

## **Standard Summary Project Fiche – IPA centralised programmes**

### **Project number 17: Capacity building of institutions involved in migration management and reintegration of returnees in the Republic of Serbia**

#### **1. Basic information**

**1.1 CRIS Number: 2009/021-765**

**1.2 Title:** Capacity building of institutions involved in migration management and reintegration of returnees in the Republic of Serbia

**1.3 ELARG Statistical code:** 03.24

**1.4 Location:** Republic of Serbia

#### **Implementing arrangements:**

**1.5 Contracting Authority:** EU Delegation to the Republic of Serbia

**1.6 Implementing Agency:** International Organisation for Migration (IOM)-joint management

The overall intervention will be implemented through one contribution agreement with IOM (see annex 5). IOM has internationally rich experience in assisting governments establish and develop their Migration Management systems. In Serbia, IOM has been cooperating with different Governmental institutions in managing irregular migration flows and has over the past years been the sole partner for the Ministry of Interiors in the implementation of voluntary return activities. IOM has also been recently assisting the Commissariat for Refugees with the planning of the Migration strategy also seeking the interest and support of national and international counterparts.

This experience, coupled with their expertise and knowledge of the Serbian migration environment, put IOM in an unrivalled position in terms of the most effective implementation of this proposed project.

#### **1.7 Beneficiary (including details of project manager):**

Commissariat for Refugees of the Republic of Serbia

- The main beneficiary institution will be the Commissariat for Refugees of the Republic of Serbia. Beside the Commissariat, other ministries and local self governments will be included in the Project as institutions that have mandate in migration management.
- The Steering Committee will be established and it will be composed from representatives of ECD, Commissariat for Refugees, Ministry of Interior, Ministry of Foreign Affairs and Ministry for Economy and Regional Development. The Steering Committee will oversee activities implemented under this project.
- A Programme Team was established in the Commissariat and is composed of civil servants trained in project development and management. The Team will be responsible for coordination of activities with Contractor.
- Senior Programme Officer is Svetlana Velimirovic, Deputy Commissioner

## **Financing:**

- 1.8 Overall cost (VAT excluded): 2.000.000 EUR**
- 1.9 EU contribution: 1.800.000 EUR**
- 1.10 Final date for contracting:** 2 years after the signing of the Financing Agreement (FA)
- 1.11 Final date for execution of contracts:** 4 years after the signing of the FA
- 1.12 Final date for disbursements:** 5 years after the signing of the FA

## **2. Overall Objective and Project Purpose**

### **2.1 Overall Objective:**

Contribute to the establishing of Migration Management Mechanism in the Republic of Serbia in line with EU acquis.

### **2.2 Project purpose:**

Strengthen existing institutions' capacity in order to achieve EU standards in Migration Management and reintegration of returnees upon readmission.

### **2.3 Link with AP/NPAA / EP/ SAA**

In the **European Partnership** the readmission process and ensuring conditions for reintegration of the returnees are stressed several times. Short term priorities are: to ensure that constitutional provisions on cultural and minority rights and protection of minorities are observed and to fully implement the strategies and action plans relevant to integration of Roma, including returnees and to implement the EU-Serbia agreement on readmission. Providing sustainable solutions for integration of readmitted persons is set as a medium term priority. This project is directly linked with these priorities, especially through activities that lead to improved capacity for reception of returnees in local community.

Articles 82 and 83 of Stabilisation and Association Agreement are related to management of regular and irregular migrations and envisage obligations in order to ensure adequate standards in treatment of readmitted persons, asylum seekers, refugees and migrant workers. As a project that aims to build capacity of institutions that are involved in migration management, this project will contribute to fulfil these requests.

The National Program for Integration of the Republic of Serbia in EU, chapter 3.24.2. - Migration Control, underlines that "migrations are global phenomenon with impact and consequences that exceed national border" and that Serbia is "committed to be part of European policy in migration management". Furthermore, one of the short term priorities is adoption of Strategy for Migration Management (3.24.2.2). The Project is designed to help institutions in implementation of Strategy for Migration Management and to establish a system appropriate to respond to the EU standards.

### **2.4 Link with MIPD**

Project is fully in line with MIPD 2009-2011. Regarding migration management issue in part 2.3.1.1 Political Criteria - *Objectives and choices*, under point 8 (page 19.), further support to Commissariat for Refugees in supporting vulnerable groups' rights is underlined, whereas respective section on *Expected results* (pages 21-22.) under point 13. explicitly lists the expectation that the Migration Strategy is in place, including all stakeholders (among them government and civil society).

Moreover, part 2.3.1.3. Ability to assume obligations of membership - *Objectives and choices*, point 7. specifies: Supporting further alignment with European standards in the area of justice, freedom and security, in particular visas (to ensure implementation of the EU-Serbia visa facilitation agreement), border management, asylum and migration mechanisms, data protection, regional cooperation in the field of law enforcement and fight against organised crime and terrorism, fight against drugs, human trafficking and money laundering. Herewith, *Expected results* (point 7. pages 30-31.) are as follows: Serbia's asylum, migration and visa policies further in line with the EU 'acquis'. The visa regime aligned with the *acquis*, while the EU-Serbia agreements on visa facilitation implemented. Support provided to the implementation of the roadmap for visa liberalisation. Asylum legislation adopted and implemented, while a functioning centre for asylum-seekers and an operational body for asylum applications are established. EU-Serbia agreement on readmission implemented. A strategy for reintegration of returnees is adopted, which also includes addressing their socio-economic situation.

The Project aims, within its scope, to help implement the guiding principles set in Migration Management Strategy, by ensuring administrative capacity, both on central and local level, in order to accomplish all tasks related to comprehensive migration management, including full access to rights for returnees.

## **2.5 Link with National Development Plan**

N/A

## **2.6 Link with national/ sectoral investment plans**

**Strategy for Migration Management** that has been prepared and is foreseen to be adopted in June 2009, defines establishing and applying mechanism for comprehensive monitoring of migration flow as its first objective. Migration profile regularly updated, information flow protocol adopted and network of competent civil servants in relevant ministries and institutions to be operational are the results that should be realized in order to achieve that objective.

Furthermore, coordination between relevant ministries and institutions, as a precondition for efficient implementation of sectoral strategies, will be institutionalized through governmental Coordination Body for migration monitoring and management in order to use funds wisely and to ensure political support on the highest level for reaching goals of each sectoral strategy. For purposes of monitoring and evaluation of implementation of these strategies it is necessary to create a group of competent employees that are capable to follow-up, analyze and prepare recommendation for improving existing strategies. Also, they must be familiar with relevant EU standards and regulations as well as with good practice in neighbouring and other EU countries for the purpose of harmonization and full implementation of EU *acquis*.

The Strategy must be evaluated and improved on a regular basis to be able to respond to actual needs of the country with full respect of its specific characteristics on one side and on the other side follow up ongoing changes and new requirements related to EU regulations.

The Project is also completely in line with **National Strategy for Integration of Returnees admitted through Readmission Agreements**, adopted in March 2009. The result of this project related to capacity building of institutions dealing with returnees is directly taken from the Strategy and from the related Action Plan for Implementation of Strategy, also adopted in April 2009.

Furthermore, the project is in line with **Integrated Border Management (IBM) Strategy** by orienting activities toward the prevention of secondary migration through coordination with

local communities and incorporating returnees' and other migrants' issues in local strategic and action plans with full support from the central level.

Through improved coordination between implementation of different sectoral strategies and avoiding of overlapping of activities, improved utilization of national or donor funds and appropriate prioritization of different aspects of migration policies, Strategy for combating Illegal migration, strategy for trafficking of human beings, National Strategy for Resolving Refugee and IDP problems and National Strategy for Employment will be also intermediately supported.

Activities related to awareness rising will contribute to implementation of all documents related to social inclusion and human rights protection of migrants.

### **3. Description of project**

#### **3.1 Background and justification:**

Migrations are an important, inevitable and potentially beneficial component of economic and social life of each state. During the last two decades Serbia has been faced with a series of migrations, which were strongly influenced by its economic resources, demographics, security, cultural and social environment. Thousands of talented young people left the country seeking better living conditions, and hundreds of thousands of people (half a million refugees from the former republics of Yugoslavia and more than 200,000 internally displaced persons from Kosovo and Metohija) sought refuge within the borders of Serbia. In addition to this, a number of migrants passing through the territory of Serbia in an attempt to enter one of the European Union member states. The existing situation is further complicated with the inflow of foreign seasonal workers and trafficking. The recently signed Agreement on readmission with the EU implies the possibility of the return of more 50,000 to 100,000 of its citizens in the homeland, which is already struggling with one of the largest unemployment rate in Europe.

Unlike the most of EU countries, which have established institutions competent in the field of migration, in the Republic of Serbia, dealing with issues of migration belongs to the jurisdiction of a large number of ministries. For that reason, the Government of Serbia established a specialized institution, which combines and analyses the most important information in relation to migration flow, creates and evaluates migration policy and manage migration at the national level.

The main institutions dealing with migrations in Serbia are:

- Ministry of Interior, responsible for border management and its security, issuance of residence permits for foreigners and their evidence, prevention of illegal border crossing, as well as fight against trafficking in human beings, asylum seekers and evidence of temporary and permanent residence of all persons in its territory;
- Ministry of Foreign Affairs is responsible for visa issuance, signing agreements on visa regime with other countries, signing readmission agreements, and for providing representatives to international institutions that deal with migration. Consular missions are also the main link with the Diaspora.
- Ministry of Economy and Regional Development is responsible for the policy of issuing work permits for foreigners, signing contracts on the exchange of workers with other countries, as well as agreements on social protection of citizens who work abroad.

- Ministry of Labour and Social Policy is responsible for monitoring of realization of workers rights in country and aboard. This Ministry has jurisdiction that applies to the population policy and social reintegration of isolated groups and returnees in the readmission process.
- Ministry for Diaspora deals with data collection and management of database of persons who are in the Diaspora, contacts with Diaspora, analyses and recommend activities for involving of Diaspora in motherland life.
- Ministry of Human and Minority Rights provides and monitors the conditions for exercising human rights guaranteed by international conventions
- Commissariat for Refugees as a special organization is responsible for the recognition of the status of refugees for the people from the republics of former Yugoslavia, their care and protection and ensuring the legal and social conditions for their return or integration in Serbia. It is also responsible for coordination of other bodies and organizations in regard to assistance and realization of the rights of refugees. After the arrival of internally displaced persons (IDPs) from Kosovo and Metohija, the Commissariat is responsible for accommodation of the most vulnerable IDPs, realization of their rights that they have as citizens of the Republic of Serbia and improving their living conditions.

According to the Law on Asylum, the Commissariat is responsible for running Asylum Centres.

After the adoption of the Strategy on reintegration of returnees on the basis of readmission agreements in February 2009, significant tasks have been assigned to the Commissariat, particularly in the field of evidence, provision of primary assistance and support to receiving communities with the realization of the rights of returnees. The strategy is based on existing international and local legislation and in line with relevant strategies and action plans of the Government of the Republic of Serbia. The goal of the strategy is to integrate the returnees into the society through effective government policy, in an effective, efficient, sustainable and comprehensive way, with full enjoyment of their rights and active participation of the returnees themselves.

The strategy recommends measures and activities for successful reception and sustainable integration of returnees. A great limitation in research and in creating recommendations for returnees' reintegration is lack of precise data on returnees' number and structure. Lack of data is also a problem when it comes to unbiased assessment of returnees' vulnerability and evaluation of number and structure of vulnerable groups.

In addition to the above mentioned, the significant role have Ministries for Health and Education.

The situation in the sector imposes the need to establish the appropriate level of coordination and consultation among the ministries, as well as institutionalization of responsibility in the area of migration management and this is the main challenge that is set before Serbia. Coordination is needed between the institutions at the central level that are responsible for creating policy, as well as between the central and the operational level.

The Republic of Serbia is in the process of harmonizing its legal and administrative framework with broad-based EU acquis in the field of migration. At the same time, the Republic of Serbia started with the management of migration in a comprehensive way, with the aim of turning migration potential in encouraging force for further economic and social development, as well as in mutually-encouraging force for the country of origin and

destination countries. In an effort fulfilling the above objectives, the Republic of Serbia developed a clear and coherent Strategy for the migration management. The main goal of Strategy is to establish institutional framework that would give incentive for the implementation of consistent policy. According the GoS Conclusion, the Commissariat for Refugees prepared Strategy.

GoS has established an inter-ministerial Coordination Body for the migration management, and assigned the Commissariat for Refugees as the organization to support this body with the expertise, and carry out operational, administrative and technical work for the Coordination Body.

As one of the key problems, which occurs in the situation analysis of almost all ministries, is insufficient exchange of information among the relevant ministries, as well as joint planning of necessary activities.

The main challenge after establishing a system for migration management is to strengthen the capacity of all institutions that deal with issues of migration, both in the central and local level. Of particular importance is the ability of services to conduct regular analysis and evaluation of the needs of migrants, which will allow easier planning, particularly in the field of their integration in the society. Analyzing and improving the system of data exchange between institutions on a regular basis is essential for successful migration management. In addition, an external evaluation of Strategy implementation is required in order to continuously test its relevance and effectiveness.

### **3.2 Assessment of project impact, catalytic effect, sustainability and cross border impact**

#### **Impact**

Capacity building of institutions involved in migration management will lead to comprehensive migration management in Serbia in the first place. Furthermore, coordination between ministries will be improved, overlapping of activities in sector will be avoided, use of available resources will be more efficient and finally, social integration of migrants will be facilitated. As a result of improved coordination, economic development and labour market will become more in focus, as well as human rights. Improved mechanism of information flow and increased number of civil servants with adequate competence in migration management will ensure effectiveness and efficiency of migration management mechanism.

#### **Catalytic effect**

All activities regarding public awareness, preparing and printing the Handbook on migration and ToT will provide broad catalytic effect.

#### **Sustainability**

National Strategy for Migration Management ensures sustainability of the Project on the policy level. As the final beneficiaries are civil servants in institutions that are already in charge for some aspects of migration, the institutional and financial sustainability is secured.

#### **Cross border impact**

Migration as a global phenomenon has a wide impact. Since border management and combat and prevention of illegal migration are an important part of migration management, the project will have a direct regional impact. Also, capacity building of the overall service will generate capability to be fully involved in regional and international initiatives and organizations.

### **3.3 Results and measurable indicators:**

1. National Strategy for the Migration Management in line with EU standards and Action Plan for next period drafted

#### **Measurable indicators:**

- Evaluation report on compliance of Migration Management Strategy with EU standards
  - Action Plan adopted
2. Coordinating mechanism and information exchange system between relevant institutions improved

#### **Measurable indicators:**

- Migration Profile of Serbia is regularly updated
  - Protocols for the exchange of information are fully implemented
3. Improved capacity of institutions dealing with migration issues

#### **Measurable indicators:**

- Report on Training needs assessment
  - Number of employees responsible for implementation of the Migration Management Strategy in relevant institutions who have been trained on principles and regulations related to migration issues
4. National and local authorities strengthened to plan monitoring and carry on reintegration process of returnees

#### **Measurable indicators:**

- Evaluation report on Strategy for the Integration of Returnees admitted through Readmission Agreements
  - Report on Needs assessment of returnees and receiving communities
  - Number of Local Action Plans that include returnees
  - Number of employees dealing with returnee population trained in order to help returnees in exercising their rights
5. Public awareness about migrant issue raised among all stakeholders

#### **Measurable indicators:**

- Number of public events on migration topics
- Publication on migration issue printed

### **3.4 Activities:**

#### **Activities related to Result 1:**

##### *Evaluation of Strategy for Migration Management and action planning*

- 1.1. Analyse new EU regulations related to migrations
- 1.2. Carry out assesement of needs and weaknesses' analysis of the migration management mechanism
- 1.3. Support development of the Action Plan for the new period through situation analysis, strategic and legal acts and accurate data
- 1.4. Carry out analysis of migrants' needs
- 1.5. Analyse and improve the system for monitoring and evaluation of implementation of the Migration Management Strategy

## **Activities related to Result 2:**

### *Improvement of mechanism for information exchange*

- 2.1. Carry out analysis of the information exchange mechanism among relevant institutions
- 2.2. Identify needs for equipment, software and training within the information system to be shared with all relevant and competent authorities in migration management

## **Activities related to Result 3:**

### *Improvement of institutional capacity*

- 3.1. Conduct assessment of training needs of all service providers with the purpose to become acquainted with local and international regulations on the local and central level
- 3.2. Conduct assessment of specific training needs for service providers
- 3.3. Conduct trainings
- 3.4. Organise a study visit with the purpose to learn from experiences in the region

## **Activities related to Result 4:**

### *Strengthening of national and local authorities in order to plan monitoring and carry out reintegration process for returnees*

- 4.1. Evaluate on the National Strategy for Integration of Returnees admitted through Readmission Agreements
- 4.2. Conduct needs assessment of returnees
- 4.3. Prepare reports on lessons learnt including recommendations for future policy interventions
- 4.4. Conduct training needs assessment of employees dealing with returnees
- 4.5. Create and deliver identified training modules for employees dealing with returnees
- 4.6. Support development of local action plans

## **Activities related to Result 5:**

### *Public awareness rising*

- 5.1. Subcontract a company/organization to design and deliver a media campaign to raise public awareness of needs and problems of migrants
- 5.2. Organize round tables on integration of migrants
- 5.3. Prepare and print the Information handbook on rights of migrants

Evaluation of the Strategy is necessary to notice possible mistakes or new priorities in migration management. The Strategy also needs to be updated in line with new regulations and standards adopted within the EU. On the other hand, it is necessary to carry out analysis of gaps between the existing situation and migration management mechanisms with the purpose to prepare an action plan for the new period with full respect of needs of migrants and recommendations for their integration.

The Migration Management Strategy envisages establishing a mechanism for exchange and assemble of information among institutions managing specific migration areas with the



purpose to obtain a regularly updated migration profile of Serbia and to ensure better planning. Efficiency and effectiveness of the existing system for data collection and exchange, as well as identification of needs for additional equipment and/or training will be assessed through these activities.

One of the key measures envisaged in the Migration Management Strategy is to establish a network of employees in relevant institutions on the central and on the local level to manage migrations according to the needs of the population policy of the country, labour market needs and existing requirements for Serbia in the accession process. These activities are directly aimed at increasing capacity of the institutions through tailored training of the employees to be able to adequately respond to the set requirements.

Also, the activities are aimed at evaluation of the National Strategy for Integration of Returnees admitted through Readmission Agreements. The major problem in the development of the strategy was lack of data on the number and structure of returnees. It is necessary to conduct an analysis of needs of returnees to ensure efficient planning of financial resources needed for their reintegration. Trainings for employees working with returnees will be organized to ensure smooth access to their rights.

The target group for the last set of activities is the general public, including the civil sector and the scientific community, which should lead to a better understanding of problems of migrants and their social inclusion.

This project will be implemented through one contribution agreement with the International Organization for Migrations (IOM).

IOM as an implementing agency will provide financial contribution to the project with the amount of 10% of project budget.

### **3.5 Conditionality and sequencing:**

#### **Conditionality**

The GoS is committed to manage migration in a comprehensive and consistent manner. For that reason it is expected that Strategy for Migration Management will be adopted in June 2009. That would be a strategic basis for establishing the institutional framework for migration management that is a precondition for implementation of the project.

Appropriate level and quality of participation of all institutions should be ensured through regular coordination between all relevant institutions and through the authority of the inter-ministerial Coordination Body for Migration Monitoring and Management if it is necessary.

#### **Sequencing**

All activities will be done under one service contract so there are no special requirements about sequencing.

### **3.6 Linked activities**

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 - asylum, visa 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".

**Institutional Support Program to the Institutions of the Government of Serbia dealing with Refugees and IDPs:** This 22-month EC-funded project aimed to build the capacities of

the Commissariat for Refugees of Serbia and the Coordination Centre for Kosovo to raise awareness of, secure resources for and provide direct support to IDPs and refugees. Under this Project IOM engaged experts to deliver Road-map for development of a comprehensive migration management strategy in Serbia.

EC-AENEAS-funded program “**Capacity Building, Information and Awareness-Raising towards Promoting Orderly Migration in the Western Balkans**”. The specific objective to be achieved under this 24-month Action is to develop and integrate efficient information, advice and referral services for migrants to assist their informed migration decisions while fostering local capacity and knowledge in the area of labour migration policy and practice.

**Program for the development of municipalities in south west Serbia** (PRO program), initiated by SDC in 2008, among other activities has a component related to migration and reintegration of returnees.

EU funded project “**Support to readmission process through sustainable integration of returnees from West Europe in Serbia**” aims to facilitate reintegration of returnees in nine municipalities in Serbia. The project will be finished until the mid 2009.

Within IPA 2007 national programme the project: „**Support to Refugees and IDPs in Serbia**“ will be funded. The purpose of this project is to support integration of refugees through projects that will develop accommodation solutions, employment and income generation activities; to supporting Return/reintegration through cross-boundary initiatives as well as crossborder initiatives; to contribute to the self-reliance of specifically targeted refugees/IDPs through socio economic support packages and legal assistance as well as securing the full implementation of the Sarajevo Declaration.

IPA 2008 will provide assistance in the same area through the project: “**Support to Refugees and Internally Displaced Persons**”

This project consists of 2 components:

*Component 1: Housing and Income-generation Support*

Support to integration of the most vulnerable refugee families through the provision of durable solutions, and to livelihood enhancement of IDP families in Serbia.

*Component 2: Legal Aid/Assistance and Information Provision*

Improved provision of legal aid/assistance and increased availability of timely and accurate information necessary for realization of the rights of IDPs and refugees in Serbia.

Appreciating the necessity to support the initialisation of a comprehensive system of Migration Management in the Republic of Serbia, European Commission has, via Delegation in Belgrade, agreed with the Commissariat for Refugees two Framework Contracts (FWC) that will take effect before the end of 2009. One FWC will provide for the external evaluation of the Migration Management Strategy. In addition, this FWC is aimed to assist setting up of a system of coordination and the information exchange between relevant institutions, as well as to facilitate drafting of the Action Plan for the first two years of the implementation of the Strategy. The other FWC will assure the initial capacity building for the Commissariat and for a broader range of civil servants that will be tasked with the implementation of the Strategy.

Linking directly with the actions envisaged under two FWCs, the present project within the scope of IPA 2010 will assure a quality continuation and upgrade in terms of building institutional and personal capacities for the Migration Management in Serbia.

The Multi-beneficiary IPA 2009 includes the project “**Migration and socio-economic development in the Western Balkans**”. The purposes of the project are to: (i) Facilitate

temporary labour migration from the Western Balkans to EU Member States to acquire new skills and ensure a more efficient use of skilled labour force; (ii) Encourage the return of skilled migrants to their countries of origin while facilitating their sustainable social and professional reintegration and promoting the dissemination of new acquired skills.

### **3.7 Lessons learned**

The report drafted by the International Organization for Migration (under Institutional Support Program to the Institutions of the Government of Serbia dealing with Refugees and IDPs) perceives development of migration strategy and action plan as a key element for improving Serbia's many migration challenges. Although there is no lack of national strategies on migration related issues (there are strategies on refugees, IDPs, returnees, human trafficking, border management, illegal migration) the problem seems to be that strategies is poorly coordinated that undermine overall policy coherence in the field of migration.

One of the conclusions in that report is that under the current institutional structure there is clearly lack of coordination and sometimes gaps or overlaps regarding institutional competencies and responsibilities.

Beyond policy coordination at the central state level, consideration should be given to regional and local competencies and functions in migration management.

A special emphasis of a comprehensive migration management strategy should be the field of integration. This concerns not only the integration of existing populations of displaced persons (refugees and IDPs) but also the integration of recognized asylum seekers granted refugee status (an issue that is currently not receiving sufficient attention), the emerging issue of the re-integration of returnees from readmission and the future integration of permanent labour immigrants and their families.

The need for a comprehensive migration strategy is also dictated by the need to obtain external funding support for meeting the challenges of migration in Serbia. A comprehensive strategy can demonstrate that the Serbian government is approaching the issue with full policy coherence and has identified the right priorities for funding.

An important point to be made is the importance of harmonizing existing and future legislation and practice with EU standards.

Finally, serious consideration should be given to the inclusion of other actors normally involved in the migration policy process in other European countries. In the field of labour migration, for example, this concerns mainly the social partner institutions (employers' and workers' organizations) as they formally exist in most EU countries. In other fields, such as asylum and displacement, this concerns mainly the inclusion of international organizations (such as UNHCR and IOM) and non-governmental organizations (NGOs) in a more formal role within the policymaking process.

Regarding readmission issues there is a lack of local government readiness to integrate migrant issues into their strategic planning. The reaction comes from the attitude that this is a state problem. This is why it is very important to work on the local level taking into account local particularities. Returnees themselves are too passive once returned to Serbia and there is a need to raise their awareness on their rights as well as obligations and responsibilities, and to include them in policy making process.

#### 4. Indicative Budget (amounts in EUR)

			SOURCES OF FUNDING									
			TOTAL EXP.RE	IPA COMMUNITY CONTRIBUTION		NATIONAL CONTRIBUTION					IOM 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												
Contribution agreement with IOM	x		2.000.000	1.800.000	90%						200.000,00	10%
TOTAL IB			2.000.000	1.800.000	90%						200.000,00	10%
TOTAL INV												
<b>TOTAL PROJECT</b>			<b>2.000.000</b>	<b>1.800.000</b>	<b>90%</b>						200.000,00	<b>10%</b>

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 (periods broken down per quarter)**

Contracts	Start of Tendering	Signature of contract	Project Completion
Contribution agreement with IOM	N/A	N+1Q	N+10Q

**6. Cross cutting issues (where applicable)**

**6.1 Equal Opportunity**

The Project will be implemented in a non-discriminatory manner with equal opportunities observed and firm guarantees that distinctions will not be drawn on the basis on sex, race, ethnicity, religion or other possible grounds in any aspect.

The project in its scopes should be to create conditions for the integration of migrants and raising public awareness about their needs and problems which leads to the creation of equal opportunities for all.

**6.2 Environment**

N/A

**6.3 Minorities**

The migrants often belong to minorities. Roma, Ashkali and Egyptian (RAE) community represents in general the most vulnerable segment of the returnee population in Serbia. For that reason, through Project implementation special attention will be dedicated to reach the specific needs of this vulnerable group. Activities are thereby designed to enable them to live in a secure environment, to help them become more self-sufficient and to assure that their full scope of rights are observed and respected.

**ANNEX I: LOGICAL FRAMEWORK MATRIX:**

<b>LOGICAL FRAMEWORK MATRIX</b>		Program name and number	
<b>Capacity building of institutions involved in migration management and reintegration of returnees in the Republic of Serbia</b>		Contracting period expires: 2 years after the signing of the FA	Disbursement period expires: 5 years after the signing of the FA
		Total budget : <b>2.000.000</b>	IPA budget: <b>1.800.000</b>
<b>Overall objective</b>	<b>Objectively verifiable indicators</b>	<b>Source of Verification</b>	
To contribute to the establishing of Migration Management Mechanism in the Republic of Serbia in line with EU acquis	National mechanism for migration management in line with EU standards	Serbia Progress Report on Accession	
<b>Project purpose</b>	<b>Objectively verifiable indicators</b>	<b>Source of Verification</b>	<b>Assumptions</b>
Strengthen existing institutions' capacity in order to achieve EU standards in Migration Management and reintegration of returnees upon readmission	Migration management system operational	Report of the Coordination Body for Monitoring and Migration Management	Migration Management Strategy adopted Established institutional framework for integrated migrations follow up

Results	Objectively verifiable indicators	Source of Verification	Assumptions
<p>1. National Strategy for the Migration Management in line with EU standards and Action Plan for next period drafted</p> <p>2. Coordinating mechanism and information exchange system between relevant institutions improved</p> <p>3. Improved capacity of institutions dealing with migration issue</p> <p>4. National and local authorities strengthened to plan monitor and carry on reintegration process of returnees</p> <p>5. Public awareness about migrant issue raised among all stakeholders</p>	<p>1. - Evaluation report on compliance of Migration Management Strategy with EU standards</p> <p>- Action Plan adopted</p> <p>2. - Migration Profile of Serbia is regularly updated</p> <p>- Protocols for the exchange of information are fully implemented</p> <p>3. Number of employees implementing the Migration Management Strategy in relevant institutions that have passed training on principles and regulations related to migrations</p> <p>4. -Evaluation report on Strategy for the Integration of Returnees admitted through Readmission Agreements</p> <p>- Report on Needs assessment of returnees and receiving communities</p> <p>- Number of Local Action Plans that include returnees</p> <p>- Number of employees dealing with returnee population trained in order to help</p> <p>5.- Number of public events on migration topics</p> <p>- Publication on migration issue printed</p>	<p>Project reports</p> <p>Project documentation</p>	<p>Technical conditions for adequate exchange of information secured. Normative preconditions for exchange of information among institutions established</p>

Activities	Means & Costs	Assumptions
<p>Result 1:</p> <p><i>Evaluation of Strategy for Migration Management and action planning</i></p> <p>1.1. Analyse new EU regulations related to migrations</p> <p>1.2. Carry out assesement of needs and weaknesses' analysis of the migration management mechanism</p> <p>1.3. Support development of the Action Plan for the new period through situation analysis, strategic and legal acts and accurate data</p> <p>1.4. Carry out analysis of migrants' needs</p> <p>1.5. Analyse and improve the system for monitoring and evaluation of implementation of the Migration Management Strategy</p> <p>1.6.</p> <p>Result 2:</p> <p><i>Improvement of mechanism for information exchange</i></p> <p>2.1. Carry out analysis of the information exchange mechanism among relevant institutions</p> <p>2.2. Identify needs for equipment, software and training within the information system to be shared with all relevant and competent authorities in migration management</p> <p>Result 3:</p> <p><i>Improvement of institutional capacity</i></p> <p>3.1. Conduct assessment of training needs of all service providers with the purpose to become acquainted with local and international regulations on the local and central level</p> <p>3.2. Conduct assessment of specific training needs for service providers</p> <p>3.3. Conduct trainings</p> <p>3.4. Organise a study visit with the purpose to learn from experiences in the region</p>	<p>Contribution agreement with IOM:</p> <p><b>1.800.000 €</b></p>	<p>Appropriate level of cooperation with relevant institutions achieved</p>



Activities	Means & Costs	Assumptions
<p>Result 4:</p> <p><i>Strengthening of national and local authorities in order to plan monitoring and carry out reintegration process for returnee</i></p> <p>4.1. Evaluate on the National Strategy for Integration of Returnees admitted through Readmission Agreements</p> <p>4.2. Conduct needs assessment of returnees</p> <p>4.3. Prepare reports on lessons learnt including recommendations for future policy interventions</p> <p>4.4. Conduct training needs assessment of employees dealing with returnees</p> <p>4.5. Create and deliver identified training modules for employees dealing with returnees</p> <p>4.6. Support development of local action plans</p> <p>Result 5:</p> <p><i>Public awareness rising</i></p> <p>5.1. Subcontract a company/organization to design and deliver a media campaign to raise public awareness of needs and problems of migrants</p> <p>5.2. Organize round tables on integration of migrants</p> <p>5.3. Prepare and print the Information handbook on rights of migrants</p>		
	<p><b>Preconditions</b></p> <p>Adoption of the Strategy for Migration Management</p>	

**ANNEX II: AMOUNTS (IN MILLION €) CONTRACTED AND DISBURSED BY QUARTER FOR THE PROJECT**

<b>Contracted</b>	<b>N+1Q</b>	<b>N+2Q</b>	<b>N+3Q</b>	<b>N+4Q</b>	<b>N+5Q</b>	<b>N+6Q</b>	<b>N+7Q</b>	<b>N+8Q</b>	<b>N+9Q</b>	<b>N+10Q</b>	<b>Total</b>
Contract 1	1.80										<b>1.80</b>
<b>Cumulated</b>	<b>1.80</b>	<b>1.80</b>	<b>1.80</b>	<b>1.80</b>	<b>1.80</b>	<b>1.80</b>	<b>1.80</b>	<b>1.80</b>	<b>1.80</b>	<b>1.80</b>	<b>1.80</b>
<b>Disbursed</b>											
Contract 1	0.60			0.60		0.50				0.10	<b>1.80</b>
Cumulated	<b>0.60</b>	<b>0.60</b>	<b>0.60</b>	<b>1.20</b>	<b>1.20</b>	<b>1.70</b>			<b>1.70</b>	<b>1.80</b>	<b>1.80</b>

### ANNEX III- DESCRIPTION OF INSTITUTIONAL FRAMEWORK

**The Commissariat for Refugees of the Republic of Serbia** is a special institution established by the Law on Refugees in 1992 (Official Gazette of RS, no. 18/92 and 45/02 - correction).

Pursuant to the provision of Article 6 of the Law on Refugees (Official Gazette of RS, no. 18/92 and 45/02 - correction), the Commissariat performs tasks related to identifying refugee status, caring for refugees, keeping records determined by law, coordinating the humanitarian aid provided by other agencies and organizations in country and abroad, as well as monitoring the equal and timely provision of such aid and providing accommodation for refugees, that is, their relocation within territorial units, provision of favourable conditions for the return of refugees back to the areas they left or to other areas determined by the Commissariat, i.e. until acceptable conditions are permanently provided in some other manner. According to the provisions of international conventions, ratified by Yugoslavia, which determine the status and rights of refugees, the Commissariat initiates requests for support from the UN and other institutions that provide international support, to accommodate the needs of refugees in the territory of the Republic of Serbia.

The Commissariat is headed by the Commissioner, appointed by the Government. Commissioner has a Deputy and two Assistants. In the Commissariat there are two sectors: Sector for Accommodation and Sheltering, Return and Durable Solutions of Refugees and Sector for General and Legal Issues and HR Affairs.

Conclusion of the Government No. 05: 06-3186/2005, May 2005, assigns task to the Commissariat for Refugees to establish, in the framework of the existing number of employees, a special internal organizational unit, which will deal with issues of care and protection of the rights of internally displaced persons and the number and structure of involved persons in the unit to decide in accordance with the participation of internally displaced persons in the total number of displaced population in the Republic of Serbia.

By the Law on asylum (Official Gazette of the Republic of Serbia, no.109/07) the Commissariat for Refugees is responsible for accommodation and care of the asylum seekers while the process is in progress.

Conclusion of the Government No. 05: 27-5560/2008-1, Decembra 2008, tasks the Commissariat for Refugees to prepare in cooperation with the competent ministries proposal of strategy for the management of migration

Decision on the Establishment of the Coordinating Body for Monitoring and Management of Migration (Official Gazette of the Republic of Serbia, no.13/09), points the Commissariat for Refugees to provide technical, operational and administrative and technical support for this body.

Commissariat for Refugees is one of the key of the implementation of the reintegration of returnees on the basis of readmission agreements.

Within the projects for capacity building of the Institutions of the Government of Serbia dealing with Refugees and IDPs funded by EU and managed by EAR, special attention is given to professional skills development. Therefore, Commissariat has established a team that is continuously trained in Project Cycle Management.

## ANNEX IV - REFERENCE TO LAWS, REGULATIONS AND STRATEGIC DOCUMENTS:

### Reference list to relevant laws and regulations

<i>Constitution of the Republic of Serbia</i> Official Gazette of the Republic of Serbia, No. 98/06.	The Constitution of the Republic of Serbia contains that many norms which for taking roots by the basic constitutional values such as human rights human freedom, the rule of law, market economy, social justice, parliamentarism, territorial autonomy, and local self-government. In such a way almost all freedoms and rights in the sphere of individual and political rights are elaborated in the Constitution. The Constitution also provides protection of the moveable and immoveable property.
<i>Law on Refugees</i> Official Gazette of the Republic of Serbia, No. 18/92 and 45/02.	This law regulates conditions for acquisition and termination of refugee status as well as measures for protection during displacement and return.
<i>Law on Ministries</i> Official Gazette of the Republic of Serbia, No. 65/08	This law regulates the mandate of each ministry.
<i>Law on Local Self Government</i> Official Gazette of the Republic of Serbia, No. 9/02, 33/04 and 135/04.	This law regulates the jurisdiction of local self-governments that is important for returnees, refugees and IDPs as it enables forcible eviction of illegal occupants, issuing construction permits, legalization of illegal construction, primary health protection, social protection, education, agricultural land and free legal aid.
<i>Law on Financing the Local Self Government</i> Official Gazette of the Republic of Serbia, No. 62/06.	This law regulates issue of financing of local self-governments.

### Reference list to strategic documents

<i>European Partnership</i>	This project fiche addresses number of key objectives of European Partnership, primarily those concerning rights of different types of migrants.
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#### **The project fiche address following sections of the document:**

#### **Short term priority**

Political criteria

ensure that constitutional provisions on cultural and minority rights

and protection of minorities are observed and to fully implement the strategies and action plans relevant to integration of Roma, including returnees and to implement the EU-Serbia agreement on readmission.

### **Medium-term priorities**

Political criteria

Providing sustainable solutions for integration of readmitted persons

*MIPD 2009-2011*

#### **2.3.1.1 Political Criteria**

*Objectives and choices*

Supporting the Commissariat for Refugees, (...), in order to support vulnerable groups' rights.

*Expected results under this section*

Migration Strategy in place, including all stakeholders (among them government and civil society)

#### **2.3.1.3 Ability to assume obligations of membership:**

*Objectives and choices:*

Supporting further alignment with European standards in the area of justice, freedom and security, in particular visas (to ensure implementation of the EU-Serbia visa facilitation agreement), border management, asylum and migration mechanisms, data protection, regional cooperation in the field of law enforcement and fight against organized crime and terrorism, fight against drugs, human trafficking and money laundering.

*Expected results under this section:*

Serbia's **asylum, migration and visa** policies further in line with the EU *acquis*. The visa regime aligned with the *acquis*, while the EU-Serbia agreements on visa facilitation implemented. Support provided to the implementation of the roadmap for visa liberalisation. Asylum legislation adopted and implemented, while a functioning centre for asylum-seekers and an operational body for asylum applications are established. EU-Serbia agreement on readmission implemented. A strategy for reintegration of returnees is adopted, which also includes addressing their socio-economic situation.

*Stabilisation and Association Agreement*

#### **Articles No 82 and 83**

related to management of regular and irregular migrations and envisage obligations in order to ensure adequate standards in treatment of readmitted persons, asylum seekers, refugees and migrant workers.

*The National Program for*

**3.24.2.** - Migration Control: "migrations are global phenomenon with impact and consequences that exceed national border" and

*Integration of  
the Republic of  
Serbia in EU*

that Serbia is “committed to be part of European policy in migration management“. Furthermore, one of the short term priorities is adoption of Strategy for Migration Management (3.24.2.2).

*National/  
sectoral  
Investment  
Plans*

### **Draft Migration Management Strategy (MMS)**

The Project is designed in order to directly support MMS and its all three strategic goals:

- Establishment and implementation of mechanisms for a comprehensive and consistent monitoring of migration flows in the Republic of Serbia
- Complete a strategic, legal and institutional framework for comprehensive management of migration
- Protect the rights of migrants, the create conditions for integration and social inclusion with raising awareness about the importance of migration

### **Strategy for Integration of Returnees admitted through Readmission Agreements**

The goal of the strategy is to integrate the returnees into the society through effective government policy, in an effective, efficient, sustainable and comprehensive way, with full enjoyment of their rights and active participation of the returnees themselves.

### **Integrated Border Management (IBM) Strategy**

#### **National Strategy for Resolving Refugees and IDPs Problems**

#### **Strategy for Combating Illegal Migration in the Republic of Serbia 2009-2014**

#### **Strategy for Fight against Trafficking of Human Beings**

All strategies related to migrations are linked with Project through capacity building of responsible institutions particularly in coordination, familiarization with EU standards and its implementation and human rights exercise

*Link with National  
Economic*

N/A

*Development Strategy  
(NEDS)*

## ANNEX V- DETAILS PER EU FUNDED CONTRACT:

Contribution agreement with IOM will include following activities:

- Analyse new EU regulations related to migrations
- Carry out assesement of needs and weaknesses' analysis of the migration management mechanism
- Support development of the Action Plan for the new period through situation analysis, strategic and legal acts and accurate data
- Carry out analysis of migrants' needs
- Improve the system for monitoring and evaluation of implementation of the Migration Management Strategy
- Carry out analysis of the information exchange mechanism among relevant institutions
- Identify needs for equipment, software and training within the information system
- Conduct assesement of training needs of all service providers with the purpose to become acquainted with local and international regulations on the local and central level
- Conduct assesment of specific training needs for service providers
- Create training modules and conduct trainings
- Organise a study visit with the purpose to learn from experiences in the region
- Evaluate on the National Strategy for Integration of Returnees admitted through Readmission Agreements
- Conduct needs assessment of returnees
- Prepare reports on lessons learnt including recommendations for future policy interventions
- Conduct training needs assessment of employees dealing with returnees
- Support development of local action plans
- Organize round tables on integration of migrants
- Prepare and print the Information handbook on rights of migrants

IOM should mobilise a team of long and short term experts with proven expertise in the area of migrations management including specific aspects of return and reintegration of refugees and IDPs as well as readmission process management.

IOM also will be responsible for subcontracting agencies/companies/organizations to carry out following project activity:

- Subcontract a company/organization to design and deliver a media campaign to raise public awareness of needs and problems of migrants

All activities will be done in the close cooperation with Commissariat for Refugees.