

Standard Summary Project Fiche – IPA centralised programmes
(Regional / Horizontal programmes ; centralised National programmes)

1. Basic information

1.1 CRIS Number: 2007/19322

1.2 Title: Improving Border Control Standards

1.3 ELARG Statistical code: 03.24

1.4 Location: Serbia

Implementing arrangements:

1.5 Contracting Authority – European Commission

1.6 Implementing Agency: N/A

1.7 Beneficiary (including details of project manager): Ministry of Interior

Financing:

1.8 Overall cost: € 5.5 million

1.9 EU contribution: € 5.5 million

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 create higher control standards at Serbian borders in line with the Integrated Border Management Strategy

2.2 Project purpose:

(1) Introduce EU standards of Border Security and Management at Serbian borders

2) Enhance the flow of commerce, trade and persons and reduce criminal activities

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 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 .

2.4 Link with MIPD

The Multi Annual Indicative Planning Document (MIPD) for the Republic of Serbia 2007-2009 directs 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).

2.5 Link with National Development Plan (where applicable)

N/A

2.6 Link with national/ sectoral investment plans(where applicable)

According to Serbian EU accession Strategy progress 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 equipment. Introduction of mutually connected and compatible information systems would facilitate more efficient performance of duties of border services.

3. Description of project

3.1 Background and justification:

EU policy in the field of integrated border management implies that the borders are to be open for trade and 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 jeopardizing stability and security in the region.

In January 2005 the Ministry of the Interior began taking over border control from the Army of Serbia-Montenegro, beginning with the Hungarian border. The overall plan was to demilitarise the external borders with SFRY and then with the former Yugoslav republics.

Border management is regulated 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 (Administration for Border Police, Foreigners and Administrative Work) are responsible for the control of border crossings and border zone around border crossings.

Apart from military and police units, the customs and inspection services, such as phytosanitary inspection, play an important part in border control. In January 2006 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.

Frontiers are not approved by international agreements with all neighbouring countries, and there disputes remain with Croatia and Bosnia-Herzegovina about the frontier line along the Danube and the Drina rivers.

Beside required special vehicles and special equipment for safeguard of state border and control of state border crossing and information and communication equipment, in the domain of information-technological component of the integrated border management system, there also lacks the software support for gathering, local and central processing and presenting data which can be useful for the work of border services. There are no connections between the information systems of border services.

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.

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.

3.3 Results and measurable indicators:

- 1) Demilitarisation of whole Serbian border, improvement of crime-intelligence duties – collecting, analysing crime-intelligence data in regards to cross-border crime and better and more efficient policeman working conditions

- 2) Improved bilateral cooperation and suppressed cross-border crime – particularly illegal immigration, trafficking of persons, smuggling of narcotic drugs, weapons, forbidden substances, prevention of false and fake travel documents
- 3) Fulfilled the establishment of an efficient border security management in the Republic of Serbia and security of border and region improved
- 4) Faster transit of passengers and goods through border crossing checks, less uncommitted transit across the border and reduction of all costs

3.4 Activities:

Building on the Strategic and HR actions carried out under the CARDS 2006 Support to the Integrated Border Management, the activities are as follows:-

- 1) Organizational Review, Gap Analysis of needs and requirements for technical requirements including training at borders which will inform the preparation of technical documents leading to supply contracts.
- 2) Contracting, delivery, installation, testing and putting into operation of the required radio telecommunication equipment for the borders with Bosnia and Herzegovina and Croatia
- 3) Contracting, delivery, installation, testing and putting into operation of the required special vehicles and special equipment for the implementation of the Integrated Border Management Strategy

The activities will be carried out through Twinning and Supplies contracts ¹

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. The Ministry of Interior must work closely with other key line ministries such as the Ministries of Economy and Regional Development, Agriculture and Trade
- The Ministry of Interior must push forward with the implementation of the IBM strategy which is conditional to the provision of technical resources under this project
- The Ministry of Interior is committed to finding new ways to integrate border police control with customs in terms of information exchange and operations
- Special effort shall be made to ensure minority groups are fully included in project initiatives and benefit from project results. This includes a) giving special attention to importance to minority groups, and b) ensuring gender equality mechanisms

¹ If a Twinning Action proves an unsuitable instrument then a service contract will be utilised to prepare the supplies contract

3.6 Linked activities

In the field of IBM there have been many EU Project 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 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 the Corridor X.

In 2002 the EIB and the EBRD extended loans to Serbia for the rehabilitation of the railway sector, for the amounts of 70 million EUROS and 56 million EUROS 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, for amount of 95 million EUROS and 76 million EUROS 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 also in the filed 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 Project “Support of Law Enforcement Agencies in Serbia and Montenegro” (EuropeAid/114617/D/SV/YU) was held by the FIAPP 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 has developed through three modules - asylums, visas and migrations, and one international organization each (UNHCR, ICMPD and IOM) was responsible / charged with each of the above modules. Each module was implemented through 6 to 8 seminars, and the results published in the particular documents, which were finally summarized as a “Road Map” document.

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 legislation, regulations and handbooks, training of inspectors and provided equipment on the border crossing points.

In the year 2005 DCAF (Democratic Control for Arm Forces) organized a conference on "Border Security" in Skopje. Second conference held in 2006 in Sarajevo. Aims of the conferences were to enhance of the international co-operation in the SE Europe in the field of Border Control.

The CARDS twinning 2006 will review and analyse the current Human Resources Management system including the legal framework, design a new Human Resources Management System and 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.

Moreover a regional IPA 2007 project " Regional support to the implementation and monitoring of the Integrated Border Management strategies and related Action Plans and development of regional and cross border initiatives" should be implemented in 2008/2009 and assist the countries in developing their capacities to manage their borders in an efficient, coherent and appropriate manner.

3.7 Lessons learned

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 the complicated and hindering procedures.

Equipment at most border crossings is obsolete and does not meet basic needs of modern control and security of borders, and 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. Approach of 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 the Customs. The existing layout of border crossings does not fully meet the needs of international transport. Technical equipment of border crossings is inadequate.

Telecommunications infrastructure in border areas does not satisfy the real needs for efficient border services, both in terms of accession nets, and in transfer capacities. The existing radio-telephone systems are outdated, unreliable, and they cannot support border security duties. Bad telecommunications infrastructure is a bottleneck and hindrance for any serious information modernization of border crossings.

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

4. Indicative Budget (amounts in million €)

Activities	TOTAL COST	SOURCES OF FUNDING										
		EU CONTRIBUTION				NATIONAL PUBLIC CONTRIBUTION					PRIVATE	
		Total	% *	IB	INV	Total	% *	Central	Regional	IFIs	Total	% *
Activity 1	0.5	0.5		0.5								
contract 1.1	0.5											
contract 1.2												
Activity 2	5.0	5.0		5.0								
contract 2.1	5.0											
contract 2.2												
.....												
TOTAL	5.5	5.5										

* expressed in % of the Total Cost

5. Indicative Implementation Schedule (periods broken down per quarter)

Contracts	Start of Tendering	Signature of contract	Project Completion
Contract 1.1	T+1 Q	T+2Q	T+8Q
Contract 2.1	T+4Q	T+6Q	T+8Q

All projects should in principle be ready for tendering in the 1ST Quarter following the signature of the FA

6. Cross cutting issues (where applicable)

The Development Policy Joint Statement by the Council and the European Commission of 10 November 2000 establishes that a number of Cross-cutting Issues shall be mainstreamed into EC development co-operation and assistance.

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

Cross-cutting issues will be addressed in a proactive manner, and will present a specific component of projects (at all levels of projects' development, starting from the project identification stage). Synergies between the projects and the objectives of will be identified

and developed. Also, the projects' objectives and activities need to be screened in order to ensure they won't impact negatively on gender equality, minorities' inclusion and environment.

Finally, the beneficiary will make sure its objectives, policies and interventions have a positive impact on and are in line with the main principles of gender equality, minorities' inclusion and environment.

6.1 Equal Opportunity

Increase in number of trade and export related border movement will have positive impact on the overall economy which will in turn provide new employment opportunities for the population, both male and female.

6.2 Environment

Measures for reducing pollution from road (e.g., fuel quality control) will have to be promoted as subsequent implementation of the project is likely to increase road traffic at and along the borders.

6.3 Minorities

Improved transit at the borders will not only facilitate trade and ensure revenue, but will also enable Serbia to meet its obligations under international security and policing conventions such as sensitivity to the presence of minorities in border areas.

ANNEX I: Logical framework matrix in standard format

LOGFRAME PLANNING MATRIX FOR Project Fiche	Programme name and number	
Introduction of high control standards of borders	Contracting period expires 5 years after the signature of the Financing Agreement	Disbursement period: expires 6 years after the signature of the Financing Agreement
	Total budget : 5.5 million Euros	IPA budget: 5.5 million Euros

Overall objective	Objectively verifiable indicators	Sources of Verification	
Introduction of high control standards of borders	Application of IBM and other relevant standards in the everyday work procedures and management of border crossing points	-Government sources -European Commission Progress Reports -Specific surveys	
Project purpose	Objectively verifiable indicators	Sources of Verification	Assumptions
(1) Efficient border management and real border security 2) Openness of borders for trade and movement of persons and closeness of borders for all criminal activities 3) More efficient realization of Action Plan for implementation of the National IBM Strategy	Border control, movement of people and goods an full implementation of national AP and strategy	Government sources -European Commission Progress Reports -Specific surveys	Governmental support in the implementation of IBM strategy and AP
Results	Objectively verifiable indicators	Sources of Verification	Assumptions
(1) Demilitarisation of whole Serbian border, improvement of crime-intelligence duties – collecting, analysing crime-intelligence data in regards to cross-border crime and better and more efficient policeman working conditions 2) Better bilateral cooperation and suppressed cross-border crime – particularly illegal immigration, trafficking of persons, smuggling of narcotic drugs, weapons, forbidden substances, prevention of false and fake travel documents 3) Fulfilled the establishment of an efficient border security management in the Republic of Serbia and security of border and region improved 4) Faster transit of passengers and goods through border crossing checks, less uncommitted transit across the border and reduction of all costs	Borders in full competences of the Police, including establishment a different supplementary border police services MoU's , joint actions and exercises	- Project progress reports - Analysis done by project	Governmental support in the implementation of IBM strategy and AP
Activities	Means	Costs	Assumptions
1) Contracting, delivery, installation, testing and putting into operation of the required radio telecommunication equipment for the borders with Bosnia and Herzegovina and Croatia 2) Contracting, delivery, installation, testing and putting into operation of the required special vehicles and special equipment for safeguard of state border 3) Contracting, delivery, installation, testing and putting into operation of the required special equipment for control of state border crossing.	Supplies contract, training if required	5.5 million Euros	

ANNEX II: amounts (in M€) Contracted and disbursed by quarter for the project

Contracted	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Q8	Q9	Q10	Q11
Contract 1.1		0.5									
Contract 1.2				5.0							
Contract 1.3											
Contract 1.4											
.....											
Cumulated		0.5		5.5							
Disbursed											
Contract 1.1		400,000						100,000			
Contract 1.2				3,000,000		1,500,000		500,000			
Contract 1.3											
Contract 1.4											
.....											
Cumulated		400,000		3,400,000		4,900,000		5,500,000			

ANNEX III

Description of Institutional Framework

The Ministry of Interior, i.e. Border Police is in charge of implementation and monitoring of this project. The work, mandate and authorisations 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 Sector

Internal Control Sector

Police Directorate

Protection and Rescue Sector

Directorate for Police Education, Professional Development and Science

ANNEX IV

Reference to laws, regulations and strategic documents:

Reference list of relevant laws and regulations

Key laws, regulations and strategic documents in the area of Home Affairs and Integrated Border Management:

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 Police

Integrated Border Management:

- IBM Strategy of the Republic of Serbia
- Guidelines for Integrated Border Management in the Western Balkans – updated version of January 2007

Customs Administration:

- Customs Law
- Law on Foreign Trade
- Law on Customs Tariffs
- Law on Free Trade Zones

Reference to AP /NPAA / EP / SAA

According to Serbian EUI Strategy faster and more determined steps towards the improvement of border control impose themselves as an integral part of progress in the field of immigration and are a precondition for joining the Schengen system. This is why the following issues should be paid attention to:

Continue the transfer of border control to the Ministry of the Interior according to the established plan of dynamics.

One of the priorities of the Serbian European Integration Strategy is strengthening the information structure of 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.

In line with the National IBM Strategy strategic goal of border services is to achieve the level of technical and technological equipment of all activity segments, which will facilitate fulfilment of set tasks referring to integrated border management, in a way which is adequate to the most modern practice of border services in the European Union. One of the conditions for a successful communication and information exchange is the application of modern information and telecommunications equipment. Introduction of mutually connected and compatible information systems would facilitate more efficient performance of duties of border services.

Reference to MIPD

Multi Annual Indicative Planning Document (MIPD) for the Republic of Serbia 2007-2009 envisages as its main priorities and objectives in the area of the rule of law strengthening of the wider judicial system through Standardised System for Education and Training, supporting the new Juvenile Justice Law, independence of the Serbian Court System, effective case management and improvement of case proceedings, development of free legal assistance to citizens.

Reference to National Development Plan

N/A

Reference to national / sectoral investment plans

N/A

ANNEX V

Details per EU funded contract (*) where applicable:

- 1) Organizational Review, Gap Analysis of needs and requirements for technical requirements including training at borders which will inform the preparation of technical documents leading to supply contracts.
- 2) Contracting, delivery, installation, testing and putting into operation of the required radio telecommunication equipment for the borders with Bosnia and Herzegovina and Croatia
- 3) Contracting, delivery, installation, testing and putting into operation of the required special equipment for safeguarding and control of state borders and implementation of IBM strategy