



Roadmap for Cooperation between the EUAA–Kosovo (2022-2024)



Roadmap for cooperation between the EUAA and Kosovo*

(March 2022 – February 2024)

Strengthening the asylum and reception systems in line with the Common European Asylum System and EU standards



Republic of Kosovo
Ministry of Internal Affairs

The development and implementation of the Roadmap for cooperation between EUAA – Kosovo (2022-2024): strengthening the asylum and reception systems in line with the CEAS and EU standards is supported through “Regional Support to Protection-Sensitive Migration Management in the WB - Phase III”, a project funded by the European Union and EUAA. Its contents are the sole responsibility of EUAA and Ministry of Interior of Kosovo and do not necessarily reflect the views of the European Union.

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* This designation is without prejudice to positions on status and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.





Acronyms

APD – Asylum Procedures Directive; **ATP** – Access to Procedure; **BIA/BID** – Best Interest Assessment/Best Interest Determination; **BDKP** – Border Department of Kosovo Police; **CEAS** – Common European Asylum System; **DCAM** – Department of Citizenship, Asylum and Migration; **DRRPIF** – Department for Reintegration of Repatriated Persons and Integration of Foreigners; **EASO** – European Asylum Support Office (now EUAA); **EC** – European Commission; **EU** – European Union; **EUAA** – European Union Agency for Asylum; **EU MS** – EU Member States; **EU+** – EU Member State and Associated Countries; **GAM** – Government Authority on Migration; **IOM** – International Organisation for Migration; **IPA** – Instrument for Pre-Accession Assistance; **IPSN** – Identification of Persons with Special needs; **M&E** – Monitoring and Evaluation; **MARRI** – Migration, Asylum, Refugees Regional Initiative; **MH** – Ministry of Health, **MIA** – Ministry of Internal Affairs; **MoJ** – Ministry of Justice; **NCR** – National Commission for Refugees; **NGO** – Non-Governmental Organisation; **OSCE** – Organisation for Security and Co-operation in Europe; **QD** – Qualifications Directive; **SOPs** – Standard Operating Procedures; **TtT** – Train the trainers; **UAM** – Unaccompanied minor; **UNHCR** – United Nations High Commissioner for Refugees. **VoT** – Victims of Trafficking.

Introduction and Background

EASO¹ has started cooperating with Kosovo to strengthen its asylum and reception system through the implementation of regional activities within the framework of the “Regional support to protection-sensitive migration management in the Western Balkans and Turkey”, a project co-implemented by EASO and financed by the European Union Instrument for Pre-Accession Assistance II (Phase I: 2016-mid 2019, Phase II: mid 2019-2021, Phase III 2022-2025). Under the Phase II of this project, EASO has strengthened the bilateral cooperation with Kosovo through the development of a Roadmap, which will be implemented in 2022-2024 under the next phase.

The overall objective of the “Roadmap for cooperation between EUAA and Kosovo (2022 – 2024): strengthening the asylum and reception systems in line with the CEAS and European Union standards” (herein: EUAA – Kosovo Roadmap) is to enhance the protection space for asylum seekers and refugees in Kosovo in line with the CEAS and EU Member States’ practices. The present document identifies priority areas where the EUAA support to Kosovar authorities has an added value and, and where possible, contributes to the accession process and has a direct impact on the implementation of the recommendations outlined in the European Commissions’ Progress Reports², in particular those aimed at meeting the criteria for the Chapter 24: Justice, Freedom and Security.

¹ On 19 January 2022, the European Asylum Support Office (EASO) became the European Union Agency for Asylum (EUAA).

² European Commission SWD (2021) 292 final, Kosovo Report, 2021 Communication on EU Enlargement Policy. European Commission SWD (2020) 356 final, Kosovo 2020 Report, 2020 Communication on EU Enlargement Policy.





The EUAA – Kosovo Roadmap has been developed using a participatory approach, where EUAA and the Ministry of Interior of Kosovo have been working together in identifying needs for support and drafting areas of cooperation. The Ministry of Interior and EUAA took particular care of including relevant authorities in the drafting process, as they will be involved in the implementation of activities in line with their responsibilities within the asylum and reception systems in Kosovo.

During the implementation phase, EUAA and the Ministry of Interior agree to an open two-way communication to ensure technical level, day-to-day support in smooth implementation of the activities planned within the Roadmap. To allow for flexibility and adaptability to the external circumstances, as well as the needs and available resources of both sides, the proposed Roadmap includes a possibility to alternate between face to face and remote meetings, and it takes into consideration a possibility for back-to-back meetings where participants may overlap to a large extent.

This document can be revised, if need arises, upon agreement of EUAA and the Ministry of Interior. During the implementation of the Roadmap, and subject to its capacity, EUAA remains available to address emerging needs identified by Kosovo through ad-hoc requests submitted by the authorities.

The implementation period of the Roadmap is 24 months from March 2022 to February 2024¹. The Roadmap development and implementation are financed partly through IPA funds, and EUAA will complement through its own funds and resources wherever the need arises.

Methodology

a) Needs Assessment and Rationale for the Intervention

The needs assessment and roadmap planning and design undertaken during the period from July 2021 to November 2021 followed a demand-driven, needs-based and normative approach. It builds on a desk review of the national legal framework on asylum (Law and related administrative instructions), National Strategy and Action Plan on Migration, Kosovo progress reports of the European Commission, and interviews with national authorities, international stakeholders and civil society organisations during the EASO field missions which took place in July and October 2021.

EUAA placed particular efforts to ensure that the consultations organised during the field missions and remotely with international stakeholders identified synergies and avoided overlap with the existing initiatives in Kosovo, in particular with UNHCR and IOM. Where opportunities for synergies were identified, collaborative approach with national authorities and international stakeholders aimed at enhancing the Roadmap outcomes have been agreed. These synergies are specified in the Roadmap below.

¹ Before/During the development of the current Roadmap, some activities in line with priorities identified, have been already discussed/implemented (e.g. comments on safe third country of origins, comments on Temporary Reception Center for Migrants.)





b) Monitoring and Evaluation

The Monitoring and Evaluation strategy will make use of a number of tools developed in order to collect input from the implementation of the Roadmap, and to guarantee feedback loop mechanisms. EUAA and the Ministry of Interior will systematically collect data and information on the implementation of the Roadmap and structure these in outputs and outcomes focusing on intended results and implementation processes. Both EUAA and the Ministry of Interior will rely on active contribution of all authorities involved in the implementation of the Roadmap to provide data and feedback and share the state of play which will allow EUAA and the Ministry of Interior to monitor and evaluate the progress in reaching the specified outcomes.

The evaluation will aim to assess criteria such as relevance, effectiveness, efficiency, impact and sustainability of the EUAA-Kosovo Roadmap. A mid-term review will be carried out following the first year of implementation of the Roadmap. The main goals of the mid-term review exercise will be to provide recommendations for adjusting activities during the Roadmap lifecycle. These will build on evaluation findings and will be structured in an actionable manner, allowing review, corrective actions and/or follow up. The mid-term review and its recommendations will be discussed at the Mid-term Review Meeting where the Roadmap might be adjusted in line with the recommendations.

A second evaluation exercise is foreseen towards the end of the Roadmap, which will generate a Final Evaluation Report outlining findings and conclusions and producing an overall assessment of the Roadmap cooperation framework, building on the mid-term review and enhancing the preliminary findings. The Final Evaluation Report will be accompanied by an updated needs assessment exercise to assess revised needs, in view of possible further cooperation.

A Final Meeting will take place towards the end of the implementation phase, in order to present the findings of the final evaluation and needs assessment and to discuss the content of the possible extension of the present document, alternatively a new Roadmap document, based on lessons learnt and best practices identified in the course of implementation.

Regular updates and coordination meetings will also make possible the adjustment of the Roadmap implementation in order to reach the necessary results and impact.

General Pre-conditions/Assumptions

- All relevant stakeholders from both EUAA and Kosovo are committed to participate actively in the agreed activities and to implement the agreed commitments in line with the envisaged timeline;
- EUAA and Kosovo are willing to change/adapt their practices in order to take advantage of the experience and knowledge gained through the implemented activities;
- EUAA and Kosovo are willing to maintain an open two-way communication at technical level, compatible with the normal workload of relevant human resources;
- Financial and human resources, on both EUAA and Kosovo side, are available for effective and timely implementation.





Summary

The overall objective of the EUAA – Kosovo Roadmap is to enhance the protection space for asylum seekers and refugees in Kosovo in line with the CEAS and EU Member States' practices.

Based on the needs assessment and the roadmap planning and design undertaken during the period from July 2021 to November 2021, EUAA and the Kosovar authorities, identified and designed the following areas towards which relevant activities will be implemented and contribute to: (1) strengthening of asylum related legislation, institutions and systems, (2) effective asylum procedures and (3) effective reception system.

The implementation period of the Roadmap is from March 2022 to February 2024. A summary of the agreed objectives and outputs resulting from the identified areas of cooperation is provided below.





Impact

Enhanced protection space for asylum seekers and refugees in Kosovo

High-level Outcome I
Contributing to the strengthening of the asylum related legislation, institutions and systems, in line with the CEAS and EU standards

High-level Outcome II
Contributing to effective asylum procedures

High-level Outcome III
Contributing to an effective reception system

Outcome 1 Asylum-related legislation implemented in line with CEAS and EU Standards

Outcome 2 Strengthened access to asylum procedures, including the identification of persons with special needs

Outcome 4 Strengthened reception system aligned with EU and EUAA standards for reception conditions

Output 1.1 **Efficiency and standardisation of procedures is increased**

Output 2.1 **Enhanced identification of persons who may wish and apply for international protection in line with the CEAS**

Output 4.1 **Enhanced capacity of national authorities to manage the new arrival reception center with specific attention to vulnerable groups**

Output 1.2 **National Monitoring mechanisms for implementation of asylum processes piloted**

Output 2.2 **Enhanced information provision on International Protection and rights and duties of the asylum seekers/refugees**

Outcome 5 Enhanced preparedness for a scenario of high influx in the field of reception for asylum seekers

Output 2.3 **Preconditions for developing Rights - Compliant Age Assessment Process are accomplished**

Output 4.2 **Improved reception conditions and standards in the asylum centres**

Outcome 3 Enhanced quality of the decision making

Output 3.1 **Improved knowledge and technical skills of the case officers to assess asylum claim**

Output 5.1 **Enhanced capacity of national authorities to efficiently and timely address high influx**

Output 3.2 **Improved knowledge and technical skills of the members of the National Commission on Refugees**





Areas of priority and Activities

I. Contributing to the strengthening of the asylum related legislation, institutions and systems, in line with the CEAS and EU standards

1. Asylum-related legislation implemented in line with CEAS and EU Standards	
Outputs (expected results)	<p>Output 1.1. Efficiency and standardisation of procedures is increased</p> <p>Output 1.2. National Monitoring mechanisms for implementation of asylum processes piloted</p>
Responsible Authorities/Target groups	Ministry of Internal Affairs (MIA); Department of Citizenship, Asylum and Migration; National Commission for Refugees; Border Police; non-government stakeholders who are partners with the Government of Kosovo (GoK) in the field of asylum and migration.
Description and assessment of the situation/ EUAA added value	<p>The current international protection framework in Kosovo is governed by the Law on Asylum No. 06/L-026, published in the Official Gazette of the Republic of Kosovo on the 15 May 2018. This Law regulates the conditions and procedures for granting the status of refugee, subsidiary protection, and temporary protection, status, as well as the rights and obligations of applicants, the persons with the refugee status and persons who are granted subsidiary protection and temporary protection. Several regulations/bylaws and administrative instructions specify the aspects related to asylum and reception, such as:</p> <ul style="list-style-type: none"> - Regulation (MIA) No. 03/2018 on the functioning of asylum centre, including the procedure of admission, registration and accommodation in, and movement of applicants for international protection from, the Asylum Centre. - Administrative instruction (MIA) No. 02/2019 defines the procedures and standards for review and ruling on application for international protection. - Administrative instruction (MIA) No. 01/2019 on procedures and standards of reception and initial treatment of applicant for international protection. - Regulation (MIA) No. 04/2018 on operation of the detention center for foreigners - Regulation (GRK) No. 09/2019 on the integration of foreigners. - Regulation (GRK) No. 29/2018 on the work of the National Commission of Refugees. <p>In addition, Kosovar authorities are currently drafting new regulation on the new Temporary Reception Centre.</p> <p>The national asylum legal framework is overall aligned with the Common European Asylum System (CEAS). The main needs for additional support were identified at the level of operationalisation of the legal framework.</p>





	<p>EUAA proposed actions are related to support Kosovar authorities on drafting secondary legislation and internal guidelines (SoPs) to regulate procedures and guide competent authorities, when necessary, in order to ensure full implementation of the asylum legislation and related laws in line with current and future EU legislation.</p> <p>Kosovo has developed a sound legal and strategic framework in migration management⁴, including institutional mechanisms through the Government Authority on Migration (GAM)⁵ mandated to coordinate migration policies. In this regard, the Migration Strategy and Action Plan 2021-2025 has been recently approved and it is expected that the Government Authority on Migration (GAM) will take “a more proactive role in migration governance, coordination as well as in improving the monitoring mechanism for implementing migration policies.”⁶</p> <p>EUAA proposes to support Kosovar authorities (MIA), in particular DCAM, to analyse data in the field of asylum and develop further monitoring mechanisms/tools (e.g: develop SoP, framework with a set of indicators, qualitative and quantitative, as per EUAA quality assurance system.) to measure progress achieved towards fair and efficient asylum processes, and overall ensure that the asylum legislation is implemented in line with CEAS.</p>
<p>Pre-condition(s)/ Assumptions</p>	<ul style="list-style-type: none"> • All relevant authorities and stakeholders are open and committed to developing effective communication channels and cooperation mechanisms. • Establishment/Functioning of a working group to monitor implementation of the asylum related legislation.
<p>Deliverables</p>	<ul style="list-style-type: none"> • Operating procedures and workflows related to implementation of asylum legislation are developed/updated. (e.g: SoP on examination.) • Qualitative information exchange provided on at least 1 issue related to asylum/and or reception procedure • Pilot Monitoring report(s) on asylum processes drafted
<p>Description of the activities</p>	<p>Output 1.1. Efficiency and standardisation of procedures is increased</p> <p><i>Activity 1.1.1. Work on developing baselines, SOPs/workflows related to asylum legislation implementation through provision of Expert/s support</i></p> <p><i>Activity 1.1.2. Provision of EUAA qualitative information related to the asylum and/or reception procedures through qualitative information exchange mechanism</i></p> <p>Output 1.2. National Monitoring mechanisms for implementation of asylum processes piloted</p> <p><i>Activity 1.2.1. Expert/s mission to enhance the national Monitoring mechanisms of the asylum processes in coordination with DCAM</i></p>

⁴ Government of the Republic of Kosovo, (2021), Strategy on Migration 2021-2025 and the Action Plan <https://kryeministri.rks-gov.net/wp-content/uploads/2021/11/Strategy-on-Migration-2021-2025.pdf>

⁵ Regulation (GRK) No. 00/2020 on the composition and functioning of the government authority on migration <https://konsultimet.rks-qov.net/viewConsult.php?ConsultationID=40991>

⁶ European Commission SWD (2020) 356 final, Kosovo 2020 Report, 2020 Communication on EU Enlargement





	<p><i>Activity 1.2.2. Support DCAM to pilot collection and analysis of the statistics and additional data collection, in line with agreed Monitoring Framework</i></p> <p><i>Activity 1.2.3. Organisation of field or online study visit to exchange practices on Monitoring of asylum processes.</i></p>
Synergies	<p>IOM has been supporting the drafting of the new regulation on temporary reception center, through provision of legal expertise.</p> <p>UNHCR has been supporting authorities in ensuring that national legislation is in accordance with international standards related to refugee law and statelessness.</p> <p>Close coordination is envisaged with both IOM and UNHCR under this priority.</p> <p>UNHCR should be also part of the working groups to monitor the implementation of the asylum related legislation</p> <p>Synergies with GAM work on monitoring migration policies are encouraged to build an effective asylum system in Kosovo. (See <i>outcome 5: The advancement in the field of migration management and system for international protection</i>)</p>





II. Contributing to effective asylum procedures

2. Strengthened access to asylum procedures, including the identification of persons with special needs	
Expected results (outputs)	<p>Output 2.1. Enhanced identification of persons with special needs and registration of persons who may wish and apply for international protection</p> <p>Output 2.2. Enhanced information provision on International Protection and rights and duties of the asylum seeker/refugee</p>
Responsible Authorities/ Target groups	Ministry of Internal Affairs; Department of Citizenship, Asylum and Migration; Border Police; Asylum centres; DRRPIF; non-government stakeholders who are partners with the Government of Kosovo (GoK) in the field of asylum and migration.
Description and assessment of the situation/ EUAA added value	<p>The access to procedure phase is mainly regulated by the Administrative Instruction (MIA) no. 01/2019.</p> <p>During the first contact the migrant is asked if s/he wants to seek asylum, in which case s/he is referred for registration. In most cases, the first contact takes place within the territory and is conducted by the border police.</p> <p>With the expression of intention, the asylum seeker is entitled to 72 hours permit to register his/her application. Failing to register his application within 72 hours, s/he will be considered an irregular migrant and as such might be put in detention⁷.</p> <p>The registration is the recording of the asylum application. It is conducted by the border police, in the Directorate of Migration and Foreigners and/ or in an Asylum Centre, following which, within 48 hours from the registration, the application is lodged by the Asylum Division.</p> <p>In the period January-September 2021, a total number of 479 people submitted an asylum application, out of whom 17 UAM and 42 women. According to government available data, there was a 55% decrease in the number of applications compared to the same period in the previous year. In general terms, the number of asylum applications reached its peak in 2019 with 2,081 asylum applications registered, followed by 2020 with 1,409 registrations. As for UAC, since 2009 a total of 118 was registered with a peak in 2019 (27) and 2021(17).</p> <p>In view of the high number of individuals in mixed movements entering the country, first-contact officials' capacities for identification, screening, and referrals of persons seeking international protection and persons with special needs within the mixed migration flow has to be enhanced in order to set up an effective and protection-sensitive entry system. To efficiently comply with their duties, Border Police requires biometric equipment and to build their expertise.</p>

⁷ The current practice of 72 hours between the making and the registration must be clarified, especially in view of article 52 of the Law on Asylum, applicable only in the case of mass influx of displaced persons





	<p>Age assessment procedure, in case of substantiated doubts on the stated age, needs to be developed.</p> <p>Moreover, in view of the new Temporary Reception Centre, the Standard Operating Procedures (SOP) on access to procedure will need to be revised, in order to integrate and define the position of the Reception Centre within the Access to Procedure (AtP) stage. The revision could also be the opportunity to enhance the overall AtP stage and notably the coordination between the various authorities involved and clarify the practice of 72 hours between the making and the registration.</p> <p>Information provision could also be enhanced at each step of the AtP phase (making, registration and lodging). Information is currently provided, but the applicant could be given additional and more detailed information especially concerning the asylum procedure and integration possibilities in Kosovo.</p>
Pre-conditions(s)	<ul style="list-style-type: none"> • National authorities open and committed to the revision of administrative instructions on access to procedure and/or SOP on IPSN.
Deliverables	<ul style="list-style-type: none"> • Revise/ update the SoP on Access to procedure • EUAA Access to procedure toolkit adjusted to Kosovo context. • Development of information material for the Access to procedure phase. • 30 Border Police and relevant staffs upskilled on Identification of Persons with Special Needs, Registration and Information provision. • EUAA practical guide on registration is translated and disseminated • Information material on access to procedure disseminated
Description of the activities	<p>Output 2.1. Enhanced identification of persons with special needs and registration of persons who may wish and apply for international protection</p> <p><i>Activity 2.1.1. Update on SOP on Access to procedure</i></p> <p><i>Activity 2.1.2. On-the-job coaching on registration and dissemination of the EUAA practical guide on registration</i></p> <p><i>Activity 2.1.3. Workshop/s and/or on-the-job coaching on Identification of Persons with Special Needs</i></p> <p>Output 2.2. Enhanced information provision on International Protection and rights and duties of the asylum seeker/refugee</p> <p><i>Activity 2.2.1. Workshop on access to Asylum Procedure toolkit and roundtable on its adaptation to the Kosovo context</i></p> <p><i>Activity 2.2.2. Workshop/s on information Provision</i></p> <p><i>Activity 2.2.3. Development and dissemination of information material for the access to procedure phase. (Including possibly integration policies information)</i></p> <p>Output 2.3: Preconditions for developing Child Rights Compliant Age Assessment Process are accomplished</p> <p><i>Activity 2.3.1: Assess current practice and legal framework related to child right compliant age assessment</i></p> <p><i>Activity 2.3.2: Prepare a proposal/guidance on age assessment procedures for discussions among key stakeholders.</i></p>





Synergies	Possible synergies with FRONTEX on adjustment of access to procedure toolkit to Kosovo context. Synergies with UNHCR and its partner organization (local NGOs – KRCT & CRPK), in particular on info provision and IPSN.
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3. Enhanced quality of the decision making

Expected results (outputs)	<p>Output 3.1 Improved knowledge and technical skills of the case officers to assess asylum claim.</p> <p>Output 3.2 Improved knowledge and technical skills of the Members of the National Commission on Refugees.</p>
Responsible Authorities/Target Groups	Ministry of Internal Affairs (MIA); DCAM – Department of Citizenship, Asylum and Migration; National Commission on Refugees.
Description and assessment of the situation/ EUAA added value	<p>The examination phase is mainly regulated by the Administrative Instruction (MIA) no. 02/2019.</p> <p>The personal interview takes place in one of the two Asylum Centres or at the Ministry of Internal Affairs in Prishtina, and it is conducted by the Division of Asylum under DCAM. The applicant is informed between 3 to 5 days in advance of his/her personal interview, through a letter from DCAM to the Asylum Centre or by her/his legal representative.</p> <p>Due to the pandemic, certain delays have been observed with regards to the processing of Refugee Status Determination. A virtual RSD interview platform has been initiated⁸ recently, and few online interviews were conducted in 2021.</p> <p>The abscondment rate is high. Most asylum requests are suspended, as applicants disappear without completing the procedure. During 2020, 11 persons received refugee status, while three persons received subsidiary protection.</p> <p>In case of rejection of the asylum application by the competent authorities, the asylum seeker may lodge an administrative appeal to the National Commission for Refugees⁹ (NCR), to have his/her claim reconsidered. The complaint, which shall be submitted within 15 days from the first instance decision, suspends the enforcement of the DCAM decision, and allows the applicant to remain in the Asylum Centre. The complaint submitted after the mentioned deadline or by an unauthorised person, is rejected with decision of the Commission.</p>

⁸ Under the joint IOM-UNHCR regional project “Addressing COVID-19 Challenges within the Migrant and Refugee Response in the Western Balkans” funded through the EU Instrument contributing to Stability and Peace (IcSP)

⁹ The National Commission for Refugees (NCR) ‘s mandate and tasks are regulated by the Regulation (GRK) No. 29/2018 on Work of the National Commission for Refugees. The Commission consists of the President, vice-president and five regular members, that represent the Ministry of Internal Affairs, Ministry of Labor and Social Welfare, Office of the Prime Minister, Ministry of Local Government, Ministry of Justice, Ministry of Health and Civil registration Agency. The members of the commission have a mandate of three years, renewable.





	<p>The higher percentage of negative decisions of the NCR is based on the factual elements set out above (deadline, appellant), hence without an examination on the substance¹⁰.</p> <p>The decision-making process could be enhanced by strengthening the knowledge and technical capacity of the case officers with the dissemination of the core EUAA practical guides (e.g: Personal interview; Evidence assessment; Qualification for international protection; Exclusion) provision on-the-job coaching on key technical skills.</p> <p>Technical capacity of the Members of the NCR on key legal concepts in the field of international protection could be strengthened to ensure examination on the substance of the appeal and overall improve quality of the decision.</p>
Pre-conditions(s)	<ul style="list-style-type: none"> National authorities committed to enhancement of the decision-making process at first instance and second instance
Deliverables	<ul style="list-style-type: none"> Dissemination of the EUAA practical guides: Guide on personal interview, Guide on evidence assessment, Guide on Qualification for international protection. 4 case officers completed on-the-job coaching on technical skills: interview techniques, evidence assessment, decision writing, decision assessment and use of COI, using EUAA guidance and practical tools. 7 members of the National Commission on Refugees upskilled in the field of international protection
Description of the activities	<p>Output 3.1 Improve knowledge and technical skills of the case officers to assess asylum claim</p> <p><i>Activity 3.1.1. On-the-job coaching on technical skills (interview, evidence assessment, decision writing, decision assessment, use of COI) using EUAA guidance and practical tools.</i></p> <p><i>Activity 3.1.2. Study visit/shadowing in EU MS with an aim of increasing technical skills (interview, evidence assessment, decision writing, decision assessment, use of COI).</i></p> <p>Output 3.2 Enhanced technical skills of the members of the National Commission on Refugees.</p> <p><i>Activity 3.2.1. Workshop/s in the field of international protection</i></p>
Synergies	<p>EUAA will maintain close coordination with UNHCR, in provision of asylum capacity building activities towards the asylum division and NCR members, to support the quality of decision-making in Kosovo.</p> <p>Under the “EU regional support to protection-sensitive migration management systems in the Western Balkans” a regional training plan will be developed including regional training and national roll-out of core EUAA Modules for case officers.</p>

¹⁰ EASO, Assessment of the Kosovar Asylum system, July 2021.





III. Contributing to an effective reception system

4. Strengthened reception system aligned with EU and EUAA standards for reception conditions	
Expected results (outputs)	<p>Output 4.1 Enhanced capacity of national authorities to manage the new temporary Reception Centre with specific attention to vulnerable groups</p> <p>Output 4.2 Improved reception conditions and standards in the asylum centres</p>
Responsible Authorities/Target Groups	Ministry of Internal Affairs (MIA); DCAM; Asylum Centres; Centre for Social Work; Border Police; Non-government stakeholders who are providing services in the Asylum Centers.
Description and assessment of the situation/ EUAA added value	<p>The Department for Citizenship, Asylum and Migration (DCAM) is in charge of governing asylum centres in Kosovo. Currently, there are two Asylum centres (AC) (Magure/Magura in Municipality of Lipjan/ Lipljan) and Vranidoll / Vrani Do in the Municipality of Pristina) and one new temporary Reception Centre (RC) also in Vranidoll.</p> <p>All asylum seekers are accommodated in the asylum facilities, where they get registered and receive essential services, including accommodation, food and clothing. Healthcare services are provided by the primary health care centres while secondary and tertiary care are offered as needed.</p> <p>There is a significant shortage of staff from authorities operating in Asylum Centres and several key services (including info provision, medical assistance, vulnerability assessment, interpretation/language facilitation) are provided by external actors (mainly by local NGOs operating as implementing partners of International Organizations (UNHCR, IOM and UNICEF). There is a good communication and coordination between Asylum Centres Management Team and NGOs but relying heavily on external stakeholders for services' provision may significantly undermine the sustainability of the reception system.</p> <p>Security incidents and vandalism in Asylum Centres are more frequent whereby two asylum centres were set on fire (Vranidoll in November 2020 and Belvedere in 2021). Increasing the level of safety and security remains a challenge, coupled with application of respective guidelines to prevent such incidents in asylum centres.</p> <p>The first Reception Centre has been finalized and inaugurated on 15 November 2021 and handed over from IOM to MIA. According to DCAM, the exact purpose of this new reception centre is not fully defined yet, probably it will serve for 'triage' purpose. All migrants apprehended would be first accommodated in this temporary Reception centre. Those who wish to apply for asylum are then transferred to an Asylum Centre, and those who do not want are transferred to the detention centre or released but with a timeframe to voluntarily leave the country.</p> <p>Although a mechanism to monitor reception conditions is reportedly in place in the Asylum Centres, it was not clear whether specific monitoring tools and methodology are used and/or whether it is in line with standards and indicators set by EUAA.</p>





	A project to extend specific accommodation for UAM in Magure Asylum Center was discussed. In case this project is validated by MIA, EUAA, depending on its resources may support DCAM with site design.
Pre-conditions(s)	<ul style="list-style-type: none"> • National authorities committed to enhancing the standards for reception conditions in line with the EU and EUAA standards on reception conditions • National authorities committed to enhancing the reception system management • National authorities approved to build dedicated accommodation for UAM in Magure area.
Deliverables	<ul style="list-style-type: none"> • Dissemination of EUAA Practical guidance on reception conditions (general and for unaccompanied children): operational standards and indicators. • At least 10 reception officers/managers completed on-the-job coaching on Reception and/or Reception of Vulnerable Persons. • Reception workflow for new Temporary Reception Centre developed and piloted. • EUAA ARC tool (Assessment of Reception Condition) translated and piloted.
Description of the activities	<p>Output 4.1 Enhanced capacity of national authorities to manage the new Temporary reception centre with specific attention to vulnerable groups</p> <p><i>Activity 4.1.1 Support national authorities in developing and implementing the SOP for the new reception center including information provision, identification of vulnerable group and allocation mechanism of applicants.</i></p> <p><i>Activity 4.1.2. On-the-job coaching on Identification and case management of vulnerable groups (in line with EUAA practical guidance on reception conditions for children.)</i></p> <p><i>Activity 4.1.3. Study visit/shadowing in EU MS on management of the centre, identification, referral.</i></p> <p>Output 4.2 Strengthen of reception conditions and standards in the asylum centres</p> <p><i>Activity 4.2.1. Translation and piloting of EUAA ARC tool (Assessment of Reception Conditions).</i></p> <p><i>Activity 4.2.2. Support DCAM with site design of dedicated accommodation for UAM in Magure.</i></p>
Synergies	EUAA will maintain close coordination with IOM, UNHCR and local NGOs – JRS, KRCT & CRPK - to ensure a smooth flow of information and close cooperation in design and implementation of support provided to the national authorities regarding reception conditions and management.





5. Enhanced preparedness for a scenario of high influx in the field of reception for asylum seekers	
Expected results (outputs)	Output 5.1: Enhanced capacity of national authorities to efficiently and timely address high influx
Responsible Authorities	DCAM/MIA; Relevant local and international authorities engaged in the response plan for managing the potential influx of migrants, refugees and applicants for international protection.
Description and assessment of the situation/ EUAA added value	<p>There are three asylum centres with a current accommodation capacity of up to 500 persons (Magure - 100 persons; Vranidoll – 116 persons; Belvedere Camp – 270 persons, although the latter could accommodate up to 2 200 persons in total based on the revised Contingency Plan)</p> <p>The response plan (Contingency Plan) for the management of the potential influx of migrants, refugees and asylum applicants adopted in July 2019 has been revised in 2021 and awaits government approval. In this plan five possible scenarios are foreseen, incl. the measures of reaction for each scenario, the timelines, and the cost of executing every activity.</p> <p>The center Belvedere, located in Mitrovica/Mitrovice needs to be renovated, in accordance with EU standards, considering that it has been identified as a contingency site. In this regard, the MIA has already prepared the site design and planning of the work. EUAA stands ready to comment it.</p>
Pre-conditions(s)	<ul style="list-style-type: none"> • The cooperation of all relevant actors along the process is ensured (State institutions, local authorities providing reception conditions, NGO, international organisations, notably UNHCR and IOM) • Financial resources for each institution to implement the contingency plan is guaranteed
Deliverables	<ul style="list-style-type: none"> • Comments on existing design of Belvedere site • Updated Contingency plan tested
Description of the activities	<p>Output 5.1 Enhanced capacity of national authorities to efficiently and timely address high influx</p> <p><i>Activity 5.1.1. EUAA's comment on site planning and site development for Belvedere.</i></p> <p><i>Activity 5.1.2. Testing and simulation exercise of the updated national contingency plan (including incorporation within the anticipated regional contingency plan.)</i></p>
Synergies	<p>In implementing planned activities, cooperation with stakeholders involved in the contingency plan (Asylum Refugees and Migrant Response Plan) will be sought.</p> <p>Cooperation with FRONTEX on regional contingency planning under the "EU regional support to protection-sensitive migration management systems in the Western Balkans".</p>





Annexe I: Main Partner Institutions in the field of migration in Kosovo¹¹

Migration is a complex sector requiring the engagement of a considerable number of institutions. Depending on their scope of action based on the sector, this varies from the development, all the way to the application of the concerned legislation and policies. The key authorities that are responsible for drafting, applying and supervising the migration-related policies in the Republic of Kosovo are:

- **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

¹¹ Government of the Republic of Kosovo, (2021), Strategy for Migration 2021-2025 and the Action Plan





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)¹² 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 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 Statistic (KAS)** – collects, analyzes and offers statistics connected to the migration movements, including internal migration.
- **Central Bank Kosovo (CBK)** – collects, analyzes and offers relevant statistics into the field of migration, specifically data connected to remittances, direct foreign investments, Diaspora travel services (visitors from Diaspora).

Organizations and civil society actors in the field of migration

A number of local civil society organizations are actively engaged to support the application of legislation and policies in this field through a variety of projects and different activities. The main civil society actors include:

- The Civil Rights Program Kosovo (CRP-K)
- The Kosovo Rehabilitation Center for Torture Victims (KRCT);
- Jesuit Refugee Service (JRS)

¹²<https://gzk.rks-gov.net/ActDocumentDetail.aspx?ActID=8983>





Republic of Kosovo
Ministry of Internal Affairs