



**REPUBLIKA E KOSOVËS**

**REPUBLIKA KOSOVA – REPUBLIC OF KOSOVO**

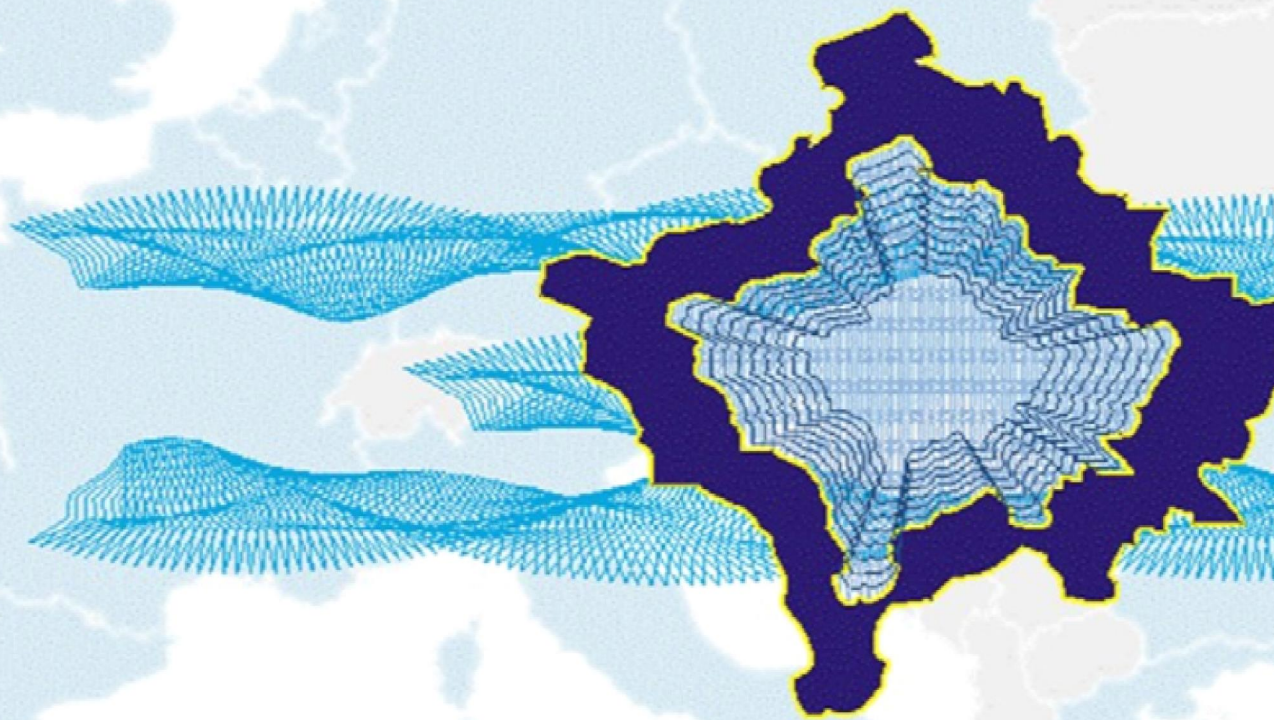
**QEVERIA – VLADA – GOVERNMENT**

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**THE STATE STRATEGY OF THE REPUBLIC OF KOSOVO ON  
INTEGRATED BORDER MANAGEMENT**

**2020-2025**



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## ABBREVIATIONS

PIA	Prishtina International Airport, öAdem Jashariö
TNA	Training Needs Assessment
KFA	Kosovo Forest Agency
FVA	Food and Veterinary Agency
KAPS	Kosovo Academy for public Safety
ACA	Anti-Corruption Agency
ASYCUDA World	Automated System for Customs Data
EU	European Union
BMS	Border Management System
C-TPAT	Customs Trade Partnership against Terrorism
CITES	Convention on International Trade in Endangered Species of Wild Fauna and Flora
CVED	Common Veterinary Entry Document
DFM	Directorate for Foreigners and Migration
DMCP	Diplomatic Missions and Consular Post
DCAM	Department on Citizenship, Asylum and Migration
KC	Kosovo Customs
DG	Director General
BOD	Border Operations Directorate
EXBS	EXPORT CONTROL AND RELATED BORDER SECURITY
EULEX	EU Rule of Law Mission
EUOK	European Union Office in Kosovo
EWS	Early Warning System
FAO	Food and Agriculture Organization
FRONTEX	European Border and Coast Guard Agency
KSF	Kosovo Security Force
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
API	Advance Passenger Information
ICMPD	International Centre for Migration Policy Development

INTERPOL	International Police Organization
ILO	Immigration Liaison Officer
IOM	International Organization for Migration
IHR	International Health Regulations
ICS	Inland Control Station
IPPC	International Plant Protection Convention
KFOR	Kosovo Force
EC	European Commission
CE	Council of European
SOF	Strategic Operative Framework
VFLK	Veterinary and Food Laboratory of Kosovo
MIA	Ministry of Interior Affairs
MAFRD	Ministry of Agriculture, Forestry and Rural Development
MoJ	Ministry of Justice
MCYS	Ministry of Culture, Youth and Sports
MoF	Ministry of Finance
MEI	Ministry of European Integration
MFA	Ministry of Foreign Affairs
MI	Ministry of Infrastructure
MED	Ministry of Economic Development
MoH	Ministry of Health
MPA	Ministry of Public Administration
MLGA	Ministry of Local Government Administration
IBM	Integrated Border Management
MoU	Memorandum of Understanding
OIE	Epizooties International Organization
AEO	Authorized Economic Operator
BCP	Border Crossing Point
BIP	Border Inspection Point
BP	Border Police

SOP	Standard Operating Procedures
NCBM	National Centre for Border Management
SIS	Schengen Information System
KPIS	Kosovo Police Information System
SANCO	Directorate General for Health and Consumer Protection
SELEC	South East Law Enforcement Centre
TAIEX	Technical Assistance of the Information Exchange Unit
IT	Information technology
ToR	Terms of Reference
TRACES	Trade Control and Export System
AI	Administrative Instructions
UNHCR	United Nations High Commissioner for Refugees
UNDP	United Nations Development Programme
UNCAC	United Nations Convention against Corruption
UNODC	United Nations Office on Drugs and Crime
USAID	United States Agency for International Development
WCO	World Customs Organization
WHO	World Health Organization
OPM	Office of the Prime Minister
CO	Customs Office
ICO	Inland Customs Offices

## CHAPTER I

- 1. Executive Summary**
- 2. Introduction**
- 3. Methodology**
- 4. Background**
- 5. Objectives**

## 1. EXECUTIVE SUMMARY

The Republic of Kosovo has clearly defined its purpose and vision in fully implementing the concepts of Integrated Border Management (IBM) in order to strengthen border security and management. The Government of the Republic of Kosovo is fully committed in fulfilling all the obligations required in effectively and efficiently achieving these goals and will also undertake the necessary reforms in the process towards European Union (EU) integration and in realizing the membership into the Euro-Atlantic structures.

The free movement of people and goods is a key element of an effective IBM system and is based on EU principles of establishing an efficient and effective border management system that ensures open but well controlled and secure borders which requires application of measures and standards of border control and supervision. The Republic of Kosovo is steadfast to respecting the efficient border management system developed by the EU that ensures the free and legitimate movement of people and goods, prevents cross-border crime, protects the health of the citizens, whilst at the same time adheres to the highest standards of human rights and freedoms.

The Government of the Republic of Kosovo has proven its role as a reliable partner for the EU and others, in contributing to security and stability regionally and beyond. The Government of the Republic of Kosovo, in the process of drafting the State Strategy for IBM 2019-2023, takes into consideration the socio-political situation and the legal system of the Republic of Kosovo by comparing the standards and experiences of other countries in this field. This new five-year strategy is a continuation of the previous State Strategies for IBM and the implementation of their respective Action Plans.

The purpose of the State Strategy for IBM is to enhance and further develop the current system of border controls. In compiling this Strategy on IBM, the three levels of border authority cooperation and all the IBM components have been taken into account (Chapter 3 refers), with the overall goal of developing and strengthening the Republic of Kosovo's legal, institutional and technical capacity for alignment with EU and International policies and strategies on border management and, in so doing, establish efficient borders, open, yet secure and well controlled. Efficient management and security of borders is a top priority for the Republic of Kosovo. The main task is to provide the right balance between open borders, whilst at the same time, safe and controlled borders.

Open borders for the legitimate movement of persons and goods and also for developing trade, whilst at the same time borders that must also be secure and controlled in terms of threats coming from illegal migration, human trafficking, smuggling of goods, organized cross-border crime and terrorism.

An established IBM system necessitates that all relevant border authorities with competencies in this system, work closely together in a consistent effective and efficient manner. An established system of IBM allows citizens to live in an environment of safety and freedom and to travel freely, where cross-border trade is also facilitated; all of which are the key preconditions for economic growth and reduction of poverty. Improved cross-border flows will also support the development of more open societies with better understanding and tolerance of their neighbours and their cultural, religious and linguistic differences.

The role of the border authorities<sup>1</sup> is that of controlling and securing the Republic of Kosovo's borders, responsible for preventing illegal migration,; human trafficking (THB); smuggling of revenue goods, drugs, weapons and other illegal and/or prohibited goods; protecting public health, environment and cultural heritage; collecting custom duties and taxes; fighting against organized and cross-border crime; and protecting the country against international terrorism. Managing borders is a complex and a multi-faceted task, often requiring border authorities to undertake multiple and sometimes conflicting objectives. The diversity and complexity of the tasks performed at borders and the number of authorities involved necessitates the continuous need for a close intra-service, inter-agency and international cooperation.

This IBM Strategy determines the Republic of Kosovo's policy in the field of establishing an effective IBM system, creates a framework for identifying strategic goals, sets-out objectives, implements action plans, defines roles and responsibilities of the border authorities, and decides on basic directions for actions during the process of establishing and realizing the long-term sustainability and stability of the IBM system.

The aim of this Strategy is to strengthen the foundations of IBM, which will ultimately feed into an IBM Action Plan for the future development of the Republic of Kosovo's border management, in line with EU and International IBM policies, strategies and best practices. The Strategy identifies the challenges and emerging threats in terms of border security and determines the strategic objectives for the forthcoming 5-years (Chapter 5 refers), all of which

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<sup>1</sup> Kosovo Border Police (KBP), Kosovo Customs (KC) and the Food and Veterinary Agency (FVA) - refer to annex 1



will be incorporated into the IBM Action Plan by means of concrete<sup>2</sup> objectives. Both, Strategy and Action Plan, are "living documents" and will be up-dated on a regular basis.

For the implementation of the State Strategy for IBM and Action Plan, one of the essential elements is to ensure the provision of sufficient funding and sustainable investment. The goal is to make sure there is appropriate financial support and human resources to enable effective and efficient border management in the Republic of Kosovo, including fulfilling EU obligations in relation to border security. Accordingly the budget is one of the key factors that will guarantee the implementation of the IBM Strategy and Action Plan. Currently all the main authorities involved in the IBM are financed separately by the Government and their respective Ministries. However the implementation of IBM requires cooperation of all authorities in order to meet the strategic objectives and this includes financing the implementation of the IBM Action Plan. When proposing the budget for each year the authorities involved in the IBM keep in mind the provision of sufficient funding is included in their respective budget submissions, in order to ensure the implementation of the requirements foreseen in the IBM Action Plan for the forthcoming year. An annual joint (inter-authority) cost analysis will be undertaken to enhance expenditure transparency and to ensure a realistic cost estimate for future IBM investment. Furthermore in acquiring sufficient and sustainable financing for the successful implementation of the IBM Strategy and Action Plan, the Republic of Kosovo Government will also endeavour to secure EU / International technical assistance and funding to support this process.

The Government of the Republic of Kosovo is fully aware that providing information to citizens is an increasingly important aspect. Awareness of citizens that effective and efficient border management is essential for their safety from dangers and threats that may come from cross-border crime. Also, citizens at the BCP should be informed of all the innovations that come in different areas and are important for their knowledge. This information should be made through electronic media (internet) media and other information / awareness materials.

Easily understandable, accessible and up-to-date information on issues related to the crossing of state borders is offered to the public through NCBM through the website<sup>3</sup> of the Ministry of Internal Affairs. In addition, public information brochures, flyers and posters from all the

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<sup>2</sup> The IBM Action Plan will contain concrete Objectives - each will be divided into actions and each action further divided into Activities to facilitate the implementation of the Action Plan

<sup>3</sup> Information includes activities carried out at the border, e.g. BCP Passenger Flow, Road Blocks, BCP Working Hours, Visa Guidelines, Vehicle Insurance Requirements, Animal Movement, Tracking and Other Related Information, Regulations, Procedures, Customs Duties and Explanations Related to duties and responsibilities of all border authorities.

authorities involved in IBM are available at the BCPs. Broad-public communication is actively encouraged by providing free phone numbers (free calls) and other simple means of contact via the **internet**. All calls are treated as confidential and the information received is channelled to the appropriate border authority units.

## 2. INTRODUCTION

The implementation of IBM is a priority for the Government of the Republic of Kosovo and among the key criteria in the EU integration process. The IBM State Strategy includes the commitments and priorities of the 2020-2023 Government program and is in harmony with the National Strategy for Development and the Economic Reform Program.

In drafting the IBM State Strategy for IBM Strategy, all relevant strategic documents, in accordance with the Guidelines of the European Commission for IBM in the Western Balkans, the Guidelines on Integrated Border Management in the EC External Cooperation, the Copenhagen Critical Criteria The document, The Schengen Catalogue, the EU's Blueprints and other practices have been taken into consideration. In line with the identified priorities and the use of best practices applied by the EU, the Government of the Republic of Kosovo will be committed to overcoming existing barriers and new security challenges by implementing an efficient and efficient IBM system by taking into account the specifics and boundaries of the Republic of Kosovo.

The IBM state strategy (2020-2025) is flexible in the areas of cooperation and coordination of activities, especially in terms of implementing the objectives and work processes set out in the new Strategy and the related Action Plan. In accordance with this, the Strategy and Action Plan may be subject to review, depending on the situation on the ground, strategic interests and any changes in relation to EU / international standards, including possible developments in terms of new challenges and new threats to border security.

## 3. METHODOLOGY

The State Strategy for IBM (2020-2025) and the Action Plan 2020-2023 were drafted by the working group established by the Minister of the Interior with decision no. 311/2018 of 12 July 2018. The working group was led by the Ministry of Internal Affairs (MIA), with the participation and contribution of all relevant institutions involved in IBM including civil society

and international partners. In order to ensure a comprehensive participation in the drafting of the strategy, a public consultation and stakeholder consultation process was established through the Government electronic public consultation platform. The working group started work on drafting the Strategy in September 2018 and completed in **June 2019**. The drafting of the strategy involved several phases, ranging from the assessment of the implementation of the State Strategy for IBM and the Action Plan 2013-2018, identification of key actors, collecting data, reviewing and analysing key challenges in IBM, as well as preparing a new draft strategy and action plan. This strategy is designed based on the main principles and legal documents attached to Annex 1. Also, the strategy was prepared in accordance with the Administrative Instruction (GRK) Nr. 07/2018<sup>4</sup> on planning and drafting of strategic documents and action plans, as well as the EU Guidelines for IBM and external borders. Institutions involved in drafting the strategy are: Office of the Prime Minister (OPM)<sup>5</sup>, Ministry of Internal Affairs (MoI)<sup>6</sup>, Ministry of Finance (MoF)<sup>7</sup>, Ministry of European Integration (MEI)<sup>8</sup>, Kosovo Police (KP)<sup>9</sup>, Kosovo Customs (KC)<sup>10</sup>, Food and Veterinary Agency (FVA)<sup>11</sup>, the National Centre for Border Management (NCBM)<sup>12</sup>, the Personal Data Protection Agency (PDPA)<sup>13</sup>, Non-Governmental Organizations (NGOs)<sup>14</sup> and international partners such as: US Export Control and Border Security Program (EXBS)<sup>15</sup>, International Criminal Investigative Training Assistance Program (ICITAP)<sup>16</sup>, European Union Rule of Law Mission in Kosovo (EULEX)<sup>17</sup>, United Nations High Commissioner for Refugees United Nations High Commissioner for Refugees (UNHCR)<sup>18</sup>, etc.

#### 4. THE OVERALL DEFINITION OF THE IBM CONCEPT

"National and international coordination and cooperation between all relevant institutions and authorities involved in border security and trade facilitation to create effective, efficient and coordinated border management in order to achieve the objective of open, but well controlled

<sup>4</sup> <https://gzk.rks-gov.net/ActDetail.aspx?ActID=16336>

<sup>5</sup> <http://kryeministri-ks.net/en/>

<sup>6</sup> <https://mpb.rks-gov.net/>

<sup>7</sup> <https://mf.rks-gov.net/>

<sup>8</sup> <http://mei-ks.net/en/home>

<sup>9</sup> <http://www.kosovopolice.com/en/home>

<sup>10</sup> <https://dogana.rks-gov.net/en/>

<sup>11</sup> <http://www.auv-ks.net/en/home>

<sup>12</sup> <https://mpb.rks-gov.net/QKMK.aspx>

<sup>13</sup> <http://www.amdp-rks.org/?page=2,1>

<sup>14</sup> <https://www.rks-gov.net/EN/f317/liria-qytetare/organizatat-jo-qeveritare>

<sup>15</sup> <https://www.state.gov/t/isn/ecc/c27911.htm>

<sup>16</sup> <https://www.justice.gov/>

<sup>17</sup> <https://www.eulex-kosovo.eu/>

<sup>18</sup> <https://www.unhcr.org/>

and safe borders"<sup>19</sup>. Efficient borders are those that successfully balance the concept of open borders with safe and well-controlled borders. An "effective border" allows a greater flow of legitimate goods and thus improves revenue collection, while providing greater security through strengthening the law and reducing the threat of crime and terrorism."

#### 4.1.THE MAIN PILLARS OF INTEGRATED BORDER MANAGEMENT OF (IBM)

The main aspects of the IBM concept are cooperation and coordination which are supported by the following three pillars:

- Cooperation within the authorities.
- Cooperation between the authorities.
- International co-operation.

##### 4.1 COOPERATION WITHIN THE AUTHORITY

Cooperation within the authority refers to procedures, exchange of information and resources within a ministry or authority. This includes: vertical and horizontal co-operation, ensuring a clear division of responsibilities, active communication and regular exchange of information.

##### 4.2 COOPERATION BETWEEN AUTHORITIES

Cooperation between the authorities refers to cooperation and coordination between the various ministries and authorities involved in IBM, as well as between the operational officers of the various active authorities at the Border Crossing Points (BCPs) and within the territory.

##### 4.3 International Cooperation

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<sup>19</sup> <http://ec.europa.eu/transparency/regexpert/index.cfm?do=groupDetail.groupDetailDoc&id=33402&no=4>

International co-operation in the field of IBM with neighbouring countries and other relevant countries is an effective and efficient mechanism to facilitate legitimate cross-border travel and trade and at the same time to fight cross-border crime and irregular migration. While the central level focuses on coordinating strategic aspects, such as joint defence and oversight of the most vulnerable borders, BCP cooperation focuses on tactical operational issues.

International cooperation refers to the cooperation divided into three main levels:

- Local level cooperation of border agencies on both sides of the border.
- Bilateral cooperation between bordering countries (neighbours), and
- Multilateral cooperation to better address common areas related to border management issues.

Bilateral cooperation refers to meetings between neighbouring countries at regional and central level regarding the situation in different BCPs, the organization of joint patrols or coordination of border surveillance, joint BCPs, information exchange, joint offices contact and contact points, preparation of procedures for emergency situations, coordination and cooperation on infrastructure issues.

Multilateral cooperation demonstrates multinational co-operation focused on cross-border crime, irregular migration, trafficking in human beings, terrorism and smuggling of goods, through cooperation with international actors, participation in regional / international forums and the signing of international agreements.

#### 4.4 IBM system Components

The IBM system focuses on the following seven components:

1. Legal Framework;
2. Organization and management;
3. Procedures;
4. Human resources and training;
5. Communication and exchange of information;
6. Infrastructure and equipment;
7. Budget.

Below you can find the seven tabular components:

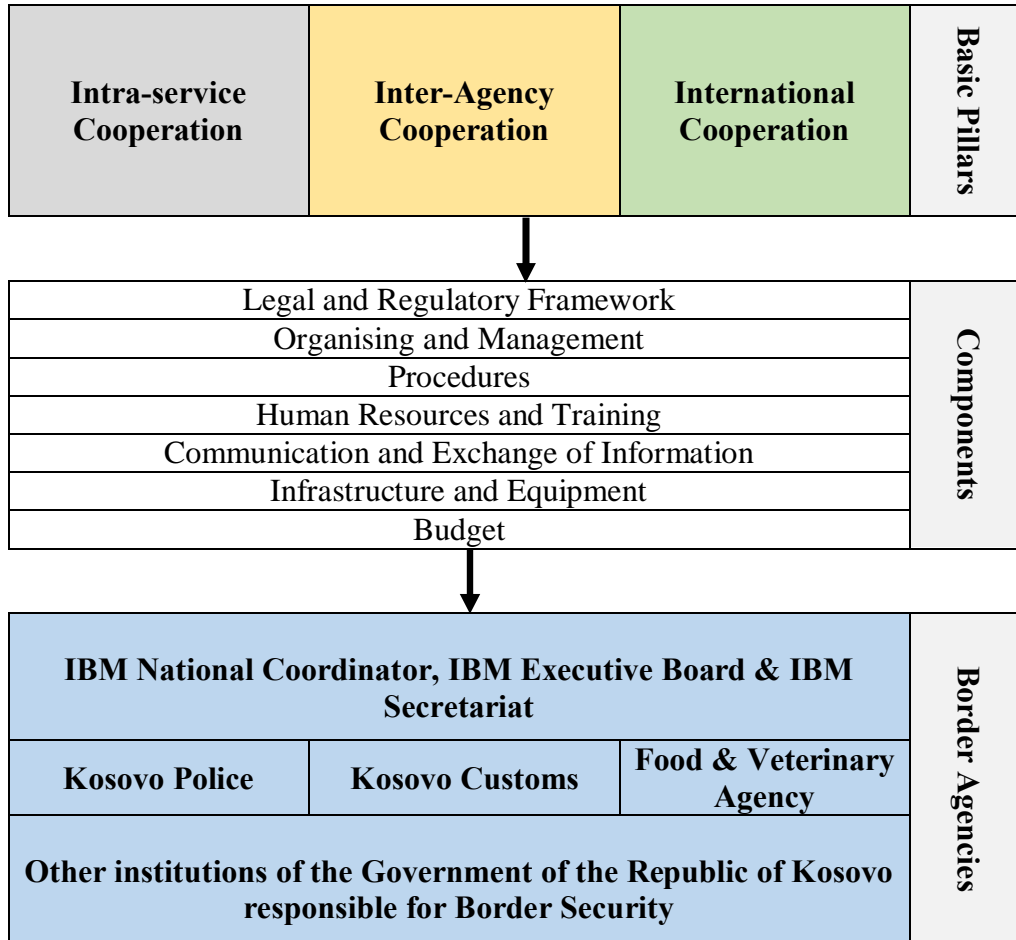


Table 3: IBM Components

## 5. POLITICAL OVERVIEW, GEOGRAPHIC AND TOPOGRAPHIC CHARACTERISTICS OF THE REPUBLIC OF KOSOVO

### 5.1 THE TERRITORY OF THE REPUBLIC OF KOSOVO

The territory of the Republic of Kosovo is defined by the Constitution of the Republic of Kosovo. The border with the Republic of Albania, the Republic of North Macedonia and the

Republic of Montenegro is marked, while with the Republic of Serbia it is expected to be marked in the future.

## 5.2 GEOGRAPHICAL DATA

The Republic of Kosovo is at the centre of the western part of the Balkan Peninsula and is bordered by: the Republic of Albania in the south-west, the Republic of North Macedonia in the south, the Republic of Montenegro in the north-west, the Republic of Serbia in the north-east. The border of the Republic of Kosovo with neighbouring countries mostly passes through the mountains and has a natural character.

Geographic Coordinates		
Regions	Longitude	Latitude
North <sup>20</sup>	<b>43:16:23.9901</b>	<b>20:48:42.9995</b>
West <sup>21</sup>	<b>42:43:45.7964</b>	<b>20:00:52.3818</b>
South <sup>22</sup>	<b>41:51:07.2305</b>	<b>20:37:17.5130</b>
East <sup>23</sup>	<b>42:39:04.4173</b>	<b>21:47:23.5206</b>

Table 2: In this table are presented the geographical position of the Republic of Kosovo with Longitude and Latitude<sup>24</sup> references.

The surface of the Republic of Kosovo is 10,9010 km<sup>2</sup>, with the state border length as follows:

STATE BORDER LENGTH BY COUNTRIES ABOUT KOSOVO	
Republic of Albania	<b>113.551 km</b>
Republic of Northern Macedonia	<b>170.772 km</b>
Republic of Montenegro	<b>79.165 km</b>

<sup>20</sup> <https://www.latlong.net/c/?lat=43.267239&long=20.802800>

<sup>21</sup> <https://www.latlong.net/c/?lat=42.555833&long=20.077565>

<sup>22</sup> <https://www.latlong.net/c/?lat=41.857560&long=20.620308>

<sup>23</sup> <https://www.latlong.net/c/?lat=42.651063&long=21.788578>

<sup>24</sup> <https://latitudelongitude.org/xk/>

Republic of Serbia	<b>380.068 km</b>
Total	<b>743.556 km</b>

Table 3: This table shows the border lengths of the Republic of Kosovo with the neighbouring countries<sup>25</sup>.

### 5.3 TOPOGRAPHIC DATA

The borders of the Republic of Kosovo are rural, mountainous, aquatic and air, the landscape through which the state border of the Republic of Kosovo is mainly mountainous. Types of landscapes vary, from rugged, hilly, mountainous and aquatic.

#### 5.3.1 Border Crossing Points, Number, Type and Categorization

The definition and categorization of road, rail and air traffic Border Crossing Points (BCPs) was done by the decision of the Government of the Republic of Kosovo, Decision no. 02/124<sup>26</sup>, dated 10.04.2013, whereby based on this decision, the Republic of Kosovo has eight BCPs of category A, six BCPs of category B and three BCPs of category C. Currently in the Republic of Kosovo function seventeen BCPs, of which three BCPs are category C (see Table 4).

#### 5.3.2 BCP CATEGORIZATION

The criteria for the categorization and standardization of BCPs have been developed taking into account the evaluation of internal and external factors as well as on the basis of interstate agreements. This categorization is based on the current situation as well as on the fulfilment of EU standards, such as:

- The flow of people and goods
- The level of cross-border crime
- Migration and Asylum
- The presence of authorized authorities in integrated management and control at the state border
- Number of staff

<sup>25</sup> [https://en.wikipedia.org/wiki/Geography\\_of\\_Kosovo](https://en.wikipedia.org/wiki/Geography_of_Kosovo)

<sup>26</sup> [http://kryeministri-ks.net/wp-content/uploads/docs/Vendimet\\_e\\_mbledhjes\\_se\\_124-te\\_te\\_Qeverise\\_2013.pdf](http://kryeministri-ks.net/wp-content/uploads/docs/Vendimet_e_mbledhjes_se_124-te_te_Qeverise_2013.pdf)



Determination of BCP categories was made based on a decision of the Government of the Republic of Kosovo and on the recommendation of the Executive Board for IBM and in accordance with bilateral agreements with neighbouring countries. Upon the need of the Executive Board for IBM, it may be proposed to change the denominations and categorize these BCPs of road transport, rail and air, which, in accordance with their importance and activity, are categorized into:

**Category A:** Category A BCPs are open 24 hours and serve for the circulation of persons, vehicles and goods. In these BCPs, KP, KC and FVA are constantly present.

**Category B:** Category B BCs are open 24 hours and serve for the circulation of persons, vehicles and non-commercial goods. In these BCPs, KP is present 24 hours, whilst the KC and FVA during time intervals defined by bilateral agreements with neighbouring states.

**Category C:** Category C BCPs are temporary BCPs and are open for certain time intervals. These BCPs serve only for the circulation of persons and are opened in accordance with bilateral agreements with neighbouring countries.

PRIORITY OF AUTHORIZED IBM AUTHORITIES AT BCP					BCP CATEGORIES BASED ON IMPORTANCE & ACTIVITY	
BCP	KP	KC	FVA	States	BCP CATEGORIES	BCP CATEGORY ACCORDING TO TRAFFIC
PIA "Adem Jashari"	YES	YES	YES	Kosovo		Air
Vërmicë	YES	YES	YES	Albania	A	Road
Krushevë-Shishtavec	YES	NO	NO	Albania	C	Road
Orqushë	YES	NO	NO	Albania	C	Road
Gllboqicë-Borje	YES	NO	NO	Albania	C	Road
Qafë e Prushit	YES	YES	NO	Albania	B	Road
Qafë e Morinës	YES	YES	NO	Albania	B	Road
Kullë	YES	YES	YES	Montenegro	A	Road
Bërnjak	YES	YES	YES	Serbia	B	Road
Jarinje	YES	YES	NO	Serbia	A	Road
Merdarë	YES	YES	YES	Serbia	A	Road
Mutivodë	YES	NO	NO	Serbia	B	Road
Dheu i Bardhë	YES	YES	YES	Serbia	A	Road
Muçibabë	YES	YES	NO	Serbia	B	Road

Leshak	NO	NO	NO	Serbia	<b>A</b>	Rail
Hani i Elezit	YES	YES	YES	North Macedonia	<b>A</b>	Road
Gllboqicë	YES	YES	NO	North Macedonia	<b>B</b>	Road
Stanqiq-Bellanovc	YES	YES	YES	North Macedonia	<b>A</b>	Road
Hani i Elezit	YES	YES	YES	North Macedonia	<b>A</b>	Rail

Table 4: Contains the presence of IBM authorities in BCPs, PKK categories and category of transport<sup>27</sup>

The Government of the Republic of Kosovo, by agreement with relevant neighbouring countries, may designate temporary BCPs in order to:

- Exercising cultural, sports, religious, scientific, professional and tourist activities
- Response to natural disasters and emergency cases
- Implementing cross-border agreements
- Exercising agricultural, livestock or other economic activities

The standardization of BCPs aims at the adequate category BCPs should be equipped with facilities and accompanying equipment for the exercise of safer and more economical border control.

### 5.3.3 GREEN AND BLUE BORDER

Based on the Constitution of the Republic of Kosovo, the Kosovo Police / Border Police is responsible for border control and supervision, in direct cooperation with local and international authorities. KFOR in cooperation and co-ordination with KP currently continues to oversee the green and blue line with the Republic of Serbia.

## 6. BACKGROUND

The Republic of Kosovo has implemented the concept of IBM based on the Roadmap and EU Directives for IBM since 2006 and during that time has drafted and implemented three National IBM Strategies and Action Plans between 2009 and 2018.

<sup>27</sup> [https://sq.wikipedia.org/wiki/Vendkalimet\\_kufitare\\_t%C3%AB\\_Kosov%C3%ABs](https://sq.wikipedia.org/wiki/Vendkalimet_kufitare_t%C3%AB_Kosov%C3%ABs)

During this period, the responsible authorities of the Republic of Kosovo have made constant progress in all the parameters of the IBM such as: in the field of improving the legal framework, organizing and managing border authorities, increasing administrative and professional capacities of structures, implementing standard operational procedures, developing training programs, improving infrastructure and information technology in order to increase the quality of service to citizens, facilitating trade ex-changes, and strengthening the fight against illegal activities along the state border and increasing border security.

The most important developments were related to the legislation harmonized with the EU Acquis Communautaire<sup>28</sup>, in particular the adoption of the Law on State Border Control and Supervision and the Law on Cooperation between the Authorities involved in IBM. With regard to the Organization and Structure, Kosovo has established the Executive Board of IBM nominated by the Government of the Republic of Kosovo. In addition, the establishment of the IBM Tasking and Coordination Group (TCG), represented by all District Directors of the three border authorities, is an important step forward in terms of cooperation between institutions and the exchange of information. Of particular importance was the establishment of the National Centre for Border Management (NCBM) that with its two subordinate units, including the Joint Intelligence Unit for Risk and Threats Analysis (JIURTA) and the Operational Coordination Chamber (OCC) that serves as the national contact point for the "re-al-time" dissemination of information and the common risk analysis centre for many authorities; creating an effective overall mechanism for border protection and the fight against transnational threats. In addition, based on the agreements, three Police Cooperation Centres have been established with the neighbouring countries, respectively the Republic of Albania, Montenegro and Northern Macedonia. This cooperation is further extended to joint patrols and joint border operations that are being under-taken by Kosovo border authorities in cooperation with their counterparts from each of the three countries. Furthermore in May 2016 Kosovo Police signed a Working Agreement with FRONTEX (European Border and Coast Guard Agency), which established operational cooperation between Kosovo and FRONTEX.

In addition, a joint BCP was established between the Republic of Kosovo and the Republic of Albania in Vermice / Morina, while with the Republic of Northern Macedonia in Stan i / Bellanovc is under construction. Particularly important, as part of the EU facilitated Dialogue

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<sup>28</sup> [https://en.wikipedia.org/wiki/Acquis\\_communautaire](https://en.wikipedia.org/wiki/Acquis_communautaire)

between Kosovo and Serbia, is the signing of the Technical Protocol for IBM in Brussels on 23 February 2012. This technical pro-tocol foresees the establishment of six common crossing points between Kosovo and Serbia<sup>29</sup>.

## 6.1 LEGAL FRAMEWORK

During the period in which the Republic of Kosovo has implemented the IBM, the entry into force of Law no. 04 / L-072 on State Border Control and Supervision, amended and supplemented by Law no. 04 / L-214 on Amending and Supplementing the Law no. 04 / L-072 on State Border Control and Supervision, as well as Law no. 06 / L-013 on Amending and Supplementing the Law no. 04 / L-072 on State Border Control and Supervision, Amended and Supplementing with Law no. 04 / L-214, and also Law 04 / L-216 Cooperation between Authorities involved in Integrated Border Management. Annex no.2.

In drafting key laws designed to ensure the effective implementation of the IBM Strategy and Action Plan, the relevant EU legislation and best practice guidelines, including but not limited to, the Schengen Borders Recommendations code<sup>30</sup>, the Schengen Catalogue on External Borders Control<sup>31</sup>, the EC's conclusions of 4-5 December 2006 on IBM<sup>32</sup>, the IBM Guidelines on EC External Co-operation in 2010<sup>33</sup>; EU Customs "Blueprint" Project<sup>34</sup>; Best EU Practices; EU Regulation on the Border and the European Coast Guard (2016/16240); EC Regulation on the Establishment of a Community Visa Code (Visa Code) (810/2009)<sup>35</sup>.

So far, in the field of IBM, the Republic of Kosovo has signed bilateral and multilateral agreements with neighbouring states and other states and international organizations (Annex 2).

## 6.2 Organising and Management

<sup>29</sup> As part of the IBM approved technical protocol, six temporary CCPs are in operation pending the construction of six permanent BCPs

<sup>30</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex%3A32016R0399>

<sup>31</sup> <http://eapmigrationpanel.org/en/news/catalogue-recommendations-and-best-practices-external-borders-return-and-readmission>

<sup>32</sup> [https://www.consilium.europa.eu/uedocs/cms\\_Data/docs/pressdata/en/jha/100933.pdf](https://www.consilium.europa.eu/uedocs/cms_Data/docs/pressdata/en/jha/100933.pdf)

<sup>33</sup> <https://europa.eu/capacity4dev/MIK-eap/document/1-guidelines-integrated-border-management-european-commission-external-cooperation-european>

<sup>34</sup> [https://ec.europa.eu/taxation\\_customs/eu-training/customs-blueprints-pathways-better-customs\\_en](https://ec.europa.eu/taxation_customs/eu-training/customs-blueprints-pathways-better-customs_en)

<sup>35</sup> <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=LEGISSUM%3Ajl0028>

Coordination, management and implementation of the IBM Strategy and Action Plan is overseen by the MIA, respectively by the IBM National Coordinator supported by the Executive Board and the IBM Secretariat based on the Law on Cooperation between the authorities involved in IBM. The National Coordinator and the Executive Board of IBM ensure the effective implementation of the IBM Strategy.

The IBM process is also supported by the Tasking and Coordination Group (TCG), which was established to ensure effective coordination and cooperation between the three border authorities at the regional and local level, including structured information exchange. In addition, TCG is responsible for setting priorities and specific operational activities of border authorities. TCG is supported by the National Centre for Border Management (NCBM) in coordinating operational activities and sharing information in real time. NCBM was functionalized in January 2013, it is a key centre and is considered an important asset of the Republic of Kosovo's capacity to effectively manage their border security, combat cross-border crime and organized crime, and assist in the fight against corruption. NCBM is the main centre for coordinating, communicating, supporting and exchanging information in the three border authorities (KP, KC and FVA). NCBM is engaged by representatives of three border authorities and operates 24/7. JIURTA as an integral part of NCBM is responsible for drafting joint analytical reports as well as profiling various persons and entities that represent a risk and threat to border security. JIURTA addresses, analyses, refers cases to competent authorities for the prevention of cross-border crime and organized crime. Moreover, the Centre has an Operational Coordination Chamber (OCC) with full access to CCTV for all BCPs.

### 6.3 Procedures

The practical implementation of IBM is supported by a number of Standard Operating Procedures (SOPs), which have been approved by the IBM National Coordinator. SOPs include those for TCG, NCBM and JIURTA, the full set of SOPs related to IBM are listed in Annex No. 2, assigned tasks of three border authorities (KP, KC and FVA), are defined by SOPs. Existing SOPs are regularly reviewed to ensure alignment with changes in legislation, regulations and also to manage the professional progress and enhancement of the work practices of border authorities in line with EU guidelines and best practices (including Schengen on External Borders Control, IBM Guidelines on External Cooperation and Blueprint of EU Customs, etc.).

## 6.4 Human Resources and Training

All border authorities have developed their capacities, respectively, in Human Resource Management (HRM) based on the national legislation of each authority and through the adoption of international standards. These new HRM systems include significant improvements in recruitment and staff training. Furthermore, there are special and integrated systems for staff recruitment, management and performance appraisal, including: job descriptions, career advancement, training, transfer, dismissal, working conditions and health and safety policies, etc. All border authorities have also developed training programs based on analysis of needs conducted by each authority on best international practices. During the last IBM Strategy period, numerous cross-body trainings supported by international partners<sup>36</sup> have been developed. Moreover, national trainers have provided training on the Code of Ethics and Anti-Corruption for all border authority personnel across the country, including conducting training courses across all BCPs.

## 6.5 Communication and Exchange of Information

Communication and exchange of information is realized in real time in all BCPs, Border Supervision Police Stations (BSPSs), Customs Terminals and FVA Regional Offices. During the last IBM Strategy, there have been important developments and advancements in Information Technology (IT) and services across the border authorities. All of the BCPs of the Republic of Kosovo are connected through the internet to the Border Management System (BMS), a system where the KP records all entries / exits through the state borders and also any incidents that take place in the BCPs. The BMS is connected to the relevant systems of the Republic of Kosovo. With regard to KC, IT has been significantly improved, enabling 100% of all customs declarations to be processed paperless through the 'Automated SYstem for CUstoms DAta' (*ASYCUDA*) World, which has had a major impact on upgrading the quality of services provided to business community. In addition to this system, KC has developed a law enforcement system (LES). FVA has also made important IT-related routes extending the intranet line and applying electronic system (FVA) to all Border Inspection Points (BIPs) and

<sup>36</sup> US Export and Border Security Control (EXBS), EULEX, EU Twinning Projects and X

Regional Offices (ROs). The development of NCBM is based on a government-approved 2014-2019 Development Plan, through which significant progress has been made in the field of IT and information exchange, particularly in terms of coordinating the communication and sharing of real-time information three border authorities. Also, CCTV<sup>37</sup> Centre coverage has been achieved for all BCPs. Recently, the Case Management System (CMS)<sup>38</sup> and Business Intelligence and Analysis (BI - QlikView)<sup>39</sup> platform has been developed, which has built the capacities of the two subordinate units of NCBM in functionalising and accomplishing its mission.

In May 2016 Kosovo Police signed a Working Agreement with FRONTEX, establishing operational cooperation<sup>40</sup> The aim of the agreement is to improve Kosovo's border management and to support the border authorities in the fight against irregular migration and cross border criminality. Since signing the agreement KBP contribute data to the Western Balkan Analyses Network (WBAN) and also as part of the WBAN participate in meetings of the six countries relevant Risk Analysis Networks.

## 6.6 INFRASTRUCTURE AND EQUIPMENT

Over the last few years, the Republic of Kosovo has continually developed the infrastructure related to IBM: renovation and construction of modern BCPs and BSPSs. As far as the Republic of Albania is concerned, in Vermice - Morin, the joint BCP of Category A was opened on December 2018. In addition, three joint Category B BCPs have been established in Shishtavec - Krushevo, Gllloboqice - Borje and Orqushe. With the Republic of Northern Macedonia, the construction of the new joint BCP of category A Stan i - Belanovc with EU funding and supported by the two states has begun. As part of the EU-mediated dialogue between Kosovo and Serbia, the IBM Technical Protocol was signed on 23 February 2012.

This Technical Protocol foresaw the construction of 6 (six) new common permanent BCPs between two countries. Between December 2012 and February 2013, six temporary BCPs were opened: Jarinje / Rudnice, Bernjak / Tabali, Merdare / Merdare, Dheu of Bardhe / Koncul,

<sup>37</sup> [https://en.wikipedia.org/wiki/Closed-circuit\\_television](https://en.wikipedia.org/wiki/Closed-circuit_television)

<sup>38</sup> <https://www.prevail.net/2018/12/17/what-is-a-case-management-system/>

<sup>39</sup> <https://en.wikipedia.org/wiki/Qlik>

<sup>40</sup> The main features of the agreement are: developing trainings; sharing information and also analytical products, including threat assessments, risk analyses and situation reports;

Mutivode / Mutivode and Muçibabë / Depce, allowing the movement of citizens, vehicles and goods between Kosovo and Serbia. The construction of two new permanent BCPs in Merdare and Mutivodë is ongoing and it is expected that the BCPs will be completed and fully operational in 2019.

In addition, two new provisional BCPs were built in Kapija and Izvor and their functionalization is expected. In addition, twelve Border Police Supervision Stations (BSPSs) have been constructed or completely renovated in three border police regions (North, East, and West). IBM authorities have continuously stepped up the quality and spectrum of equipment made available to their respective staff so that officials can perform their duties of supervising and controlling the state border effectively and efficiently. In addition to the equipment purchased by the authorities with their own budget; we have also been equipped by various donations from international institutions<sup>41</sup>.

## 7. CHALLENGES AND STRATEGIC OBJECTIVES FOR IBM IN THE REPUBLIC OF KOSOVO

### 7.1 CHALLENGES FOR IBM IN THE REPUBLIC OF KOSOVO

The Republic of Kosovo's Border Authorities have all made impressive and significant progress in the implementation of the concept of IBM. However, despite the positive progress made to-date, the Government of Kosovo recognises there is still more to be achieved in a number of border management areas and there is always room for further development and improvement.

Whilst many parts of the IBM concept, in terms of Intraservice, Inter-agency and International co-operation, have been fully adopted, Kosovo's Border Authorities acknowledge that the full implementation of all IBM methodologies has still to be realized. Accordingly the new IBM Strategy and Action Plan ensures attention will be paid to guaranteeing the further enhancement of effective inter-agency and international cooperation (including the Four-Tier Access Control

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<sup>41</sup> The donation of equipment has involved many international stakeholders, including: EXBS, EULEX, EU Twinning Projects and EU Office in Prishtina;



Model<sup>42</sup>) and to strengthening institutional, operational, technical capacities, together with appropriate training.

Notwithstanding the progress achieved thus far, managing the security of borders is a complex and multifaceted process often requiring border authorities to undertake multiple and sometimes contradictory objectives. Consequently the objectives of this IBM Strategy /Action Plan are, in line with the EU Guidelines, to improve inter-agency and international cooperation and exchange of information, in order to strengthen institutional and operational capacity of the border authorities to better perform border checks and controls. Enhancing the border authorities' capacity to more effectively combat cross-border crime and in particular detect irregular migration, trafficking in human beings (THB) and all forms illegal smuggling, is of paramount importance in combating the ever growing threats to Kosovo's border and internal security.

The Balkan region is historically associated with transit routes for all forms of criminal activities. Some of the most serious challenges and emerging threats facing the Republic of Kosovo in relation to border management and security, which are directly linked to the role of the border authorities and the implementation of the IBM National Strategy /Action Plan, are those posed by illegal/irregular migration, smuggling of narcotics, ever increasing transnational and organised crime, terrorism, terrorism financing and the movement of returning foreign fighters within the region. Consequently in order for the border authorities and other law enforcement institutions to effectively tackle these challenges and emerging threats to Kosovo's national, public and border security, there is a need to continually strengthen the country's overall IBM capacity.

Another challenge for Kosovo's border authorities is controlling the border with Serbia because of ongoing political and territorial disputes; there is a lack of effective and structured border controls. Consequently the border with Serbia is very porous, affording ample opportunity for illegal cross-border criminal activities and allowing for transnational organized crime networks to operate and prosper.

## 7.2 STRATEGIC OBJECTIVES FOR IBM IN THE REPUBLIC OF KOSOVO

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<sup>42</sup> Described as the core of IBM in the EU Schengen Catalogue on External Borders Control and Return and Readmission (Updated EU Schengen Catalogue on External Borders Control, Return and Readmission - Recommendations and best practices, Council of the EU, 7864/09);

The strategic objective of IBM is the full national and international coordination and cooperation between all relevant border authorities involved in border control and security, with a view to establishing an efficient and effective border management system that will ensure open but controlled and secure borders.

The strategic objectives foreseen in this new 5-year IBM Strategy are concentrated on cooperation within the authorities, cooperation between the authorities, international cooperation and cooperation in the field of migration. The IBM Strategy and Action Plan is a living document that can be continuously supplemented and amended in terms of implementation, adapting to new legislation and new strategic documents in accordance with the state of affairs, strategic interests of the Republic of Kosovo and changes within the EU standards. The purpose of this Strategy is to advance a secure and safe border system that will integrate all authorities for integrated management and control of the state border through the proper application of IBM, as foreseen in the EU Guidelines on IBM, and EU Schengen Catalogue.

The strategic objectives are:

- **Updating and harmonizing the legislation of IBM Authorities** - this objective includes updating primary and secondary legislation with the developments in the country's legislation and harmonizing it with the new EU Directives and Practices.
- **Improving cooperation and communication between authorities** - with particular emphasis on sharing / disseminating information and joint risk analysis, including further development of the National Border Management Center (NCBM)<sup>43</sup> regarding the full use of the Tasking and Coordination Group.
- **Strengthening the capacities of border authorities** - To combat more effectively the more serious border security challenges and emerging threats, in particular the detection of illegal migration / trafficking, human trafficking (THB) and all forms of illegal smuggling (including narcotics, weapons, dual-use goods, etc.) and striking cross-border, cross-border and organized crime should further advance the manner of selection of officials and their training in advanced and specialized fields. Development,

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<sup>43</sup> Full implementation of the NCBM Development Plan including the National Contact Point for the "real-time" information exchange between all involved border control authorities in and out of the crossing points and the green and blue border

improvement and continuous investment in infrastructure and border equipment (including joint use and maintenance), providing sufficient infrastructure and equipment to support Border Authorities in order to be able to perform their assigned tasks in an effective manner.

- **Full implementation of the EU facilitated / facilitated Dialogue on the IBM Technical Protocol** ó This objective includes the construction of all EU-funded border crossing points with Serbia and the process of normalization of relations between Kosovo and Serbia, all Border Authorities will effectively carry out the full spectrum of the respective border control (control, observation and surveillance) tasks along the green border with Serbia.
- **Further advancement of international cooperation and full membership in international organizations** - Including the development of the Fourth Tier Control model according to the Schengen Catalog, including measures taken in third countries, such as a common visa policy, cooperation with third neighboring countries, border control measures at the external borders, including joint risk analysis.

## 9. COOPERATION AND COORDINATION IN THE THREE IBM PILLARS

This chapter of the IBM Strategy sets the cooperation within the authority, between authorities and international cooperation regarding the primary IBM components (Legal Framework, Organization and Management, Procedures, Human Resources and Training, Communication and Information Exchange, and Infrastructure and Equipment) , and also combines these with future activities in addressing the key challenges faced by border authorities and the implementation of IBM's strategic objectives for the Republic of Kosovo.

### 9.1 COOPERATION WITHIN AUTHORITIES (BORDER POLICE, KOSOVO CUSTOMS AND FOOD AND VETERINARY AGENCY)

Regarding cooperation within the authority, most of the components of the IBM concept have been fully endorsed, yet the Kosovo Border authorities recognize that there is always room for further advancement and they strive to ensure continued positive technical and procedural progress in line with developments in the EU IBM.

Regarding the **legal framework**, all border authorities update the applicable laws and bylaws applicable to IBM and Border Security in accordance with the Kosovo Constitution and the EU Acquis Communautaire<sup>44</sup>. Referring to the **organization and management**, the current structures are evaluated as satisfactory and are aligned with the legal acts in force, ensuring that each border authority effectively and effectively performs their respective tasks, particularly in carrying out border-related controls and control tasks. All procedures undertaken by each border authority are in line with EU standards and are defined by laws, sub-legal acts and SOPs.

In the area of **human resource** management, the authorities have taken the necessary actions to meet the units with adequate and professional staff according to organizational structures.

The versatility and complexity of tasks carried out at the border requires well-organized and adequately trained staff to address all the challenges of implementing an effective IBM system. The purpose of any border authority is to provide adequately trained personnel to undertake the multifaceted task of border management. Training curricula adopted by border authorities will continue to include the models of FRONTEX<sup>45</sup>, CEPOL<sup>46</sup>, TAIEX<sup>47</sup>, DG-TAXUD<sup>48</sup>, WCO<sup>49</sup>, MARRI<sup>50</sup>, Schengen Handbook<sup>51</sup> etc. as well as specialized training provided by EXBS<sup>52</sup>, ICITAP<sup>53</sup>, EULEX<sup>54</sup>, UNHCR<sup>55</sup> and IOM<sup>56</sup>, etc. In addition, all border authorities have identified further training needs, particularly in specialized areas related to IBM, including border surveillance, criminal investigation and operational use of technical equipment, in particular with regards to second-line controls. Each border authority is responsible for training their staff and everyone is fully engaged to ensure that their staff is provided with the highest level of professional training to deal with border management and security duties, including specialized training for their further development. Training within the authority is organized at the national, regional and local level, including 'training of trainers'.

Each border authority has invested considerably in the areas of **communication** within the service and **exchange of information**, in particular the development of relevant IT systems.

<sup>44</sup> [https://en.wikipedia.org/wiki/Acquis\\_communautaire](https://en.wikipedia.org/wiki/Acquis_communautaire)

<sup>45</sup> The European Coast Guard Agency (FRONTEX)

<sup>46</sup> European Union Agency for Law Enforcement Training (CEPOL)

<sup>47</sup> Technical Assistance Information Exchange Unit (TAIEX)

<sup>48</sup> Directorate General for Taxation and Customs Union (DG-TAXUD)

<sup>49</sup> World Customs Organization (WCO)

<sup>50</sup> Migration, Asylum, Refugees Regional Initiative (MARRI)

<sup>51</sup> Practical EU Handbook for Border Guards (Schengen Handbook)

<sup>52</sup> Export Control and Related Border Security (EXBS)

<sup>53</sup> International Criminal Investigative Training Assistance Program (ICITAP)

<sup>54</sup> European Union Rule of Law Mission in Kosovo (EULEX)

<sup>55</sup> United Nations High Commissioner for Refugees (UNHCR)

<sup>56</sup> International Organization for Migration (IOM)

Each border authority operates its own information management system, namely: 1) Kosovo Border Police: The Border Management System (BMS<sup>57</sup>), which is linked to the Kosovo Police Information System (KPIS); 2) Kosovo Customs: The Automated System for Customs Data (ASYCUDA) World<sup>58</sup> (in addition, KC has recently introduced a new Case Management System); and the Food and Veterinary Agency operates their own FVA system. All Border Information Management Systems have links to the National Centre for Border Management (NCBM<sup>59</sup>), which are accessible directly by the appropriate verified staff at the centre. Regarding **infrastructure and equipment**, each border authority is currently responsible for themselves, including maintenance, however with the addition of common border crossing points, a higher degree of shared use of infrastructure and equipment is created.

## 9.2 COOPERATION BETWEEN AUTHORITIES

The purpose of the cooperation between the authorities, the Border Police, the Customs, the Food and Veterinary Agency and other authorities involved in IBM is to improve the ability of each authority to perform the relevant tasks appropriately, efficiently and cost effectively to work closely together wherever possible.

Cooperation between the authorities is essential, as it increases the efficiency of border checks and controls. Moreover, cooperation between agencies improves the prevention of cross-border crime, and enables cooperation in the exchange of information, joint risk analysis and crime detection / investigation as well as extensive use of databases.

Significant improvements have been made in line with EU requirements regarding **legislation on cooperation between the authorities**, enabling increased level of cooperation and coordination between border authorities.

All legislation related to IBM is fully harmonized with EU directives and updated as necessary with any relevant changes in the national or EU legislation. Furthermore, during the period of this strategy, a revision of Legislation on Integrated Border Management will be undertaken in line with EU and international standards. In addition to the three primary border authorities, 'Agreements' have been established with all other governmental institutions with roles and responsibilities related to border security but are not directly involved in IBM.

Regarding the **Institutional Framework within IBM Agencies**, the coordination, management and implementation of the IBM Strategy / Action Plan is overseen by the Ministry of Internal

<sup>57</sup> [http://www.europarl.europa.eu/doceo/document/E-8-2014-011206\\_EN.html](http://www.europarl.europa.eu/doceo/document/E-8-2014-011206_EN.html)

<sup>58</sup> <https://asycuda.org/en/>

<sup>59</sup> Inter-Agency communication and exchange of information is referred

Affairs (MIA), through the IBM National Coordinator<sup>60</sup>, supported by the IBM Executive Board and the IBM Secretariat.

In addition, the IBM National Coordinator and the IBM Executive Board are responsible for increasing coordination and cooperation between border authorities, including developing joint risk analysis and organizing joint trainings, all which support the capacity of border authorities to deal with all forms of cross-border crime. The IBM Executive Board meetings, chaired by the IBM National Coordinator, are held every three months and are represented by the Directors of Border Authorities and other senior staff.

The IBM mechanism is also supported by the Tasking and Coordination Group (TCG), which is designed to ensure effective coordination and cooperation between the three border authorities at the regional and local level, including structured information exchange. In addition, the TCG is also responsible for defining the priorities and specific operational activities of border authorities. TCG meets every month and the level of representation is that of regional directors from all three authorities as well as representatives of other relevant national institutions.

IBM is also supported by the National Centre for Border Management (NCBM) in coordinating operational activities and exchange of information. NCBM was functionalized in January 2013 and is considered as one of the most important assets of the Republic of Kosovo to efficiently and effectively manage its border security, fight cross-border and organized crime and to help in fighting corruption.

In addition, the NCBM has the capacity to support and coordinate the planning and implementation of national border control activities and also has the ability to coordinate operational measures with other EU member states and third countries. NCBM has a Joint Intelligence Unit for Risk and Threat Analysis (JIURTA), which is responsible for undertaking joint risk analysis and developing risk / target profiles and assessing border security threats. JIURTA also produces analysed information and situational reports to support IBM / border security planning and decision-making at strategic, operational and tactical levels. These analyses are prepared by trained and observed staff working closely together and conducting a comprehensive national risk analysis covering all areas of IBM and border security. Furthermore, the Centre has an Operational Coordination Chamber (OCC) which serves as a national contact point for "real-time" information exchange and has access to all relevant databases as well as full CCTV coverage of all BCP.

In the Republic of Kosovo, preventive measures are specifically directed at illegal / irregular migration, trafficking of human beings, all forms of illegal smuggling, including narcotics, weapons and explosives, terrorist movements and other cross-border criminality.

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<sup>60</sup> The appointment of the IBM National Coordinator shall be done by the Minister of Internal Affairs and approved by the Government

All the authorities involved in IBM operate based on the **procedures** in force that include conducting of joint border controls (controls and observations) and regular meetings between the agencies at the local, regional and central level in order to exchange information, planning, organizing and conducting joint operations, border controls and exercising oversight.

Despite the overall progress made in terms of inter-agency cooperation, border authorities acknowledge that further strengthening is needed, particularly with regard to multilateral operations, investigations, risk analysis and joint criminal intelligence, in an effort to more effectively fight cross-border crime and to ensure more effective, efficient, well-controlled and secure borders.

In addition, there are emergency response plans in relation to border security to support joint action by all relevant authorities and emergency services in case of: natural disasters; emergencies of public health (bio-terrorism, epidemic or pandemic disease), any unusual flux of migrants / refugees, major accidents, including any fire / explosion with life-threatening injuries and / or loss of human life or serious damage to the environment (fires), heavy traffic collisions and terrorist threats.

Cooperation between authorities on risk analysis is an essential part of a national risk analysis system. At the present, the border authorities of the Republic of Kosovo compile a joint risk and threat analysis through the NCBM.

This joint analytical report helps in decision-making at all organizational levels and assists in flexible, cost-efficient and optimal allocation of resources, including staff placement and effective use of equipment in higher risk areas, thus enabling the methodical division of danger.

Future development of the national risk analysis system for border management will be based on the EU Common Integrated Risk Analysis Model (CIRAM) and the approach to risk analysis that defines risk as a function of threat, sensitivity and impact, including activities in third countries, cooperation with neighbouring countries (multilateral, bilateral and local), measures at external borders (border controls) and other control measures within the territory of the Republic of Kosovo.

In order for border authorities to effectively address the many challenges and growing threats facing the Republic of Kosovo with regard to border management and security, close cooperation between agencies is essential in determining the efficient deployment of staff. In order to achieve better use of human resources, the IBM Executive Board (including Directors of each Border Authority), supported by TCG and with the information provided by NCBM, should decide on the optimal allocation of human resources (what , why, who, when and where).

All border authorities have identified the need for further **training** in specialized areas related to IBM and in particular the joint interdisciplinary training. As part of the new IBM Strategy, attention will be given to establishing long-term training policies between the authorities,



providing ongoing training on IBM, including the development of a Common Core Curriculum (CCC) between authorities with basic and specialized training modules aligned with the IBM Guidelines, the Schengen Practice Handbook / Schengen Code and the FRONTEX CCC. In addition, provision of relevant training will be done in cooperation with the EU and other international partners. Training and education of border authority staff is under constant review and development in order to better address the requirements of changing circumstances and operational needs.

**Communication and exchange of information** between border authorities has improved significantly, and as part of the process an advanced information management system has been created. An essential element in successful cooperation between the authorities is the joint use of databases for the exchange of information between the authorities. NCBM (JIURTA) acts as a state contact point for collecting and disseminating "real-time" information and has access to all relevant databases. Standardized forms of information exchange are incorporated in accordance with common practices used in the EU.

Advancing and further structuring of communication between border authorities in line with EU standards and good practices in the IT aspect, including the development of an Early Warning System<sup>61</sup>, which will operate through the NCBM, as a single point of contact. In addition, the process of advancing and integrating relevant databases between border authorities is underway and a joint strategy for IT was drafted and adopted. Concerning the NCBM, the latest launch of the new Electronic Information Management and Intelligence Platform of the NCBM<sup>62</sup>, including the installation of the QlikView software option, has been a major step forward in the development of the Centre.

The processes used for the exchange of data fully respect the rules and data protection legislation<sup>63</sup> and all of the data is protected and classified in order to prevent unauthorized access and use.

During the previous IBM Strategy, the **infrastructure** of BCPs, BSPSs, Customs Terminals and BIPs has improved significantly. The process of upgrading and investing in all of the border infrastructure in the future, including the purchase of new technical **equipment**, is a primary objective of this Strategy, in order to effectively support border authorities in carrying out their assigned duties. Part of this process will be the development of cost efficiency plans for the creation of joint facilities and joint use and procurement of equipment, which at the same time will enhance cooperation between agencies.

Equipping all border authorities with sufficient technical resources requires a considerable financial investment and as one of IBM's advantages is the joint use of technical equipment, limited financial resources can be facilitated through the formalized purchase and use of

<sup>61</sup> A complete and effective warning system supports four key functions: risk analysis, monitoring and warning; distribution and communication; and a reaction capability - [https://en.wikipedia.org/wiki/Early\\_warning\\_system](https://en.wikipedia.org/wiki/Early_warning_system) refers

<sup>62</sup> Financed by EXBS

<sup>63</sup> Law on the Personal Data Protection (Law No. 03 / L - 172)



equipment. It is also important that the purchase of technical equipment be coordinated between border authorities, as appropriate, in order to avoid duplicate purchases and to ensure compatibility. The purchase of new technical equipment will be supported by the Kosovo budget and with the assistance of the EU and other international partners. Moreover, coordinated and joint procurement of technical equipment requires common user training, which will be done by local experts in cooperation with international partners.

Infrastructure and relevant equipment are a very important component of IBM, and their joint use plays a major role in supporting the efforts of border authorities to provide a professional service to citizens and other beneficiaries.

### 9.3 INTERNATIONAL COOPERATION WITHIN THE IBM FRAME

The development of the IBM Strategy constitutes a special commitment to border security in accordance with the legislation in force and plays an important role in defining activities for the development of international relations and building trust with neighbouring countries and beyond.

The implementation of the IBM Strategy is a clear indicator to our international partners that the Republic of Kosovo is ready to contribute to regional security and beyond and is a reliable partner for neighbouring countries and others in the field of border control. Closer international cooperation in the field of border management with neighbouring countries and other relevant countries is an effective tool to facilitate legitimate cross-border travel and trade and at the same time to fight cross-border crime and illegal / irregular migration. While the central level focuses on coordinating strategic aspects, such as joint protection and oversight of the most vulnerable borders, BCP cooperation focuses on day-to-day operational issues.

Kosovo's international co-operation refers to the co-operation divided into three main levels:

- Local cooperation of border authorities on both sides of the border;
- Bilateral cooperation between neighbouring countries;
- Multilateral cooperation to better access common areas related to border management issues, regional and beyond across the country;

International cooperation between authorities that operate in the border, both at central and local level, is very important and it is also an effective tool for increasing border management efficiency. Cooperation between the neighbouring border authorities of Albania, Montenegro and North Macedonia is judged to be at a very good level, characterized by regular meetings at central, regional and local level. This cooperation aims to facilitate the efficient and effective handling of all cross-border issues between the respective countries.

Good relations with neighbouring countries, both bilaterally and multilaterally, are a priority for the Republic of Kosovo. International cooperation is indispensable for the successful

implementation of the IBM concept, particularly as a tool to increase efficiency and effectiveness in all aspects of border management.

Currently, in terms of IBM, international cooperation is based on **bilateral agreements and protocols** signed with neighbouring countries. In addition, Kosovo Customs is a member of the World Customs Organization (WCO) and Kosovo Border Police has signed an 'Operational Agreement' with FRONTEX. Moreover, Kosovo border authorities participate in a number of regional and international border security conferences / workshops and also play an active role in other cross-border cooperation initiatives. The international cooperation of the border authorities of the Republic of Kosovo will be further improved by joining international conventions, by participating in global and regional organizations and by establishing further bilateral and multilateral agreements at all levels.

In accordance with bilateral and multilateral agreements signed with neighbouring countries (cross-border within authority or between authorities) appropriate mechanisms for exchange of information, joint risk analysis, joint border patrols and operations are operational. In addition to bilateral cooperation, in some cases multilateral contact points have been established with all neighbouring countries, including Serbia. Another important factor in terms of local and bilateral cooperation (cooperation between border authorities on both sides of the border) is the effective operation of the BCPs. This aspect of international cooperation has been negotiated with neighbouring countries and, where feasible, work and day-to-day procedures in the BCPs have been harmonized, including plans, operations, investigations and regular cross-border meetings at central, regional and local level.

Where possible, international bilateral agreements will be followed with the aim of creating controls under the "One-Stop-Control" principle and the Joint BCPs. Meanwhile, Kosovo's border authorities operate an inter-institutional control system "One Stop-A Control" in all BCPs and are working towards the development of the concept "One Window"<sup>64</sup>.

A particularly positive initiative towards the establishment of joint cross-border procedures was the opening in January 2019 of a Transit Office in the Port of Durrës (Albania). This office serves only as a point of entry for goods in transit for Kosovo. These new harmonized transit procedures provide business incentives for Kosovar traders, who now avoid duplicate customs costs and the costs of freight agents. In addition, a new SOP was drafted by KC for the application of common procedures and risk analysis between Kosovo Customs and Albanian Customs.

International and regional trainings and workshops organization (within the service and between agencies), studying their exchange programs and exchange for all IBM staff play an extremely important role in providing staffing opportunities for all border authorities to (directly) learn from the working methods and operational practices applied by other national border agencies

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<sup>64</sup> International Cooperation - Infrastructure and Equipment - Joint BCPs Vermica - Morina with Albania refers

and at the same time promote contacts with counterparts from other countries. Kosovo border authorities have benefited from many such events and have implemented, where possible, the lessons learned in their work environment, improving the overall functionality of IBM in the Republic of Kosovo.

With regard to future international events, training and study visits, all border authorities have identified further needs to gain knowledge and experience of good practices operated by the border authorities of other countries, particularly in specific areas related to IBM, including border oversight, exchange of information mechanisms, risk analysis between agencies, criminal investigation and operational use of specialized technical equipment, particularly with regard to controls and second line controls. Supporting the organization of international and regional training events, study visits and exchange programs in the future has already been promised by various EU partners and other international partners.

International training policies, which provide ongoing training on IBM, are not currently ready, but there are plans to prepare a Joint International Training Strategy for Inter-Agency Training and the Common Core Curriculum, in line with the EU Guidelines for IBM, the Schengen Handbook / Practice Code and the EU Customs Scheme. In addition, the elements of IBM's systems operated by neighbouring countries will be part of the curriculum for new officials and inspectors, in order to increase the general understanding of the importance of IBM in terms of cross-border and international cooperation e.g. legislative background, institutional framework and operational procedures, as well as international cooperation. Language training is another very important feature in achieving effective cross-border communication and cooperation, not to mention participation in international training events / workshops, study visits and exchange programs. English language training is particularly important when it comes to participation in international events, but it is also of great value to have well-trained personnel in the languages of neighbouring countries (Macedonian and Serbian language lessons), allowing more communication on the local level at BCPs (cross-border cooperation).

All border authorities currently benefit from good **communication** and cooperation with neighbouring countries, especially with Albania, Montenegro and North Macedonia. Structured meetings, both within the service and between agencies at the local and central level, are regularly held and involve **exchange of information**. In addition, two joint police cooperation centres (JPCCs or Joint PCCs) have been established in the BCPs with Albania (Vermice-Morine) and North Macedonia (Hani i Elezit - Bilace) and in addition a Trilateral JPCC in Plave Montenegro<sup>65</sup> has been opened and border police officers from Albania, Kosovo and Montenegro are located there. In addition to KPK (?), the NCBMs capacities are being used and

<sup>65</sup> On May 30, 2017, the Trilateral Police Cooperation Center (PCC) was opened in Plave. The establishment of the Trilateral PCCs 24/7 was supported by the EXBS, the German Embassy and IOM and was established to assist the Border Police in Montenegro, Albania, Kosovo in the fight against cross-border crime;

will be used more and more in the future for cross-border and international communication purposes. Furthermore, KC operates a systematic electronic data exchange system (SEED), which includes the automatic exchange of pre-arrival "real time" coded information between the Beneficiary Customs Administrations (Albania, Bosnia and Herzegovina, Kosovo, Montenegro)<sup>66</sup>.

The main focus of Kosovo's international cooperation is currently with neighbouring countries. This border management cooperation is based on international bilateral agreements. The main purpose of this cooperation for border control is to maintain and further improve border management, to increase the fight against cross-border crime and to contribute to the facilitation of cross-border traffic. Regular co-operation takes place at strategic, operational and tactical levels and is flexible to accommodate operational needs and situations at the border.

As part of the four-tier access control model in relation to cooperation with third countries, it aims to further prevent cross-border crime, including illegal immigration outside Kosovo's borders, and facilitating the return of third-country nationals that reside illegally. Actions undertaken in third countries and cooperation with third countries are important in improving the effectiveness of border controls. The Republic of Kosovo intends to further strengthen its cooperation with third countries by establishing harmonized and defined working methods and procedures in order to facilitate the effective and efficient implementation of the IBM concept of the EU. Regular cooperation with third countries will increase and will be based on international agreements, protocols, memoranda of understanding and other established practices.

Of great importance in terms of international communication were the signing of the 'Work Agreement' with FRONTEX<sup>67</sup>. Since signing the agreement, KP now contributes data to the Western Balkans Analysis Network (WBAN) and also participates in FRONTEX operations / activities / networking, which has contributed to improvement of implementation results. Kosovo intends to build this very positive development by becoming a full member of international cooperation organizations such as INTER-POL<sup>68</sup>, EUROPOL<sup>69</sup> and FRONTEX in order to have

<sup>66</sup> SEED is designed to build the capacity of Beneficiary Customs Administrations by implementing a systematic solution to a common concept or regional standard in the exchange of customs data between Beneficiaries based on pre-arrival information codenamed "real time". At the same time, SEED sets a standard for structured data exchange with other interested parties (e.g. agencies and other state institutions, participants in customs procedures, and between departments or individual divisions) and initiatives.

<sup>67</sup> [https://en.wikipedia.org/wiki/European\\_Border\\_and\\_Coast\\_Guard\\_Agency](https://en.wikipedia.org/wiki/European_Border_and_Coast_Guard_Agency)

<sup>68</sup> <https://en.wikipedia.org/wiki/Interpol>

more efficient and effective communication and exchange of information at the international level, improving the capacity of border authorities to combat all forms of cross-border crime and to play an important role in protecting the country's borders and also of the region, as well as the EU.

The level and quality of information exchange with neighbouring countries, the region and beyond will be improved with the development and installation of new and modern IT tools and communication tools in accordance with the best practices operated in the EU and in other countries. One such tool would be the introduction of Advance Information Passenger Information (API) at Pristina International Airport in line with all EU airports. Obtaining preliminary information will allow border authorities to process passengers more efficiently and lead to better targeting and better law enforcement results. The introduction of the API will enable border authorities to complete the risk analysis and focus their efforts on those perceived as dangerous, reducing the time spent on those who are considered low risk. APIs should be received from flight carriers as soon as possible and can be used by the KP and KC. In addition, Kosovo will also seek the implementation of access to Passenger Name Record (PNR). PNRs are now routinely distributed among government agencies around the world, such as border police, customs, and law enforcement agencies<sup>70</sup>. PNR is a very important law enforcement tool that allows border authorities to prevent, detect and investigate all forms of serious crime (terrorism, drug trafficking, human trafficking, sexual exploitation of children and others). Over time, APIs and PNRs will be interconnected with the KP BMS system and will be fully operational at the airport.

Further efforts will be made in advancing cross-border communication between border authorities through the introduction of new IT tools, including the development of early warning systems with all neighbouring countries in order to provide swift, efficient and effective exchange of information. These early warning systems will act as security measures in case of natural disasters, public health emergencies, major accidents, including any fire or explosion

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<sup>69</sup> <https://en.wikipedia.org/wiki/Europol>

<sup>70</sup> EU Member States have been required to implement access to PNR data in 2018 with the creation of specific entities responsible for collecting, storing and processing PNR data (Information Units of the EU Passenger Information Unit (PIU). MSs are also required to adopt a list of competent authorities entitled to request or obtain PNR data - [https://ec.europa.eu/home-affairs/what-we-do/policies/police-cooperation/information-exchange/pnr\\_en](https://ec.europa.eu/home-affairs/what-we-do/policies/police-cooperation/information-exchange/pnr_en)

with a threat to human life or a serious risk of environmental damage (fires in forests and shrubbery), heavy traffic collisions, and terrorist threats.

In addition, compatibility of border related IT systems that are operated by neighbouring border authorities will be followed. Currently, KP and their Albanian border police counterparts jointly operate their border management systems (integration of BMS and TIMS<sup>71</sup> systems). Another objective is to increase the level of direct communication with the border authorities of neighbouring countries, establishing of contact points within the service and inter-institutional ones, including telephone and e-mail details and, where appropriate, radio communications.

A new public information and awareness campaign should begin in 2019 by promoting free phone numbers to the public to report all forms of cross-border criminality, including alleged corruption cases. The campaign will include full coverage by the media and the publication of new public notices, etc., related to border issues. In addition, a cross-border public information strategy will be developed to include increased information available on the website of the Ministry of Internal Affairs (NCBM), in line with EU and other international "good practices".

**Infrastructure** on all BCPs has improved considerably in recent years, with particular emphasis on establishing common or attached BCPs. The process of upgrading and investing across the border infrastructure, including the provision of technical **equipment**, is of primary importance to effectively support border authorities in carrying out their assigned tasks.

At the end of 2018, a new joint BCP with Albania was opened in Vermice-Morine, and another joint BCP with Northern Macedonia in Stancic - Bellanovc is under construction<sup>72</sup>. In addition, as part of the facilitated EU dialogue between Kosovo and Serbia, specifically the adopted IBM Technical Protocol (IBM TP), the construction of six common crossing points (CCPs) with Serbia in Bernjak, Dheu i Bardhe, Jarinje, Merdarë, Muçibaba and Mutivodë are foreseen. Currently, two of the permanent CCPs are near completion at Merdare and Mutivode. In addition, the cross-border railway BCP in Jarinje-Leshak between Kosovo and Serbia, currently only a train station with no "working" facilities, should be aligned with the EU-facilitated IBM TP dialogue in order to establish a common railroad station at a mutually agreed location near the Jarinje BCP, where both groups of border authorities can perform one-stop controls.

The next goal is to build more common BCPs with neighbouring countries, in particular with Montenegro. A part of this process is the development of cost-effective plans with neighbouring

<sup>71</sup> Total Information Management System (TIMS)

<sup>72</sup> Two joint BCPs with Albania (Vermice-Morine) and with North Macedonia (Stančić-Bellanovc) the funded by EU

states for the creation of common facilities and joint use and provision of equipment, which at the same time will enhance cross-border cooperation. Moreover, all responsible IBM authorities will work closely with neighbouring countries and international partners, in particular with the EU, on plans to build more common cross-border structures. In addition, the provision of modern equipment for use by border authorities of both countries (cross-border) will be done in order to help prevent and effectively detect all forms of cross-border criminality. Another objective is the establishment of bilateral cooperation agreements between neighbouring countries, allowing joint use of infrastructure assets and equipment. All these developments serve the main objective of IBM in achieving open but well-controlled and safe borders.

Regarding the further development of facilities used by the FVA, planning for the construction of joint Border Inspection Points (BIPs) with neighbouring countries will begin for inspection of plants, plant products, food and livestock. BIPs should be placed away from the movement of all modes of transport in order to provide adequate inspection areas in accordance with EU standards and to avoid unnecessary waiting times for processing livestock. These BIPs should also have quarantine facilities for live animals that can be used for veterinary examination and testing of suspected smuggling of animals, as live animals pose a high risk because they may be carriers of diseases for both livestock and people. Construction and equipment of joint BIPs will benefit from the support provided by EU funds and assistance from other international partners.

## 10. Cooperation in the field of Migration and Visas

The Kosovo Development Strategy 2016-2021 refers to the chapter on human capital development and the ability to acquire skills through migration, or the return of the diaspora brain (intellect). The State Strategy for Migration 2020-2025 is the third Strategy covering this area and follows the second Migration Strategy 2013-2018. This strategy aims to implement the objectives of various local institutions in the field of regular migration, irregular migration, asylum, migration and development, as well as management and governance of migration.

Kosovo has developed a proper legal and strategic framework in migration management, including institutional mechanisms that are mandated to coordinate and implement migration policies. Moreover, the approximation of EU legislation on migration with the EU acquis continues in line with the National Program for the Implementation of the Stabilization and Association Agreement with the European Union.



This IBM is in full harmony with the State Migration Strategy and Action Plan 2013-2018, which is the main state policy document in the field of migration. The overall purpose of this strategy is to advance a transparent and effective system for regular migration management as well as prevent all forms of irregular migration. The strategy and action plan foresees specific measures for creating the capacity and administrative structures responsible for preventing irregular migration, promotion of regular and circular migration, and transforming migration into country's economic development factor.

Border Police in cooperation with other authorities involved in IBM, UNHCR, IOM and other organizations must fight and prevent irregular migration of people, while providing all the assistance for the persons seeking asylum based on international conventions on refugees.

The Republic of Kosovo has applied the visa system to a number of states, which is done in order to prevent any major influx of irregular migration as well as for issues of state security.

The issuing visas for the citizens of these countries goes through a long process of verification, so in the future the Border Police should minimize the issuance of visas at the border for these citizens. This excludes the granting of visas in special cases, and in particular the issuance of visas for humanitarian issues which, due to their urgent nature, do not have the time and the opportunity to go through the full/regular visa procedure.

The problem of irregular and regular migration should be treated in full harmony with applicable laws and international conventions as well as with the State Strategy on Migration, as the primary strategy of dealing with this problem.

## Institutional Mechanism

The National Coordinator for IBM, among others, is responsible for:

- Identifying priorities in the field of IBM;
- Provision of sufficient financial means - from the Kosovo Budget, from external funds and donors, to implement reforms within the IBM;
- Approval of official documents related to IBM;
- Monitoring the implementation of the IBM Strategy and Action Plan;
- Co-ordinating the actions of the IBM Strategy with neighbouring countries, as well as monitoring the implementation of activities related to international co-operation and co-operation with other high level co-ordinating bodies in the region.



**The IBM Executive Board** functions in order to coordinate and cooperate among the authorities involved in IBM. The IBM Executive Board consists of the IBM National Coordinator, the Director of the Department of Border Police, the Director General of KC and the Chief Executive of AUV, as well as the IBM responsibilities of the authorities. Representatives of organizations or representatives of neighbouring states and other states may also attend meetings of the Executive Board for IBM, at the invitation of the National Coordinator for IBM.

### IBM Secretariat

- The Secretariat's basic right and duty is to collect information and data from other institutions for the implementation of the National Strategies under the responsibility of the MIA;
- The Secretariat analyses and evaluates that information;
- The Secretariat prepares analytical reports for the National Coordinator. The Secretariat under the supervision of the National Coordinator conducts monitoring and evaluation of the performance of activities arising from the action plan;
- Proposes changes and improvements in the National Strategy systems and mechanism and through the National Coordinator;
- The Secretariat gives recommendations and advises the National Coordinator on the steps to be taken towards the implementation of the IBM Strategy;
- On behalf of the Coordinator's Office, the Secretariat presents the implementation of the activities of the National Strategy for IBM;
- Encourages increased transparency of the activity of state institutions involved in the National Strategies by cooperating with other institutions and civil society;
- The Secretariat administers the IBM database and reports to the National Coordinator;
- Monitor the activity of the institutions tasked with implementing the IBM Strategy.

## Implementation, Monitoring and Evaluation of the Strategy and Action Plan

In order to determine the implementation of the action plan and to adapt it to changes and circumstances, priorities, situations, all elements will be subject to implementation, monitoring, evaluation and review at regular time periods.

The IBM National Coordinator establishes a monitoring team for assessing the implementation of the IBM's Strategic Action Plan (SAP). The monitoring team draws up regular and ad-hoc monitoring reports, which will summarize the progress made in implementing the action plan, implementing activities, achieving results, expenditures, resources utilized and potential risks of the IBM Strategy. This will be achieved through a process of continuous, systematic collection and proper analysis of information and data (meetings, reports of activities, etc.) from the agencies involved in IBM. This helps to evaluate whether the set goals have been achieved or are nearly achieved, and this then also helps in more effective decision making.

The assessment involves an assessment of the effectiveness, effectiveness, impact, linkage and sustainability of the action plan and strategy. Whenever the assessment is made, the same information that is used for monitoring is relevant, but with a different focus and supplemented with additional information. The purpose of the assessment is to take a more global view of the progress made in implementation. This is done by comparing the results with the objectives of the action plan and strategy, not focusing only on the number of objectives that have been met but also on the quality of the achieved results. Estimates should be carried out at periodic intervals, e.g. between the completion of the activities and their fulfilment. It is recommended that external independent experts should be included in this process.

Evaluation results should be used to incorporate the lessons learned into the implementation process, to present the possible changes and to consider the possibility of changing the procedures (policy). Evaluation reports can serve as a basis for the future decision-making process. The Action Plan reflects its compatibility with the overall framework of the IBM State Strategy. The Action Plan will be reviewed at the end of each year in order to ensure the implementation of the Strategy and harmonization with local and international trends.

## REVIEW

Both evaluation and monitoring results are needed to review the action plan and strategy. Compared to the action plan, the strategy document should not be revised very often, as national

strategies are usually designed to cover a longer term of up to five years. However, if the situation in the country or the national policy regarding the management of borders differs drastically, some of the objectives in the strategy and consequently the action plan should be revised. The strategy should be reviewed periodically, for example, every three to four years, and supplemented and amended accordingly to reflect national priorities and developments. The action plan should preferably be reviewed annually, but at the latest every two years.

If the assessment reflects that some activities have not led to the expected results, it will also be necessary to review the actions or objectives. The first step for the implementing body is to identify (list) the necessary additions or deletions of parts from the strategy and action plan.

## ANNEX 1

In meeting the objectives set out in the National Strategy and the IBM Action Plan, the institutions and agencies of the Republic of Kosovo are guided by the following principles:

- **The principle of constitutionality and legality** - Actions taken to prevent and combat all forms of crime and offenses at the border, cross-border and beyond should be based on the provisions set forth in the Constitution of the Republic of Kosovo, the legislation in force, international agreements, and EU standards.
- **Principle of Freedom and Human Rights** - This Principle implies guaranteeing the freedoms and rights of all individuals, including the principle of non-return of persons in need of international protection during all phases of institution engagement in the implementation of law.
- **The principle of security** - This principle means guaranteeing the right to security and protection for all citizens through the prevention and reduction of all forms of crime and offenses at the border, cross-border and beyond.
- **The principle of priority** - Prevention and fight against crime and illegal acts at the border, cross border and beyond is a priority for institutions and agencies of the Republic of Kosovo. The overall commitment to dealing with these problems seriously is a key element.
- **The Principle of Professionalism** - The Prevention and Combating of Crime and Illegal Acts at the Borders, Trans-boundaries and beyond, requires good experts, exchange of experiences, appropriate tools / best practices. This implies a combination of training, education and professional development for the institutions and agencies of the Republic of Kosovo, as well as taking care of recruiting only the highest quality specialists.
- **The principle of continuity** - All foreseen activities should be seen as part of a continuous strategy. This is especially important because the administrative / procedural time definitions will exist, as well as the fact that various initiatives / activities need to be linked to actions that will last for years.
- **The principle of credibility** - Institutions and agencies responsible for crime prevention and combating and unlawful acts should take care of building trust in maintaining the

integrity of investigations, data and information from misuse by those who have access to them.

- **The principle of proportionality** - implies the exercise of the authority of the institutions and authorities involved in the prevention and combating of crime and unlawful acts only when it is necessary and only to the extent necessary to achieve the legitimate objectives, tools and methods appropriate and as short as possible.
- **Principle of scientific and proactive analysis and approach** - Performing impartial analysis of the facts and updating the measures related to the implementation of Kosovo's national policy on a regular basis.
- **Principle of Accountability, Monitoring and Control** - Developing regular reports on the overall development of IBM in Kosovo.

## ANNEX 2

**Legal Framework**

1. The Constitution of the Republic of Kosovo
2. Law no. 04 / L-072 on State Border Control and Supervision, amended and supplemented by Law no. 04 / L-214 on Amending and Supplementing the Law no. 04 / L-072 on State Border Control and Supervision, as well as Law no. 06 / L-013 on Amending and Supplementing the Law no. 04 / L-072 on State Border Control and Supervision, Amended and Supplemented with Law no. 04 / L-214;
3. Law 04 / L-216 on Cooperation between Authorities involved in Integrated Border Management;
4. Law no. 06 / L-113 on the Organization and Functioning of State Administration and Independent Agencies;
5. Law no. 03 / L-038 on the Use of State Symbols of Kosovo;
6. Law no. 03 / L-054 on Stamp in the Institutions of the Republic of Kosovo;
7. Law no. 03 / L-063 on the Kosovo Intelligence Agency, as amended and supplemented by Law no. 03 / L-089 on Amending and Supplementing the Law on the Kosovo Intelligence Agency;
8. Law no. 03 / L-159 on the Anti-Corruption Agency;
9. Law no. 2004/34 Anti-Corruption;
10. Code no. 06 / L-074 Criminal Code of the Republic of Kosovo;
11. Code no. 04 / L-123 of the Criminal Procedure;
12. Law no. 04 / L-149 on the Execution of Penal Sanctions, as amended and supplemented by Law no. 05 / L-129 on Amending and Supplementing the Law no. 04 / L-149 on the Execution of Criminal Sanctions;
13. Law no. 04 / L-213 on International Legal Cooperation in Criminal Matters;
14. Law no. 05 / L-096 on the Prevention of Money Laundering and Fighting the Financing of Terrorism;
15. Law no. 04 / L-076 on Police;
16. Law no. 03 / L-037 on Travel Documents, as amended and supplemented by Law no. 03 / L-217 on Amending and Supplementing the Law no. 03 / L-037 on Travel Documents;
17. Law no. 02 / L-121 on Residence and Settlement;
18. Law no. 04 / L-071 for the Address System;
19. Law no. 03 / L-99 on Identity Card, as amended and supplemented by Law no. 04 / L-126 on Amending and Supplementing the Law no. 03 / L-099 on Identity Card;
20. Law no. 02 / L-118 on Personal Name;

21. Law no. 02 / L-70 on Road Traffic Safety;
22. Law no. 05 / L-064 on Driver's License
23. Law no. 05 / L-088 on Road Traffic Rules;
24. Law no. 04 / L-069 on Foreigners, as amended and supplemented by Law no. 06 / 1-036 on Amending and Supplementing the Law no. 04 / L-219 on Foreigners;
25. Law no. 06 / L-026 on Asylum;
26. Law no. 04 / L-215 on Citizenship of Kosovo;
27. Law no. 05 / L-022 on Weapons;
28. Law no. 04 / L-198 on Trade in Strategic Commodities;
29. Law no. 03-L-246 on Equipment for Ammunition, Ammunition and Related Security Equipment for State Authorized Public Security Institutions, as amended and supplemented by Law no. 05 / L-017 on Amending and Supplementing the Law no. 03 / L-246 on Equipment for Ammunition, Ammunition and Related Security Equipment for Certified State Security Institutions;
30. Law no. 04 / L-022 on Civilian Use of Explosives;
31. Law no. 06 / L-082 on the Protection of Personal Data;
32. Law no. 03 / L-178 on Classification of Information and Security Verification;
33. Law no. 03 / L-109 Customs and Excise Code, as amended and supplemented by Law no. 04 / L-099 on Amending and Supplementing the Code no. 03 / L-109 Customs and Excise in Kosovo, by Law no. 04 / L-115 on Amending and Supplementing Laws Concerning the Completion of Kosovo's International Independence Oversight, as well as Law no. 04 / L-273 on Amending and Supplementing Laws Related to the Mandate of the European Union Rule of Law Mission in the Republic of Kosovo;
34. Law no. 04 / L-048 on Foreign Trade;
35. Law no. 04 / L-047 on Protection Measures on Imports;
36. Law no. 06 / L-015 on Customs Measures for the Protection of Intellectual Property Rights;
37. Law no. 04 / L-220 on Foreign Investments;
38. Law no. 2003/22 on the Sanitary Inspectorate;
39. Law no. 2004/21 on Veterinary;
40. Law no. 02 / L-109 on the Prevention of Contagious Diseases;
41. Law no. 02 / L-10 on Animal Care;
42. Law on 04 / L -190 Medicinal Products and Equipment; Law on Veterinary Medicinal Products;
43. Law no. 04 / L-078 on General Product Safety, as amended and supplemented by Law no. 04 / L-189 on Amending and Supplementing the Law No.04 / 1-078 on General Product Safety;
44. Law no. 04 / L -190 on Medicinal Products and Equipment;

45. Law no. 03 / L-016 on Food;
46. Law no. 04 / L-120 on Plant Protection;
47. Law no. 03 / L-042 on Plant Protection Products;
48. Law no. 03 / L-025 on Environmental Protection;
49. Law no. 03 / L-119 on Biocide Products and Annexes to the Law;
50. Law no. 02 / L-98 on Plant Variety Protection;
51. Law no. 02 / L-128 on Narcotic Drugs and Psychotropic Substances and Precursor;
52. Law no. 02 / L-30 on Waste and Law no. 04 / I-060 for Waste - Supplement
53. Law no. 04 / L-197 on Chemicals;
54. Law no. 03 / L-033 on the Status, Immunities and Privileges of Diplomatic, Consular and Personnel Offices of Kosovo and the International Military Presence as well as its personnel;
55. Law no. 05 / L-049 on the Administration of Seized and Confiscated Assets;
56. Law no. 06 / L-029 on Radiation Protection and Nuclear Safety;
57. Law no. 04 / L-027 on Protection against Natural and other Disasters;
58. Law no. 04 / L-183 on Land Transport of Dangerous Goods;
59. Law no. 06 / L-031 for Pressure Equipment;
60. Law no. 04 / L-179 on Road Transport.