## ANNEX I –IPA III Action Fiche

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|  | Indicative title of the Action | **EU for improved Borders Management, Migration and Asylum Policy** |
| **CRITERIA FOR RELEVANCE ASSESSMENT** | Key thematic priority | **WINDOW 1: RULE OF LAW, FUNDAMENTAL RIGHTS AND DEMOCRACY**  ***Thematic Priority 4: Migration and border management*** |
| Links with specific policy instruments of the enlargement process | The Action is designed to contribute to effective management of the national borders by strengthening the material and human capacities to detect and prevent irregular migration, as well as provide adequate assistance to asylum seekers and victims of trafficking in human beings and victims of smuggling; to improve surveillance and detection capacity of the border police in relation to all forms of cross-border crime as well as implementation of the Integrated Border Management Strategy; to improve the capacities of the asylum unit and the reception and accommodation facilities and to ensure the implementation of visa, migration and asylum policies, in line with the EU acquis and standards of ensuring fundamental rights. The action will further strengthen the mechanisms of early identification, registration and proper referral of irregular migrants and asylum-seekers, including identification and screening procedures such as identification of nationalities, detection of falsified documents and identification of persons with special needs including development of effective identification and registration process in line with EU standards and best practices.  The Action will **enhance the operational capacity of the border police and improve the border and migration management capacities with a special attention to vulnerable asylum seekers.** This objective will be achieved through support to improve the exchange of information and cooperation in identification and registration of migrants, through assessment of the existing exchange systems and procedures. It will also target the assessment and eventually procurement of technical equipment dealing with registration and surveillance systems. In parallel support will be ensured to enhance the capacity of the North Macedonian Authorities to deal with unaccompanied and vulnerable categories of migrants as well as to improve the inter-agency cooperation and the outreach and communication capacities of the targeted institutions. It is expected that the action will improve the efficiency and effectiveness of the border control and management of migration flow on the Balkan route in accordance with the EU standards.  The Action is designed to contribute to the achievement of the specific objective of the **IPA III thematic priority Migration and border management** within the **Window 1: Rule of Law, Fundamental Rights and Democracy**, which is to further step up strategic and operational cooperation on migration, along different pillars: irregular migration, border management, international protection and legal migration.  More generally, the proposed Action will contribute to the implementation of the **EU acquis** under chapter 24: Justice, freedom and security, with a focus on free movement of persons, asylum and immigration, in the wider enlargement context. In particular, it will support the harmonisation to national legislation with the international and EU policies on asylum: the 1951 Geneva Convention relating to the status of refugees (as amended by the 1967 New York Protocol which laid down a common approach towards refugees, the Asylum Procedures Directive 2013/32/EU on common procedures for granting and withdrawing international protection, the Reception Conditions Directive 2013/33/EU laying down standards for the reception of applicants for international protection and the Dublin Regulation (EU) No 604/2013 establishing the criteria and mechanisms for determining the Member State responsible for examining an application for international protection lodged in one of the Member States by a third-country national or stateless person; implementation of the Regulation No 562/2006 establishing a Community Code on the rules governing the movement of persons across borders (Schengen Borders Code); EU Integrated Border Management, Regulation 2016/1624/EU on the European Border and Coast Guard and amending Regulation 2016/399 and repealing Regulation No 863/2007, Directive (EU) 2016/681 on the use of passenger name record (PNR) data for the prevention, detection, investigation and prosecution of terrorist offences and serious crime; Regulation (EU) No 603/2013 on the establishment of 'Eurodac', Directive2011/95/EU on international protection and other relevant legislation.  Further on, the Action addresses the findings of the **EC Country Report 2019** (Chapter 24: Justice, Freedom and Security – on legal and irregular migration and on asylum) and, in particular, the recommendation to systematically implement the Standard Operating Procedures (SOPs) on unaccompanied children and on vulnerable categories of foreigners; to improve the quality of decision making on asylum procedures, including at the appeal level; to improve procedures and accessibility in providing translation during interviews with asylum-seekers and free legal aid. Asylum visa and migration policies are in place, but human and material capacity need to be strengthened, in particular to deal with increasing pressure from the influx and transit of irregular migrants, as well as increasing demands on the asylum system. Support should be targeted towards the capacity to detect irregular migration; voluntary and non-voluntary return; identifying victims of trafficking; improving reception and accommodation capacities and the provision of assistance to asylum seekers, vulnerable irregular migrants and victims of human trafficking and the capacity of the administrative justice system to deal with asylum cases. The inconsistent registration of migrants apprehended in irregular movements prevents regular and adequate protection-sensitive profiling and the referral to national protection mechanisms. The problem of regular smuggling activities at the northern border needs to be further addressed. Combating smuggling networks needs to be a priority. The legislative framework for the management of external borders is largely aligned with EU standards. The 2015–19 Integrated Border Management Strategy is aligned with the 2006 EU concept on Integrated Border Management and a new strategy should continue this trend. The implementation of the Integrated Border Management Strategy and related action plan need to continue. Although the National Coordination Centre for Integrated Border Management prepares regular reports on risk analysis, its institutional and operational capacity still needs to be strengthened. IT and technical expertise must be stepped up, as a matter of priority.  The Action is also in line with **EU Strategy for Western Balkans**, with main aim being to support the country in adopting and implementing the institutional, legal, administrative reforms required to comply with Union values and to progressively align to Union rules, standards, policies and practices with a view to Union membership, thereby contributing to country’s stability, security and prosperity. In addition the Action aims at supporting institutional capacity building in dealing with asylum seekers and adequately informing the population.  Additionally, the action is also in line with the objectives of the **Stabilisation and Association Agreement** (articles 75 and 76) related to visa, border control, asylum and migration; and the prevention and control of illegal immigration, as well as with the recommendations of the Conclusions of the **14th meeting of the Subcommittee on Justice and Home Affairs** of the **Stabilisation and Association Agreement (SAA),** held in November 2019, on the implementation of the necessary measures to ensure effective integrated border management and the development of an Integrated Border Management Strategy. |
| Links with national, regional and global strategies | The Action is contributing to the objectives of **United Nation’s 2030 Agenda for Sustainable Development**; more specifically, the action contributes to SDG 16 Peace, Justice and Strong Institutions, but also would eventually contribute to SDG 1 No poverty, SDG 8 Decent Work and Economic Growth and SDG11 Sustainable cities and communities (in common with other thematic priorities), following effective integration of asylum seekers.  The Action is in line with the UN New York Declaration for Refugees and Migrants ([A/RES/71/1](http://undocs.org/A/RES/71/1)), in which is recognized the need for a comprehensive approach to migration. The New York Declaration acknowledges the positive contribution of migrants to sustainable and inclusive development, and commits to protecting the safety, dignity and human rights and fundamental freedoms of all migrants, regardless of their migratory status.  More broadly, the Action will contribute to the regional **South East Europe 2020 Strategy** strategies Inclusive Growth pillar, which has as a key strategy action, to build regional capacity for harmonised monitoring of migration and mobility with a view to a gradual lifting of labour market restrictions in the region.  The Action is also in line with the comprehensive **European Agenda on Migration,** which is addressing immediate challenges and equip the EU with the tools to better manage migration in the medium and long term in the areas of irregular migration, borders, asylum and legal migration.  The action is in line with **Common Asylum System** that setting out common high standards and stronger co-operation to ensure that asylum seekers are treated equally in an open and fair system.  The Action supports the implementation of key **national priorities**, defined in a number of strategic documents focused on addressing the challenges in the justice and home affairs, more specifically migration and asylum sector in North Macedonia:   * **The National Programme for the Adoption of the *Acquis Communautaire*** outlines few priorities in the Home Affairs sector: 1) Strengthening the strategic capacities for management of migration; 2) Full implementation of the National Plan for Combating Trafficking in Human Beings and Illegal Migration, and ensuring victims’ access to assistance, protection and reintegration; 3) Establishment of minimum/maximum standards of technical equipment of the police stations for border checks and border surveillance; 4) Continuous cooperation with neighbouring countries, by realisation of mixed patrols and cooperation through the joint contact centres; 5) Trainings of the members of the Mobile Units; and 6) Exchange of IBM data nationally, regionally and at the EU level. * **National Integrated Border Management Development Strategy (2015-2019)[[1]](#footnote-1)**and the related Action Plan, which has established a national IBM coordinator with numerous key functions. One of the main priorities is to improve the border security system through increasing the international cooperation, the cross-border police cooperation and joint patrols along the border, electronic border surveillance and realisation of training programmes on, among other topics, ethic an anti-corruption codes. * **National Strategy for Combating Trafficking of Human Beings and Illegal Migration (2017-2020),** which objective is to detect and prosecute the perpetrators and enhance the status of victims of trafficking in human beings[[2]](#footnote-2) * **National Strategy for the Reduction of Poverty and Social exclusion in the Republic of Macedonia 2010-2020** which unites a wide range of strategic documents integrating numerous inclusion policies, as well as introducing additional measures and activities for reducing or overcoming the social exclusion among the Macedonian citizens in a wider context. The strategy is coordinated with the EU’s Strategy for the Growth and Development by 2020 * The Action also corresponds to the **National Strategy for Sustainable Development of North Macedonia 2010-2030,** which focuses the national efforts in three interlinked dimensions: economic dimension, environmental protection; and social dimension (social resources, solidarity, and combating poverty), measuring as indicator the inwards migration as well. * **The Law on International and Temporary Protection**, improving the concept of safe third country and family reunification. A list of safe countries of origin is also in place. * **Strategy for Integration of Refugees and Foreigners** and the corresponding National Action Plan for period 2017-2027 * **Migration Policy Resolution** as adopted by the Macedonian Parliament in 2014, for measures proposed for period of implementation from 2015-2020. The Resolution emphasizes improvements in the field of circular migration and investments in brain-gain initiatives; integration of migrants in development processes via transfer fee reductions on international payments, its profitable usages and participation at brain-gain projects. * **Police Development Strategy (2016-2020),** particularly with regard to reviewing responsibilities related to receiving and accommodating migrants pursuant to the standards and requirements of the EU an strengthening the border affairs and migration department and the regional centres for border affairs operative capacities, including fighting the cross-border crime and illegal migration. |
| Coherence with the Sector Approach | North Macedonia has made significant progress in introducing the Sector Approach (SA) and in implementing the Roadmap of the SA since 2017. One of the main elements of the SA is the **Sector Working Group (SWG) Home Affairs** which is the inter-institutional cooperation sector dialogue platform channelling the discussions on the national sector priorities and their implementation in an inclusive and participatory manner. The SWG embeds the IPA programming but go far beyond the discussions on EU funds: this is the platform to voice also the opinion of the various donors, relevant state institutions and civil society on how the private sector develops, how effective are the current policies and how the various donors contribute to the national sector priorities.  The **strategic framework** in the thematic priority migration and border management consists of few strategies that address specific issues and some of them will expire in 2020. The absence of an overall strategy in this thematic priority as well as the close deadline of few of them will be addressed, as soon as possible, in order to increase the coherence, synergy, monitoring and evaluation of the sector.  In terms of **settings and institutional capacity**, many institutions are involved in the sector, although there are insufficient staffs in most of them. The status of the steps and targets of the Sector Approach Roadmap clearly shows that most of them has been implemented or reached, creating a critical situation that must be analysed and addressed urgently. There is specific progress in putting relevant monitoring mechanisms into place for strategies part of the Home Affairs sector, in particular with the Police Reform Strategy, IBM Strategy and the National Strategy for Combating Trafficking in Human Beings and Illegal Migration.  The national authorities, with the EU support, during 2020 developed a sector **Performance Assessment Framework (PAF)**, based on a set of impact and outcome indicators, targets and baseline data. At the level of the Ministry of Interior, there is a unit in charge of strategic development responsible for monitoring the implementation of the strategies that would complement the PAF. However, there is not a unified monitoring mechanism to monitor the implementation and evaluate the impact of the implemented strategic activities. |
| Regional dimension | Not applicable |
| Indicative budget | | Total funding: EUR 7,800,000  EU financing: EUR 7,000,000  National co-financing: EUR 800,000 |
| Implementation Modality | | The Action is to be implemented under **direct management and Indirect management with International Organisation**  The implementation under Direct Management involves procurement (services and supplies) and grants (Twinning) |

**LOGICAL FRAMEWORK MATRIX**

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| **OVERALL OBJECTIVE(S) / (IMPACT(S))** | **OBJECTIVELY VERIFIABLE INDICATORS** | **BASELINES**  **(INCL. VALUE & REFERENCE YEAR[[3]](#footnote-3))** | **MILESTONES**  **[OPTIONAL]**  **(INCL. VALUE & REFERENCE YEAR)** | **TARGETS**  **(INCL. VALUE & REFERENCE YEAR)** | **SOURCES & MEANS OF VERIFICATION** |  |
| Increase border and migration management capabilities to further step up strategic and operational cooperation on migration, along different pillars: irregular migration, border management, international protection and legal migration | Level of preparation to implement the Acquis on irregular migration, border management, international protection and legal migration[[4]](#footnote-4) | Moderately prepared (2019) |  | Fully prepared (2027) | Commission annual report |
| **SPECIFIC OBJECTIVE(S) / OUTCOME(S)** | **OBJECTIVELY VERIFIABLE INDICATORS (\*)** | **BASELINES** | **MILESTONES** | **TARGETS** | **SOURCES OF VERIFICATION** | **ASSUMPTIONS** |
| To enhance the operational capacity of the border police and improve the border and migration management capacities with a special attention to vulnerable asylum seekers | Ratio of people irregularly crossing the border and detected by the patrol border police in the green border over the people crossing the border and either found inside the country or in the area patrolled by the border police | 22% (2017) | <15% (2021) | <5% (2025) | Border police database extract | Government of North Macedonia is improving its approach towards integration of asylum seekers, border management and migration policy |
| Number of migrants victims of smugglers | 722 (2019) |  | < 200 (2025) | IOM Database |
| Number of foreigners with granted asylum status that have a regular job | NA (2020) |  | TBD (2023) | Ministry of Labour and Social Policy databases extract |
| **OUTPUTS** | **OBJECTIVELY VERIFIABLE INDICATORS (\*)** | **BASELINES** | **MILESTONES** | **TARGETS** | **SOURCES OF VERIFICATION** | **ASSUMPTIONS** |
| 1.1 Technological investments for migration management needs assessed | Number of feasibility studies to assess the most relevant technological investments needed | 0 (220) |  | 1(2022) | Final report of the technical assistance approved | Government is ready to co-finance the Action.  Ministry of Interior and Ministry of Labour and Social Policy identify and provide as co-financing appropriate facility for accommodation of unaccompanied children.  Relevant strategies are in place and implemented.  Ministry of Interior and Ministry of Labour and Social Policy have enough employees to perform managing, monitoring and enforcement activities and to conduct the new assigned activities |
| 1.2 Most relevant technological equipment procured | Sets of technological equipment procured | 0 (2019) |  | > 2024 | Annual report of the Border Police |
| 1.3 Strengthened institutional capacities in dealing with and supporting asylum seekers, with a special attention to vulnerable groups | Number of developed SOPs, guidelines and handbooks  Number of integration schemes, programmes and initiatives  Number of mechanisms for inter-agency cooperation and exchange of information for the integration of asylum seekers into the society  Number of implemented outreach and public information campaigns  Number of cubic meters of building to be used as shelter for vulnerable people  Number of vulnerable asylum seekers safely sheltered  Number of trainings for staff in communication with migrants, asylum seekers, unaccompanied children and vulnerable groups  Number of procedures developed that are in line with the EASO recommendation on addressing vulnerable groups (unaccompanied, visually impaired, hearing impaired, victims of violence)  Number of migrants receiving assistance, including education assistance (number of migrants receiving assistance multiplied by the number of days migrant receive assistance). Indicator disaggregated: gender, adult and children | 0 (2019)  0 (2019)  0 (2019)  0 (2020)  0 (2020)  0 (2020)  0 (2020)  0 (2020)  10,522 migrants x days/year (76% male; 13% female; 11% children) (2018) | >3 (2022)  >2 (2022)  >1 (2022)  > 5 (2022)  >5 (2021) | >8 (2023)  >5 (2024)  >3 (2024)  >10 (2023)  1,500 m3 (2023)  (2024)  >15 (2024)  > 4 (2023)  Around 10,000 migrants x days/year if the migration flows is like the present one. | Progress report of the IIOO implementing the project  Project report |
| **BROAD ARRANGEMENTS FOR IMPLEMENTATION (IF AVAILABLE)** | The Action is implemented under:   * Direct Management, this entails procurement (service, supply and works contracts) and grant. * Indirect management with international organisation | | | | | |

1. New Integrated border Management strategy is under preparation by twinning project**‘‘Aligning the national systems with the EU and the Schengen requirements for border management“, ref. Nr. MK 16 IPA JH 01 18**, this strategy should be ready in 2021. [↑](#footnote-ref-1)
2. <http://nacionalnakomisija.gov.mk/wp-content/uploads/2016/12/Nacionalna-strategija.pdf> [↑](#footnote-ref-2)
3. The baseline value may be "0" (i.e. no reference values are available as the Action represents a novelty for the beneficiary) but cannot be left empty or include references such as "N/A" or "will be determined later". [↑](#footnote-ref-3)
4. The judgement expressed by the EU Commission in its annual report on chapter 24 is used as a proxy for this indicator. [↑](#footnote-ref-4)