



**Republika e Kosovës**  
**Republika Kosova - Republic of Kosovo**  
*Qeveria - Vlada - Government*

Ministria e Punëve të Brendshme / Ministarstvo Unutrašnjih Poslova / Ministry of Internal  
Affairs

# STRATEGY ON MIGRATION

**2021-2025**

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## Acronyms

AC	Administrative Cost
AFIS	Automated Fingerprint Identification System
AI	Administrative Instruction
ATRC	Advocacy Training and Resource Center
CARITAS SWITZERLAND	International Swiss Organisation that offers support in the area of Reintegration in Kosovo
CBK	Central Bank of Kosovo
COI	Country of Origin Information
CRA	Civil Registration Agency
CRPK	Civil Rights Program in Kosovo
DCAM	Department of Citizenship, Asylum and Migration
DDP	Department of Document Production
DIMAK	German Information Point on Migration, Vocational Training and Career
DITHB	Directorate for Investigation of Trafficking in Human Beings
DMF	Directorate for Migration and Foreigners
DRC	Danish Refugee Council
DRRPIF	Department for Reintegration of Repatriated Persons and Integration of Foreigners
EARK	Employment Agency of the Republic of Kosovo
EC	European Commission
EMP	Extended Migration Profile
EU	European Union
EURODAC	European Asylum Dactyloscopy Database
EUROSTAT	Statistical Office of the European Union
FRONTEX	European Border Guard and Coast Guard Agency
GAM	Government Authority on Migration
GDISC	General Directors of Immigration Services Conference
GIZ	German Corporation for International Cooperation
GRK	Government of the Republic of Kosovo
ICMPD	International Center for Migration Policy Development
IOM	International Organization for Migration
IPA	Instrument for Pre-Accession
JRS	Jesuit Refugee Service
KAAD	Kosovo Agency for Advocacy and Development
KAS	Kosovo Agency of Statistics
KB	Kosovo Budget
KP	Kosovo Police
KRCT	Kosovo Center for the Rehabilitation for Torture Victims
KVIS	Kosovo Visa Information System
MARRI	Migration, Asylum and Refugees Regional Initiative
MCC	Ministry of Communities and Returns
ME	Ministry of Economy
MEST	Ministry of Education, Science, Technology and Innovation

<b>MFAD</b>	Ministry of Foreign Affairs and Diaspora
<b>MFLT</b>	Ministry of Finance, Labour and Transfers
<b>MH</b>	Ministry of Health
<b>MIA</b>	Ministry of Internal Affairs
<b>MIET</b>	Ministry of Industry, Entrepreneurship and Trade
<b>MIMAK</b>	Project 'Strengthening Migration Management Authorities in Kosovo'
<b>MMIS</b>	Migration Management Information System
<b>MPSC</b>	Municipal Public Safety Councils
<b>NCM</b>	National Coordinator for Migration
<b>NCR</b>	National Commission for Refugees
<b>NGO</b>	Non-Governmental Organizations
<b>OPM</b>	Office of the Prime Minister
<b>OSCE</b>	Organization for Security and Co-operation in Europe
<b>SDC</b>	Swiss Development Cooperation
<b>SPO</b>	Strategic Planning Office
<b>SS</b>	Secretariat for Strategies
<b>UN</b>	United Nations
<b>UNDP</b>	United Nations Development Program
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>UNICEF</b>	United Nations International Children's Emergency Fund

## 1.1 Executive Summary

The Strategy on Migration 2021-2025 and the Action Plan for the implementation of the Strategy on Migration 2021-2025 (hereinafter the Action Plan) reflect the priorities of the Government of the Republic of Kosovo for the management of migration in the country through institutional mechanisms. This Strategy also reflects the Government's commitments for international cooperation in the area of migration and the obligations deriving from the European integration process, i.e. for the implementation of obligations deriving from the Stabilization and Association Agreement between the Republic of Kosovo and the European Union.

Strategic and specific objectives have been set following a process of consultations with all internal institutional actors, and externally with civil society and international partners. The State Strategy on Migration 2021-2025 is also based on the analyses and recommendations from the Extended Migration Profiles and Migration Profile Lights, developed by the Government Authority on Migration. Furthermore, the Strategy reflects the objectives and measures that arise from policies and initiatives at regional, European and global level, primarily from the EU Pact on Migration and Asylum, the Global Compact for Migration and the Global Compact on Refugees.

This strategic document is divided into two parts: The Strategy on Migration and Action Plan, the latter containing the strategic objectives, specific objectives and activities targeted for implementation during the five-year period 2021-2025. Strategic and specific objectives as well as activities are presented in detail in the Action Plan, which also contains the responsible institutions, budget cost and funding sources as well as measurable and concrete indicators. In order to achieve the main goal of strengthening migration management, the Strategy on Migration 2021-2025 is based on the following pillars, i.e. strategic objectives:

*Strategic objective 1: Management of regular migration;*  
*Strategic objective 2: Ensuring safe, orderly and regular migration;*  
*Strategic objective 3: Management of Internal Migration;*  
*Strategic objective 4: Advancing in the area of migration management and the international protection system.*

The Strategy on Migration 2021-2025 recommends concrete actions and legal, strategic and institutional measures in order to address the identified challenges and improve the situation in terms of effective migration management. The following actions are recommended to strengthen the responsible state institutions for migration management, in particular, the Government Authority on Migration (GAM): creating and developing a system for internal migration management; strengthening the international protection system; ensuring safe and orderly migration; deepening regional cooperation with specialized international organizations, etc. These actions are recommended following an assessment of the current

situation in the country and in the regional and global context, in relation to new migratory movements and trends; comprehensive analysis of strategic documents such as the Extended Migration Profile and Migration Profile Light and other empirical analyses based on research conducted over the previous years. The recommended actions are expected to address the gaps identified in the system and produce a positive impact on enhancing and strengthening migration management as an important pillar of the socio-economic development of the country.

The Strategy on Migration 2021-2025 was developed in parallel with the National Development Strategy 2021-2030. The responsible Working Group for drafting the Strategy on Migration 2021-2025 has continuously consulted and coordinated with the Office for Strategic Planning within the Office of the Prime Minister to ensure synergy and full coherence of the Strategy on Migration 2021-2025 with the National Development Strategy 2021-2030.

Furthermore, as a result of the review of the strategic policy framework and in order to improve the strategic planning process carried out by the Office for Strategic Planning, the Strategy on Migration 2021-2025 is the first strategic document to integrate the national strategy for reintegration of repatriated persons.

The Action Plan of the Strategy on Migration 2021-2025 has been drafted in accordance with the Guidelines and Manual for the Drafting of Strategic Documents and Action Plans, therefore all the planned activities are aligned and serve to achieve the specific and strategic objectives of the Strategy. In order to link the planned measures with the budget framework, specifically the Medium-Term Expenditure Framework, the Action Plan will initially cover the period 2021-2023 and will be subject to review during 2023.

## 1.2 Introduction

Following the geopolitical developments with security implications and migratory movements in the region, the Republic of Kosovo may be affected by the migration flows in the region. In this case, strengthening cross-border cooperation among the countries of the region, as well as the cooperation with countries of origin, transit and destination is of particular importance. Exchanging experience and information among relevant institutions and mechanisms is also of particular importance.

The Republic of Kosovo is characterized by a large number of emigrants, for a relatively young population. According to the main labor market indicators, the unemployment rate (age 15-64) was 25.7% in 2019 and 25.9% in 2020. The high youth unemployment rate (age 15-24) is very challenging, and may easily reach 49.1%.<sup>1</sup> Moreover, the impact of the Covid-19 pandemic on the private sector could result in the loss of jobs and consequently fuel a possible new wave of emigration. In this regard, the key priorities of the Government of the Republic of Kosovo will be channeling resources and measures for the purpose of economic recovery in order to mitigate the economic impacts caused by the pandemic, and linking the country's development policies with migration issues, with the view of solving long-term socio-economic challenges of the country, which act as drivers of migration.

Upon various research and analyses, GAM found that there is a need for a structured approach to internal migration, especially in relation to the movement of citizens from one city to another or from rural to urban areas, causing difficulties in adequate budget planning for municipalities in Kosovo. Although the Law on Dwelling and Residence 02/L-121 requires citizens to register any changes in dwelling and residence in the municipality where they are located, in practice there are difficulties and in most cases they fail to do so. This creates difficulties in the development of public policies in vital sectors such as education, health, social and economic policies that aim to pursue sustainable socio-economic development at both central and local levels.

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<sup>1</sup> Anketa e Fuqisë Punëtore 2020, <https://ask.rks-gov.net/media/6125/anketa-e-fuqis%C3%AB-pun%C3%ABtore-afp-2020.pdf>

### 1.3 Methodology

This strategy was drafted by the Working Group established based on a decision of the Secretary General of the Ministry of Internal Affairs. The Chair of the Government Authority on Migration is mandated to lead the working group for drafting the strategy. The list of members of this working group is attached.

The drafting of the document was supported by the GIZ DIMAK Project, as well as the MIMAK Project, funded by the Government of Switzerland and implemented by ICMPD. These projects organized workshops and meetings (always in line with the recommendations of the National Institute of Public Health of Kosovo and Government decisions) with various institutional actors to define strategic objectives, specific objectives and the implementation of activities/measures. The methodology followed in this process involved an assessment of the implementation of the previous Strategy on Migration 2013-2018 and of the scale of the accomplished objectives through activities. The assessment of the implementation of this strategy is attached in Annex 2. The assessment identified gaps in carrying out previous and new activities to drive an overall improvement in the area of migration. Workshops and meetings discussed and evaluated the current situation, including the impact of COVID-19, and activities that would help achieve specific and strategic objectives have been proposed, focusing on improving management and governance of migration in general.

Strategic objectives, specific objectives and activities were based on data, findings and recommendations of the Migration Profile Light 2019. The draft Strategy was subject to a comprehensive process of preliminary and public consultations in accordance with Regulation No. 05/2016 on Minimum Standards of Public Consultation Process. When defining strategic objectives, special attention has been paid to avoiding possible duplication of activities and linking this strategy with other sectoral strategies, as adopted by the Government of the Republic of Kosovo.

The following institutions took part in the drafting of the strategy:

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|---|---|
| <b>1. Office of Strategic Planning at the Office of the Prime Minister;</b> | <b>6. Ministry of Economy;</b>                              |
| <b>2. Ministry of Internal Affairs;</b>                                     | <b>7. Ministry of Industry, Entrepreneurship and Trade;</b> |
| <b>3. Ministry of Foreign Affairs and Diaspora;</b>                         | <b>8. Ministry of Local Government Administration;</b>      |
| <b>4. Ministry of Finance, Labour and Transfers;</b>                        | <b>9. Kosovo Agency of Statistics;</b>                      |
| <b>5. Ministry of Education, Science, Technology and Innovation;</b>        | <b>10. GIZ Experts;</b>                                     |
|   | <b>11. ICMPD/MIMAK experts.</b>                             |



## 1.4 Background

Migration is a complex phenomenon with a multidimensional impact on the various socio-economic, demographic, political and security areas of the countries of origin and destination. Migration flows at the international level have increased due to digital revolution, reduction of travel costs, etc.<sup>2</sup> International migration is on the rise and it is estimated that there were about 272 million international migrants globally in 2019 (or 3.5% of the global population) compared to 155 million in 2000 (or 2.8% of the global population).<sup>3</sup> The international migration mostly occurs in regular ways, such as for employment, family reasons, education, and similar. Likewise, the number of refugees who need international protection has been increasing. In 2020, an estimated 26 million refugees have enjoyed rights to specific legal protections at a global level such as protection from deportation and penalization for crossing borders without authorization in order to reach safety.

International efforts have been ongoing to manage both regular and legal migration and to prevent irregular forms of migration that often endanger people's lives and motivate the rise of criminal groups involved in trafficking in human beings and smuggling of migrants. In this context, on 19 September, 2016, the Heads of State and Government came together to discuss at the global level within the United Nations General Assembly, issues related to migration. . This sent an important political message that migration has become an important issue on the international agenda. With the adoption of the New York Declaration<sup>4</sup> for Refugees and Migrants, the 193 UN member states recognized the need for a comprehensive approach to human mobility and enhanced cooperation at the global level. Annex II to the New York Declaration set in motion a process of intergovernmental consultations and negotiations that culminated in the adoption of the Global Compact for Migration<sup>5</sup> at the Conference on International Migration in 2018. As such, the Global Compact on Refugees aims at safe, orderly and regular migration.

Further on, in 2018, international efforts to strengthen global cooperation for international protection of refugees were formalized with the adoption of the Global Compact on Refugees in the General Assembly of the United Nations. The Global Compact on Refugees<sup>6</sup> voted by 181 UN member states has 4 main goals. 1) Ease the pressure on countries hosting large numbers of refugees, 2) Enhance refugee self-reliance in the countries where they live, 3) Expand access to third-country solutions in new countries, and 4) Support conditions in countries of origin for return in safety.

A study supported by GIZ through the Global Program on Migration and Diaspora found that the legal and strategic framework of the Republic of Kosovo in the area of migration is harmonized to a significant extent with the objectives of the Global Compact for Migration.

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<sup>2</sup> IOM 2020 Report, page 19 [https://publications.iom.int/system/files/pdf/wmr\\_2020.pdf](https://publications.iom.int/system/files/pdf/wmr_2020.pdf)

<sup>3</sup> Ibid

<sup>4</sup> New York Declaration: [https://www.un.org/en/ga/search/view\\_doc.asp?symbol=A/RES/71/1](https://www.un.org/en/ga/search/view_doc.asp?symbol=A/RES/71/1)

<sup>5</sup> Global Compact for Migration:

[https://refugeesmigrants.un.org/sites/default/files/180713\\_agreed\\_outcome\\_global\\_compact\\_for\\_migration.pdf](https://refugeesmigrants.un.org/sites/default/files/180713_agreed_outcome_global_compact_for_migration.pdf)

<sup>6</sup> [https://www.unhcr.org/gcr/GCR\\_English.pdf](https://www.unhcr.org/gcr/GCR_English.pdf)

The study presented some recommendations that aim at a broader inclusion of all objectives and indicators of the Global Compact for Migration in the migration management system in the Republic of Kosovo. In this context, the Strategy on Migration 2021-2025 sets out measures which reflect the following recommendations: establish a common platform for the exchange of data related to mixed migration flows; develop human capital including the creation of a system to support their reintegration process according to the principles of the Global Compact for Migration. It also recommends exploring possibilities and procedures for the return of irregular migrants to their countries of origin, especially with countries that are yet to recognize the Republic of Kosovo.

While the objectives of the Global Compact for Migration are reflected in various strategic documents, their implementation in practice needs to improve, especially when dealing with complex measures such as examining and referring cases of vulnerable groups of migrants, particularly unaccompanied children and victims of trafficking. In this context, the Strategy on Migration 2021-2025 stipulates specialized capacity building programs for institutions responsible for implementation of such measures.

On the other hand, several other objectives of the Global Compact for Migration need to be addressed by sectoral strategies, such as Objective 18 on skills development and mutual recognition of qualifications, which should be addressed by the sectoral strategy on education, or Objective 2 on structural factors that compel citizens to leave the country, which should be addressed by the National Development Strategy 2021-2030. The Strategy on Migration 2021-2025 will reflect the principles and objectives of the Global Compact on Migration, in all matters which are directly or indirectly related to the field of migration, creating synergies with the Development Strategy 2021-2030 and other sectoral strategies. Measures/activities which a focus on gender issues, arising from recent studies and trainings as part of a multi-stakeholder dialogue developed by the GAM and supported by GIZ, have also been made an integral part of the Strategy.

Meanwhile, in September 2020, the European Commission introduced the EU Pact on Migration and Asylum<sup>7</sup> which is focused on several objectives, some of which are reflected in the Strategy on Migration 2021-2025. These objectives consist of effective border management including security control and health examination; effective asylum procedures, effective implementation of procedures for return of migrants to their countries of origin; migration governance; consolidation of policies for the integration of foreigners, etc. The EU Pact on Migration and Asylum provides for new legislation in the area of migration and asylum. In this regard, in the framework of the National Program for the Implementation of the SAA, the Government of the Republic of Kosovo will reflect measures aimed at harmonizing current and future legislation of the EU.

The outbreak of the Covid-19 pandemic has also had an impact on migration due to measures taken by various countries, including border closure.

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<sup>7</sup>EU Migration and Asylum Pact: <https://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1601287338054&uri=COM:2020:609:FIN>

The situation created with Covid-19 pandemics had impact in the area of migration due to measures undertaken by different countries, including closing of borders. Since the outbreak of the pandemic, the Republic of Kosovo has faced a significant number of migrants 'stranded' within the territory of the country. Preventive measures were introduced to protect migrants from the pandemic, including movement restrictions and quarantine for migrants and applicants for international protection.<sup>8</sup> This caused an overload of the local system of reception and accommodation of migrants and applicants seeking international protection, thus, in addition to the Asylum Center in Magure/a, the Reception Center in Vranidoll/Vrani Do was put into operation. Furthermore, in order to manage any potential flow, the Ministry of Internal Affairs in the framework of the Contingency Plan for managing eventual influx of migrants, refugees and applicants for international protection, has planned to expand the area of the 'Belvedere camp' increasing as such the total accommodation capacity from the current 800 to 2,500. A similar trend of migrants staying in the territory of Kosovo has persisted in the following months.

The Covid-19 pandemic has also affected the organized return of Kosovo citizens who have been stranded in various countries due to loss of jobs, including students and others who have traveled for business purposes or family visits. Although there are no accurate official data on the numbers returning during this time, the Ministry of Foreign Affairs and Diaspora has assisted this process at all phases through the embassies of the Republic of Kosovo.

The process of readmission of Kosovar citizens staying illegally in EU countries and the Schengen area has been suspended for several months during the closure of the borders and this has resulted in a significantly lower number of readmitted persons in 2020, compared to 2019.

The Government Authority on Migration, with the support of the MIMAK project, organized a workshop on 3-6 November 2020, which served to facilitate drafting policy briefs on the impact of the Covid-19 pandemic on migration in Kosovo. Participants in the workshop identified issues and challenges related to the impact of the pandemic on migration in the case of Kosovo. The treatment of migrants stranded in the country as a result of border closures, are deemed as most challenging and priority issues that require swift action by state institutions. The recommendations provided in the policy briefs will be part of the measures envisaged by this strategy.

Remittances

In this regard, the Strategy on Migration 2021-2025 reflected on the impact of the pandemic in areas related to migration and sets out measures to overcome the consequences caused by this pandemic. The strategy also reflects on the impact of the pandemic on mobility and the effects it may have on migratory movements both in terms of emigration of Kosovar citizens, especially for employment purposes, but also in terms of immigration and strengthening the capacity to admit and treat migrants and those that require international protection. Kosovo, like most countries in the region, faces challenges of various natures in the area of migration. The common denominator of these challenges may be the growing number of applicants for

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<sup>8</sup>European Commission Report on Kosovo 2020, page 46

international protection, smuggling of migrants and trafficking in human beings, migration governance, the system and infrastructure for admission of migrants, etc. Thus, the Republic of Kosovo, like other countries in the region, is affected by migration, both as a country of origin, transit and in some cases as a destination. In this regard, the Strategy on Migration 2021-2025 introduces concrete measures to address the issue, complementary to other strategic documents such as the Plan for managing possible flows of migrants in Kosovo.

Kosovo has been affected by migratory movements in several stages throughout history, in particular by the emigration of Kosovars to European countries. The number of emigrated Kosovar population and population of Kosovar origin (1969-2011) is estimated to have been around 703,978 individuals, but increased to 885,862 by the end of 2020 (net migration stock)<sup>9</sup>. Most of them live in Germany (share of 39%), Switzerland (23%), Italy (7%), Austria (7%) Sweden (7%) and other countries 17%.

Legislative and institutional reforms in the field of migration have been since 2009 significantly influenced by two subsequent processes: visa liberalization (since 2012) with the European Union and the European Integration agenda with the start of implementing the Stabilization and Association Agreement in 2016, in particular the implementation of the requirements under the Visa Liberalization Roadmap with the European Union and Chapter 7 of the Stabilization and Association Agreement between Kosovo and the European Union, specifically the legal provisions related to irregular migration, regular migration and readmission and reintegration of repatriated persons.

As a result of the reforms undertaken under these two processes, Kosovo has developed a sound legal and strategic framework in migration management, including institutional mechanisms mandated to coordinate and implement migration policies. The European Commission Country Report 2020 for Kosovo estimates that Kosovo has harmonized, to a significant extent, the legal framework in the field of migration.<sup>10</sup> Furthermore, the alignment of migration legislation with the EU legislation continues based on the National Program for the Implementation of the Stabilization and Association Agreement with the European Union. During 2020, the Ministry of Internal Affairs, with the support of GIZ, has undertaken a comprehensive analysis of the level of harmonization of domestic legislation with Chapter 24 of the EU *Acquis*, i.e. on matters related to Justice, Freedom and Security. The assessment found a high degree of harmonization of national legislation with EU *Acquis* in the field of migration. The assessment underlines that almost 100% of the local legislation on regular migration is deemed to be in full or advanced harmonization with the EU *Acquis* on legal migration, i.e. about 33% of national legislation is fully harmonized with the EU *Acquis* and 77% has advanced harmonization with the EU *Acquis*. With respect to irregular migration, the assessment found that Kosovo has made significant progress in harmonizing national legislation with the EU *Acquis*. The assessment underlines that almost 80% of the local legislation on irregular migration is deemed to be in full or advanced harmonization with EU *Acquis*, while 20% shows partial harmonization with EU *Acquis* on irregular migration.

<sup>9</sup>Vlerësim, Popullsia e Kosovës 2020, Prishtinë, Qershor 2021: <https://ask.rks-gov.net/media/6105/vler%C3%ABsimi-i-popullsis%C3%AB-2020.pdf>

<sup>10</sup> EU Report on Kosovo 2020, page 46

The reforms above have also resulted in the establishment of institutional mechanisms on the prevention of irregular migration and the management of regular forms of migration. In 2013, the Government Authority on Migration (GAM) was established as an inter-institutional mechanism to coordinate policies related to migration management in Kosovo. In addition, mechanisms for readmission and reintegration of repatriated persons have been established, while mechanisms for border control, prevention of irregular migration and fight against smuggling of migrants have been strengthened. An international protection system on asylum has also been established, which is considered to be largely in line with European and international norms.

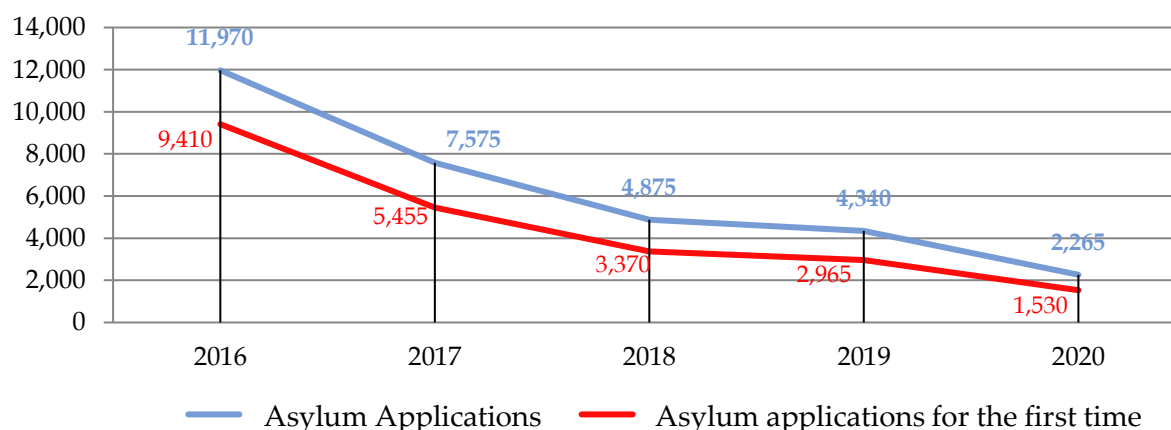
These reforms undertaken were also part of the National Strategy on Migration 2013-2018, which was the key strategic document in the field of migration management in Kosovo. The final evaluation of the implementation of the Strategy on Migration 2013-2018 shares the following outcomes:

- 40 activities (60%) have been implemented (most of them defined as “ongoing” which means that the implementation implies continuation of previously initiated actions).
- 14 activities (21%) have been partially implemented.
- 11 activities (16%) have not been implemented.

It was impossible to assess the level of implementation due to lack of data for two (2) of the activities (3%). Most of the completed activities are related to the strategic objective that addresses prevention of irregular migration, and this as a result of measures taken by the Government of the Republic of Kosovo and relevant authorities to address the phenomenon of irregular migration (especially in 2014 and 2015) and the drivers of irregular migration.

Despite the progress recorded in consolidating the system for migration management and international protection, the Republic of Kosovo faced the phenomenon of irregular migration in 2014 and 2015 to EU countries. It is deemed to have been caused by economic and social motivations in the country, and other attractive factors such as the change of asylum legislation in Hungary during 2013, the removal of Kosovo from the list of safe countries by France, and other reasons related to relatively easier and less costly movements along the territory of Serbia to Hungary. This flow of emigration began to decline in the second half of 2015, as evidenced by the following figure, recording a significant decline in 2019, when referring only to the number of asylum seekers in EU countries.

**Figure 2:** Trend of asylum applications and requests for international protection of first-time Kosovar citizens towards EU member states and the Schengen Area, 2016 - 2020

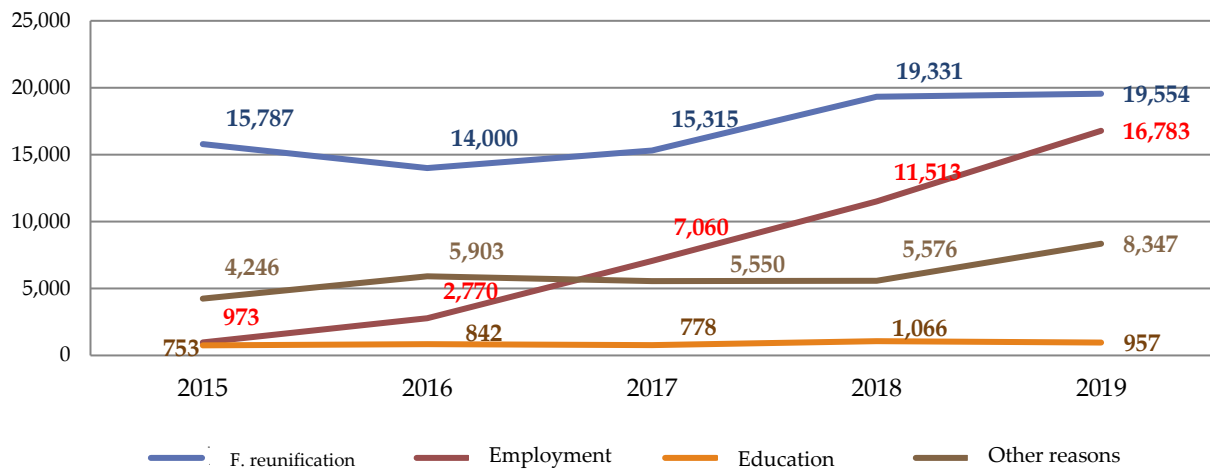


Source: EUROSTAT<sup>11</sup>

The trends of irregular emigration and the number of applicants for international protection originating from the Republic of Kosovo show a significant continuous decline (2015-2020). However, ensuring safe and regular migration should remain among the priorities of this strategy, in terms of border control, implementation of readmission and reintegration policies, and implementing measures to inform citizens about the consequences of irregular migration and the rights and obligations arising from visa-free movement in the Schengen area after visa liberalization. On the other hand, despite the lack of official data, Kosovo deals with the departure of qualified labour or "brain drain". This phenomenon has been raised as a concern at the level of the Government of the Republic of Kosovo, as medical personnel are leaving the country to pursue employment opportunities, especially in Germany. Availability of data on regular emigration, especially for employment purposes, has started improving since 2015.

<sup>11</sup><https://ec.europa.eu/eurostat/web/asylum-and-managed-migration/data/database>, updated on 13.04.2021, (6:50:38 AM), Extracted on 5/17/2021 (10:14:28 AM) -

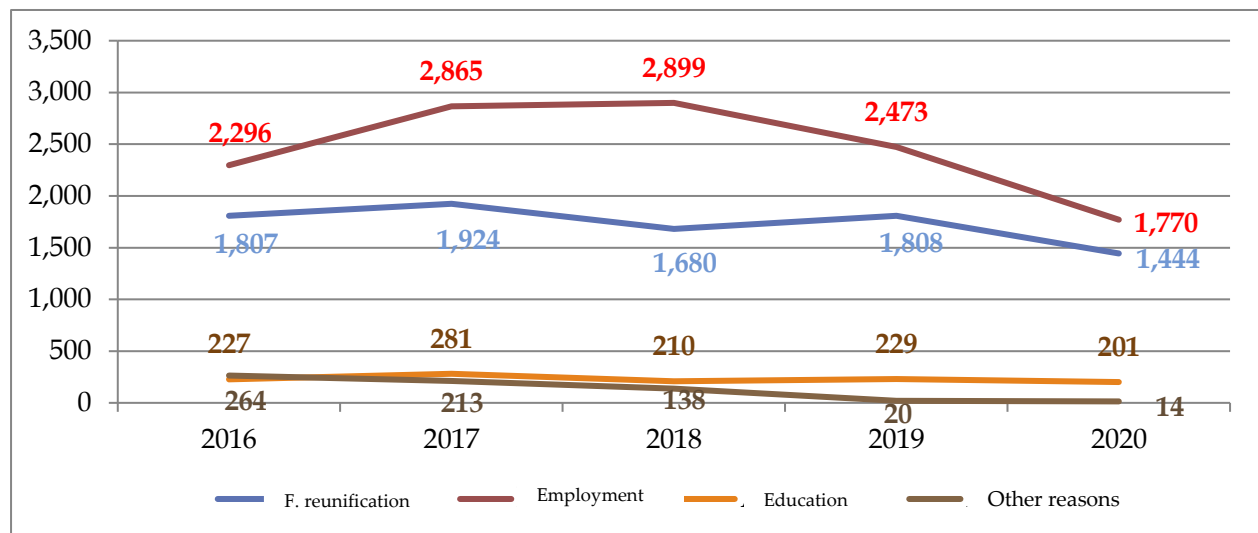
**Figure 3:** Kosovar citizens with valid residence permit in EU member states and Schengen Area according to the reason of residence, 2015-2019<sup>12</sup>



Source: Eurostat

The recorded increasing trend of regular migration of foreigners to the Republic of Kosovo (as shown in the figure below) especially for employment purposes, underlines the need to consolidate mechanisms for the integration of foreigners with legal residence in the Kosovo society as well as the creation of policies aimed at employing foreigners in accordance with the labour market needs.

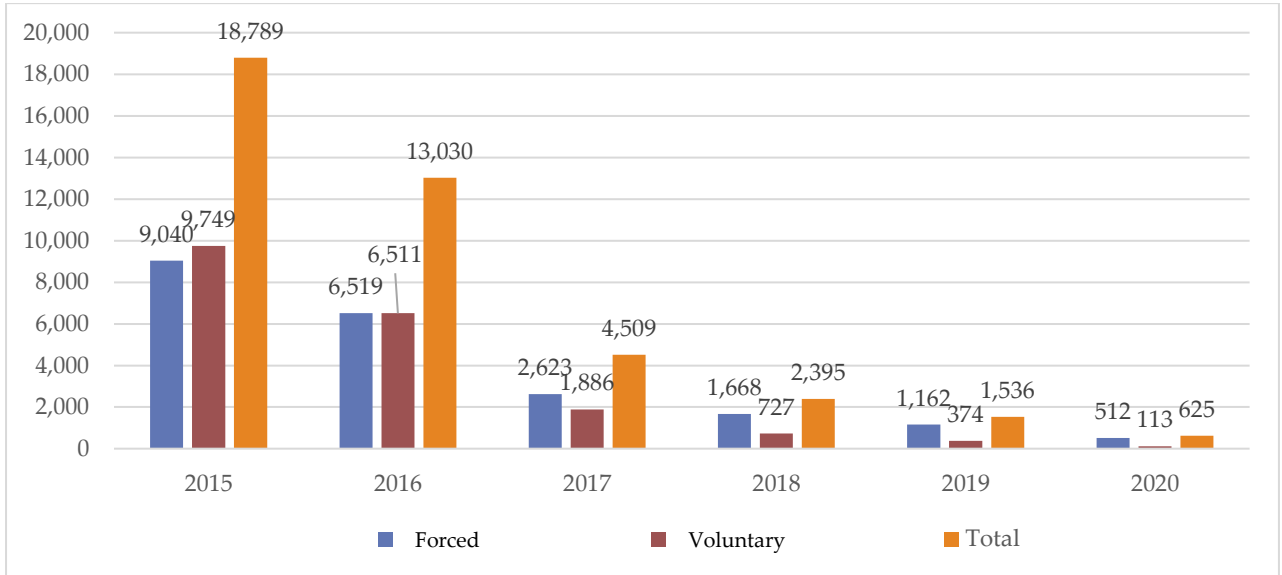
**Figure 4:** Trend of temporary residence permits, comparison by categories "Family Reunification" / "Employment" (2015-2019)



<sup>12</sup>Source: Eurostat, <https://appsso.eurostat.ec.europa.eu/nui/submitViewTableAction.do>

The implementation of policies on readmission and reintegration of repatriated persons can also be attributed to reducing irregular migration. It should be noted that these two policies have been found satisfactory in practice, as evidenced by the statistics presented in the figures below:

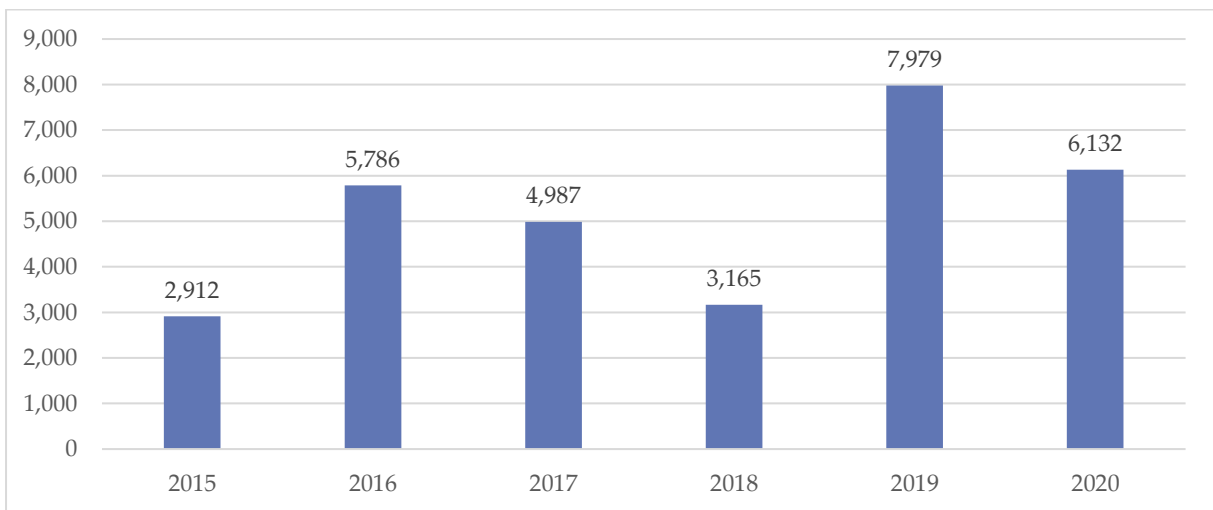
*Figure 5: Voluntary and forced readmission by years, 2015–2020*



Source: MIA, IOM

The increased number of readmissions in 2015 and 2016 has also led to an increase in the number of beneficiaries under various reintegration schemes during these years. From this period, the reintegration of repatriated persons will be addressed by the Strategy on Migration 2021-2025 in accordance with Regulation No. 22/20120 on the Reintegration of Repatriated Persons.<sup>13</sup>

*Figure 6: Number of beneficiaries under reintegration schemes, 2015–2020*



Source: DRRP, MIA

<sup>13</sup><https://gzk.rks-gov.net/ActDetail.aspx?ActID=31862>

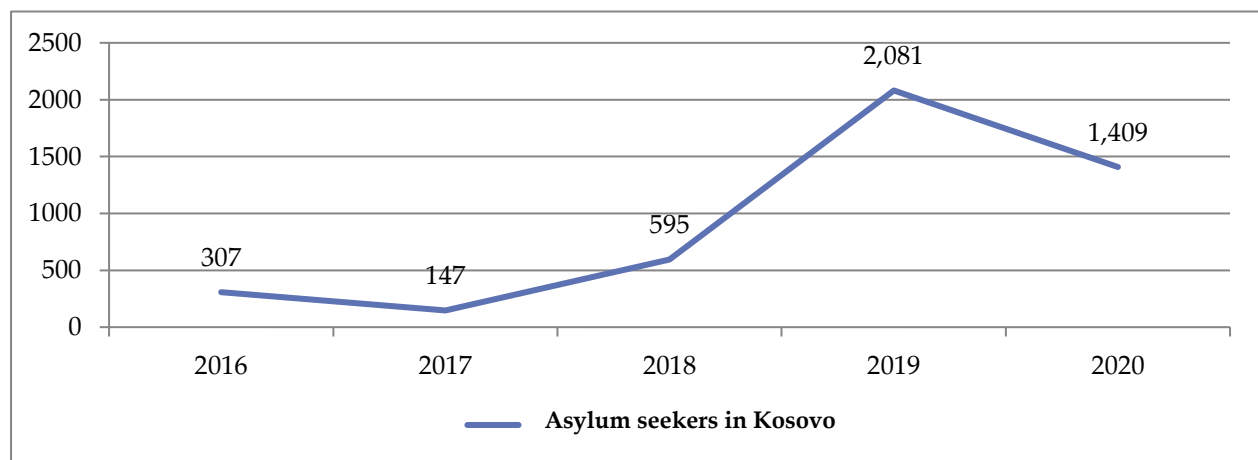


During 2020, the restrictive measures imposed to prevent the spread of the Covid-19 pandemic led to a decreased number of readmitted persons, i.e. 582 persons, of which 478 returned by force and 104 through the Assisted Voluntary Return and Reintegration Program.

The Republic of Kosovo has signed 22 agreements with 24 countries in the field of readmission.<sup>14</sup> Readmission as a state policy will continue to be implemented by the Government of the Republic of Kosovo in the coming years as an important measure that contributes to the prevention of irregular migration. In this regard, continued negotiation of readmission agreements is recommended. During 2021, initiatives were taken to negotiate and sign agreements with the following countries: Latvia (agreement finalized and signature pending); United Kingdom, Portugal, Lithuania, Poland, Ireland, Pakistan, Afghanistan, Ivory Coast, USA, Egypt, Jordan, Libya and Chad. In addition, the Republic of Kosovo should continue to strengthen (or establish) mechanisms for the return of irregular migrants in accordance with EU and international standards and practices.

The migrant crisis that has affected European countries through migrants using the 'Balkan Route', i.e. the countries of the region, was an indicator that Kosovo can be used as a transit country for migrants and refugees even though Kosovo is not affected to the degree of other countries of the region.

*Figure 7: Asylum seekers in Kosovo, 2016-2020*



Source: DCAM/MIA

The number of asylum seekers in Kosovo during 2020 was 1,409, marking a decrease from the previous year, possibly due to the Covid-19 pandemic, which has also affected migratory routes. The main countries of origin of applicants for international protection in Kosovo are:

<sup>14</sup>The Republic of Kosovo has signed Bilateral Readmission Agreements with these countries: Albania, France, Switzerland, Germany, Denmark, Austria, Norway, Slovenia, Benelux (Belgium, Netherlands, Luxembourg), Czech Republic, Montenegro, Sweden, Finland, Hungary, Bulgaria, Malta, Estonia, Liechtenstein, Croatia, Italy, Turkey and Northern Macedonia.

Syria 649 (46.1%), Morocco 183 (13%), Palestine 121 (8.6%), Iraq 119 (8.4%), Libya 89 (6.3%) and other countries 248 (17.6%). The most represented age group is 18-34 years (1,007 applicants), 35-64 years (204 applicants), 0-13 years (119 applicants) 14-17 years (78 applicants), and 65 years (1 applicant).

Since January 2020, when Article 52 of the Law on Asylum was stipulated, allowing migrants and refugees to apply "For the expression and purpose of seeking international protection" and to have an opportunity to decide within 72 hours to apply for international protection, a new situation has been created related to the total number of migrants and those who apply for international protection. From 31 January 2020, when the 72-hour "Expression of Intent to Seek Asylum" entered into force, until 31 December 2020, 1,532 migrants have expressed their intention to seek asylum, and 1,365 people have applied for international protection.<sup>15</sup>

Considering that the trends of changing routes of migratory movements in the region continue the Republic of Kosovo should take measures to deal with any possible influx of migrants and refugees, and continue with the consolidation of the international protection system and protection standards for migrants and refugees throughout all stages provided by law and in accordance with international human rights standards, and the concepts of humanitarian border management.<sup>16</sup> The Republic of Kosovo has also drafted the relevant legislation and mandated institutions and mechanisms to support and coordinate the integration of foreigners with a focus on persons under international protection.

The Republic of Kosovo started the dialogue on visa liberalization in 2012 and this process has now reached the final stage of decision-making within the Council of the European Union. This decision-making process has proven to be political, and presently there are no indications of possible timelines of visa-free travel to the Schengen Area. However the Republic of Kosovo needs to start preparations for managing the post-visa liberalization process in line with the European Commission recommendations for the countries of the region, already part of the Schengen White List, including indicators and measures under the 'suspension mechanism'. This calls for the establishment of an institutional coordination mechanisms as well as measures to outreach to Kosovar citizens about the rights and obligations arising from visa-free movement, although a number of information activities have been implemented in the recent years on migration topics, including informing Kosovo citizens on rules of visa-free movement..

Institutional migration management includes a number of institutions that have direct and indirect responsibilities in the implementation of the legislation and policies related to the field of migration. In order to coordinate and harmonize activities in this field, as mentioned above, the Government Authority on Migration was established by a Government Decision in 2013, as an inter-institutional coordination mechanism for migration management. Although this mechanism has contributed to strengthening the cross-sectoral approach in the

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<sup>15</sup> Persons who have expressed the intention to seek asylum may have applied for and entered into international protection procedures

<sup>16</sup> Plan for Managing the Potential Flow of Migrants, Refugees and Applicants for International Protection

field of migration, especially by migration profiles, the European Commission 2020 Report on Kosovo recommends further strengthening of inter-institutional cooperation and coordination in the field of migration. Therefore, this strategy sets out measures related to the strengthening of mechanisms for migration governance in the Republic of Kosovo, in particular by strengthening the Government Migration Authority and other institutions involved in the management of migration, both in terms of legal framework and capacity.

### **Summary of key activities**

All activities set out in this strategy have been costed and the associated budget line has been determined. Some of the activities will not be covered by the Kosovo Budget and will be supported by donors, specifically international organizations that support Kosovo institutions in the field of migration and asylum, primarily GIZ, SDC, UNHCR, IOM, etc.

Furthermore, the Ministry of Internal Affairs will receive assistance under the 'EU4 Justice and Home Affairs' project, as part of the IPA II Pre-Accession Instrument. Under the third component of this project, the MIA will receive a grant of 6.5 million Euros which, among others, will support migration management. In addition, IPA III programming includes projects in the area of migration management.

The main activities of the Strategy on Migration 2021-2025 will focus on managing regular and circular migration movements through appropriate measures such as bilateral agreements, providing information and advisory services to migrants, promoting policies and systems for sustainable reintegration of repatriated persons, enhancing systems for the integration of foreigners. The focus of the Strategy will also be to ensure regular and safe migration by taking measures to prevent irregular migration, either through increased border surveillance and control, strengthening regional cooperation, information campaigns or through other measures aimed at protecting migrants from trafficking.

Unlike previous strategic documents, the Strategy on Migration 2021-2025 is oriented towards making migration regular and safe and, as such, adopts a developmental approach. The envisaged measures include developing policies and schemes aimed at managing migration for employment purposes and consolidation of the migrant mobility system.

The Strategy on Migration 2021-2025 is the first strategic document at the country level, which addresses the issue of internal migration. The envisaged activities aim at identifying legal and institutional gaps, as well as capacities in the management of internal movements by developing concrete measures such as amending the legal framework (Law on Residence and Emplacement 02/L-121), enhancing a database for internal migration and concrete outreach activities to inform citizens on the necessity of registering changes of residence and place of residence.

The Strategy on Migration 2021-2025 reflects the achievements in the field of migration management, specifically on inter-institutional coordination under the mandate of the Government Authority on Migration, by drafting analytical documents in the field of

migration (such as migration profiles), capacity building through thematic training in the area of migration and the advancement of systems for migration data collection and analysis. In this regard, there are activities which aim at strengthening the role and legal mandate of the Government Authority on Migration as well as data-based migration management through a data management platform. The Strategy also reflects the progress achieved in the field of international protection by concurrently prescribing additional activities for strengthening the system, primarily by planning measures to upgrade the standard of interviewing applicants for international protection and the quality of associated decision-making.

## 1.5 Objectives:

Based on the analysis made in the Extended Migration Profile 2013-2017, and on the preliminary data from the migration research, the working group for drafting the Strategy, has set the following strategic objectives:

- Strategic Objective 1: Regular Migration Management;
- Strategic Objective 2: Ensuring safe, orderly and regular migration;
- Strategic Objective 3: Internal Migration Management;
- Strategic Objective 4: Advancing in the field of migration management and strengthening of the international protection system.

### Strategic Objective 1: Regular Migration Management

Managing safe, orderly and regular migration is an aim of the state policy of the Republic of Kosovo, also related to the principles of the Global Compact for Migration. The Strategy on Migration aims to advance the migration management system, envisaging measures to create conditions for regular and circular migration, thus contributing to the prevention of irregular migration.

Regular migration management has positive implications on the sustainable development of both the country of origin and that of destination, in terms of economic and human capital development. In this spirit, this strategic objective reflects the goals of the institutions of the Republic of Kosovo to create an environment conducive to the mobility and movement of migrants in regular and safe forms, including the promotion of the protection of migrants' rights.

**Indicators:** Level of management performance of regular migratory movements

Specific objectives are foreseen to help in the realization of this strategic objective:

No.	Specific objective	Output Indicators
1.1	Management of regular migration processes management	Proportion of the net flow of irregular migration
1.2	Enhance policies and systems for the sustainable reintegration of returnee migrants	Expanded profile of returned migrants supported by reintegration schemes
1.3	Strengthen the system for integration of foreign citizens	An integration system that is functional and has adequate capacities for the implementation of integration policies

## Strategic Objective 2: Ensuring safe, orderly and regular migration

Prevention of irregular migration is a challenge for every country, including the Republic of Kosovo. Kosovo has managed to consolidate the legal and institutional framework for preventing and combating irregular migration. However, since irregular migratory movements can be affected by unpredictable developments in local, regional and international contexts, this remains a consistent challenge, requiring due attention also within this Strategy.

Within this strategic objective, specific measures are foreseen aiming at the full operationalization of a protection-sensitive migration management system. Capacity building is envisaged for the Border Police, including sophisticated equipment for extracting biometric elements in order to identify, record and refer cases from mixed migratory flows. Measures are also provided on the enhancement of the physical infrastructure for the management of mixed flows of migrants by operationalizing the Reception Center.

Furthermore, this strategic objective also provides for drafting a Manual for the identification, profiling and the referral of cases of irregular migrants and refugees, with a focus on vulnerable groups, providing proper care and adequate safety.

This strategic objective shall also reflect measures related to the COVID-19 pandemic, including but not limited to the necessity of medical examinations, security checks, as well as the possibility to have the most comprehensive information on the mixed flows of migrants in our country.

### Output Indicators: Reduction of cases of irregular migration

Specific objectives are foreseen to help in the realization of this strategic objective:

No.	Specific objective	Output Indicators
2.1	Inform the Kosovo citizens on the rules of entry and stay in the Schengen area	Study the degree of awareness of citizens on the rules of movement in the Schengen area
2.2	Enhance the cooperation of Kosovo institutions with other countries in guaranteeing regular and safe migration	Number of irregular migrants returning, countries of origin and destination, through return mechanisms
2.3	Enhance the control system for the entry and stay of foreign citizens in the Republic of Kosovo	Enhance the control system for entry and stay
2.4	Protect migrants from trafficking	Number of victims of trafficked migrants under protection

### Strategic Objective 3: Internal Migration Management

The Strategy on Migration 2021-2025 is the first strategic document which aims to address the shortcomings related to internal migratory movements (registration of urban-rural, and vice versa migration, or inter-municipal movement) which will help guide public policies in the field of education, employment, social issues, budget planning, foreign investments, etc., with a view of sustainable socio-economic development in the country. In this regard, specific objectives and activities have been identified, aiming at structuring and developing the system of internal migration movements.

**Output Indicators:** Registration rates of internal migration

Specific objectives are foreseen to help in the realization of this strategic objective:

No.	Specific objective	Output Indicators
4.1	Revision of the current system of internal migration	Identification of legal, procedural, institutional gaps and capacities related to internal migratory movements
4.2	Enhanced system of internal migration management	Availability of data related to internal migration for evidence-based policy making

### Strategic Objective 4: Advancing the field of migration management and strengthening the international protection system

Migration governance refers to the system and institutional mechanisms involved in migration management. The Government Authority on Migration (GAM)<sup>17</sup>, established in 2013, has assembled relevant government institutions and executive agencies that exercise functions related to the field of migration within the framework of their mandate within a single mechanism. The Government Authority on Migration gathers all relevant institutions, represented by responsible officials nominated as members of this mechanism. Although the work of the members of this authority is beyond the scope of their day-to-day responsibilities, the GAM has finalized a Regulation that sets out the duties, roles and responsibilities of this authority. It is noteworthy that in order to function as efficiently as possible in terms of achieving strategic and specific objectives, it is necessary to develop clear working procedures of the GAM for each area that this authority has responsibility for.

Another challenge faced by the Authority during the five-year work has been the lack of various structured data necessary for the drafting of Extended Migration Profiles and Light Migration Profiles, for developing research and various analyses, and preparing recommendations for improving the situation and developing public policies using migration as a pillar of sustainable socio-economic development.

<sup>17</sup>Decision 08/158 on the establishment of a Government Migration Authority [http://kryeministri-ks.net/ep-content/uploads/docs/Vendimet\\_e\\_mbledhjes\\_se\\_158-te\\_te\\_Qeverise\\_2013\\_.pdf](http://kryeministri-ks.net/ep-content/uploads/docs/Vendimet_e_mbledhjes_se_158-te_te_Qeverise_2013_.pdf)

After the first research conducted in Kosovo on the various areas of migration, GAM plans to closely monitor the situation regarding the collected data, which will be followed by a further research planned to take place within a period of 5 years. Advancing multilateral cooperation and partnerships at the regional and international levels is another challenge and goal for the GAM in the next 5 years.

During these 5 years of operation, the GAM, with the support of international partners, has managed to consolidate itself as a responsible mechanism in the field of migration, by managing to produce on an annual basis strategic documents, research and analysis, which serve to understand migration movements and public policy development with development focus. Despite the progress made, the GAM continues to face internal operational challenges related to its non-final definition of the role, including the responsibilities of members who are delegated and do not have engagement with the GAM as a primary part of their daily work. In order to address all these challenges and in order to strengthen the role of the GAM as a primary inter-institutional mechanism and reference point in the field of migration, specific objectives and concrete activities are envisaged as reflected below.

Within this objective, specific measures aim at strengthening the international protection system, as the official data speak of a significant increase in the number of applicants for international protection in Kosovo. The measures focus mainly on capacity building for interviewing, decision-making, referral and handling of cases for people, who are part of vulnerable groups. In this regard, the aim is to further enhance the international protection system, in accordance with the principles of the Global Compact on Refugees, the Global Compact for Migration and the EU Pact on Migration and Asylum.

**Output Indicator:** Development of evidence-based public policies in the field of migration

Specific objectives are foreseen to help in the realization of this strategic objective:

No.	Specific objective	Output Indicators
5.1	Strengthen the role of the Government Authority on Migration (GAM)	Enhancement of the GAM at the strategic and technical level, ensuring a full inter-institutional composition
5.2	Development and advancement of the migration management information system (MMIS)	Fully operational migration management information system (MMIS)
5.3	Enhance cooperation and multilateral partnership, at regional and international levels, in the field of migration	Membership in international organizations and forums in the field of migration
5.4	Efficient data management in the field of migration	Evidence-based policy and decision-making in migration management
5.5	Strengthen the international protection system	Capacity building in terms of quality and timelines of decision making



## 1.6. Annexes

- I. Implementation, monitoring and reporting arrangements;
- II. Decision of the Secretary General on the establishment of the Working Group for drafting the Strategy on Migration 2021-2025;
- III. Evaluation of the Twinning Project for the Strategy on Migration 2013-2018;
- IV. Legal framework in the field of migration;
- V. Policy Framework;
- VI. Institutional mechanisms involved in the field of migration;
- VII. Regional and international cooperation in the field of migration.

## I. Implementation, monitoring and reporting arrangements

The Ministry of Internal Affairs shall be the main carrier of the implementation of the Strategy on Migration 2021-2025, assisted by supporting institutions. In order to monitor the implementation of the activities foreseen in the Action Plan of the Strategy on Migration 2021-2025, the GAM Secretariat shall engage, in coordination with the Strategy Secretariat within the MIA, to prepare:

- Bi-annual implementation reports;
- Annual implementation reports;
- final implementation report

- Bi-annual progress reports on strategic objectives and the implementation of the action plan. The bi-annual report shall provide information on the progress on the implementation of objectives and activities. The bi-annual report will particularly highlight the difficulties encountered, challenges, risks identified and addressing these for the implementation of the strategy.
- Annual progress reports on strategic objectives and the implementation of the action plan. The annual progress report shall provide information on the progress of objectives and the implementation of activities. The annual report will particularly highlight the difficulties encountered, challenges, identified risks and addressing them for the implementation of the strategy. Findings and recommendations from the annual monitoring reports on the implementation of the Strategy shall serve as a basis for the mid-term review of the Action Plan and the drafting of the next Strategy on Migration 2026-2030.

### Institutions responsible for the implementation of the Strategy on Migration 2021-2025:

1. Ministry of Internal Affairs;
2. Ministry of Foreign Affairs and Diaspora;
3. Ministry of Finance, Labor and Transfers;
4. Ministry of Education, Science, Technology And Innovation;
5. Ministry of Industry, Entrepreneurship and Trade;
6. Ministry of Local Government Administration;
7. Agency of Statistics;
8. Kosovo Police;
9. Government Authority on Migration.

### Strategy on Migration 2021-2025 and Action Plan Monitoring and Reporting Mechanism

The monitoring mechanism will correspond with the principles set out in Administrative Instruction (GRK) no. 07/2018 on Planning and drafting strategic documents and action plans, in the Guideline for Planning, Drafting and Monitoring strategic documents and their action plans.

The Ministry of Internal Affairs shall be responsible for coordinating and monitoring the implementation of the Strategy on Migration 2021-2025, and for taking action, if necessary, to ensure the timely and effective implementation of the activities set out in the Action Plan. The responsible authority for the preparation of reports, pursuant to its mandate, is the GAM Secretariat, in coordination with the Strategy Secretariat, which operates under the MIA.

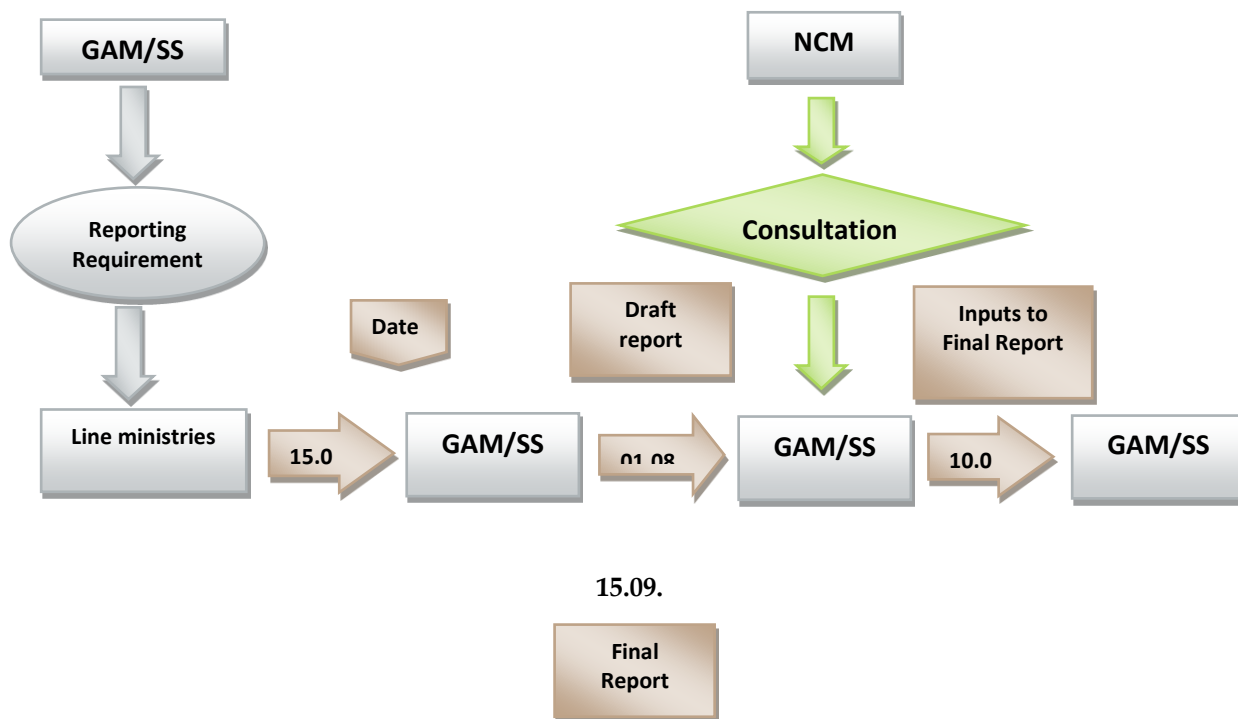
Progress reports to be drafted:

	Responsible Authority for drafting the report	Last deadline	Finalization of the Report
Bi-annual Report	GAM Secretariat/Strategy Secretariat (MIA)		GAM/SS
Annual implementation report	GAM Secretariat/Strategy Secretariat (MIA)		Signed by the Secretary General (MIA)
Final report	GAM Secretariat/Strategy Secretariat (MIA)		Signed by the Minister of Internal Affairs

In case of significant difficulties related to the implementation, or in case of changing circumstances, the responsible ministry shall duly inform the Strategic Planning Office (SPO). The line Ministry and the SPO, upon jointly assessing the situation, shall propose the necessary action for the Strategic Planning Commission.

### Steps in preparing the biannual report

#### Biannual Report Drafting Mechanism



Acronyms:

- SS - Strategy Secretariat (MIA);
- GAM - Government Authority on Migration;
- NCM - National Coordinator for Migration

According to Schedule no. 1, GAM and SS file the request with the line ministries and other institutions, including a list of activities, with their responsible institutions. Responsible institutions should also provide information on problems and risks, and possible further steps to solve the problems. The information included in the draft report is further discussed and analyzed by the GAM and SS and upon finalization, it is reported to the National Coordinator for Migration.

**The bi-annual report shall contain<sup>18</sup>:**

**Summary information: (max 1 page)**

**Overall Progress**

In this section, the following information is provided:

- a) total number of valid actions in the six months covered;

<sup>18</sup> Guideline on planning, drafting and monitoring strategic documents and their action plans. <http://kryeministri-ks.net/ep-content/uploads/2019/02/MANUAL-P%C3%8BR-PLANIFIKIMIN-HARTMIN-DHE-MONITORIMIN-E-DOKUMENTEVE-STRATEGJIKE-DHE-PLANEVE-T%C3%8B-TYRE-T%C3%8B-VEPRIMIT.pdf>

- b) information on the overall implementation rate, e.g. percentage and number of fully implemented, partially and completely (implemented) actions;
- c) areas that show the best and worst performance (based on objectives).

**Problems and risks**

This section provides a summary of the main reasons for delays in implementation actions. Any risk in terms of further implementation of actions and achievement of objectives is emphasized.

**Next steps**

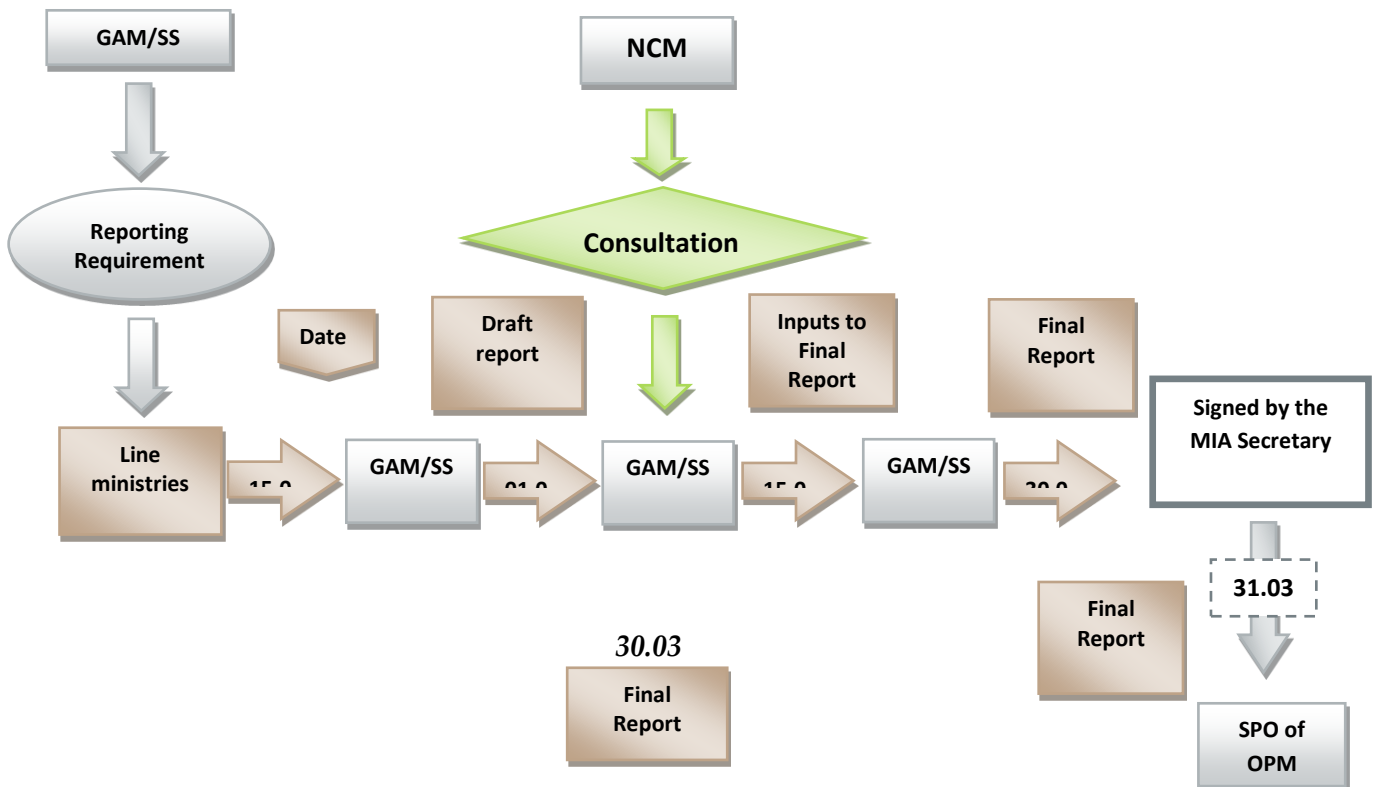
Possible solutions to the identified problems and next steps towards the implementation of the strategic document are suggested.

**Detailed information on the implementation of activities**

This section provides information on the status of implementation of actions, along with a brief description of progress towards each action, (output) indicators, any problems identified and other proposed steps.

**Steps in preparing the annual report**

*Annual (Progress) Report Drafting Mechanism*



According to Schedule no. 2, GAM and SS file the request with the line ministries and other institutions, including a list of activities, with their responsible institutions. Responsible institutions should also provide information on problems and risks, and possible further steps to solve the problems, and information on overall budget expenditures. The information included in the draft report is further discussed and analyzed by the GAM and SS and upon finalization, it is reported to the National Coordinator for Migration.

### **The annual report shall contain<sup>19</sup>:**

#### **Executive summary**

This section provides brief information on the progress of each strategic objective of the strategic document, based on indicators and the implementation of key reforms in this sector. The report will present only the milestones in the implementation of the most important activities. The relevance of the activities is decided according to the scope of their influence, political attention and the interest of the media or civil society. Graphs, charts and pictures are used to illustrate milestones. This section also provides brief information about the progress towards accomplishment of the vision ("bigger picture"). It also summarizes the key challenges, risks and necessary remedies. This section will be used to guide decision makers, the public and other relevant stakeholders. The executive summary shall be brief and concise, and up to three pages long.

#### **Progress in implementing the objectives of the strategic document**

This section describes the progress made towards implementing each objective of the strategic document. It shall have as many sub-sections as there are objectives in the strategic document. Before describing the implementation of each objective, summary information on overall progress may be provided here. It may include information on:

- Reforms successfully implemented during the year;
- Areas requiring improvement in implementation;
- Overall budget execution;
- Tables and graphs can be used here.

#### **Progress against objectives: (Title of Objective)**

These subsections provide information on the progress on each strategic objective of the document. Progress on each objective shall be described according to indicators and overall progress in the implementation of sub-objective activities. Information shall also be provided on whether the targets for the indicators have been met, as well as a description of the key reforms implemented, and the reasons for any failure to achieve the objectives. This information will provide a sense whether the strategic document is geared towards the

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<sup>19</sup> *Guideline on planning, drafting and monitoring strategic documents and their action plans.* [Http://kryeministri-ks.net/ep-content/uploads/2019/02/MANUAL-P%C3%8BR-PLANIFIKIMIN-HARTIMIN-DHE-MONITORIMIN-E-DOKUMENTEVE-STRATEGJIKE-DHE-PLANEVE-T%C3%8B-TYRE-T%C3%8B-VEPRIMIT.pdf](http://kryeministri-ks.net/ep-content/uploads/2019/02/MANUAL-P%C3%8BR-PLANIFIKIMIN-HARTIMIN-DHE-MONITORIMIN-E-DOKUMENTEVE-STRATEGJIKE-DHE-PLANEVE-T%C3%8B-TYRE-T%C3%8B-VEPRIMIT.pdf)

achievement of objectives.

Each subsection will include the following information:

- An evaluation of key milestones, using indicators and graphs;
- Assessing challenges and gaps;
- Budgetary resources;
- Conclusions and recommendations for the next steps;
- Graphs, charts or pictures to illustrate milestones.


### **Final Report Contents**

Within three (3) months from the deadline for the implementation of strategic documents, the Ministry of Internal Affairs shall submit a final report to the SPO, containing the same information required in the annual report, an assessment on whether the objectives of the document strategic actions have been accomplished by the implemented actions, as well as proposals for the next steps, if necessary, for their realization. The final report will be approved by the Minister of Internal Affairs and then discussed with the main participating institutions and the SPO, before the submission to the Strategic Planning Commission.

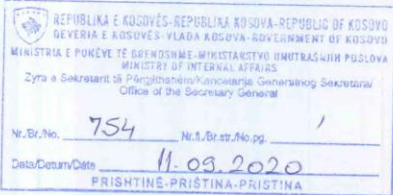




## II. Decision of the Secretary General on the establishment of the Working Group for drafting the Strategy on Migration 2021-2025



**Republika e Kosovës**  
**Republika Kosova - Republic of Kosovo**  
**Qeveria - Vlada - Government**  
**Ministria e Punëve të Brendshme - Ministarstvo Unutrašnjih Poslova - Ministry of Internal Affairs**



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Nr. 754/2020  
 Datë: 11/032020

Sekretari i Përgjithshëm i Ministrisë së Punëve të Brendshme,  
 Në mbështetje të nenit 18 paragrafi 3 të Ligjit Nr. 06/L-113 për Organizimin dhe Funkcionimin e Administratës Shtetërore dhe Agjencive të Pavarura, (Gazeta Zyrtare, Nr. 7, 01 Mars 2019), nenin 8 të Udhëzimit Administrativ (QRK) Nr.07/2018 për Planifikimin dhe Hartimin e Dokumenteve Strategjike dhe Planeve të Veprimit, nxjerr:

**V E N D I M**

1. Themelohet Grupi Punues për hartimin e Strategjise për Migrim dhe Planit të Veprimit 2021-2025.
2. Grupin Punues nga pika 1 e këtij vendimi e përbëjnë:
  - 2.1. Sefedin Kuçi, DSHAM/MPB, kryesues;
  - 2.2. Merita Vidishiqi, DIEKP/MPB, zv.kryesuese;
  - 2.3. Lulzim Fushitica, Kabineti i Ministrit/ MPB, anëtar;
  - 2.4. Valon Krasniqi, DSHAM/MPB, anëtar;
  - 2.5. Mergim Himaj, DL/MPB, anëtar;
  - 2.6. Naim Muja, Sekretariati per Strategji/ MPB, anëtar;
  - 2.7. Fahrije Ternava, DRPR/MPB, anëtare;
  - 2.8. Kushtrim Canolli, ZKM/ZPS, anëtar;
  - 2.9. Nehat Pllana, ZL/ZKM, anëtar;
  - 2.10. Rifat Limani, DRAPSH/MPB, anëtar;
  - 2.11. Njomza Musa Baholli, MPMS, anëtare;
  - 2.12. Avni Kastrati, ASRK, anëtar;
  - 2.13. Ferid Idrizi, MASHT, anëtar;
  - 2.14. Albana Morina, MSH, anëtare;
  - 2.15. Ylli Valla, MAPL, anëtar;
  - 2.16. Behar Isma, MPJD, anëtar;
  - 2.17. Kastriot Vrella, MTL, anëtar;
  - 2.18. Arta Maxhuni, MF, anëtare;
  - 2.19. Shkelzen Kuqi, MEA, anëtar;
  - 2.20. Rrahman Sylejmani, PK, anëtar;
  - 2.21. Ylleza Berisha, ZKM/Departamenti per Integrim Evropian, anëtare;
  - 2.22. Habibe Zeqiri, DSHAM/MPB, anëtare;
  - 2.23. Drita Xheladini, DBF/MPB, anëtare;
  - 2.24. Mirsada Voca, MPJD, anëtare;

### III. Evaluation of the Twinning Project for the Strategy on Migration 2013-2019



MISSION REPORT BY SHORT-TERM EXPERTS		
<b>Mission</b>	Strengthening Kosovo Institutions in Effective Migration Management	
<b>Project number</b>	KS 14 IB JH 04	
<b>Experts</b>	Mr. Pawel Michniewicz (Poland), Mrs. Ilze Briede (Latvia)	
<b>Mission Date and Location</b>	14 -18 May 2018, Pristina, Kosovo	
<b>Component</b>	<b>1</b>	Legislation and Strategy on Migration
<b>Activity</b>	<b>1.2.1(b)</b>	Assessment of the National Strategy on Migration 2013-2018 and the Action Plan

#### Objectives/ Terms of Reference

The purpose of the activity was to extend and complete the evaluation of the National Strategy and Action Plan 2013-2018. During the previous activity (1.2.1(a)), the evaluation methodology was proposed and a questionnaire was developed to be distributed to all stakeholders. Overall, DCAM, together with several stakeholders, have filled in 33 questionnaires, which were discussed during the activity, leading to conclusions and recommendations for follow-up.

During the activity, several meetings were organized with some stakeholders invited by DCAM officials. Institutions such as DCAM, State Police, Detention Center, Ministry of European Integration, Ministry of Diaspora, Ministry of Internal Affairs, Ministry of Labor and Social Welfare, Ministry of Economic Development and Ministry of Trade and Investment were

represented at these meetings. Some of the participants have been involved in drafting the Strategy on Migration, some of them are members of the Government Authority on Migration (GAM), and are part of drafting the new Migration Profile.

A meeting was organized also with Mrs. Eva Kitzlet, Senior Project Manager of the project “Strengthening Migration Management Authorities in Kosovo” (funded by the Swiss Agency for Development and Cooperation [SDC] and implemented by the International Center for Migration Policy Development [ICMPD]), to discuss on the possibility of involving some experts assigned at the other project during the process of drafting the new Strategy on Migration. It was agreed that this could be a useful engagement and could be organized during the inception phase of drafting the new strategy to provide some basic knowledge and information on theoretical issues related to migration strategies.

### **Key Observations**

The Action Plan was approved in 2013 and reviewed in 2015. This Action Plan sets out three strategic objectives:

1. Preventing irregular migration and promoting legal migration;
2. Improving legal and circular development;
3. Transforming and developing migration into a positive economic factor.

Each strategic objective has several specific objectives and each of them must be complemented by a number of relevant activities. The Action Plan contains references to responsible authorities and stakeholders involved, planned duration of activities, source of funding and indicators (quantitative or qualitative results).

Some technical and logical inconsistencies were noticed in the Plan reviewed in 2015 (not all the numbers of the activities included in the Plan are correct - some of the activities included were not assigned figures, some numbers were doubled, which will complicate the drafting of the evaluation report and some activities have been paraphrased). Some of the new objectives do not correspond to the objectives included in the Strategy. For example, the new objective "Fulfillment of obligations arising from the inclusion of Kosovo in the Schengen White List" can not be incorporated in any of the specific objectives set for the implementation of the strategic objective "Prevention of irregular migration and promotion of legal migration", therefore the legal basis for the inclusion of these new objectives in the Action Plan may be questioned.

The Coordination Institution (DCAM) was supposed to prepare progress reports twice a year, so far only two reports have been issued - for the years 2013-2015. The 2017 report was not prepared as activity 1.2.1 (a) within the Twinning Project was scheduled in June 2017 but was organized in September 2017. In order to collect data, stakeholders were asked to submit data on the progress made (regarding statistics and activities performed). The most recent report does not contain all the activities from the beginning of the implementation of the Action Plan; it presents only some of the latest developments that have taken place during 2016. As stated during the discussions, there are developments that are not included in any report. Some activities are described only as follows: "Since 2015, activities have been undertaken to meet these objectives and are still ongoing

in accordance with the Timeline". Such statements are only formal and do not provide insight into the real situation.

Some activities (1.1.1 for example) are marked with the word "completed" in the most recent Progress report; however, there is no mechanism to assess whether the activities are indeed fully completed. The reports were submitted to the Deputy Minister of Internal Affairs. It should be noted that in order to achieve better transparency, the next report should be consolidated and should present all the progress achieved, as well as the evaluation of the implementation status of each activity - was the activity implemented, is it partially implemented or not implemented at all.

Data presented for the period 2013-2015 are not presented for each year; the data are presented for the full period, which thus complicates the ability to assess progress during the reference period.

Once all the progress in the report has been consolidated, an evaluation of the results must be performed. Although the Beneficiary Country, during the process of drafting the Strategy, has made efforts to select measurable indicators, basic information is practically missing. An exception can be mentioned - information on agreements signed for readmission until 2012 is included in the Strategy, while information on agreements related to preparations is added. In evaluating progress achieved in activity no. 1.7.2 *Initiating and signing readmission agreements with countries of origin or safe third countries*, it will be possible to see how many new agreements have been initiated and signed during the period 2013-2018. However, in most areas, baseline information is missing, and it is not possible to compare the results achieved with the situation before the Strategy was approved. Furthermore, the indicators do not contain any focus (objective) - they are not described in either the Strategy or the Action Plan, rather than readmission agreements and which countries they will be initiated or signed with, how many information campaigns shall be conducted, how many detailed border controls should be performed etc.

In evaluating the Strategy and Action Plan, the budget issue should also be evaluated, in order to determine whether the financial resources allocated for the implementation of the activities have been spent properly and whether the resources that have been spent have yielded the intended results. In this case, such an analysis is not possible, as the Action Plan in most cases shows only the financial source, but not the amount of resources allocated. There are only two exceptions where the amount of financial resources is shown - activity no. 1.1.2 *Organization of outreach campaigns on the consequences of irregular migration* (EUR 125,000) and activity no. 1.10.4 *Advancement and integration of DCAM, SIVK and BMS databases* (EUR 740 000).

During activity 1.2.1 (a), which took place in September 2017, a questionnaire was developed in order to support the data collection process for the Progress Report 2015-2017. However, since the launch of Activity 1.2.1 (b), the questionnaire has been completed for only less than half of the activities included in the Action Plan (28 out of 67 in total).

Short-term experts were therefore forced to collect data during the activity, which was a considerable challenge due to time constraints, due to the division of responsibilities related to the Action Plan between different government institutions and departments, and due to insufficient coordination within and among institutions.

The completed questionnaires, together with the information and statistics collected, served as the basis for reviewing the Progress Report.

It should be noted that the short-term experts have also identified some other constraints in assessing the degree of the implementation of specific activities. The main constraints are:

- Indicators do not always correspond directly to the purpose of the activity;
- Lack of data for certain indicators or very general and insufficient information;
- More than one coordinating institution for several activities;
- No baseline information and figures aimed to be achieved for the indicators;
- Many activities are formulated as a continuation of the steps taken previously;
- The purpose of some activities is duplicated;
- Inconsistencies between the original and English versions of the Action Plan (including numbers of objectives and activities).

The above constraints have had their impact on the assessment conducted by the short term experts. It should be noted that neither before nor during the Activity it was not possible to receive all the required written data and, therefore some of the data presented in the attached document are based on assessments given orally by the interviewed officials. Data to be completed or verified should be noted in the Progress Report (19 cases).

Implementation status has been assessed by Short-Term Experts in their best knowledge, however for the above reasons it cannot be guaranteed that the assessment represents a complete and comprehensive reflection of reality.

Such assessment results are as follows:

- 40 activities (60%) have been implemented (most of them are defined as “ongoing”, which means that implementation implies the continuation of previously initiated actions)
- 14 activities (21%) have been partially implemented.
- 11 activities (16%) have not been implemented.
- In the case of 2 activities (3%), it was impossible to assess the level of implementation due to lack of data.

In November 2017, a new working group was established by the National Coordinator for the Migration to draft a new Strategy on Migration for the next period.

### **Recommendations**

Due to the fact that 2018 is the last year for the National Strategy on Migration and Action Plan, at this stage, it is not recommended to make any major structural changes in the above documents to better manage the monitoring process and evaluation of the Action Plan.

However, there is still room for improvement in the monitoring mechanism, by appointing a focal point to coordinate all activities related to the Action Plan within each Ministry/institution

involved, enhancing the coordinating role of the Government Authority on Migration (GAM) and improving the exchange of information within and between institutions.

Review the Action Plan, in particular to ensure that each activity can be identified by its unique number;

Furthermore, the constraints identified in this document should be taken into account in the process of drafting the new Strategy on Migration. In particular:

- Objectives should be defined with the assumption that the implementation of the objective implies progress in particular in the area of [*policy*] (not just the continuation of previously initiated actions);
- The indicators should be measurable (the responsible institution should be able to provide the necessary data on a regular basis) and should directly reflect the purpose of the activity;
- For the development of the future strategy, while establishing measurable indicators, it is necessary to provide baseline information and the numbers that are intended to be achieved. It is also important to consult the proposed indicators in order to ensure their accuracy. Indicators should focus more on expected results than on activities performed;
- Ensure the overall compliance of the State Strategy and the relevant Action Plan for the future. Strategic and specific objectives are specified in the Strategy, therefore they should be reflected in the Action Plan. If necessary, the amendments should adhere to the strategic objectives set out in the Strategy or the Strategy should be amended/supplemented;
- Develop a comprehensive mechanism for monitoring the implementation of the Action Plan:
  - Reports must include information on all planned activities;
  - The data collected should enable the assessment of the level of implementation of all activities (if the implemented measures are sufficient);
  - In case of delays, additional information should be provided regarding the reasons and possible solutions;
  - Reports should be drafted at the working level and approved by senior officials;
  - During the monitoring period of the forthcoming Strategy on Migration, it would be advisable to organize regular meetings of the Government Authority on Migration (GAM) to oversee the implementation process;
  - The progress report reflecting the state of implementation of the Action Plan must be submitted at least once a year.

### **Proposals for future activities within the Project**

- The Beneficiary Country shall begin drafting the new Strategy on Migration. Consultations should be held with other stakeholders in order to define the objectives and

deadlines for the various stages of drafting the Strategy. Furthermore, other stakeholders should be given ample time to assess the necessary priorities to be included in the new Strategy on Migration;

- It is emphasized that future activities can be organized after the finalization of the Extended Migration Profile in August 2018. Other activities can be organized in September (text of the Strategy on Migration) and in November 2018 (Action Plan);

- Conduct a workshop within the "Strengthening Migration Management Authorities in Kosovo" Project, involving the expert of the International Center for Migration Policy Development [ICMPD] for a training on drafting strategic documents. Training should be provided before activity 1.2.2 a.

**Annexes:** 1. Draft Progress Report, conducted by Short Term Experts for 2015 - 2017;

2. Presentation regarding the outputs during activity 1.2.1 b.

Short-term experts:

Pawel Michniewicz

Ilze Briede

#### IV. Legal framework in the field of migration

The legal framework in the field of migration has been drafted in line with *the EU acquis* as part of the European integration process, and based on the requirements of the visa liberalization process with the EU. The area of migration in Kosovo is regulated by the following legislation:

- **Law no. 06/L-036 amending and supplementing the Law no. 04/L-219 on Foreigners**, among others, provides on the issue of employment of foreigners in the territory of the Republic of Kosovo. The adoption of the Law no. 06/L-036 amending and supplementing the Law no. 04/L-219 on Foreigners, has incorporated the Law on Work Permits and Employment of Foreign Citizens in the Republic of Kosovo. The new Law on Foreigners has included a number of amendments in order to facilitate the procedure for issuing work permits for foreigners, the procedure for voluntary removal orders and forced return orders and the imposition of fines on foreigners. It also addresses the issue of trafficking of foreign citizens in the Republic of Kosovo. This Law is streamlined with the European legislation, respectively with the Third EU Directive and the First EU Regulation.
- **Law no. 06/L-026 on Asylum**, is harmonized with the EU Acquis and the definition of all rights and obligations of asylum seekers according to EU directives. The new law provides on conditions and procedures for recognition of refugee status, supplementary protection, temporary protection, status, rights and obligations of asylum seekers, persons with refugee status, as well as persons who have been granted supplementary protection and temporary protection. This Law was amended by Law no.06/L-026 on asylum and the same was published on the Official Gazette in May 2018.
- **Law No. 04/L-215 on Citizenship of Kosovo** provides on the manner of acquiring, revocation and regaining the citizenship of the Republic of Kosovo, and provides on other issues related to the citizenship of the Republic of Kosovo.
- **Law No. 03/L-208 on Readmission** sets out the rules and procedures for readmission of persons who are citizens of the Republic of Kosovo, or foreigners who does not meet or no longer meets the applicable requirements for entry or stay in the territory of the requesting state.
- **Law no. 06/L-214 amending and supplementing the Law no. 04/L-072 on State Border Control and Surveillance**, with a view of streamlining with the EU *Acquis*. The main amendments in the new law are related to the definitions and title of the law.



- **Law No. 04/L-216 on Cooperation Between the Authorities Involved in Integrated Border Management** provides on cooperation between all authorities involved in Integrated Border Management, and the implementation of joint strategies of these authorities, to ensure that the tasks assigned to these authorities and individual measures relating to the prevention, detection and investigation of unlawful criminal activities, control, monitoring and relevant international cooperation, to be properly, efficiently and effectively complied with.
- **Law no. 04/L-218 on Prevention and combat against human trafficking and Protection of Trafficking Victims**, is aimed at preventing and combating trafficking in human beings, in all its forms.
- **Law No. 04/L-076 on Kosovo Police** provides on the powers and duties of the Police of the Republic of Kosovo, its organization and other issues related to the activities and actions of the Police of the Republic of Kosovo.
- **Law No. 04/L-003 on Civil Status** provides on the definitions and components of the civil status of Kosovo citizens, foreign citizens and stateless persons, with temporary or permanent residence in the Republic of Kosovo, determining the rules for their acquisition, preservation and amendment, as well as the organization and functioning of the civil registry service in the Republic of Kosovo.
- **Law No. 02/L-121 on the Place of Residence and Place of Stay**, provides on the registration and deregistration of the place of residence and stay of citizens, registration and deregistration of visitors, change of residential address, competencies and the manner of keeping relevant records.

### **International legal framework in the area of migration**

In addition to the general international human rights instruments, which are directly applicable in the Republic of Kosovo, provided for by the Article 22 of the Constitution of the Republic of Kosovo, the key instruments of international law in the area of migration are the UN Convention on the Rights of Migrants and Members of Their Families, and the 1951 Geneva Convention Relating to the Status of Refugees.

Policies and initiatives at European and global level, such as the EU Pact on Migration and Asylum, the Global Compact for Migration and the Global Refugee Pact are also relevant to the area of migration.

In addition, EU legislation related to migration is relevant to the domestic legal framework:

- Council Directive no. 2003/86/EC of 22 September 2003 on the right to family reunification;
- Council Directive 2003/109/EC of 25 November 2003 concerning the status of third-country nationals who are long-term residents, as amended by Directive 2011/51/EU;
- Council Directive 2009/50/EU of 25 May 2009 on the conditions of entry and residence of third-country nationals for the purposes of highly qualified employment (EU Blue Card Directive);
- Directive 2011/98/EU of the European Parliament and of the Council of 13 December 2011 on a single application procedure for a single permit for third-country nationals to reside and work in the territory of a Member State and on a common set of rights for third-country workers legally residing in a Member State;
- Directive 2014/36/EU of the European Parliament and of the Council of 26 February 2014 on the conditions of entry and stay of third-country nationals for the purpose of employment as seasonal workers;
- Directive 2014/66/EU of the European Parliament and of the Council of 15 May 2014 on the conditions of entry and residence of third-country nationals in the framework of an intra-corporate transfer;
- Directive (EU) 2016/801 of the European Parliament and of the Council of 11 May 2016 on the conditions of entry and residence of third-country nationals for the purposes of research, studies, training, voluntary service, pupil exchange schemes or educational projects and au pairing (amending Directive 2004/114/EC for students and 2005/71/EC for applicants);
- Regulation (EU) 2016/399 of the European Parliament and of the Council of 9 March 2016 on a Union Code on the rules governing the movement of persons across borders;
- Directive 2008/115/EC of the European Parliament and of the Council of 16 December 2008 on common standards and procedures in Member States for returning illegally staying third-country nationals;
- Council Decision 2004/573/EC of 29 April 2004 on the organisation of joint flights for removals from the territory of two or more Member States, of third-country nationals who are subjects of individual removal orders;
- Council Directive 2004/81/EC of 29 April 2004 on the residence permit issued to victims of trafficking;
- Directive 2009/52/EC providing for minimum standards on sanctions and measures against employers of illegally staying third-country nationals;
- Regulation (EU) 2019/1896 of the European Parliament and of the Council of 13 November 2019 on the European Border and Coast Guard and repealing Regulations (EU) No. 1052/2013 and (EU) 2016/1624.

## V. Policy Framework

The Republic of Kosovo has adopted policies and strategic documents in the area of migration, including those addressing integrated border management, prevention of irregular migration, development aspects related to migration, the role of the diaspora, readmission, asylum and international protection, reintegration of repatriated persons, as well as prevention and combat against trafficking in human beings and smuggling of migrants.

### National and sectoral strategies related to the area of migration:

- **National Strategy Against Trafficking in Human Beings and Action Plan 2015-2019**<sup>20</sup> is the main national policy document for preventing and combating trafficking in human beings. The strategy aims to enhance the coordination and harmonization of interdepartmental actions, intensify legal prosecution and sentencing of offenders, and ensure the improvement of the quality of services rendered to victims of trafficking.
- **National Strategy on Integrated Border Management and Action Plan 2020-2025** is the main national policy document for state border management and control. Its aim is the effective control and surveillance of the state borders; national and international cooperation between all competent authorities involved in border control; and the facilitation of the free movement of people and goods; the establishment of an efficient and effective system for integrated border management, in order to achieve the common goal of open and secure borders.
- **Management Plan for Potential Flows of Migrants, Refugees and Applicants for International Protection** aims at managing the flow of migrants, refugees and applicants for international protection, defining preparatory and response actions in a coordinated manner by the institutions of the Republic of Kosovo. The plan envisages five possible scenarios, the response measures for each scenario, the timelines, as well as the cost for the implementation of each activity.
- **The State Strategy against Organized Crime 2018-2022** aims to address issues related to the prevention, investigation and sentencing of persons involved in trafficking with human beings and smuggling of migrants.

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<sup>20</sup> The new Strategy against Trafficking in Human Beings 2021-2025 is currently being drafted

- **Visa regime policies** - the Republic of Kosovo has established a visa regime with 88 countries, mainly Asian and African countries. Furthermore, the KVIS system is extended to 16 diplomatic and consular missions of Kosovo, from where visas are issued to the citizens of these countries.

## VI. Institutional mechanisms involved in the field of migration

### Domestic institutions in the field of migration

Migration is a significantly comprehensive field and implies the engagement of a considerable number of institutions, depending on their scope within this sector, both in terms of development and implementation of legislation and policies.

The following key authorities are responsible for drafting, implementing and supervising migration policies in the Republic of Kosovo:

- **National Coordinator for Migration (NCM)** - Coordinates, monitors and reports on the implementation of policies, activities and actions envisaged in the field of migration; initiates and coordinates the drafting of national policies related to migration; addresses the recommendations proposed by the Government Authority on Migration to the relevant institutions; monitors the work and functioning of the Government Authority on Migration; represents the country in various regional and international initiatives in the field of migration.
- **Government Authority on Migration (GAM)** - an inter-institutional body that includes all relevant institutions and agencies directly and indirectly involved in the field of migration. Among the many duties and responsibilities, the Authority provides advice to the National Coordinator for Migration; drafts the Migration Profile; drafts National Strategies on Migration and Action Plans; provides expertise in the field of migration for government institutions during the sectoral policy-making processes; assesses the level of implementation of policies in the field of migration;
- **Ministry of Internal Affairs (MIA)** - a key institution in this field, responsible for migration policies, including the signature of bilateral readmission agreements, mainly through **DCAM**, a department that, among others, decides on citizenship applications, residence permits, asylum, international protection, readmission, as well as oversees the National Reception Centers for Foreigners and Asylum Seekers. Another important area that the MIA is involved in is the reintegration of repatriated persons through the **Department for Reintegration of Repatriated Persons and the Integration of Foreigners** and the Center for Provisional Accommodation of Repatriated Persons. The Department designs, implements and monitors reintegration programs in cooperation with relevant line institutions and coordinates policies for the integration of

foreigners with legal residence in the Republic of Kosovo. Also, as an executive agency within the MIA, **the Kosovo Police** is responsible for controlling and supervising migratory movements at border crossing points and within the territory; monitoring foreigners staying illegally in the country; investigating and prosecuting persons suspected of smuggling of migrants and trafficking in human beings, etc.

- **Ministry of Foreign Affairs and Diaspora (MFAD)** - develops and coordinates foreign policies expressing and protecting the Kosovo interests in relations with other countries and international organizations, in full coordination with other ministries. The activity of this institution in the field of migration signing agreements within this area (e.g. bilateral readmission agreements); issuing guidelines for the Kosovo Visa Information System (KVIS); instructing on visa issuance procedures at diplomatic/consular missions and border crossings; launching the form and content of the Visa Poster; and deciding on issuing visas, through Diplomatic/Consular Missions of the Republic of Kosovo, to citizens of countries against which Kosovo applies a visa regime.

- **Ministry of Finance, Labor and Transfers (MFLT)** - The Ministry of Finance, Labor and Transfers is the competent authority that assesses the financial implications of migration policies and their implementation. MFLT is responsible for drafting employment and vocational training policies, while the Employment Agency of the Republic of Kosovo (APRK)<sup>21</sup> organizes and coordinates the initiatives and activity planning for the implementation of annual employment and vocational training policies drafted by the MFLT. The Employment Agency of the Republic of Kosovo issues short-term Permits for Foreign Citizens, up to 90 days within 180 days, pursuant to Law No. 06/L-036 Amending and Supplementing Law No. 04/L-219 on Foreigners.

- **Ministry of Education, Science, Technology and Innovation (MESTI)** - the activities of this ministry directly related to the field of migration are the provision of services for the reintegration of repatriated persons in the educational system. MESTI is also responsible for enrolling foreigners in the Kosovo education system and implementing programs for the mobility of Kosovar students.

- **Ministry of Economy (MoE)** - generally develops and implements policies which directly or indirectly affect migration trends in the country, considering that the economic development is treated as one of the main elements of migratory movements.

- **Ministry of Industry, Entrepreneurship and Trade (MIET)** - through its Investment and Enterprise Support Agency (KIESA), the Ministry implements programs aimed at special

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<sup>21</sup><https://gzk.rks-gov.net/ActDocumentDetail.aspx?ActID=8983>

treatment of Diaspora investors and the promotion of investments, export and tourism, with a focus on countries where the Kosovar Diaspora is concentrated.

- **Kosovo Agency of Statistics (KAS)** - collects, analyzes and provides statistics related to migration movements, including internal migration.
- **Central Bank of Kosovo (CBK)** - collects, analyzes and provides relevant statistics in the field of migration, specifically data related to remittances, foreign direct investment, Diaspora travel services (Diaspora visitors).

#### **Civil society organizations and stakeholders in the field of migration**

A number of local civil society organizations are actively involved in supporting the implementation of legislation and policies in this area, through their various projects and activities. The main stakeholders of civil society involved in this field are:

- Civil Rights Program of Kosovo (CRP-K);
- Kosovo Center for the Rehabilitation of Torture Victims (KCRT).

## **VII. Regional and international cooperation in the field of migration**

The institutions of the Republic of Kosovo have developed various forms of cooperation with different international and regional organizations and initiatives in the field of migration. Kosovo has also established bilateral cooperation, in the field of migration, with a considerable number of countries that are considered of interest.

#### **Cooperation with regional and international organizations and initiatives, and other international actors in the field of migration**

The main stakeholders in this category, involved in the field of migration:

- International Organization for Migration (IOM);
- United Nations Development Programme (UNDP) in Kosovo;
- Office of the United Nations High Commissioner for Refugees (UNHCR);
- German Corporation for International Cooperation (GIZ);
- International Center for Migration Policy Development (ICMPD);
- United Nations Children's Fund (UNICEF);
- European Union Office in Kosovo (EUOK);
- Migration, Asylum and Refugees Regional Initiative (MARRI);
- Danish Refugee Council (DRC);
- Organization for Security and Co-operation in Europe (OSCE) Mission in Kosovo;

- CARITAS SWITZERLAND.

On the subject of the cooperation and participation in international and regional initiatives in the field of migration, during this period, the Republic of Kosovo has continuously participated in training and high-level meetings within the Prague Process.

Furthermore, in order to build the capacity of the Government Authority on Migration and to support the National Migration Coordinator, the MIA has enjoyed the support of the GIZ Global Program and the Swiss Agency for Development and Cooperation. The support is based on the Migration Partnership Agreement between Kosovo and Switzerland, whose project activities have included various thematic trainings, conduct of research on migration, as well as the organization of a campaign to inform citizens on the rules of visa-free movement in the Schengen Area.

### **Bilateral cooperation in the field of migration**

So far, the Republic of Kosovo has signed 22 agreements with 24 countries in the field of readmission. In 2009, the Republic of Kosovo also approved the Law on Readmission, which is a priority in terms of cooperation for readmission with countries which Kosovo has not yet signed a bilateral readmission agreement with.

Regular meetings are held with migration attachés in Diplomatic and Consular Missions accredited in Kosovo, in order to exchange data and discuss challenges in the field of asylum and migration.