

Standard Summary Project Fiche – IPA centralised programmes

Project number 25: Development of the Information System for Border Crossing Control

1 BASIC INFORMATION

- 1.1 CRIS Number:** [2008/020-406](#)
- 1.2 Title:** **Development of the Information System for Border Crossing Control**
- 1.3 ELARG statistical code:** 03.24
- 1.4 Location:** Republic of Serbia

Implementing arrangements:

- 1.5 Contracting Authority:** EC Delegation to the Republic of Serbia
- 1.6 Implementing Agency:** EC Delegation to the Republic of Serbia
- 1.7 Beneficiary (including details of project manager):**

The Project Manager will be based within the Ministry of Interior, Border Police Directorate, Bulevar Mihajla Pupina no.2 , Belgrade.

Financing:

- 1.8 Overall cost:** **4.000.000 EUR**
- 1.9 EU contribution:** **4,000,000 EUR**
- 1.10 Final date for contracting:** 3 years after the signature of the Financing Agreement
- 1.11 Final date for execution of contracts:** 5 years after the signature of the Financing Agreement
- 1.12 Final date for disbursements:** 6 years after the signature of the Financing Agreement

2 OVERALL OBJECTIVE AND PROJECT PURPOSE

2.1 Overall Objective:

To contribute to the development of the capacity of the Ministry of Interior and other stakeholders to fulfil their cross border policing requirements in accordance with EU standards.

2.2 Project purpose:

To establish an effective information system for border management, aligned to EU standards and norms, in identified priority border crossings in Serbia, through adequate trainings of personal in order to achieve EU requirements related to the IBM and the supply of the necessary equipment and software solutions.

2.3 Link with AP/NPAA / EP/ SAA

The European Partnership emphasises the need for Serbia to develop the technical infrastructure and human resource capacities to implement the Integrated Border Management policy including strengthening the border police and the customs services.(pp 18)

Under **Article 82 of the SAA (Visa, Border Management, asylum and migration)** Serbia is obliged to co-operate in the areas of visa, border control, asylum and migration and shall set-up a framework for this co-operation, at national and regional level, in these fields, taking into account and making full use of other existing initiatives in this area as appropriate .

The European Partnership for 2007 further emphasizes IBM as the one of the critical areas where the relevant European Standards are not fully met (p. 14). In 2007 the Government of Republic of Serbia adopted a Revised Plan for the Implementation of the Priorities Contained in the European Partnership setting short and mid term priorities and action to be implemented in order to meet EU standards and requirements of the European Partnership. In this document, IBM is recognized as one of the priority areas where the European standards are not fully met:

“Implement the integrated border management (IBM) strategy and strengthen cooperation between the IBM agencies. Improve cross-border police cooperation in line with best practices, strengthen the capacity of border police and provide modern infrastructure and equipment for the border police, particular in the IT area (p. ...) according Council decision on the principles, priorities and conditions contained in the European Partnership with Serbia including Kosovo as defined by United Nations Security Council Resolution 1244 of 10 June 1999 and repealing Decision 2006/56/EC” (Annex 2: Priorities for Serbia – Short terms priorities).

In the European Commission’s regular Progress Report in 2007 it was noted that there has been some progress in the area of Border control. The new organisation of Border police is in place. The Border Police directorate is responsible for the protection of the state border and for border crossing control. Improved contacts of competent border agencies on local regional and central level have resulted in several successful actions cross-border crime. In January 2007, the handover of control under the state borders by the Ministry of Interior was completed. Until that point border control was managed by the Serbian military. Seven regional centres, 40 border police stations in charge of one or more border crossing points and 44 police stations for border surveillance have been established. Training of special services for the border police officers has continued, although further efforts are still needed in order to ensure an adequate number of fully trained staff. EC Progress Report Serbia 2007 article 4.3.1 (p. 39)

2.4 Link with MIPD¹

The MIPD identifies, as a main priority and objective under the European Standards sub-component, the need for “further alignment with European standards in the area of justice, freedom and security, in particular visa, border management, asylum and migration mechanisms, data protection and regional cooperation in the field of law enforcement and fight against organized crime and terrorism” (2.2.3.1). This project is designed specifically to meet take forward the alignment of Serbia’s border management systems and also impacts directly on issues relating to asylum and migration. It further contributes to improved regional co-operation against crime and terrorism.

Expected results from the MIPD actions include “The Integrated Border Management (IBM) strategy and its action plan will be implemented” and specific programmes to achieve this should provide “further support to the implementation of Serbia’s IBM Strategy and Action Plan and implement asylum visa and immigration legislation in line with international conventions and visa regimes” (p. 25).

¹ Multi-Annual Indicative Planning Document

The primary focus of this project is alignment with EU standards. However, in addition to the above the project will also contribute to objectives identified in the MIPD as part of the Political Requirements sub-component, where “the need to develop a professional police force by improving internal controls and ensuring greater standards of accountability is highlighted for support” (p 16). Expected results include – “capabilities of the law enforcement agencies in the fight against money laundering, drugs, organised crime, terrorism and corruption will be enforced as well as improvement of internal control of the Serbian Police forces”.

2.5 Link with National Development Plan (where applicable)

Not applicable.

2.6 Link with national / sectoral plans

The Government of the Republic of Serbia sees police reform as one of the priority tasks in the EU association process, with special emphasis on combating organised crime. *The Memorandum on the Budget and Economic and Fiscal Policy for 2008, including Projections for 2009 and 2010* defines the following areas as priorities in the reform of the internal affairs sector: “....completion of the activities related to the establishment of a modern system of border security....strengthening internal control and establishment of external oversight.....modernisation of IT and communication equipment, police education development”.

The Republic of Serbia undertook a strategic approach in implementation of the concept of IBM through adoption of the National Integrated Border Management Strategy in January 2006. In accordance with the main principles of this Strategy, the Action plan was adopted in June 2006.

The IBM Strategy defines the objective of border services is to enhance the level of technical and technological facilities of all segments. The action plan for implementing the national integrated border management strategy from January 2006 was further elaborated through the adoption of the strategies for joint training of all border services, development of infrastructure, equipment and IT systems and sector strategies. It will ensure accomplishment of the defined IBM-related tasks establishing systems for successful communication and exchange of information through the use of modern information and telecommunication equipment along with the introduction of interconnected and compatible information and telecommunication systems with the view to facilitating efficient policing of border services.

The strategic framework provides for the integration of the of all border services into one intelligence gathering system (Border police, Customs, phyto-sanitary and veterinary inspections) which rely on clearly defined areas of the functional Strategies covering all the services involved in integrated border management.

3 DESCRIPTION OF PROJECT

3.1 Background and justification:

Police reform is one of the priority tasks in the EU association process of the Government of the Republic of Serbia. With the passing of the Law on the Police (November 2005) Serbia made a major step in the modernisation and reform of the police service in line with EU standards, recommendation and best practices.

EU policy in the field of integrated border management implies that the borders are to be open for trade and for the flow of people, for regional co-operation, both within a region and between regions and the European Union. Facilitation of regular trans-border communication supports increased economic development of the whole region. At the same time, borders should be closed for criminal and other activities which jeopardize stability and security in the region.

Border management is regulated in Serbia by existing international legal instruments, the Law on Crossing the State Border and Movement in the Border Zone (1979) and the By-Law on Determining Border Crossings (1992).

Border Police units are responsible for the control of border crossings and border zone around border crossings and surveillance of the state border. Apart from military and police units, the customs and inspection services, such as phyto-sanitary inspection, play an important part in border control. In January 2006 the Government adopted the National IBM Strategy, which had been prepared in line with the Directive for integrated border control of the Western Balkan countries, issued by the European Commission in October 2004.

In order to achieve better coordination between institutions involved in the Border Management, Government of Republic of Serbia adopted in first half of 2006 functional strategies through which had been envisaged cooperation instruments between responsible subjects responsible for the Integrated Border Management processes. In June 2006 Government of Republic of Serbia adopted Action plan for the implementation of the IBM Strategy which contains milestones envisaged in the aforementioned documents.

IBM Strategy foresees regular meetings between national border services. Namely, national services should have opportunity to share gained experiences.

Taking into consideration that the Republic of Serbia borders with three EU member states, it is highly important to introduce and consistently apply the integrated border management concept which shall be compatible with regional and EU solutions.

The Integrated Border Management Strategy for the Government of the Republic of Serbia clearly stresses the commitment to improving the capacities of border crossing security and control. It is to be achieved through developing and upgrading the border police information infrastructure with a view to making the border open for moving persons and goods and closed for illegal activities and crime. Border management also comprises the prevention of potential threats at border crossing points and border security. It also comprises provision of access to and review of all relevant information, as well as making risk analysis at national, regional, and local levels in order to achieve the established strategic goals of integrated border management. The main precondition for the achievement of the goals established by the Integrated Border Management Strategy is to develop information capacities of the Border Police Directorate considering the fact that their present condition is not satisfactory.

The program systems currently in use need to be significantly improved. At present, the Border Police Directorate does not have a developed and efficient data exchange system that would facilitate the establishment of the national border management information system in line with Schengen information standard. Almost all border crossing points use off line solutions for carrying out border crossing checks.

Crossing points are therefore not connected to the central information system and they have access to local databases only for checking persons. For the data about the persons who cross border there are no possibilities to record it. Also there are no systems to record data about the vehicles which cross the border. Only information regarding wanted persons is updated on a daily basis. Just 25% of border crossing points are connected to the central information system and have access to all relevant information. There is still information which is not available in real time, for example information concerning visas.

Different operational lines in the Ministry of Interior exchange data inappropriately and such exchange may result in an insufficiently integrated border management system and untimely response of the border police to illegal transfer of persons and goods through the territory of the Republic of Serbia towards the EU in conformity with the European Council's regulation concerning the early warning systems and networks for transmission of information of illegal migrations and human trafficking.

Information system would cover the Border Police Directorate processes, from which would have benefits also the other lines of work within the Ministry headquarters and at regional and local level. It would be a single information system of the Border Police Directorate, established through the provision of the IT equipment which would improve basic infrastructure resources (central, regional and local command centers and Border Police Stations performing tasks in the areas of border crossing control and border security) with the view to making information available. The tactical leader in this area is the Border Police and in the context of information capacity building,

The Information Capacity building in conformity with the EU information systems standards is specific aspect. It implies the development that would help achieve compatibility in data exchange with external systems for the purposes of the successful cross-border cooperation. The necessary precondition for the establishment of an efficient data exchange system within the Border Crossing Directorate is adequate equipment in terms of telecommunications and information means. The equipment at most border crossing points in Republic of Serbia is obsolete and does not meet basic needs of modern control security of borders, and at some border crossing points there is no equipment at all. Each services at border crossing uses its own equipment, and only exceptionally at certain border crossing points, the equipment is used jointly. A joint equipment used approach contributes to more efficient work of border services, enhances their performance and decreases costs. All border crossing points should be equipped with computers and to have access to the internet, while single data and interconnected databases on migrants and border crossing activities should be made easily accessible, and the automatic data exchange with the Customs should be provided.

The existing layout of border crossing points does not fully meet the needs of international transport. Technical equipments at border crossing points are inadequate. Telecommunication infrastructure in border areas does not satisfy the real needs of efficient border services, both in terms of accession networks and in terms of transport capacities. The existing radio-telecommunication equipment systems are outdated, unreliable and they can not help to fulfill the tasks related to border security. Poor telecommunication infrastructure is a bottleneck and hindrance for very serious information modernization of border crossing points. CARDS twining 2006 will (1) review and analyze the current human resources management system, including the legal framework, (2) design the new human resources management system and training of the key personal and (3) develop the curricula for education and training of the staff involved in IBM activities.

Part of project which are under realization from the CARDS 2006 program consider Information technologies and include IT equipment for the border police. IT equipment includes workstations local servers for the regional centers of border police, and peripheral devices.

In addition, Ministry of Interior, Border Police, will receive 5, 5 million EUR through IPA 2007 funds which will provide special vehicles and special equipment for safeguard of state border and control of state border crossing and communication equipment to build communication infrastructure on which base further system development should relay.

At the end of 2007 was accepted Vienna Convention "POLICE COOPERATION CONVENTION FOR SOUTHEAST EUROPE" which is general frame for the Contracting Parties for strengthen their cooperation with respect to fighting threats to public security and/or order as well as with respect to prevention, detection and police investigation of criminal offences. This is done under national law, unless otherwise indicated in this Convention.

However, in order to support the development of an efficient and comprehensive system of border control it is forthcoming period certain measures should be undertaken to develop the information capacities in the context of integrated border management, considering the fact that their present condition is not satisfactory and requires a significant improvement of the program system currently in use as well as establishment and development of their new functions, provision of IT equipment which would improve basic infrastructure resources (central, regional

and local command centers and Border Police Station performing tasks in the areas of border crossing control and border security) with a view to making information available, and finally increase in number and skills of the personal involved in the development and use of information systems.

The system of integrated border management can function efficiently only if adequate infrastructural and technical conditions are provided for, which follow the standards of the EU. In that sense, resource provision should be synchronised between border services, state bodies, public and private sectors within the framework of the IBM strategy.

Over the time there are activities to improve border management in area of border control and in area of border surveillance, but the equipment which is in use is out of date. This problem is not possible to overcome without investment in building IT infrastructure. Technical technological infrastructure is precondition to improve cooperation with other subjects involved in border management. In the IT department of MOI are under development improved software solution in order to include document reader devices for document verification on border crossing points. From that point of view technical assistant of relevant experts who have knowledge about development national information systems in way which lead to integration with European information systems planned to use in border management.

The Administration of the Republic of Serbia represented by the Serbian Ministry of the Interior, the Ministry of Finance and the Ministry for Agriculture, Forestry and Water of the one part, and the Administration of the Republic of Austria represented by Agency for European Integration and Economic Development – AEI (Federal Ministry of Finance Vienna) in partnership with the Hungarian Border Guard - Ministry of the Justice and Law Enforcement Budapest and in cooperation with the Austrian Ministry of the Interior, the Austrian Ministry of Agriculture and the International Centre for Migration Policy Development work together on ongoing twining project considering all processes relevant for Integrated border management.

Becoming a member of the EU remains a strategic goal of the government. Amongst other things, this implies acceptance of EU IBM related standards and rules.

Consequently, in the **short-term focus** should remain on the following tasks: Identification of shortages and gaps hampering the border related services from fulfilling their mandates in fundamental areas, implementation of the planned re-organization of IBM relevant services, drafting and adoption of primary and secondary legislation in the IBM field, continued capacity building internally in the IBM services, including continuous education and training

In the **mid-term focus** should be on the following tasks: implementation of all aspects of the Serbia IBM strategy and the associated Action Plan; ensuring tight and smooth cooperation and coordination among all services working on IBM matters throughout Serbia.

The **long-term accomplishment** of this overall objective will ensure compliance with the EU provisions in the IBM area. (p.8)

This project will give overview of all context and processes which have to be in scope for the implementation in this project. To address this state of affairs it is necessary to use available national IT resources of border services and state bodies, and secure a synchronized development of telecommunications sector information technologies in terms of a support system to the integrated border management.

The system of integrated border management can function efficiently only if adequate infrastructural and technical conditions are provided for, which follow the standards of the EU. In that sense, resource provision should be synchronised between border services, state bodies, public and private sectors within the framework of the IBM strategy.

As the border police is very demanding user of information in order to have right information on time it is necessary to build capacities in order to make availability of information. System has to provide possibility to quickly and efficiently transmit images, such as photographs and fingerprints as efficient search of the all available data.

The Information System must be set up to providing 24/7 operation also with sufficient engineer support at all times and maintenance and service level commitments for hardware and software should be provided for to ensure the 24/7 operation with consolid integrity of databases and technical copies where these exist. Copies on local level have to be synchronizing with central database. There should be a stable national network with appropriate maintenance and service level commitments which should be provided to guarantee a high availability of the network. Also a rapid response time to queries should be ensured from the information and communication infrastructure.

According to the Serbian EU accession Strategy progress in relation to improved border control is a precondition for joining the Schengen system. A priority identified in the Serbian European Integration Strategy is to strengthen the information structure of the Border Police.

With a view to developing an efficient and comprehensive system of border control, it is necessary to establish a unique information network and data base for the needs of Border Police. The data base would be linked with the data base on immigrants and other registers and data bases, especially those in the Ministry of the Interior.

The information structure should include not only Border Police on border crossings and in settlements, but also the units outside these areas, where there is higher risk from illegal immigrants entering the country.

One of the conditions for a successful communication and information exchange is the application of modern information and telecommunications systems. Introduction of mutually connected and compatible information systems would facilitate more efficient performance of duties of border services.

International funds should help in building capacities according information infrastructure, and very important is that it have to be compatible and integrated in our system. Compatibility and integration is important from the aspect of maintenance and further improvement of the system, from the IT technology point of view and from the human resource point of view that have to support reliable functionality of all component of the integrated system. Following up existed national standards and regulative and international standards in the IT area is main stream.

During the first half of year 2008 will start issue of new passport and identification cards for the Republic Serbia citizens. Identification document fill full all EU standards, passport will be electronic with first group of data according ICAO standard in electronic form.

Specific objective is to achieve better harmonization with the Schengen Acquis for the institutional and regulatory framework for the border management. From that point of view is necessary technical support from the experts with reference in that kind of work/

3.2 Assessment of project impact, catalytic effect, sustainability and cross border impact (where applicable)

As a cross roads country Serbia's geographical position offers many benefits and challenges. Traversed by Corridor X (Europe's north-south motorway) and Corridor VII (the River Danube), the region occupies a pivotal location in transport terms. Serbia's policy makers have to ensure that goods and people flow efficiently with the minimum amount of delays. Serbia's borders also have to be secure in tackling criminal cross-border activities including terrorism. Within border control functions complicated supply chain logistics and the heterogeneity of actors make international trade integration a complex challenge. Coupled with the need to combat terrorism,

border agencies need unprecedented levels of collaboration across agencies, among nations and with the private sector. Any type of technical modernisation requires coordination among many diverse functions and initiatives. The implementation of this project will help resource Serbia's borders to meet both the economic and security requirements more efficiently.

The effects of efficient border management will also help to achieve progress other areas including crime prevention, improving safety in traffic and transport.

Under this project, the information system will be piloted at the central level with a minimum of two border crossings. The project will develop technical specifications, procedures, systems and human resource development strategies which can then be rolled out to all other border crossings in the medium term.

The integrated information system will be maintained, managed and updated after project completion. The costs of this will be met by the Ministry of Interior and the provision of training to the maintenance and IT teams within the respective stakeholder organisations is a critical activity in terms of project sustainability. The project will also produce manuals to guide users on how to input and manage data. The project will build training capacity so that the MOI can carry out data management training in the future.

3.3 Results and measurable indicators

1. Increased human capacity within the Ministry of Interior and other relevant stakeholders to carry out their border management responsibilities in accordance with international agreements.

Indicator

Number of different institutions involved in training

Number of individuals involved in training

95% of trained individuals using skills on a day-to-day basis

2. Action plan for the development of the information system is completed

Indicator

Pilot sites identified

Action plan approved by PSC

Specifications approved by the European Commission

3. Increased harmonization and exchange of information between Border Police Directorate and other structures within Police system

Indicator

Protocols prepared for collaboration with each relevant stakeholder

Number of joint meetings related to border management

Minimum standards for all stakeholders established

4. Pilot information system is designed and operational

Indicator

Project for the Information system development for the Border Police (Project) verified by MOI

Contract signed by EC Delegation with supplier

System signed off by Ministry of Interior and subsequently the EC Delegation according the Project

5. Improved efficiency of procedures and systems related to border management

Indicator

Procedures agreed for asylum seekers in line with EU standards

Procedures for data management and monitoring established

3.4 Activities:

1. Increased human capacity within the Ministry of Interior and other relevant stakeholders to carry out their border management responsibilities in accordance with international agreements.

- 1.1. Education in order to define the procedures for asylum treatment and training for asylum procedures in line with EU standards
- 1.2. Education and training for project management for development of information system according the EU standards
- 1.3. Technical assistance in order to build national information capacities according Schengen information system

2. Action plan for the development of the information system is completed

- 2.1. Identification of priority sites to be pilot sites for the project
- 2.2. Analyses of the conditions of the existing system in these pilot sites
- 2.3. Identification of the options and modalities for improvement of the system for exchange of information and business processes and functionalities which information system for the border management have to support.
- 2.4. Preparation of technical specifications and other necessary tender documentation for the procurement of the information system

3. Increased harmonization and exchange of information between Border Police Directorate and other structures within Police system

- 3.1. Preparation of protocols
- 3.2. Homogenization of resources and applications towards enhancement of accessibility of information
- 3.3. Analyses and implementation of relevant national and international standards
- 3.4. Preparation and implementation of new software support for new technological solutions
- 3.5. Defining minimal standards for implementation of priority functionalities
- 3.6. Establishment of preconditions and adaptation of functionalities

4. Pilot information system is designed and operational

- 4.1. Design of information system
- 4.2. Procurement of required software and hardware
- 4.3. Installation, testing and evaluation of the system implemented in pilot sites and preparation of recommendations for enhancement.

5. Improved efficiency of procedures and systems related to border management

- 5.1. Define standard for service which should be interface for access to existing information system
- 5.2. Development of services for use of new information technology
- 5.3. Implementation and testing integrated solution on the pilot sites with full functionalities
- 5.4. Analyses of conditions in other units of border police and preparation of roll out plan for installation of the system in other units of border police in Serbia.

The implementation of the activities should be based on an analysis of technical and organizational changes as well as on the development of a coherent IT strategy. In addition, legislative measures on further development of existing or planned systems as well as issues pertaining to the protection of personal data and security should be duly taken into account.

Contracting Arrangement:

The above activities will be delivered through one service contract for results 1, 2, 3, and 5 and one supply contract for the procurement of an integrated information system (result 4) which will include elements of software and hardware.

3.5 Conditionality and sequencing:

The government is committed to the control and efficiency of Serbia's border in terms of facilitating trade and reducing criminal activities. In order for this to be realised, the Ministry of Interior must work closely with other key line ministries such as the Ministries of Economy and Regional Development, Agriculture and Trade and Finance. The partnership structures required for this collaboration must be established during the project and the participating ministries must be committed to the achievement of project objectives.

In 2006 the Government of Republic of Serbia adopted the national Strategy for the fight against human trafficking. Strategy represents the basic document for the human trafficking issues, and also this Strategy concerns about some illegal migration problems.

The Ministry of Interior must continue its progress regarding the implementation of the IBM strategy. This project forms only a part of the necessary reforms necessary to achieve the IBM goals. The Ministry of Interior must also remain committed to finding new ways to integrate border police control with customs in terms of information exchange and operations.

While the project consists of two separate contracts, it is critical that it is managed as one whole. The training, systems and procedures and regulations developed under the service contract must be aligned exactly with the information system being procured under the supply contract. It is also critical that the supply tender results in an integrated system with compatibility between the hardware and software and integrated with existing system. The tender documentation for the supply contract must ensure that the selected company is fully responsible for ensuring this compatibility.

In terms of contract sequencing, the service contract will be launched in the first quarter after signature of the financing agreement and the first priority task will be the development of the tender documentation for the supply contract. The tender must be launched within 6 months of the initiation of the service contract.

3.6 Linked activities

In the field of IBM there have been many EU projects oriented to restructuring and upgrading of border crossing points. In 2001, 2002 and 2004 the EU launched projects for the border crossing points at Horgoš, Batrovci and Preševo, all affecting the Serbian part of Corridor X as far as road transport is concerned. The railway border crossing at Dimitrovgrad railway station represents the continuation of the intervention along Corridor X.

In 2002 the EIB and the EBRD extended loans to Serbia for the rehabilitation of the railway sector, with a value of €70 and €56 million respectively. This project that is monitored by the PIU (railways) 2002 projects of the Agency, also includes rehabilitation works along the Niš – Dimitrovgrad line on Corridor X. Similarly for the road sector in 2002 the EIB and EBRD have extended loans for rehabilitation of roads, with a value of €95 million and €76 million respectively and this project is monitored by PIU (roads) of the Agency.

In addition a document prepared in 2004 by the EAR on the subject of the secondary border crossings in particular with Bosnia and Hercegovina has been made available to the government of Serbia and to the EC Delegations in Croatia and in Bosnia and Hercegovina. This document is expected to facilitate a common approach of the institutions both inside the EC and in the IFIs, in order to promote coordinated project planning in the sector.

From 2002 to 2006 "The Regional CARDS Programme for Western Balkan – Multi-Year Indicative programme 2002-2006 (MIP)" took place. The programme gave some orientations and recommendation to Serbian representatives in the field of IBM but also found out that Balkan states in general have no comprehensive approach to border management, which inevitably brings about poor results.

From October 2003 to April 2005 the Project "Support of Law Enforcement Agencies in Serbia and Montenegro" (EuropeAid/114617/D/SV/YU) was held by the FIIAPP in Serbia. The beneficiaries' authorities were Border police, Organised Crime, Criminal Forensic Laboratory and Prosecutors Offices.

In the framework of 2004 budget for the AENEAS Programme (financial and technical assistance to third countries in the areas of migration and asylum) UNHCR assisted Serbia and Montenegro with 698.005,92 EUROS for building an Asylum Structure.

The CARDS Regional Project "Establishing Compatible Legal, Regulatory & Institutional Frameworks in the Field of Visas, Migrations and Asylums" was implemented in the period from 2004 to 2005. The Project was developed through three modules - asylums, visas and migrations, and one international organization (UNHCR, ICMPD and IOM) was responsible for each. Each module was implemented through 6 to 8 seminars, and the results published as a "Road Map".

In 2005, Twinning with the EU Member State (Slovenia, Holland) in Serbia assisted in the reform of Veterinary and Phyto-sanitary Inspections, development of new inspection procedures and modernization of the border crossing points. Twinning's achievements were mostly shown in the adoption of legislation, regulations and handbooks, training of inspectors and the provision of equipment on the border crossing points.

Starting from year 2004 DCAF (Democratic Control for Arm Forces) organized conferences on "Border Security". Aims of the conferences were to enhance international co-operation in the SE Europe in the field of Border Control. Work is organized in several working groups, including a separate Committee for the IT with the primary goal to exchange information according to the current state of development of national border management systems, analyze possible technologies and ways of information exchange in order to support cross border cooperation and information exchange. The general basis for this work is the Vienna Convention which is accepted by Republic Serbia authorities.

The CARDS 2006 twinning project will review and analyse the current Human Resources Management system, including the legal framework, design a new Human Resources Management System, carry out training of the key personnel and develop the curricula for education and training of the staff involved in the IBM activities.

Finally under IPA 2007 planned actions of Assisting the Serbian Customs Administration to set up Community Transit corresponding administrative, legal and equipment structures and preparing for the implementation of an NCTS-compatible automated transit system is directly linked to the activities of this project.

IPA 2007 also provides €5.5 million for conducting organizational review, gap analysis of the needs and requirements for technical requirements including training at borders. Resources are also secured for the supply and installation of required telecommunication equipment, special vehicles and special equipment for the borders with Bosnia and Herzegovina and Croatia. IPA 2007 will assist the Serbian Police force in meeting EU standards of professionalism and conduct and create higher control standards at Serbian borders in line with the Integrated Border Management Strategy

3.7 Lessons learned

There have been a number of projects supporting border control across the Balkans. Some of the key lessons learned are identified here:

A system of efficient cooperation between the Border Police, other parts of the police, non-police part of the Ministry of the Interior, the Customs and inspection services is of crucial importance for the development of border control. It is of particular importance that there is an effective and applicable protocol regulating the form and the cooperation procedure between the Border Police and the Customs. Data exchange between these services should be done automatically and without complicated procedures.

Equipment at most border crossings is obsolete and does not meet the basic needs of modern control and security of borders. At some border crossings there is no equipment at all. Each service at a border crossing uses its own equipment, and only exceptionally, at certain border crossings, there is common use of equipment. Experience has shown that common use of equipment contributes to a more efficient work of border services, heightens their optimal work and decreases cost.

All border crossings should be equipped with computers and the Internet access, unique and mutually connected data bases on crossings over the border and migrants should be made easily accessible, as well as the automatic data exchange with Customs.

The CARDS 2006 Twinning is reviewing the Human Resources Management system including the legal framework in order to design a new Human Resources Management System and to deliver training of key personnel through the development of curricula for education and training of the staff involved in the IBM activities. To support the development of an efficient and comprehensive system of border control it is necessary to support technical assistance activities with the procurement and installation of specific equipment.

Through the realisation of projects like Border State Surveillance which developed mobile units on the border with Hungary, Republic of Serbia received great amount of financial help. The highly sophisticated system is in place but the unit is moved according to Border police priorities. However, the way the system has been designed this cannot be done without extra cost. The system should be designed in such a way that it can be used at any part of the state border.

Any system developed must be integrated and compatible with existing systems or parts of systems. It may therefore be most appropriate to develop the IS in phases. The responsibility for ensuring compatibility should rest with the supplier.

4 INDICATIVE BUDGET (AMOUNTS IN €)

			TOTAL EXP.RE	SOURCES OF FUNDING								
				IPA COMMUNITY CONTRIBUTION		NATIONAL CONTRIBUTION					PRIVATE CONTRIBUTION	
ACTIVITIES	IB (1)	INV (1)	EUR (a)=(b)+(c)+(d)	EUR (b)	%(2)	Total EUR (c)=(x)+(y)+(z)	% (2)	Central EUR (x)	Regional/ Local EUR (y)	IFIs EUR (z)	EUR (d)	% (2)
Activity 1												
contract 1.1	x	–	1,000,000	1,000,000	100							–
contract 1.2	–	x	3,000,000	3,000,000	100							–
.....												
TOTAL IB			1,000,000	1,000,000	100							
TOTAL INV			3,000,000	3,000,000	100							
TOTAL PROJECT			4,000,000	4,000,000								

NOTE: DO NOT MIX IB AND INV IN THE SAME ACTIVITY ROW. USE SEPARATE ROW

Amounts net of VAT

(1) In the Activity row use "X" to identify whether IB or INV

(2) Expressed in % of the **Total** Expenditure (column (a))

5 INDICATIVE IMPLEMENTATION SCHEDULE

Contracts	Start of Tendering	Signature of contract	Project Completion
Contract 1.1	T + 1 Q	T +4Q	T + 12Q
Contract 1.2	T + 3 Q	T + 7Q	T + 12Q

6 CROSS CUTTING ISSUES

6.1 Equal Opportunity

The project will be implemented in a way which provides equal opportunity for men and women from within the Ministry of Interior and other stakeholders to participate in project activities. No discrimination will be made on the basis of gender and activities such as training will be designed in such a way so that they are accessible to men and women. The number of men and women participating in training events will be monitored during the project and this information will be provided to the Steering Committee as part of the regular progress reports.

6.2 Environment

The project has no negative effect on the environment. The project introduced an electronic information system for the management of the border crossing points and this will directly reduce the amount of paper storage and reduce the environmental cost of transporting paper based reports and data transfer.

6.3 Minorities

The project will be implemented in a way which does not discriminate against any individual on the grounds of their ethnic origin, race or religion. The project aims to introduce a system which will make authorisation at border crossings a more transparent process and will therefore benefit all citizens of the Republic of Serbia.

ANNEXES

- 1- Log frame in Standard Format
- 2- Amounts contracted and Disbursed per Quarter over the full duration of Programme
- 3 - Institutional Framework – legal responsibilities and statutes
- 4 - Reference to laws, regulations and strategic documents:
- 5 - Details per EU funded contract (*) where applicable:

ANNEX 1: LOGICAL FRAMEWORK MATRIX

LOGFRAME PLANNING MATRIX FOR Project Fiche		Development of the Information System for Border Crossing Control	
		Contracting period expires: 3 years after financing agreement is signed	Disbursement period expires: 6 years after financing agreement is signed
		Total budget : 4,000,000	IPA budget: 4,000,000
OVERALL OBJECTIVE	Objectively verifiable indicators	Sources of Verification	
To contribute to the development of the capacity of the Ministry of Interior and other stakeholders to fulfil their cross border policing requirements in accordance with EU standards.	<ul style="list-style-type: none"> ▪ Improved border control management ▪ 	<ul style="list-style-type: none"> ▪ EC Progress reports ▪ ▪ 	
SPECIFIC PROJECT PURPOSE	Objectively verifiable indicators	Sources of Verification	Assumptions
To establish an effective information system for border management, aligned to EU standards and norms, in identified priority border crossings in Serbia.	<ul style="list-style-type: none"> ▪ Increased number of people correctly detained at borders 	<ul style="list-style-type: none"> ▪ Information system reports 	The Ministry of Interior continues its progress regarding the implementation of the IBM strategy.
RESULTS	Objectively verifiable indicators	Sources of Verification	Assumptions
Results related to component 1			
1. Increased human capacity within the Ministry of Interior and other relevant stakeholders to carry out their border management responsibilities in accordance with international agreements.	<ul style="list-style-type: none"> ▪ Number of different institutions involved in training ▪ Number of individuals involved in training ▪ 95% of trained individuals using skills on a day-to-day basis 	<ul style="list-style-type: none"> ▪ Participant lists ▪ Trainer reports ▪ Project reports ▪ Follow up questionnaires 	<ul style="list-style-type: none"> ▪
2. Action plan for the development of the information system is completed	<ul style="list-style-type: none"> ▪ Pilot sites identified ▪ Action plan approved by PSC 	<ul style="list-style-type: none"> ▪ Project reports ▪ PSC minutes 	<ul style="list-style-type: none"> ▪

	<ul style="list-style-type: none"> Specifications approved by the European Commission 		
3. Increased harmonization and exchange of information between Border Police Directorate and other structures within Police system	<ul style="list-style-type: none"> Protocols prepared and signed for collaboration with each relevant stakeholder Number of joint meetings related to border management Minimum standards for all agencies established 	<ul style="list-style-type: none"> Protocols Minutes of meetings 	<p>Other stakeholders are committed to the reforms initiated under the project and share information as required</p> <p>Ministry of Interior manages the project in a way which encourages participation from other stakeholders</p>
4. Pilot information system is designed and operational	<ul style="list-style-type: none"> Project for the Information system development for the Border Police Supply contract signed by EC Delegation with supplier System signed off by Ministry of Interior and subsequently the EC Delegation according the project 	<ul style="list-style-type: none"> Tender documentation Certificate of acceptance 	<ul style="list-style-type: none">
5. Improved efficiency of procedures and systems related to border management	<ul style="list-style-type: none"> Procedures agreed for asylum seekers in line with EU standards Procedures for data management and monitoring established 	<ul style="list-style-type: none"> Project reports 	<ul style="list-style-type: none">
ACTIVITIES	Means	Costs	Assumptions
Activities related to component 1 – xxxx			
1.1. Education in order to define the procedures for asylum treatment and training for asylum procedures in line with EU standards	1 x service contract for results 1, 2, 3, and 5	1,000,000	The Ministry of Interior must remains committed to finding new ways to integrate border police control with customs in terms of information exchange and operations.
1.2. Education and training for project management for development of information system according the EU standards	1 x supply contract for result 4	3,000,000	
1.3. Technical assistance in order to			

<p>build national information capacities according Schengen information system</p> <p>2.1. Identification of priority sites to be pilot sites for the project</p> <p>2.2. Analyses of the conditions of the existing system in these pilot sites</p> <p>2.3. Identification of the options and modalities for improvement of the system for exchange of information and business processes and functionalities which information system for the border management have to support.</p> <p>2.4. Preparation of technical specifications and other necessary tender documentation for the procurement of the information system</p> <p>3.1. Preparation of protocols</p> <p>3.2. Homogenization of resources and applications towards enhancement of accessibility of information</p> <p>3.3. Analyses and implementation of relevant national and international standards</p> <p>3.4. Preparation and implementation of new software support for new technological solutions</p> <p>3.5. Defining minimal standards for implementation of priority functionalities</p> <p>3.6. Establishment of preconditions and adaptation of functionalities</p>			
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<p>4.1. Design of information system</p> <p>4.2. Procurement of required software and hardware</p> <p>4.3. Installation, testing and evaluation of the system implemented in pilot sites and preparation of recommendations for enhancement.</p> <p>5.1. Define standard for service which should be interface for access to existing information system</p> <p>5.2. Development of services for use of new information technology</p> <p>5.3. Implementation and testing integrated solution on the pilot sites with full functionalities</p> <p>5.4. Analyses of conditions in other units of border police and preparation of roll out plan for installation of the system in other units of border police in Serbia.</p>			
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ANNEX II: Contracted and disbursed by quarter for the project amounts (in €)

Contracted	Q4	Q6	Q7	Q8	Q9	Q10	Q12	TOTAL
Contract 1.1	1,000,000							1,000,000
Contract 1.2			3,000,000					3,000,000
Cumulated	1,000,000		4,000,000					4,000,000
Disbursed								
Contract 1.1	100,000	225,000		225,000		225,000	225,000	1,000,000
Contract 1.2			1,350,000			1,350,000	300,000	3,000,000
Cumulated	100,000	325,000	1,675,000	1,900,000		3,475,000	4,000,000	4,000,000

ANNEX 3: INSTITUTIONAL FRAMEWORK – LEGAL RESPONSIBILITIES AND STATUTES

Description of Institutional Framework

The Ministry of Interior is in charge of implementation and monitoring of this project, i.e. the IT Department. The work, mandate and authorizations of the Ministry are regulated by the Law on Ministries (adopted on May 15, 2007 (Official Gazette of Republic of Serbia no. 48/07)) – i.e. Article 5.

The Ministry of Interior consists of the following departments:

Finance and HR Department (Directorate for Police Education, Professional Development and Science, ...)

Internal Control Department

Police Directorate (Border Police, IT Department, Criminal Police, ...)

Protection and Rescue Sector

ANNEX 4: REFERENCE TO LAWS, REGULATIONS AND STRATEGIC DOCUMENTS:

Reference list of relevant laws and regulations

General:

- Constitution of the Republic of Serbia
- Law for the Implementation of the Constitution of the Republic of Serbia
- National Strategy for Serbia and Montenegro's Accession to the European Union
- Action Plan for the Implementation of the European Partnership

Home Affairs:

Law on Ministries ("Official Gazette of the Republic of Serbia (RS)" No. 19/04, 84/04, 79/05, 48/07);

Law on State Administration ("Official Gazette of the RS" No. 79/05);

Law on the Police ("Official Gazette of the RS" No. 101/05);

- Civil Procedure Code (Official Gazette of Republic of Serbia 125/05)

- Criminal Procedure Code (Official Gazette of Republic of Serbia 85/05)

Law on Crossing the State Border and Movement in the Border Zone ("Official Gazette of the SFRY" No. 34/79, 56/80, 53/85 and the "Official Gazette of the FRY" No. 28/96 and 68/02);

Law on Movement and Stay of Foreigners ("Official Gazette of the SFRY" No. 56/80, 53/85, 30/89, 26/90, 53/91; "Official Gazette of the FRY" No. 28/96 and 68/02 and the "Official Gazette of the SM" No. 12/05);

Law on Travel Documents ("Official Gazette of the RS" No. 90/07);

Law on National Identity Cards ("Official Gazette of the RS" No. 62/06);

Law on Asylum ("Official Gazette of the RS" No. 109/07);

Law on Maritime and Inland Navigation ("Official Gazette of the FRY" No. 12/98, 74/99, 73/00);

Law on Air Traffic ("Official Gazette of the FRY" No. 12/98, 5/99, 73/00 and 70/01);

Law on Transport of Hazardous Materials ("Official Gazette of the SFRY" No. 27/90 and 45790 and "Official Gazette of the FRY" No. 28/96 and 68/02);

Regulation on Establishing of Border Crossing and State Border Crossing Control ("Official Gazette of the FRY" No. 2/92);

Regulation on Control of the Crossing of the Administrative Line towards Kosovo and Metohija ("Official Gazette of the FRY" No.41/02);

Law on confirmation of the Police cooperation in the Southeast Europe ("Official Gazette of the FRY" No. 70/07);

Draft of the Law about Foreigners

Draft of the Law on Border protection

Draft of the Law about Personal Data Protection

Reference to strategic documents

EP / SAA

The European Partnership emphasises the need for Serbia to develop the technical infrastructure and human resource capacities to implement the Integrated Border Management policy including strengthening the border police and the customs services.(pp 18)

Under **Article 82 of the SAA (Visa, Border Management, asylum and migration)** Serbia is obliged to co-operate in the areas of visa, border control, asylum and migration and shall set-up a framework for the co-operation, including at a regional level, in these fields, taking into account and making full use of other existing initiatives in this area as appropriate .

European Partnership for 2007. Emphasizes the IBM as the one of the priority areas where the European Standards are not fully met (p. 14). In 2007 the Government of Republic of Serbia adopted Revised Plan for the Implementation of the Priorities Contained in the European Partnership setting short and mid term priorities and action to be implemented in order to meet EU standards and requirements of the European Partnership where IBM is recognized as one of the priority areas where the European standards are not fully met.

Reference to MIPD

Multi Annual Indicative Planning Document for the Republic of Serbia 2007-2009 supports the implementation of Serbia's IBM Strategy and Action Plan and the implementation of asylum visa and immigration legislation in line with international conventions and visa regimes (p. 25).

Under the MIPD's "Political Requirements" the need to develop a professional police force by improving internal controls and ensuring greater standards of accountability is highlighted for support (p 16). Expected results from support under the MIPD include - 'capabilities of the law enforcement agencies in the fight against money laundering, drugs, organised crime, terrorism and corruption will be enforced as well as improvement of internal control of the Serbian Police forces'

MIPD envisage further alignment with European standards in the area of justice, freedom and security, in particular visa, border management, asylum and migration mechanisms, data protection and regional cooperation in the field of law enforcement and fight against organized crime and terrorism. (2.2.3.1)

Reference to national / sector investment plans

NATIONAL INTEGRATED BORDER MANAGEMENT STRATEGY IN JANUARY 2006

ACTION PLAN FOR IMPLEMENTATION NATIONAL INTEGRATED BORDER MANAGEMENT STRATEGY IN JANUARY 2006

NATIONAL STRATEGY FOR FIGHT AGAINST HUMMAN TRAFFICING

SERBIAN EU ACCESSION STRATEGY

ANNEX 5: DETAILS PER EU-FUNDED CONTRACT (*) WHERE APPLICABLE:

Contract 1 – Service contract

The following services will be designed and delivered under Contract 1:

Completion of training need analyses

Design, delivery and evaluation of training activities – including seminars, workshops and mentoring

Organisation and management of study visits, as appropriate

Development of organizational standards of performance

Development of staff procedures and associated manuals

Design of technical specifications for equipment procurement under Contract 2

Preparation of documentation for launch and management of supply tender

Provision of training in the use of equipment (if not provided under Contract 2)

Contract 2 – Supply contract

Procurement of equipment

Upgrading of existing software and database

Provision of training in the develop, use and maintenance of software and/or hardware