centre for Crisis Management and both affected municipalities Gevgelija and Kumanovo. The second support package of EUR 10 million will enhance the country's border management capabilities. It envisages reinforcing systematic border checks and border surveillance through joint patrols of national and EU member states border officers and purchase of specialised surveillance equipment as well as support for the registration of migrants. These two measures - under implementation - are also expected to improve significantly the identification and registration of third-country nationals crossing the border in a regular and irregular fashion

In addition, a 8 MEUR IPA funded project "Regional support to protection-sensitive migration management in the western Balkans and turkey" has been launched in 2016. This 3-year project involves Frontex, EASO, OIM and UNHCR in capacity building activities for Ministries of Interior and border guards in the region and focuses on (i) strengthening identification mechanisms regarding irregular migrants and asylum seekers including screening on nationality, (ii) enhancing the capacities and tools to perform the registration of

See p.10-11

mixed migration flows in a harmonised manner, observing future interoperability with EU/Schengen MS systems and practices, and in full respect of fundamental rights, (iii) setting up and streamlining of referral systems into national mechanisms, (iv) developing EU compatible system for persons in need of international protection, (v) establishing appropriate non-voluntary return mechanisms at regional level and operational cooperation with selected countries of origin (excluding Turkey), (vi) strengthening the information exchange of non-personal information and data on migration and asylum at regional level, (vii) establishing appropriate voluntary return mechanisms at regional level and operational cooperation with selected countries of origin (excluding Turkey), (viii) establishing pool of interpreters and design and implementation of pilot project involving two key countries in the western Balkans.

The current action will ensure a new capacity for hosting illegal migrants and will also support the national authorities in implementing a migration policy in line with the EU and human rights standards. Strong coordination between this action and the targeted national and regional project will be ensured to increase the impact on the migration and border control policies throughout the synergy of actions and expertise.

As regards integrated border management 5 projects were implemented so far focused on building the capacities of the border officers and establishing the TETRA system in the country. The current action will complete the country coverage by TETRA and will extend further the compliance in border management with Schengen criteria and standards.

Significant support was already provided for building the administrative, human and technical capacities to fight against terrorism, and organised crime and ensuring judicial cooperation. 18 previous projects achieved success in designing the police reform and launching its implementation, in building the needed investigative capacities for tracing specific crimes, in ensuring the exchange of information among the various bodies in the sector. The current action will further extend this by ensuring a new building for the forensic centre, enhancing joint investigations, strengthening the roles and capacities of the national coordinators. It will also face the problem of radicalisation and terrorism in line with the rapidly growing security threat in Europe.

In January 2015, the country completed a self-assessment on the implementation of IPA I projects and formulated a number of recommendations, namely:

- (a) the absorption capacity of beneficiaries should be properly assessed and not over-estimated, to enable partners to provide the necessary human, material and technical resources;
- (b) functional needs assessments should be conducted; availability of up-to-date sector assessments and targeted analyses is essential as well as the awareness of sector stakeholders of the data and statistics contained therein.
- (c) ownership should be increased at policy level rather than at the level of separate actions;
- (d) the awareness of the stakeholders on IPA should be promoted at an early stage and the the programming capacities need to be enhanced;
- (e) the sustainability aspects need to be addressed at the earliest design stage;
- (f) balance between various implementation modalities needs to be found;
- (g) the maturity and flexibility of the separate actions need to be ensured. In the context of a sector approach the maturity of an action also relates to the maturity of the strategic framework, the capacity of the institutions and the adequacy of the institutional set-up established to implement specific strategic priorities as well as to the commitment of policy-makers to pursue the agreed reforms
- (h) actions of cross-cutting nature and involving many stakeholders should also envisage strong coordination mechanisms;
- (i) synergies between various activities (taking place at the same time) should be promoted within a sector and among donors;
- (j) more pro-active donor co-ordination has to be encouraged.
- (k) A general lesson learnt, applying to all sectors, is that policy and legislative development needs be evidence-based, costed and subject to appropriate internal and external stakeholder consultations at the right time of the legislative and policy-making process. This is a key in ensuring implementation and enforcement of adopted policies and legislation.

All these recommendations have been integrated in the programming work under IPA II and taken onboard in the preparation of this action. .

2. INTERVENTION LOGIC

LOGICAL FRAMEWORK MATRIX

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	
To strengthen rule of law and state response to security threats in line with the EU policies and standards	Improved rule of law standards, in particular in the area of border management and fight against organised crime/ Average rule of law score Progress made towards meeting the accession criteria - the Integrated Border Management system is fully operational and in compliance with EU and Schengen requirements Security of the citizens improved Degree/level of implementation of the recommendations of the Greta report	Worldwide Governance Index EC Progress report and Visa liberalisation reports Various Rule of law reports UNDP Human Security Index (as a part of the UNDP HDI) Greta Report	
SPECIFIC OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	ASSUMPTIONS
To improve the efficiency and effectiveness of the national authorities for border control, management of migration flows, fight against terrorism and organised crime	Improved track record in the fight against illegal migration, trafficking of human beings, organised crime, terrorism and radicalization (number of investigated and completed cases) Number of migrants/asylum seekers/victims of human trafficking who are not treated in line with the international/EU standards Number of resolved cases based on efficient exchange of information and joint investigation Key performance indicators for the forensic laboratory - increase in the requests for services and completed requests for services 112 call operations smoothly (average answering and response time on 112)	Reports of the EU, IOM, UNHCR National Assessment Reports of implementation of the relevant strategies Ministry of Interior's statistics (in MoI's reports)/ Prosecution Reports 112 call data platform & report	EU integration remains a government priority, which entails a continuous political and administrative commitment to EU accession and provision of sufficient resources to support EU actions High level strong and permanent commitment to fighting illegal trafficking, organised crime and terrorism Strengthened EU/international cooperation in addressing security challenges
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	ASSUMPTIONS
Result 1: National legislation, policies and practices for	Number of legal texts developed and adopted in line with the 'better regulation' approach,,	Official journal	Commitment on behalf of all national stakeholders to support

<p>management of border and fighting against human trafficking strengthened in line with the EU and international standards for human rights</p>	<p>Number of gap analysis, Number of new procedures put in use Number of officers trained Reception centre for illegal migrants created and in use (management in place, capacity and use rate) No of people supported directly (f.e. integrated / reintegrated) and indirectly (f.e. organised crime groups in human trafficking stopped and estimated annual human turnover through them) benefiting from the action with particular focus on women and vulnerable groups (children, minorities) Integrated Border Management IT system upgraded and in use -Number. of users/day; average time for processing a registration/report/query Tetra IV system full coverage achieved Emergency call 112, supported by TETRA system, is use - No of 112 calls and % of emergency calls</p>	<p>Project reports Construction/Operational Reports Reports of international organisations Ombudsman reports Official report from the NIBMCC</p>	<p>the implementation of the action and to coordinate their activities, resources and efforts National bodies involved in the action dispose with the needed resources (human, administrative, technical) Management and staff of the Reception centre is appointed in due time All necessary permits available, location of Works and technical documentation needed prior to contracting is available For 112, the needed legislation, resources and management arrangements are in place to support the 112 call platform Civil society and local communities are involved at an early stage and contribute to the national efforts.</p>
<p>Result 2: Technical and administrative capacities to detect, investigate and prevent organised crime and terrorism improved</p>	<p>Increase of cases coordinated among the Law Enforcement agencies Number of joint investigations Number of persons involved in coordination activities and/or users of the systems and facilities established under this action New Forensic laboratory premises in use and laboratory accredited Degree/level of implementation of the national anti-terrorism strategy (% of implemented measures)</p>	<p>Prosecution and MoI Institutional and System reports Parliamentary commission for the use of SIM (Special Investigative Measure) Accreditation report Contract implementation reports Strategy implementation reports</p>	

DESCRIPTION OF ACTIVITIES

Component 1 - Improving border management

Activity 1.1. Strengthening the national capacities in the area of asylum, migration and trafficking in human beings:

1.1.1. Improving the policy-making: gap analysis of the current situation and implementation of the recommendation for further improvement; preparation of relevant strategic and legal documents in the area of migration, asylum and visa policy and detecting, preventing and combating illegal migration. This activity will build upon the results and the achievements of the ongoing regional project, putting the national policy in synchrony with the EU policy and the regional efforts. The ongoing regional project will impose serious demands on national authorities as regards the identification mechanisms, the registration of mixed migration flows, the streamlining of referral systems into the national mechanism, the functioning of the voluntary and non-voluntary return mechanisms, the information exchange at regional level. Thus, the current action is designed to help the national stakeholders

- 1) adjusting the national systems to European policies and methodologies and
- 2) ensuring continuous performance of the national systems in line with the agreed standards.

Specific attention will be paid to ensuring that all strategic and legal documents are prepared according to the 'better regulation' approach, which ensures that policies and laws are prepared, implemented and reviewed on the basis of best available evidence and by involving internal and external stakeholders

This activity will also put an emphasis on safeguarding of the human rights and the rights to fair treatment, right to inform the ombudsman, rights for compensation of the victims of trafficking, rights of court protection as well as the assessment of the external oversight mechanism.

1.1.2. Training in the area of migration and asylum and trafficking in human beings to various stakeholders

This includes implementation of a tailor made training programme, including a training-of-trainers component. The trainings will be synchronized with the training programme implemented under the regional IPA 2014 project, which is focused on border police officers Ministries of Interior. The national IPA action will further extend the training opportunity beyond the border police and Ministry of Interior to also involve relevant stakeholder from the Ministry of Labour and Social Policy, Ministry of Health, National Integrated Border Management Coordination Centre, Public Prosecution Office, the Administrative Court and the Civil Society Sector. This approach will ensure better coordination among the stakeholders and a larger societal and administrative support for a reformed asylum and migration policy.

The training topics will be adjusted to the competences of the training audience and will include aspects ranging from detection and prevention of illegal migration to enhancement of the respect and protection of migrants, especially vulnerable categories of migrants and considering the gender-related differences. Training sessions that will be implemented include different types of trainings: formal trainings, on-the job trainings, workshops, seminars.

1.1.3. Support for migrants, asylum seekers and victims of human trafficking, including:

- Cultural intermediation including preparation and distribution of information materials and practical documents for asylum seekers and migrants, linguistic and cultural support for the interaction between migrants and authorities,
- Analysis of risk groups subject of trafficking, defining measures to reduce the risk of identified groups and implement the measures (research and analysis of the risk factors contributing to trafficking in human beings, preventive activities, providing assistance and support to the victims of trafficking in human beings and vulnerable categories of migrants (such as standard package of services for basic needs, legal, medical aid, psychosocial aid) as well as support for their re-integration in the social and economic environment).
- Support for reintegration of victims of human trafficking including support for the establishment and functioning of a compensation mechanism.

Activity 1.2 Establishment of a new Reception Centre for illegal migrants

This activity will cover the following:

1.2.1. Construction of a modern Reception Centre for illegal migrants in line with the EU standards and policy for protecting migrants' rights. This activity involves the preparation of the complete technical documentation and conducting of the necessary procurement procedures, obtaining all necessary permits by the beneficiary as well as the supervision of the works construction. Disability access to the premises must be ensured

1.2.2. Definition of all equipment that needs to be purchased for the centre to operate smoothly and development of tender documentation.

1.2.3. Purchase and instalment of the needed equipment to allow the smooth functioning of the Centre.

1.2.4. Preparation of Standard Operating Procedures for the Reception Centre for illegal migrants, for treatment of refugees, asylum seekers and other migrants, with particular focus on women, children, persons with disabilities and other vulnerable groups of migrants.

1.2.5. Training of the centre management and staff to operate the Reception centre following the international standards.

A pre-condition for the implementation of this activity is the adoption of a governmental decision on location of the Centre and the appointment of Centre management, which will also be involved in the activity. Also, the technical design must ensure disability access to the premises.

Activity 1.3 Aligning the national systems with the EU and Schengen requirements for border management

This activity, aimed at reinforcement of the border control capacities, envisages:

1.3.1 Building the capacity of the Border police for Integrated Border Management (IBM)

This activity involves the development and implementation of Schengen Action Plan, which will map out the measures for adoption of Schengen-related acquis and strengthening of administrative capacities in the area of border management, asylum, migration, visa policy, police cooperation, fight against organised crime and terrorism, co-operation and suppression of drugs crime, co-operation with custom services, co-operation with the judicial bodies in the area of criminal and civil matters . The activity entails various capacity building measures such as:

- legal harmonization,(while ensuring the better regulation approach)
- training of Ministry of interior border police
- assessment of the IT needs and preparation of an IT concept and technical specification for upgrade of the IT system and supervision of the implementation of the IT improvements.
- improving the risk management standard and practices.

Synergy with the regional initiative will be ensured, particularly as regards the training programme for border police officers and the standards for the registration of mixed migration flows in a harmonised manner, observing future interoperability with EU/Schengen MS systems and practices.

1.3.2. Upgrade of the IT system, used by the National coordinative centre for border management (NCCBM)

This Activity envisages upgrade of the IBM information system for data exchange among state authorities and institutions involved in IBM within NCCBM. The existing Integrated Border Management Information Technology System is based on an outdated technology that cannot be further upgraded. Thus data cannot be exchanged electronically what makes the risk assessment system slow and ineffective. Today the information is exchanged in printed version and delivered to the NCCBM by the courier system of the MoI. The information submitted is thus partial and slow, which puts at risk the timely analysis and security risk assessment that will ensure sound policy decisions. The activity will address this gap by developing and putting in use of a new modern IT system.

The expected result is faster and efficient exchange of more precise information related to IBM such as: border passing of persons, goods and cattle, border controls, cross-border crime, protection of human health, protection of environment etc. at national level and with EU.

Activity 1.4. Further upgrade of Tetra system and implementation of Tetra IV and 112 emergency call

This activity will be implemented through:

1.4.1. Procurement of the needed supply and implementation of the works

1.4.2. Building the capacities of the relevant institutions to manage 112 emergency call system including revision of legislation, training, development of work procedures, raising public awareness.

This activity involves further strengthening of Tetra as a unique digital national radio-communication system, which will be used in the following 5-8 years. It will upgrade the current Tetra III level, which does not cover the full country territory (excluding new roads and highways, Skopje city etc.), does not provide for ground-air connection and does not dispose with digital map and automatic vehicle location system. The action will establish 11 new base stations which improves the coverage level up to 95% (considered as full completion level) thus ensuring communication of the border police units throughout whole territory of the country. Tetra IV level will allow for smooth coordination of about 7000 persons from various law enforcement bodies. The system will also enable joint patrols with neighbouring countries border police officials, which brings substantial benefits for the coordination of the activities combating human trafficking, people smuggling and terrorism.

Further on, Tetra IV platform will be used to establish and put in use the European emergency call 112. The creation of 112 call entails a complete re-organisation of the emergency services. Three key aspects will be ensured. First, every citizen should be able to reach emergency services free of charge when dialling 112 from fixed or a mobile phone. Second, the 112 calls must be appropriately answered and handled. And third, the established system should be in a position to locate the person calling 112. Based on the existing technologies, the emergency call service will be able to route the calls to the right emergency call centre, to locate the caller and dispatch the most appropriate emergency response team(s). The establishment of 112 emergency call will ensure improved security for the nationals but also for the people travelling through the country.

Component 2 - Fighting terrorism and organised crime

Activity 2.1. Building the national capacities for fight against terrorism and radicalization and implementation of the National Strategy for fight against terrorism 2016 - 2019

The regular Progress Report recommends the adoption and implementation of a new anti-terrorism strategy and action plan, with a special focus on measures preventing radicalisation, which remains a serious challenge for the country. To enhance the national policies to prevent radicalisation and fight against terrorism, the Administration for security and counterintelligence (UBK) within the MoI developed a new anti-terrorism strategy and action plan (2016-2019). The strategy outlines the general framework of how the country will combat radicalization and fight against terrorism, encompassing instructions for the improvement of existing measures and establishment of new mechanisms and instruments for the prevention and suppression of terrorism. The action comes to support the implementation of this strategy. Focus will be put on:

- strengthening the capacity of the National Coordinator for Fight against Terrorism to ensure effective and efficient coordination between military and civil security intelligence services in the country responsible for fight against terrorism and prevention of terrorist activities.
- strengthening the capacity of the Administration for security and counterintelligence (UBK) for fight against radicalization and recruitment to terrorism including prevention, protection against, pursue and respond to terrorism through early identification and improved collection and analysis of information and intelligence. This phenomenon needs a dedicated approach by the intelligence services and law enforcement community and a coherent judicial policy towards offenders

- counter on-line radicalisation and recruitment to terrorism through close cooperation with the private sector and in particular the internet providers to consider policies, technologies, and tools that can help counter violent extremism online. .
- preventing and countering radicalisation in strong cooperation with religious leaders and communities, social and frontline workers, the education system and youth organisations. This activity will also build the capacities of the national authorities to interact effectively with local communities, religious leaders and groups and local CSOs. It has to deliver recommendations and support small pilot projects involving local communities and focused on early identification and prevention, as well as disruption of the local-born terrorist acts and the flow of foreign terrorist fighters traveling to countries such as Iraq and Syria.

Activity 2.2. Construction of new premises for the forensic laboratory and its accreditation under ISO 17025

The analysis and expertise, provided by Forensic Department (FD) is used by the whole Home Affairs sector: Prosecutors and Judges, Police, Customs, Financial Police, Ministry of Defence, etc. The FD provides analysis and expertise in a wide range of forensic areas: Biological examinations and DNA identification, Dactyloscopy, Toxicology and Drugs, Micro traces, Mechanoscopy, Firearms and ballistics, Fires, Explosives and Explosive devices, questioned documents, etc. The capacity of the crime scene investigation centre has been supported through several IPA projects, focused on sophistication of the methodology, the procedures and the skills of the staff. In this sense an IPA 2014 twinning project is expected to bring significant improvements. Yet the quality and efficiency of the forensic laboratory output depends significantly on the quality of the premises of the laboratory, which remains a critical issue for obtaining an accreditation and ensuring the implementation of the EU and international standards of the evidence management, safety and security.

This action will address this gap by constructing new premises for the forensic laboratory, which will be equipped with electronic access control, special fireproof doors, alarms and fire extinguishers, video surveillance, protected windows, adequate ventilation system as well as proper storage facilities. The new premises will ensure sufficient space for storing, treating, processing and archiving of evidences, which will allow the proper implementation of the operational procedures and control systems in line with the already provided recommendations, thus establishing the grounds for accreditation of the laboratory according to the EU standards. In addition, disability access to the premises will be ensured.

Ultimately, the activity will result in 1). improved evidence treatment and management, 2). improved capacity and track record of the laboratory, 3). improved confidence in the laboratory operation and conclusions. In a longer-term perspective this will translate also into improvements in the judicial proceedings which will be based on better evidences.

This activity will be implemented through:

2.2.1. Preparation of the tender documentation, obtaining of all required building permits

2.2.2. Building of new premises for the forensic laboratory

2.2.3. Full implementation of the new procedures and operational rules in compliance with the experts' recommendations and submission of the accreditation criteria under ISO 17025

Activity 2.3. Building of the institutional capacity of the Investigative Centre(s)

The Law on Criminal Procedure (LCP) from 2010, and the Law on the Public Prosecutor's Office regulate the establishment of Investigative Centres for Skopje as well as in the regions.

The objective of the establishment of the centres is to fully implement the LCP, to achieve efficient and multidisciplinary investigations, to provide sufficient evidence of good quality for indictments and to be presented to the court, to ensure protection of human rights in pre-trial proceedings and to proactively improve national and international cooperation between national institutions and relevant international counterparts.

According to the LCP, investigative centres will be staffed through temporary assigned officials from the

	Non-financial risks: Opposition from local communities in establishing the Centre in certain localities	H	commitment To involve CSOs in preparing local communities for accepting and supporting the Centre
Activity 1.3. Aligning the national systems with the EU and Schengen requirements for border management	Inadequate inter-institutional coordination and cooperation.	L	To strengthen the Sector working groups To organise regular coordination meetings
Activity 1.4. Further upgrade of Tetra system and implementation of Tetra IV and 112 emergency call	The leading role in establishing 112 needs to be reviewed, which may be difficult in the current political situation Preparedness of the other institutions (fire brigades and health emergency services) to adopt and apply the 112-related procedures	H	To strengthen political commitment Legal adjustments to be prepared by the relevant institution and put in procedures as soon as possible in order to ensure a strong and committed leader in establishing 112. Strong capacity building component is integrated into this action
Activity 2.1. Building the national capacities for fight against terrorism and radicalization and implementation of National Strategy for fight against terrorism 2016 - 2020	Political/religious/ethnic divide Lack of inter institutional cooperation	M	To adopt multi-target inclusive approach in working with various types of stakeholders and enhance mutual understanding Strong information sharing approach
Activity 2.2. Construction of new premises for the forensic laboratory and its accreditation under ISO 17025	Complexity of the operations due to the specific requirements related to the accreditation criteria and the separate/parallel co-financing	M	Resources should be mobilised in time to ensure that the full technical documentation is in place in time Location defined in time
Activity 2.3. Building of the institutional capacity of the Investigative Centres	Stagnation in the justice reform as a whole	H	To focus the high-level political dialogue on the implementation of the Justice strategy and country's commitments

CONDITIONS FOR IMPLEMENTATION

The following conditions should apply to this action:

- Sufficient progress in implementation of the sector approach, including adoption and implementation of the sector roadmaps, adoption of a credible and relevant Action plan for the implementation of the police development strategy, enhancing of the institutional capacity, organisation of regular sector reviews and donor coordination.
- Sufficient human, administrative, technical and financial resources should be allocated by the national authorities prior to the start of any procurement procedure. Assessment by the EU Delegation will be carried out to identify if the needed resources are in place or will be realistically in place by the contract start. If necessary, specific targets and indicators will be set-up to measure

the resource assurance by the national authorities. No contract will be signed if the needed resources are not in place. Particular attention will be paid to the resources available for the National coordinator for fighting terrorism and the investigation centre(s), as well as the existing ICT structures within the MoI and the National Coordination centre for border management.

- National co-financing (through parallel contracts) is ensured and the services and supplies for which the responsibility lies on the national authorities are procured according to the agreed timeline. First, this refers to the supplies needed for equipping the reception centre for illegal immigrant. The supplies are needed for the start of activities of the reception centre. It has to be procured in parallel to the implementation of the works contract, managed by the Commission. Second, this refers to the preparation of the design and tender documents for the construction of the premises of the forensic laboratory as well as for the supervision of the works.
- The country needs to amend the current legislation and strengthen in parallel the capacities to operate the 112 emergency call and ensure that all operational procedures are in place and being used by all relevant stakeholders. Ultimately the necessary arrangements with the mobile phone operators need to be ensured prior to the start of the procurement procedures.
- Management and staff of the Reception centre is appointed in due time, but not later than 3 months before the end of construction of the Centre, to allow their participation in the planned activities, particularly the development of the operational procedures for the reception centre and the training of the staff on their application
- Location for the premises of the Reception centre and the Forensic laboratory is identified and plot ownership is cleared out by mid-2017 to allow for timely start of construction works.
- All building permits and licenses should be ensured by the national authorities in due time.

3. IMPLEMENTATION ARRANGEMENTS

ROLES AND RESPONSIBILITIES

The action covers a considerable number of actors in the rule of law sector.

The Ministry of Interior Affairs (MoI) is a key player in the sector, responsible for the majority of activities. Different directorates and units of MoI will be involved in the action such as the Forensics Department in the MoI, the IT department, the International cooperation department, etc.

A major participant in the action is the Border Police, which is part of the Bureau for Public Safety in the MoI. It is composed of: Sector for Border Affairs and Migrations on central level, four Regional Centres for Border Affairs (RCBA North, RCBA East, RCBA South and RCBA West) at regional level, 37 Police Stations for Border Affairs at local level (6 Police Stations for Border Checks, 11 Police Stations for Border Checks and Border Surveillance, 20 Police Stations for Border Surveillance) and 1 Mobile unit for fight against cross-border crime acting at central level. Each Regional Centre is having Operational Centre along with Unit for Cross-border crime, Unit for Foreigners and Readmission, Joint Affairs Section, Criminal-intelligence Analysis section

The National Coordination Centre for Border management (NCCIBM) is a coordination platform responsible for monitoring of the Strategy for Development of the Integrated Border management. The bodies with IBM competence are responsible for the implementation of concrete measures and activities. The National Coordination Centre for Border Management (NCCBM) was set up by a Decision of the Government from March 2007 based on the Law on State Border Surveillance⁵, and the Law on Border Control⁶ in order to improve efficient coordination, exchange of data and information and ensure integrated border management.

⁵ ("Official Gazette" No. 71/06 and 66/07)

⁶ ("Official Gazette", No.171/2010)

Several ministries participate in the NCCBM: Ministry of Interior; Ministry of Finance – Customs Office; Ministry of Agriculture, Forestry and Water Management – Phytosanitary Office and National Agricultural Inspectorate; Ministry of Foreign Affairs; Ministry of Defence; Ministry of Health – Agency for Medicines and Medical Devices and National Sanitary and Health Inspectorate; Ministry of Transport and Communications; Ministry of Environment and Physical Planning; Radiation Safety Directorate and Food and Veterinary Agency. The National Coordination Centre for Border management (NCCIBM) has no employees. The people who perform tasks are nominated by institutions that have competencies in the integrated border management. The total number of 40 people is engaged in the day to day functioning of the centre. The annual budget of NCCIBM is 800.000 denars.

The investigation and processing of cases of organised crime and smuggling of migrants is within the mandate of the Department for Organised and Serious Crimes, where a specific Unit for Trafficking in Human Beings and Illegal Migration has been established.

In addition, the country created a National Commission to Combat Trafficking in Human Beings an inter-ministerial body responsible for monitoring and analysis of the trafficking in human beings and illegal migration, coordination of the activities of the competent governmental institutions and cooperation with international organisations and civil society organisations.

The National mechanism for referral of victims of trafficking, which operates within the MLSP, is responsible for identification, assistance and protection of the victims of human trafficking in line with the international standards.

The Centre for trafficking in human beings is a state accommodation centre, which provides direct assistance and support to the victims of human trafficking sheltered in the Centre. The support is provided by 2 civil society organisations - “Open Gate” which provides social support and “Happy Childhood” offering psychological support, following memoranda of cooperation with the Ministry of Labour and Social Policy. The social support team is comprised of 7 persons: Coordinator, assistant coordinator, and 5 persons acting as duty personnel. The structure of the team is comprised of 4 social workers, 2 educators, 1 sociologist. The psychological support team comprises of 2 persons conducting individual and group psychological and educational activities, and a supervisor. The structure of the team is comprised of 2 educators and 1 social worker. The Ministry of labor and social policy provides support in covering the expenditures (rent, electricity, heating, water, telephone) for proper operation of the Centre, in total amount of 663,036,00 MKD, foreseen in the annual programme of the Ministry.

Other Stakeholders are important for the implementation of Actions in order to achieve Result 1, particularly Ministry of Labour and Social Policy, Ministry of Education and Science, Ministry of Foreign affairs, Administrative court, Bureau for Statistics.

The responsibility to fight against terrorism lays on several ministries, the MoI Administration for security and counterintelligence (UBK), the Ministry of Finance Financial Intelligence Unit (FIU), the Intelligence unit in the Ministry of Defense (MD) as well as the Intelligence Agency (IA) as a special body of state administration. The National coordinator for counterterrorism is responsible for coordination of the activities among the military and civilian security -intelligence and counter-intelligence services. At the moment, only the national coordinator is appointed. The coordinator's work will be supported by a permanent coordination body⁷ comprising of members appointed by the Administration for security and counterintelligence (UBK) at the MoI, the Intelligence Agency (IA), the Intelligence Unit in the MD, the Financial Intelligence Unit (FIU) and other relevant institutions. The coordination body remains to be established in the forthcoming period.

Within the Ministry of Interior, the Administration for security and counterintelligence service is competent to perform activities the area of home affairs, related to security and counter-intelligence, specifically on issues relating to:

National Strategy for fight against terrorism.

- counter-intelligence activity,
- fight against and protection from terrorism,
- protection of other activities aimed at endangerment or violent destruction of democratic institutions determined by the Constitution and
- grievous forms of organised crime originating or directed against democratic institutions of the system laid down with the Constitution or may lead to their endangerment or have influence on the security of the state.

The Public Prosecution office (PPOOCC) is also a major player in the action as it is responsible for developing the investigation centres - a major beneficiary of the second component.

The action will involve also **international organisations**, such as IOM. A direct grant is envisaged to IOM (grounds for selecting IOM are presented below).

A Sector Working Group (SWG) for Home Affairs sector is established to further strengthen inter-institutional cooperation and is responsible i.a. to ensure efficient coordination of activities related to programming and monitoring of EU funds, to propose relevant measures and activities in HA sector,.

Steering Committees (SC) will be established with the objective to ensure smooth implementation through regular review of sector plan progress. They will monitor and coordinate the overall progress and the implementation of the projects. The Steering Committees will comprise of representatives from the all relevant stakeholders. The exact composition of the Steering Committee will be agreed with the Contracting Authority at the start-up of the contracts. The Steering Committee will meet quarterly or more frequently, if required. The Steering Committee will take the necessary decisions related to project facilitation and progress and will be the forum to discuss any unforeseen difficulties. Written reports on the progress of the project activities shall be prepared and submitted to the donor on three to six months intervals. The reporting schedule shall depend on the nature, commencement and duration of project components but be in line with donor reporting rules.

IMPLEMENTATION METHOD(S) AND TYPE(S) OF FINANCING

The action will be implemented through direct management and indicatively 14 contracts (presented below), out of which 3 contracts managed by the Beneficiary country (BC) in parallel to the contracts managed by the Commission (national co-funding). Some of the proposed contracts might be merged, where possible.

Activities	Types of contract	Institutional Stakeholders
Activity 1.1. Improving the administrative capacities in the area of migration and trafficking in human beings, including also outreach work with migrants, asylum seekers, victims of illegal trafficking	1 Direct Grant with IOM* (which also covers activities 1.2.2, 1.2.4 and 1.2.5 – part of Activity 1.2.)	Ministry of Interior (MoI), Ministry of Labour and social affairs, Ministry of foreign affairs, local communities, NGOs
Activity 1.2 Establishment of a new Reception Centre for illegal migrants	1 Works contract 1 FWC for Works Design 1 FWC for Supervision of the works (covering also the supervision over the works related to the Forensic centre) 1 Supply - BC	Ministry of Interior (MoI), international organisations
Activity 1.3. Aligning the national systems with the EU and Schengen requirements for border management	1 Twinning 1 Supply/service for the IBM IT system	Border police, National Coordination Centre for border management

Activity 1.4. Further upgrade of Tetra system and implementation of Tetra IV and 112 emergency call	1 Service contract 1 Supply contract – IPA 1 Supply contract - BC	Ministry of Interior (MoI) - Crisis Management Centre -Ministry of Transport and Communications - Ministry of Interior - Ministry of Health - Ministry of Environment and Physical Planning - Ministry of Finance - Protection and Rescue Directorate - Agency for Electronic Communications -Directorate for Security of Classified Information
Activity 2.1. Building the national capacities for fight against terrorism and radicalization and implementation of the National anti-terrorism strategy	1 Twinning contract	The National coordinator for counterterrorism Administration for security and Counterintelligence (UBK) MoI
Activity 2.2. Construction of new premises for the forensic laboratory and its accreditation under ISO 17025	1 Works 1 service for Works Design – BC	Ministry of Interior (MoI), Prosecutors and Judges, Police, Customs, Financial Police, , etc
Activity 2.3. Building of the institutional capacity of the Investigative Centre(s)	1 Twinning for Investigative centres	Public Prosecutor Office -PPOCC, Ministry of Interior (MoI), law enforcement bodies, Financial police, CARM, Courts

*Direct Contract/Grounds for selection of IOM

The IOM⁸ has been designated as the contractor for the implementation of Activity 1.1. on the grounds of:

- Specific expertise of IOM in managing migration crisis, building and implementing migration policies safeguarding the human rights. IOM draws on decades of experience in delivering such support to combat irregular migration and facilitate regular migration, and currently delivers such services in over 50 countries.

The transfer of know-how in all migration management areas is an integral part of IOM's mandate. The IOM's core strategic focus is to offer expert advice, technical cooperation and operational assistance to states, intergovernmental, non-governmental organisations and other stakeholders in order to build the national capacities on migration management. The IOM services are designed to enhance efficiency of daily operations, support data collection and reduce time-consuming

⁸**Article 190 (1)(f) of the Rules of Application** - The direct awards are based on Article 190 (1)(f) of the Rules of Application on account of its technical competence and high degree of specialization on migration issues.

administrative functions, ensure optimal costs and improve service standards.

IOM has furthermore developed its own border management information system, which is currently installed in 17 developing countries and has the purpose to collect, process and store travellers' data for the purpose of identification, data collection and analysis.

- With its significant global footprint and mandate to facilitate dignified, orderly and safe migration, IOM is uniquely placed in the country to provide efficient and cost-effective technical support solutions for the country covering the full package of planned activities related to migration, asylum, illegal migration and trafficking of human beings (Activities 1.1.1, 1.1.2, 1.1.3, 1.2.2, 1.2.4, and 1.2.5).. There is no other donor/development partner in the country that covers the complete list of activities and has the leverage to influence the policy making.
- Current involvement of IOM in supporting the national response to the migration crisis in the country. IOM has been active in the country since 1999 and has proven record of successful implementation of numerous material-technical capacity building actions in the area of migration management supported by various donors such as the EU, US, Swiss Government, Government of Norway, IOM Development Fund etc. The current expert, administrative and technical capacity of IOM national office is significant.

Also IOM provides counseling and assistance services to migrants in detention on the possibility for assisted voluntary return and reintegration in the countries of origin. IOM will furthermore contribute to improving the closed reception facilities for foreigners and strengthening border governance including through improvement of infrastructure and services as necessary for ensuring humane immigration detention conditions in accordance with international law and best practices.

- Signed agreement between the Commission and IOM on cooperation in addressing the challenges of the ongoing migration crisis. IOM holds a key role in the implementation of the IPA 2014 regional project "Regional support to protection-sensitive migration management in the western Balkans and Turkey", which established the general framework for the EU operations in the region. The national action is complementary to the regional project and intends to ensure the streamlining of the regionally crafted policies through the national systems. Involving IOM in both action - the regional and the national, will ensure the synergy needed for enhanced impact of the EU funds on the migration policy

4. PERFORMANCE MEASUREMENT

METHODOLOGY FOR MONITORING (AND EVALUATION)

The progress in implementing the action will be done in accordance with the EUD Monitoring strategy, rules and procedures for monitoring as well as on the grounds of the identified indicators, objectives and results.

The European Commission or another body may carry out a mid-term, a final or an ex-post evaluation for this Action or its components via independent consultants, through a joint mission or via an implementing partner. In case a mid-term or final evaluation is not foreseen, the European Commission may, during implementation, decide to undertake such an evaluation for duly justified reasons either on its own decision or on the initiative of the partner. The evaluations will be carried out as prescribed by the DG NEAR guidelines for evaluations. In addition, the Action might be subject to external monitoring in line with the European Commission rules and procedures set in the Financing Agreement. A result oriented assessment may be undertaken after year one of implementation and final evaluation shall be implemented by independent project evaluator.

The national authorities will present the achievements related to the performance framework on a half yearly basis in the Sector Monitoring Committee.

A review and adaptation of the performance framework can be done at any time without formal addendum to the Financing Agreement, in order to adapt it to the availability of data, new output elements that arise during procurement preparation, etc.

INDICATOR MEASUREMENT

Indicator	Baseline (value + year)	Target 2020	Final Target (same as 2020)	Source of information
IMPACT INDICATORS				
Improved rule of law standards, in particular in the area of border management and fight against organised crime/Average Rule of Law score	Rank 56.73 (2014)	Rank: 60		Worldwide Governance Index
Security of the citizens improved	Rank 81 (2014)	Rank: 70		UNDP Human Security Index (as a part of the UNDP HDI)
Progress made towards meeting the accession criteria - the Integrated Border Management system is fully operational and in compliance with EU and Schengen requirements – interoperability achieved and flow of data	Assessment at action entry and end	Qualitative assessment		EU report
Level/degree of implementation of the recommendations of the Greta report	10%	100%		Greta Report
OUTCOME INDICATORS				
Improved track record in the fight against illegal migration, trafficking in human beings, organised crime, terrorism and radicalization (number of investigated and completed cases)	150 criminal charges against 319 perpetrators (2015) 88 cases are completed against 135 perpetrators (2015)	170 criminal charges		MoI, IOM, UNHCR Reports
Number of migrants / asylum seekers / victims of human trafficking who are not treated in line with the international standards	5% of all migrants/asylum seekers/victims of trafficking	3% of all migrants/asylum seekers/victims of trafficking		Reports of international organisations – IOM, UNHCR Ombudsman reports
Number of resolved cases based on efficient exchange of information and joint investigation - of them No of cases benefiting women or vulnerable groups	4 (2015)	25% higher than the baseline 30% of all cases		Annual Prosecution reports

Key performance indicators of the Forensic laboratory - increase in the requests for services and of the completed request for services	11,138 requests received (2015) 10,205 completed (91,6%) (2015)	At least 12,000 requests received, of them at least 95% complete		Forensic laboratory performance reports
112 emergency call operations smoothly	NA	Average answering time – less than 12-14 seconds Overall response time – up to 10 min		112 call data platform/ reports
RESULTS INDICATORS				
No of legal texts developed and adopted in line with the "better regulation" approach, No of gap analysis No of new procedures put in use	NA	2-3 legislative documents based on gap analysis and proposing a number of procedures		Official journal
No of officers trained (breakdown per sex/age group/type of training)	100/year	600/year; at least 1200 in total		Contract Implementation reports
Capacity and use rate of reception centre for illegal migrants	current Gazi Baba centre capacity is 100 persons but not addressing the international standards	Capacity of at least 150 persons created Use rate – depends on global situation Management in place		Construction/operational reports
No of people supported directly (f.e. integrated / reintegrated) and indirectly (f.e. organised crime groups in human trafficking stopped and estimated annual human turnover through them) benefiting from the action - of them women and vulnerable groups (children, minorities)	Directly - 5/year Indirectly not measured so far	75/year		Contract Implementation reports
Integrated Border Management IT system upgraded and in use - No of users/day / average time for processing a registration/report/query	The current system is out of use	No of users/day average time for processing a registration/report/query		IBM system reports
Tetra IV system full coverage achieved	80%	95%		Contract Implementation reports; Annual report of the Ministry of interior

Emergency call 112 in operation - No of calls and % of emergency calls	NA	No of calls on 112 line % of emergency calls		
Degree/level of implementation of the national anti-terrorism strategy (% of implemented measures)	15%	100%		Anti-terrorism Strategy implementation reports
New forensic laboratory premises in use and laboratory accredited	NA	accreditation obtained		Accreditation certificate
Increase of cases coordinated among the Law Enforcement agencies/ Number of joint investigations (raising trend)	10/year	40-50/year		Institutional reports of the relevant law enforcing bodies
No of persons involved in coordination activities and/or users of the systems and facilities established under this action	15	200		Contract Implementation reports

5. SECTOR APPROACH ASSESSMENT

STRATEGIC FRAMEWORK

An overall and comprehensive strategy in the area of Home Affairs does not exist at the moment. There are 13 different strategies with different scope and timeline:

Strategies of the HA sector

Police Development Strategy 2015-2019 adopted in January 2016.

Strategic plan of the Ministry of Interior 2014 – 2016

Strategy for training of the employees in the Ministry of Interior 2012 – 2014

National Drugs Strategy 2014 – 2020 and Action Plan 2014 – 2017

Strategy for the Development and Establishment of the national Coordination Centre

National Strategy for fight against money laundering and financing of terrorism 2011 – 2015

National Strategy for combating trafficking in human beings and illegal migration in the RM 2013 – 2016

Integration Strategy for the refugees and Foreigners 2008 – 2015, Ministry of Labor and Social Policy

National Integrated Border Management Strategy 2015 -2019 (September 2014 National Small Arms and Light Weapons (SALW) Control Strategy and Action Plan 2015 (adopted by the Government

Resolution on the Migration Policy 2015-2020 and Action Plan on the Migration Policy 2015-2020 (adopted by the National Parliament)⁹ covering asylum, migration and visa sub-sectors Strategy for fight against terrorism 2016-2019

In the absence of a single sector strategy the coordination among the various priorities, objectives and indicators requires more efforts and resources.

SECTOR STAKEHOLDER CONSULTATION SYSTEM AND COORDINATION

Various coordination mechanisms exist in the sector Home Affairs, such as:

- The National Coordination Centre for Border Management (NCCBM), the main coordination body in the area of Integrated Border Management.
- National coordinator for fighting terrorism;
- National Committee for combating trafficking in human beings and illegal migration, established as sub-sector coordination Working Group.
- Working Group for Chapter 24 that has been formally established and is in charge for preparation of the NPAA and for preparation of the future negotiation process.

⁹OJ of RM no. 8/2015

At the beginning of 2013 the Government has established Sector Working Groups (SWGs) to support the implementation of IPA II 2014 - 2020. The SWG for Justice and Home Affairs has been divided in two sub-Groups (One for Justice and one for Home Affairs). The sector working Sub Group for the Home Affairs Sector has been established in 2015 and has already held numerous meetings aimed at discussing urgent priorities and preparing of this action document.

INSTITUTIONAL SETTING, LEADERSHIP, CAPACITY AND PERFORMANCE FRAMEWORK

The Ministry of Interior (MoI) has been assigned as the Lead Institution in the Home Affairs sector and is also formally appointed as the key responsible body within the Working Group for preparation of the NPAA and future negotiations under Chapter 24.

Within the MoI a Department for Strategic planning has been established in November 2015 assuming the responsibility for strategic planning, monitoring of the implementation of the relevant strategies and for quality assurance. The unit employs 12 persons.

The Bureau for the Public Security in the MoI is responsible for performing police duties.

The Security and Counterintelligence Unit (UBK) within the MoI has assumed the as regards the state security.

The coordination role in the area of anti-terrorism has been assigned to a National Coordinator for Fight against Terrorism who coordinates the activities of the military and civil security intelligence services in the country active in the fight against terrorism and prevention of terrorist activities. A particular challenge for the country will be to strengthen capacities to prevent radicalisation and properly address the phenomena of foreign fighters.

The Border Police Sector (BPS), which is a part of the MoI, has been tasked with the state border security and border control (border surveillance and border checks). Within the BPS, the policy aspects of border management have been assigned to the Sector for Border Affairs and Migration (SBAM) while the implementation is ensured by four Regional Centre for Border Affairs: North competent for the border with Serbia and Kosovo*, West competent for the border with Republic of Albania, South competent for the border with Republic of Greece and East competent for the border with Republic of Bulgaria. The Regional centres control a total of 37 police stations, out of which 20 stations for border surveillance and 17 police stations for border checks. The border police sector comprises also a Unit for foreigners and readmission and a Reception Centre for Foreigners. In October 2011, a Mobile Unit for Cross-border Crime was established, aimed at operational application of risk analysis, discovery of illegal migrants and other types of cross border crime.

The National Coordinator for Integrated Border Management (NCIBM) was set up by a Government Decision in 2007 based on the Law on State Border Surveillance, and the Law on Border Control. Its creation aims at improving the interaction among the various bodies involved

This designation is without prejudice to positions on status, and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.

in the integrated border management. The National Coordination Centre for IBM comprises representatives (liaison officer and a backup) of the following institutions:

- > Ministry of Interior
- > Ministry of Defense
- > Ministry of Foreign Affairs
- > Ministry of Environment and Physical Planning
- > Ministry of Transport and Communications
- > Ministry of Finance (Customs Office)
- > State Inspectorate for Agriculture
- > Food and Veterinary Agency
- > Ministry of Health (State Sanitary and Health Inspectorate)
- > Radiation Safety Directorate
- > Agency for Medicines and Medical Devices

All members except the liaison officers from the Ministry of Interior and the Customs Administration are located in their institutions.

National Committee for combating trafficking in human beings and illegal migration is the lead institution for the preparation of the Strategy for combating trafficking in human beings and illegal migration 2013-2016.

For improved inter-institutional cooperation and in accordance with the Law on the Prevention of Money Laundering and Financing Terrorism, the Government, upon the proposal of the Minister of Finance, established a Council for the Prevention of Money Laundering and Financing Terrorism. The work of the Council is managed by the Director while the members of the Council are appointed by the Ministry of Interior, Ministry of Justice, Ministry of Finance, the Basic Public Prosecutors' Office for Organised Crime and Corruption, Financial Police Office, Customs Administration, Public Revenue Office, National Bank, Securities Commission, Insurance Supervision Agency, Agency for Supervision of Fully Funded Pension Insurance, Postal Agency, as well as representatives of the Bar Association and the Notary Chamber.

The work of the Council, as coordinative body, is supported by the Financial Intelligence Office, which operates since March 2002 as a body within the Ministry of Finance. The Council is included in the implementation of the National Assessment of the Risk of Money Laundering, drafting reports submitted to the Moneyval Committee, as well as drafting laws imposing inter-ministerial expertise and consultation.

The Financial Police was established in 2003 within the Ministry of Finance pursuant to the Law on Financial Police (Official gazette 55/02).

The main coordinating body in the area of fight against organised crime is the National Coordination Centre for Fight against Organised Crime (NCC) established with the Government Decision in March 2014. The Standard Operational Procedures for the mandate, organisation and functioning of the NCC were adopted in May 2014. Memoranda for Understandings (MoU) were signed among the respective institutions (MoI, FP, FIU, CARM, PPO, TRO). The NCC is led by MoI and it coordinates the efforts of all law enforcement agencies in fighting organised crime.

Although the institutional framework is in place, strengthening the capacity of the NCC as well as capacity of all law enforcement institutions remains an urgent priority.

The capacity of the key institutions at present is presented in the table below

Operational Units	Number of Employees	Estimated number of employees according to the systematization act	Plan for Employment
Department for IT and Telecommunications within the Ministry of Interior	51 employees	125 employees	2017-2018 5 employees
Sector for Asylum within Ministry of Interior	14 employees	23 employees	2016 - 2017 9 employees
Forensic Department within the Ministry of Interior	86 employees	152 employees	2016 - 7 employees 2017- 5 employees 2018 - 9 employees
National Coordinator for Integrated Border Management	1 Coordinator/Manager 16 Representatives of participating institutions (24 in total nominated of which 8 will be transferred if necessary) 2 IT engineers		No changes expected
National coordinator for counterterrorism	1 Coordinator		Recruitment dynamics not established yet
Public Prosecution Office/investigation centre	6 employees: 5 from the Public Prosecution Office and 1 from the Customs Administration	Total of 20 employees: 10 representatives from Ministry of Interior 4 representatives from Customs Administration 1 representative from the Financial Police 5 representatives from the Investigative Centre	Currently there is a procedure for employment of: 10 representatives from Ministry of Interior, 3 representatives from Customs Administration and 1 representative from Financial Police
Gazi Baba Reception centre for foreigners	16	40	2016 - 5 employees 2017 - 10 employees 2018 - 5 employees

PERFORMANCE MONITORING SYSTEMS

A sector performance monitoring system does not yet exist. In many cases the implementation of the strategies is not supported by action plans; implementing indicators that would enable monitoring of the implementation strategies either do not exist or are not SMART. There are no requirements for regular reporting on the strategies. Monitoring is organised only at the level of IPA projects and contracts. However, it is expected that the established in Nov'2015 Department for the Strategic Planning will progressively build the capacities and take over the responsibility for monitoring of the implementation of the strategies.

SECTOR BUDGETING

There is no unified methodology for assessing the cost of each adopted strategy. Costing of Action Plans is done on a case by case basis without the involvement of the MoI's Budget Department. In addition there is no public consultation during the budget elaboration.

The Budget of the MoI is prepared on the basis of 15 defined Programmes but there is no direct link between the strategies/action plans and the adopted budget. The Table below shows the budget of the MoI for 2015, 2016 and 2017. Projections for 2017 are not based on real forecasts and budget projections analysis.

REF.06001	2015	2016	2017
Reform policy	611.497	759.967	759.967
Reconstruction (Infrastructure) and Supply	30.000	120.203	120.203
Total	641.497	880.170	880.170

The Table below shows the budget of the HA sector per Institutions within the sector.

Institution	2015	2016	2017
Ministry of Interior	641.497	880.170	880.170
Financial Intelligence Unit (Min of Finance)	38.800	47.500	47.500
Financial Police (Min of Finance)	31.191	31.351	33.165
Customs Administration (Min of Finance)	149.433	127.883	138.465
Public Prosecutors office for combating organised crime and corruption	21.158	16.427	16.427
NCCIBM National Coordination Centre for IBM	800	800	800

Centre for trafficking in human beings	663	663	663
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6. CROSS-CUTTING ISSUES

GENDER MAINSTREAMING

The MoI is committed to equal gender treatment in the management of its human resource. The present project, however, shall further promote the gender sensitization of the target audience. The training activities will include a specific component to train staff in the implementation of the Government Strategy for Gender equality 2013-2020. The trainings shall also include components on mainstreaming gender in border management (in line with principles and standards promoted by DCAF and the OSCE) and in the overall migration management policy. This is particularly important with view to the fact that 42% of migrants are women and girls¹⁰. Further on, the Action will take on-board the relevant UN recommendations, notably:

- systematic collection of sex and age disaggregated data in asylum registration systems,
- establishment of mobile protection teams to identify vulnerable groups,
- availability of targeted services in reception and transit centres,
- creation of women only spaces,
- sex segregated toilets and showers.

These recommendations will be implemented throughout the action and will be applied for both components. The following indicators will be also used in assessing the gender equality impact of the action

- No of women and children directly (f.e. integrated / reintegrated) and indirectly (f.e. organised crime groups in human trafficking stopped and estimated annual human turnover through them) benefiting from the action.
- No of investigation cases launched and resolved with focus and data on numbers of cases involving women and children for example in trafficking cases as a % of the total.
- No of female police officers, female investigators and female officials trained through the action.

EQUAL OPPORTUNITIES

The designed activity will be implemented in full respect of the principles of anti-discrimination and equal opportunities. In line with the country legislation, the people involved in the action implementation will be treated similarly, unhampered by artificial barriers or prejudices or preferences. Moreover, the action will provide support to vulnerable groups of people such as

¹⁰ See <http://eca.unwomen.org/en/digital-library/publications/2016/01/gender-assessment-of-the-refugee-and-migration-crisis-in-serbia-and-fyr-macedonia>
The study informs that 42% of migrants are women and girls

migrants, victims of trafficking, groups in risk of radicalisation, for social inclusion and reintegration. Thus the action will promote the equal opportunities for everybody.

MINORITIES AND VULNERABLE GROUPS

The project will give particular consideration to protection of migrants, minorities and vulnerable groups such as children, people with disabilities, victims of trafficking in human beings, unaccompanied minors, persons in need of international protection. Relevant national laws in this area provide for a set of support services to certain groups. The Action shall seek to strengthen the implementation of these provisions in practice through:

- tailored trainings to officers and staff of national authorities that will include cultural and vulnerability sensitization modules, human rights and migrants protection;
- analysis of the risky factors particularly as regards trafficking in human beings and preparation of prevention measures;
- an active outreach approach, involving cultural intermediation, translation, information raising
- support for the national authorities in ensuring support systems such as compensation funds, etc.
- implementation of measures for (re)integration of some specific groups f.e victims of human trafficking.

The project activities will thus support the implementation of the relevant international standards in the respective international documents such as the UN Convention on Elimination of all Forms of Racial Discrimination, Convention against Torture, Inhuman and Degrading Treatment and or Punishment, UN Convention relating to the Status of Refugees, EU Directive 2008/115/EC on common standards and procedures in Member States for returning illegally staying third-country nationals and in line with recommendations made by relevant international human rights monitoring bodies.

ENGAGEMENT WITH CIVIL SOCIETY (AND IF RELEVANT OTHER NON-STATE STAKEHOLDERS)

The Civil Society will be included in different stages of the implementation of the action, notably under Component 1, where civil society will be involved in the analysis of the impact of the current policy in the area of migration and human trafficking and on recommendations for its improvements. Representatives of the CSOs will also take part as training audience, or trainers in the envisaged capacity building activities. Integration of civil society sector in the overall system for migration management and particularly in the mechanisms for migrant assistance is in line with the on Migration and Stockholm Agenda of the Global Forum for Migration and Development as well as with the “5-year 8-point Plan of Action” that global civil society presented to the UN High Level Dialogue on International Migration and Development in 2013 (HLD). Specific attention will be paid in the framework of this action to ensure that civil society and other non-state stakeholders are consulted in the right time of the legislative and policy-making process and that the decision-makers are informed about the outcomes of the consultations.

ENVIRONMENT AND CLIMATE CHANGE (AND IF RELEVANT DISASTER RESILIENCE)

The action will not have a negative environmental impact. By strengthening the rule of law on the other side, it will promote the respect to the laws, rules and procedures in all areas including the environmental one.

7. SUSTAINABILITY

The sustainability of the action will be achieved through:

- putting in use of new facilities (Reception centre, premises of the forensic laboratory, Tetra IV, IBM IT system) which will be used for a long time ahead and will be in future funded under the national budget;
- improved knowledge and competences of a huge number of staff and management from national authorities, who will continue applying their strengthened knowledge and understanding on numerous issues (human rights, investigation techniques, etc)
- strengthened coordination mechanisms that will continue to function properly with the participation of the mandated actors;
- putting in use of operational procedures and arrangements, which will be applied in the period ahead.

8. COMMUNICATION AND VISIBILITY

EU funded projects should achieve a high and consistent level of visibility. A sufficient level of awareness can only be achieved through coherent branding of all EU projects. The role of contractors and implementing authorities in raising public awareness is thereby crucial. The project implementation shall comply with the provisions of the attached document 'Communications guidelines: visual and written identity for contractors and implementing partners', which is also set out at http://ec.europa.eu/europeaid/work/visibility/index_en.htm. The EU Delegation will use reasonable efforts to assist in complying with this obligation, but without incurring expenditure by the EU Delegation. Therefore, the cost of visibility activities shall be included in the incidental budget. The following indicative set of communication and visibility activities shall be covered by the budget for incidental expenditure: press releases on specific project activities, organisation of press conferences, when necessary. All visibility items and activities must receive prior approval by the Contracting Authority.

Communication and visibility will be given high importance during the implementation of the Actions. The implementation of the communication activities shall be the responsibility of the beneficiary, and shall be funded from the amounts allocated to the Action. All necessary measures will be taken to publicise the fact that the Action has received funding from the EU in line with the Communication and Visibility Manual for EU External Actions. Additional

Visibility Guidelines developed by the European Commission (DG NEAR) will have to be followed.

Visibility and communication actions shall demonstrate how the intervention contributes to the agreed programme objectives and the accession process. Actions shall be aimed at strengthening general public awareness and support of interventions financed and the objectives pursued. The actions shall aim at highlighting to the relevant target audiences the added value and impact of the EU's interventions and will promote transparency and accountability on the use of funds.

It is the responsibility of the beneficiary to keep the EU Delegation fully informed of the planning and implementation of the specific visibility and communication activities.

The beneficiary shall report on its visibility and communication actions in the report submitted to the IPA monitoring committee and the sectoral monitoring committees.