

**Annex I****Regional Support to Protection-Sensitive Migration
Management in the Western Balkans and Turkey – Phase II**

INSTRUMENT FOR PRE-ACCESSION ASSISTANCE (IPA II)
2014-2020

Grant Application Form

Reference: IPA 2017/039-402.07/MC/migration

CN2018/404-200

Title of the action:	Regional Support to Protection-Sensitive Migration Management in the Western Balkans and Turkey, Phase II, Contract 1
[Number and title of lot]	N/A
Location(s) of the action:	Albania, Bosnia and Herzegovina, the former Yugoslav Republic of Macedonia, Kosovo*, Montenegro, Serbia and Turkey
Name of the applicant	European Border and Coast Guard Agency (Frontex)

* 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.

Nationality of the applicant ¹	N/A
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Dossier No	
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	APPLICANT
EuropeAid ID ²	N/A (not registered in PADOR)
Ongoing contract/Legal Entity File Number (if available)	Text removed - Justification 1
Legal status ⁴	Specialised EU Agency
Co-applicant ⁵	UNHCR - United Nations High Commissioner for Refugees IOM - International Organisation for Migration

¹ An organisation's statutes must show that it was established under the national law of the country concerned and that the head office is located in an eligible country. Any organisation established in a different country cannot be considered an eligible local organisation. See the footnotes to the Guidelines for the call.

² To be inserted if the organisation is registered in PADOR (Potential Applicant Data On-Line Registration). For more information and to register, please visit <http://ec.europa.eu/europeaid/online-services/pador>.

³ If an applicant has already signed a contract with the European Commission and/or has been informed of the Legal Entity File number. If not, write 'N/A'.

⁴ E.g. non-profit, governmental body, international organisation.

⁵ Use one row for each co-applicant.

Affiliated entity*	N/A
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APPLICANT:

Applicant's contact details for the purpose of this action	
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Fax number: Country code + city code + number	+48 22 205 9501
Contact person for this action:	Text removed - Justification 1
Contact person's email:	Text removed - Justification 1
1 Address:	Frontex Plac Europejski 6 00-844 Warsaw Poland
Website of the Organisation:	http://frontex.europa.eu/

* Use one row for each affiliated entity.

Any change in the addresses, phone numbers, fax numbers or e-mail, must be notified in writing to the Contracting Authority. The Contracting Authority will not be held responsible in the event that it cannot contact an applicant.

NOTICE

When processing your application, any personal data (e.g. names, addresses and CVs), will be recorded and processed if necessary in accordance with Regulation (EC) No 45/2001 on the protection of individuals with regard to the processing of personal data by the Community institutions and bodies and on the free movement of such data. Unless otherwise specified, your replies to the questions and any personal data are required only to evaluate your proposal in accordance with the Guidelines for the call for proposal and will be processed solely for that purpose by the data controller. Details concerning processing of your personal data are available in the privacy statement at <http://aideprgp.cc.cec.eu.int:1261/europeaid/prag/annexes.do?group=A&locale=en> For EuropeAid: The Data Controller of this call for proposals is the Head of Europeaid legal affairs unit.

Contracting Authority: European Commission

Regional Support to Protection-Sensitive Migration Management in the Western Balkans and Turkey – Phase II

Instrument for Pre-Accession Assistance (IPA II)

2014-2020

ANNEX A.2 – Full application form¹

CN2018/404-200

Reference:

IPA 2017/039-402.07/MC/migration

¹ To obtain information about the deadline for submission, please see section 2.2 of the guidelines.

Dossier No	
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Table of contents

1 Address:	3
FULL APPLICATION FORM	7
1. General information	7
2 The action	7
2.1. Description of the action.....	7
2.1.1. Basic definitions	7
2.1.2. Background and motivation.....	8
2.1.3. Objectives	10
2.1.4. Role of lead applicant and other partners in the Action (contract I).....	11
2.1.5. Results under the Protection Sensitive Migration Management Programme phase II.....	14
2.1.6. Work Breakdown.....	22
2.1.7. Methodology.....	27
2.1.8. Indicative action plan for implementing the Action	30
2.1.9. Sustainability of the Action	36
2.1.10. Logical Framework.....	37
2.1.11. Budget, amount requested from the Contracting Authority and other expected sources of funding	47
2.2. Experience	47
3. The lead applicant, the co-applicant(s) and affiliated entities	49
4. Associates participating in the action	50
5. Declarations	51
5.1. Declaration by the lead applicant (full application).....	51
5.2. Mandate (for co-applicant(s))	53
Mandate (for co-applicant(s)).....	54
5.3. Affiliated entity(ies).....	55

FULL APPLICATION FORM

1. General information

Reference of the call for proposals	<i>N/A</i>
[Lot number you are applying to:]	<i>N/A</i>
Number of the proposal ⁸	<i>N/A</i>
Name of the lead applicant	European Border and Coast Guard Agency (Frontex)
Title of the action	Regional support to protection-sensitive migration management in the Western Balkans and Turkey - Phase II, Contract I
Location of the action	Western Balkan Region (Albania, Bosnia and Herzegovina, Serbia, the former Yugoslav Republic of Macedonia, Montenegro, Kosovo) and Turkey.
Duration of the action	24 months

2 The action⁹

2.1. Description of the action

2.1.1. Basic definitions

identification: the process of establishing the identity of a person.

mixed-migration flow: a migration flow encompassing: (a) asylum applicants, (b) aliens apprehended in connection with illegal border crossing, and (c) aliens found illegally present in the territory of a participating state, all of which include, inter alia, persons in the need of specific protection, such as potential victims of human trafficking, unaccompanied minors and other vulnerable categories.

referral: the act of forwarding the migrant to a specific institution or authority for the further processing of their individual case.

registration: the process of collecting, transmitting and recording personal data (including fingerprints and other biometric features) in the central repository at national level of: (a) applicants for asylum, (b) aliens apprehended in connection with illegal border crossing, and (c) aliens found illegally present in participating states.

return: the process of a third-country national going back — whether in voluntary compliance with an obligation to return, or enforced — to: his or her country of origin, or a country of transit in accordance with

⁸ When the Contracting Authority has evaluated the concept note it informs the lead applicant of the outcome and allocates a proposal number.

⁹ The evaluation committee will refer to information provided in the concept note as regards objectives and the relevance of the action.

Community or bilateral readmission agreements or other arrangements, or another third country, to which the third-country national concerned voluntarily decides to return and in which he or she will be accepted.

screening: the process of interviewing asylum seekers and aliens apprehended in connection with illegal border crossing to obtain their basic characteristics, including, inter alia, their nationality, country of origin, age, the travelled route, family composition, etc.; this process supports the identification process.

2.1.2. Background and motivation

Over 2015 and 2016 the Instrument for Pre-accession Assistance (IPA II) beneficiaries experienced a significant migration flow through the Western Balkan Route. Today, this flow has considerably decreased. However, whilst less people are transiting, many issues remain to be addressed.

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The European Union (EU) provided very important levels of financial assistance to the Western Balkans in the past two years, both in terms of equipment and capacity building, under bilateral and regional interventions. Despite the extensive assistance provided, the IPA II beneficiaries continue to face challenges in managing their migration flows in accordance with EU and international standards. Adequate management of migration requires strong regional cooperation on a number of issues, and although each IPA II beneficiary plays a different role on the migration route, they have similar capacity needs.

The European Commission assesses that at the core of a sound migration management system lays the legal recognition of different categories of migrants and sound procedures for defining their administrative status. This is particularly important for IPA II beneficiaries who are characterised by high levels of poverty and socio-economic weaknesses. In such a context, a migration management system which does not legally recognise the different categories of migrants and has appropriate remedies put in place through a proper referral system and access to services, risks creating multiple problems: overall marginalization and increased exposure to vulnerabilities such as health insecurity, exposure to criminal networks, and overall increased social tensions in the region especially in communities exposed to mixed migration flows. Therefore, the aspects of legal recognition and access to services as a systemic approach, are at the centre of this Action aiming to enhance migration management. It is critical to further consolidate procedures for dealing with migrants at first and second contact, and build capacity for identification of vulnerable categories, develop relevant assessment methodologies and make sure appropriate procedures are in place and functional.

The European Commission has been continuously supporting the strengthening of migration governance including the asylum systems through IPA national envelopes. The IPA II regional Action to support protection sensitive migration management, implemented by the European Border and Coast Guard Agency (EBCGA), the European Asylum Support Office (EASO), IOM and the Office of the United Nations High Commissioner for Refugees (UNHCR) complements these efforts.

The Action Document defining phase II of the regional Action to support protection sensitive migration management¹⁰, specifies that the national authorities of IPA II beneficiaries need further support to:

- Deal with migrants/asylum seekers' needs and provide migration management services, in compliance with international standards. In particular, asylum systems need to be developed and operationalised to match international standards;
 - overcoming difficulties to establish the identity and country of origin (CoO) of irregular migrants;

¹⁰ IPA II Multi-country action programme 2017, Regional support to protection-sensitive migration management systems in the Western Balkans and Turkey - PHASE II Ref: IPA 2017/IPA 2017/039-402.07/MC/migration

- helping to classify the status of migrants taking into account possible vulnerabilities; ensuring translation services into languages that the migrants are reasonably expected to understand;
 - effective mechanism to offer voluntary return to irregular migrants;
 - Effective data collection, management and assessment, including data differentiation per age, sex, social and education level;
- Build capacity of local and central authorities in the first and second contact with migrants to enable them to assist adequately the most vulnerable, regardless of their legal status in the country. Determination of the vulnerability of individuals allows assigning the correct legal status for each category of people transiting or stranded in the targeted region. Offering clear identification and mechanisms of recognition of vulnerability and enabling the required data exchange helps to create legal pathways through which migrants and governments can make decisions and act in a transparent way. At the same time, it allows authorities to regulate and monitor migration flows in collaboration with neighbours and EU Member States. Identification of vulnerable persons also ensures that those individuals can fully access their rights, thereby increasing the level of international protection applied in the IPA II beneficiaries;
 - Provide for a minimum level of social cohesion and inclusion measures in order to help people stranded in the region to maintain a minimum of capacities, so that they are able to, later on, re-enter labour markets, whether in their country of origin or their destination country.

This intervention supports the IPA beneficiaries, regardless of where they stand in the accession process, to harmonise their central frameworks with the EU *acquis* under chapters 23 Judiciary and fundamental rights¹ and 24 Justice, freedom and security². The principles that the EU is committed to respect in its migration planning and operations are the 1951 Refugee Convention and its 1967 Protocol, in particular its three core principles on the right to asylum, the right to *non-refoulement*, and no sanction for illegal entry.

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The ratio of formally registered arrivals vs. request of asylum is 1.1 million to 1.7 million (Overseas Development Institute-ODI, 2016) shows that the European Union needs to broaden the support on registration, identification, data collection, age and nationality assessment, and information sharing and analysis.

Persons in need of protection continue to experience the challenges and protection risks associated with smuggling and trafficking in persons within the broader region. In this context, movements through the Western Balkans have continued in reduced numbers of persons potentially in need of protection in 2018, albeit extending also to include Albania, Montenegro and Bosnia and Herzegovina. The extension is attributed to attempts to move onwards in the direction of the EU via Croatia from North Western Bosnia and Herzegovina. A key challenge is onward movement of asylum seekers and refugees who either abandon their claims or openly indicate intention to move on without seeking protection in the countries of the region. The specificity of the Western Balkan region is the high percentage of abandoned asylum claims, which points to the unwillingness to seek protection in the region and the submission of asylum applications as a means to facilitate onward movement. This feeds into the overarching regional perspective that the Western Balkans remains primarily a region of transit and not a region where third country nationals seek and could enjoy protection as refugees.

Functional asylum systems within broader Protection Sensitive Border Management schemes in the region, are built around the notion that the state where an individual arrives and seeks protection has the primary responsibility to register irregular arrivals and asylum seekers, and process the asylum claims expediently and in line with international standards relevant to quality, impartiality, judicial review and processing time lines. However, currently data collection and processing systems differ significantly at the regional level and this continues to remain a challenge.

Average processing times for the first instance adjudication of asylum applications in the region reveals that despite rather limited number of applications, existing capacities for expedient processing of claims requires further support in some countries. Furthermore an analysis of decisions at the regional level indicate that further efforts may be required to increase the quality of asylum processing, including further competencies and understanding on the criteria for granting of different levels of protection. Quality assurance support to the governments that are at different stages of the EU integration processes within chapter 24 portfolios may help governments to expedite the process of registration; ensuring unhindered access to asylum and boosting the quality and processing of applications. Such measures would largely contribute to increasing trust in the system and allow for expedient identification of extremely vulnerable categories of people that are in need of urgent support and finding solutions either within asylum systems or broader migration management schemes.

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Justification 3

According to the International Organisation for Migration (IOM), the number of AVRRs carried out in the region is 1032¹¹ so far, and all performed by IOM. The ongoing IPA regional migration programme supports the building of capacity in the area of AVRRs in the central authorities that will have performed AVRR independently from IOM. Central institutions need to learn how to perform such operations on their own, in order to be able to offer the international legal standard of protection to forcibly displaced people. Scaling up the AVRRs support and implementing complete AVRRs packages, including reintegration assistance is vital.

Moreover, local communities are increasingly challenged by the migration flow to and through the region, in particular in Serbia and the former Yugoslav Republic of Macedonia, and there is a need to explore how to build their resilience, while also balancing with the long-term pre-accession support provided to the Western Balkans. Similarly, there is a need to consider what can be done to safeguard the human and labour market capacities of those people who may not initially have intended to stay in the region, but nevertheless find themselves in extended transit, be it through temporary schooling or labour market measures. Since the targeted region is itself an origin, transit and destination of forcibly displaced persons, this action would seek to challenge the stereotypes of migration and fuel its potential by aligning local communities and migrants empowerment with the economic development activities already ongoing and planned in the relevant IPA II beneficiary, including support to labour mobility and international labour agreements. The creation of more resilient local communities as well as the improvement of social cohesion between dwellers and asylum seekers, refugees, migrants, people in need of international protection and persons with other protection needs is key to the Western Balkan region becoming a region of asylum and not a transit one.

2.1.3. Objectives

The action will further develop a comprehensive and holistic regional approach to mixed migration flows, complementing national efforts, and providing a mixture of horizontal and regional support activities in the areas identified as requiring further support.

Based on the achievements of Phase I, with the successful implementation of the activities under this contract, the IPA II beneficiaries will be in a position to advance towards achieving inter-operability with EU practices and standards while bridging existing gaps in their current capacities.

In line with the abovementioned background, the **overall objective** of the second phase of the regional protection sensitive migration management programme is to develop and operationalize a comprehensive migration management system in the IPA II beneficiaries focused on protection, resilience and human rights promotion.

¹¹ Currently AVRR from the WB region has a growing trend and since the beginning of the action in 2016 a total of 1032 migrants have departed to CoO - from Serbia (581), BiH (321), Montenegro (65), FYROM (62), Albania (2) and Kosovo* (2)

Building on Phase I, the action has the **specific objective** to further build institutional capacities and operations of the relevant institutions coming in first and second points of contact with migrants and persons in need of international protection that is in full respect of fundamental rights and international standards. The programme aims also at local communities' resilience and promote social inclusion of migrants, asylum seekers, and people in need of international protection.

The action is fully aligned with the Commission's Communication on the Western Balkans from 6 February 2018¹², in particular Flagship Initiative 2.

Phase II of the programme will be implemented through three contracts:

- Contract 1 (present contract), led by Frontex, focussing on identification, registration and referral;
- Contract 2, led by IOM, focussing on further enhancement of data collection and information sharing, strengthening the framework on AVVR and creating more resilient local communities, where social cohesion is improved; and
- Contract 3, led by EASO, focussing on asylum related mechanisms.

2.1.4. Role of lead applicant and other partners in the Action (**contract 1**)

Contract 1 will be implemented by **Frontex**, in cooperation with **UNHCR and IOM as co-implementers**. The main part of the activities under Contract 1 will be conducted by Frontex, while UNHCR will be responsible for the implementation of a range of activities closely related to its mandate. Under contract 1, IOM will primarily provide administrative and technical support to the Frontex-led activities.

Frontex remains also in charge of facilitating the overall coordination of the three contracts covered by the Programme. Throughout the implementation, Frontex will work closely with the IPA II Beneficiaries directly or through the partners of the action. Frontex will liaise with the relevant DGs at the European Commission, such as the donor DG NEAR and the Agency's main counterpart DG HOME, and will seek coordination with the EEAS and the EU Delegations / Office in the respective partner countries.

The results to be developed within Contract 1 match the areas of expertise of Frontex and UNHCR. Additional ad-hoc expertise and support will be sought as needed from external partners to ensure the goals of the action are fulfilled.

Frontex and IOM cooperate on the basis of Exchange of Letters from 1 July 2008. The cooperation agreement between Frontex and UNHCR was signed on 16 June 2008.

A brief description of each participant's role in this Action is presented below:

European Border and Coast Guard Agency- Frontex

The mission of the European Border and Coast Guard Agency (Frontex) is to promote, coordinate and develop European border management in line with the EU Fundamental Rights Charter and the European Integrated Border Management Strategy.

The Western Balkans remain a top priority for Frontex, as reflected in the close cooperation of the Agency with the region, where it strives to maintain regular dialogue and cooperation with all Western Balkans countries. Working arrangements have been in place since 2009 with Albania, Bosnia and Herzegovina, Montenegro, Serbia, and the former Yugoslav Republic of Macedonia and the one with Kosovo followed in 2016. The Working Arrangements set the overall framework for cooperation between Frontex and the relevant third country, and allow for a broad range of activities, such as capacity building. These Working Arrangements are

¹² Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: A credible enlargement perspective for and enhanced EU engagement with the Western Balkans.

currently under revision in order to reflect the progress made by the WB countries towards accession and better target Frontex' support, also taking into consideration the current situation and countries' needs in the field of border management and security. Considering the strategic importance of the Western Balkan region to the EU and the process towards EU accession, Frontex continues to support the countries' approximation to the EU acquis, and to the standards and best practices in border management and in the field of security, with a view to enhancing interoperability with the Agency's and overall EU's activities.

The 2016 Frontex Regulation provided for new opportunities for cooperation with third countries, thus significantly increasing the external footprint of the Agency. The Western Balkans will remain of high relevance for Frontex' operational activities at the EU external borders. With the signing of Status Agreements, Frontex will become even more engaged in the region operationally, by having the possibility to carry out operational activities with executive powers on the territory of neighbouring third countries. The conclusion and entry into force of these Agreements will open up the possibility for Frontex to organise fully-fledged operational activities on the territory of the relevant WB country, also upon agreement of the neighbouring EU MS, as per the current Regulation. The Status Agreement with Albania was signed on 5 October in Tirana and the one with the former Yugoslav Republic of Macedonia will be signed imminently via exchange of letters. The signing with Serbia is envisaged for the near future. Negotiations with Montenegro and with Bosnia and Herzegovina are advancing well. The Frontex Liaison Officer for the Western Balkans, deployed to Belgrade as of 1 September 2017, further strengthens the ongoing cooperation. It has been proposed that a second liaison officer to the region, with a seat in Tirana, be deployed.

Pursuant to Art 54.9 of the 2016 Frontex Regulation, Frontex may benefit from Union funding and may launch and finance technical assistance projects in third countries to enable operational and capacity building activities with the competent authorities of identified third countries/regions, in alignment with EU standards, promoting the IBM concept and in full respect of human rights. Thus, this action will complement and further enhance the existing cooperation with those countries.

In addition to the overall coordination of the project, the role of Frontex under the present action will be to implement specific activities under **Results 1, 3 and 4** below related to the identification of migrants upon arrival, screening procedures for identification of nationality and vulnerability and registration as well as support to the countries in the Western Balkans in developing their own return-related capabilities. Frontex will also offer its expertise by providing EU training concepts and tools with a practical approach. Trainers from the EU Member States as well as national multipliers trained during Phase I of the action will be utilized to the extent possible.

In line with its overall comprehensive engagement in the Western Balkans, where this action forms an integral part, Frontex will also continue to support joint situation monitoring and information exchange in the region through the Western Balkans Risk Analysis Network (WB RAN), Eurosur Fusion Services, field visits and the collection of information by the Focal Points within the Joint Operation Coordination Points.

With a view of the recently tabled proposal¹⁵ for a new European Border and Coast Guard Regulation, Frontex expects that some of the activities within Phase II may be adapted to the provisions of that Regulation once it enters into force.

International Organization for Migration (IOM)

Established in 1951, IOM is the leading inter-governmental organization in the field of migration and works closely with governmental, intergovernmental and non-governmental partners. IOM, as the UN Migration Agency as of 2016, works to help ensure the orderly and humane management of migration, to promote international cooperation on migration issues, to assist in the search for practical solutions to migration challenges and to provide assistance to migrants in need, including refugees and internally displaced people.

¹⁵ Tabled by the European Commission on 12 September 2018.

IOM has longstanding and proven experience in the respective region and records of a wide range of technical cooperation assistance to those target groups. Under this action, IOM regional and national offices will be responsible for facilitation of the intended activities and provide multiple services ensuring a smooth running of the project.

IOM, as a project partner in Contract 1, will be responsible to provide technical and logistical support in activities led by EBCGA, both at the regional and national levels, contributing thus to the institutional and operational change foreseen by the project. Similar to its contribution in Phase I, IOM will continue to provide logistical support in the organization of trainings and capacity building activities led by EBCGA, and to facilitate participation of selected representatives in training events. [On the other hand, it will also continue the facilitation of transposing training curricula and tools into national systems and a protection-sensitive approach in the migration governance in the region.

United Nations High Commissioner for Refugees (UNHCR)

Using the 1951 Geneva Refugee Convention as its major tool, UNHCR's core mandate is to ensure the international protection of uprooted people worldwide. UNHCR has profound experience in the Western Balkan region. It promotes the basic human rights of refugees and that they will not be returned involuntarily to a country where they face persecution. It helps them to repatriate to their homeland when conditions permit, integrate into states of asylum or resettle in third countries. UNHCR promotes international refugee agreements, helps states establish asylum structures and acts as an international watchdog over refugee issues`

The role of the UNHCR under the present Action will be to implement activities linked to Results 2 and 5. UNCHR will contribute to and monitor the IPA beneficiaries' process of developing practical support systems, particularly registration, that addresses asylum-seekers' needs and their access to quality asylum systems. Commonly agreed indicators regarding ability to access and quality of the asylum procedure developed at the regional level will allow a proper evaluation of the trends and a strategy of support to governments to further enhance the integrity of their asylum systems.

UNHCR will advocate for and support the establishment / functioning of a platform to exchange information at the regional level. UNHCR will assist the governmental and non-governmental sectors in dealing with individual asylum seekers to ensure their effective access to fair and efficient asylum procedures in one of the Western Balkan countries. UNHCR will further support the governments in strengthening specific aspects of their protection sensitive migration management and quality asylum system. This will in particular include assisting governments in developing on the one hand efficient determination processes for individuals seeking international protection and on the other conducive conditions for the local integration as the corner stone of the strategy to reduce onward movements and maintain the credibility and integrity of the asylum system.

Other partners

EASO will remain a key partner of Frontex, under contract 3 of Phase II of the action.

As an important actor of European solidarity, EASO plays a key role in the implementation of the Common European Asylum System (CEAS), fostering greater cooperation with and between Member States and providing the necessary support in order to translate into practice the core values of the CEAS, equity and fairness, and to ensure that individual asylum cases are dealt with in a coherent way by all Member States.

EASO is specialized in providing practical and operational support in response to pressures on asylum and reception systems intra-EU. Additionally EASO provides assistance for EU policy-making and legislation and legislation in areas having a direct or indirect impact on asylum. EASO support also includes the external dimension, fostering partnerships with third countries to reach common solutions in view of promoting EU standards.

EASO has an important role to play in the external dimension of the CEAS by strengthening asylum and reception capacity in Third Countries (TCs) in order to better protect asylum seekers, by facilitating the resettlement by Member States of refugees from TCs to the EU, and by cooperating with those countries in matters connected with EASO's duties and activities. As part of this, EASO supports capacity building in EU neighbouring TCs' asylum and reception systems.

EASO provides increased support to the Western Balkans and Turkey; this is done through cooperation with the European Commission, EU Member States, Frontex and other relevant actors, currently mainly within the Regional Support to Protection-Sensitive Migration Management in the Western Balkans and Turkey (IPA 2014, ongoing project 2016-June 2019) which is the predecessor of this Action.

Other EU Agencies (such as eu-LISA) as well as international organizations and other institutions/NGOs, research centres and academia will also be considered for providing expertise in specific fields of the envisaged activities.

Most importantly, the Action will bring in the knowledge and expertise of EU/Schengen Associated Countries experts as trainers and advisors for the regional and national activities. This engagement will promote EU common practices and standards and further consolidate the partnership with third countries.

The support of the project partners will enrich and bring added value to the project activities as well as provide for a smooth and coordinated implementation, thus contributing to the project objectives in the most efficient way.

Links will also be made and complementarity sought with other related EU funded initiatives on national and regional levels as appropriate, including in coordination with the EU Delegations and their national programming.

2.1.5. Results under the Protection Sensitive Migration Management Programme phase II

The following five results shall be achieved through implementation of the overall programme, in line with the implementing partners mandates and the roles given to them under the 3 contracts:

- Result 1:** *Identification, registration and referral of mixed migration flows at first and second points of contact and within the territory as well as pre-screening, screening on nationalities improved.*
Activities linked to Result 1 will primarily be implemented by Frontex and are the focus of the present contract (Contract 1). Some further activities will be implemented by IOM and EASO under Contract 2 and Contract 3.
- Result 2:** *Improved IPA II beneficiaries Asylum procedures that take vulnerabilities into consideration and are in line with EU standards in all Western Balkans*
Activities linked to Result 2 will primarily be implemented by EASO and are the focus of Contract 3. Some further activities will be implemented by UNHCR under Contract 1.
- Result 3:** *Information exchange mechanisms on non-personal information and data set up, and data gathering, analysis, coordination and transparency with regards to migration and asylum enhanced, incorporating coherent and consistent data on labour migration to, from, and within the region, in line with the relevant EU standards*
Activities linked to Result 3 will primarily be implemented by IOM and are the focus of Contract 2. Some further activities will be implemented by Frontex under Contract 1.
- Result 4:** *Return mechanisms (Voluntary and non-voluntary) as well as operational cooperation established at regional level, and along with the selected countries of origin*
Activities linked to Result 4 will be implemented by Frontex under Contract 1 (related to non-voluntary return). Activities related to voluntary return will be implemented by IOM under Contract 2.
- Result 5:** *More resilient local communities created and improved social cohesion between dwellers and asylum seekers, refugees, migrants, people in need of international protection and persons with other protection needs (such as unaccompanied minor, potential victim of trafficking in human beings or other)*
Activities linked to Result 5 will be implemented by UNHCR under Contract 1 (relating to persons having been granted asylum) and by IOM under Contract 2 (relating to persons not having been granted asylum).

Activities to reach the abovementioned results will be implemented in line with the policy guidance of the Commission's Western Balkan Strategy, the EU enlargement package, in particular as related to Chapter 24¹⁴ and complementary to other on-going or planned EU programmes, in particular those funded through IPA national envelopes.

Different forms of support will be delivered both at national and regional levels, ensuring a comprehensive approach through multi-level partnerships.

Building upon the achievements of Phase I, the Beneficiary countries will receive further support to enhance their existing capacities and be ready to implement effective identification and registration systems connected to a coherent referral mechanism in the national systems. Through the delivery of different forms of technical assistance, including specialized training, emphasis will be put on building up and/or enhancing the skills required for performing protection-sensitive migration management and applying return mechanisms. A comprehensive system for return management and thus for an overall approach migration management that pays due respect to the protection needs of migrants and in particular those most vulnerable, includes both an assisted voluntary return component, as managed by IOM, and a component on non-voluntary return, as dealt with by Frontex. Ad-hoc activities to address particular issues related to the migratory situation in some of the Beneficiary countries can also be undertaken in consultation with DG NEAR and within the framework of the project, or as complementing initiatives (i.e. provision of urgently needed equipment, hiring of a pool of interpreters etc).

Activities under different contracts will build upon and complement one another to address the mutually reinforcing dimensions of mixed migration management.

Horizontal activities will be put in place to ensure that good governance principles are applied in accordance with EU and international standards and best practices, including, but not limited to, ownership, sustainability, integrity, transparency, civil society involvement and respect for fundamental rights.

The outputs that will be produced and the activities that will be implemented under the present contract are detailed below:

Result 1: Identification, registration and referral of mixed migration flows at first and second points of contact and within the territory as well as pre-screening, screening on nationalities improved

Activities under this result will strengthen the identification and registration mechanisms of mixed migration flows, as well as the screening of their nationalities.

Under Contract 1, the following outputs will be produced:

- Output 1.1: Identification mechanisms including interviewing and screening techniques adopted, institutionalised and applied to the extent possible in each national system;
- Output 1.2: Strengthened capacities in IPA II Beneficiary countries to perform the identification and registration of mixed migration flows from a border control perspective, creating the conditions for applying sustainable interoperable registration mechanisms at the regional level.
- Output 1.3: Development of National Masterplans on upgrading IT systems and infrastructure in coherence with EU Information systems on border and migration management for the six beneficiary WB countries

The following activities will be implemented:

¹⁴ Chapter 24: Justice, freedom and security, EU acquis - European Commission

1.1 - Identification mechanisms including interviewing and screening techniques adopted, institutionalised and applied to the extent possible in each national system:

- 1.1.1 Regional refresher training for multipliers on detection of falsified documents
- 1.1.2 National trainings on interviewing techniques
- 1.1.3 National trainings on screening and assumption of nationalities
- 1.1.4 Regional training on Fundamental Rights for Border Guards

1.2 - Strengthened capacities in IPA II Beneficiary countries to perform the identification and registration of mixed migration flows from a border control perspective, creating the conditions for applying sustainable interoperable registration mechanisms at the regional level:

- 1.2.1 Implementation of Key Priority Actions (KPAs) identified in the six National Action Plans and Regional Action Plan on “Enhancing Capacities, Tools and Cooperation related to the Identification and Registration Process”

1.3 – Development of National *Masterplans on upgrading IT systems and infrastructure in coherence with EU Information systems on border and migration management* for the beneficiary WB countries:

- 1.3.1 Benchmarking of the existing ICT infrastructure supporting the migration management related registration process
- 1.3.2 A needs and dependency assessment of the migration management related national ICT infrastructure supporting the registration process
- 1.3.3 Definition of the necessary equipment for a successful implementation of the foreseen national system and estimation of the necessary technical development and gradual implementation costs
- 1.3.45 Definition of the technical needs for the development of harmonised systems enabling an interoperable Regional Registration process based on the national migration management systems already existing (including development of a national communications network ensuring fast transmission of data from remote areas to a national access point)

Activities 1.1.1 – 1.1.4 will encompass the development of skills and competences in identification and screening of individuals, including the translation and handover of relevant training tools and materials. Training sessions on the procedures will take place at national and regional level for practitioners. Ad-hoc support will also be given to adapt training materials to the national context as needed.

Training topics will focus on two subjects to be rolled-out at the national level: (1) *interviewing techniques*, (2) *screening and nationality assumption*. These topics were highlighted by the Beneficiaries on multiple occasions as the most needed areas for a rollout at the national level in Phase II¹⁵.

Activity 1.2.1 will focus on further strengthening the capacities in the IPA II Beneficiary countries to perform the identification and registration of mixed migration flows from a border control perspective in full respect for fundamental rights, by elaborating on the results achieved under Phase I. These activities, aimed at establishing fully operational one stop shop registration systems at the national levels, harmonised at the regional level, will encompass the implementation of the key actions identified in the six National Action Plans and Regional Action Plan on “Enhancing Capacities, Tools and Cooperation related to the Identification and Registration Process” drafted in Phase I of the project. At the time of submission of this document, Frontex is finalising the agreements with all national levels over the concrete actions and the implementation details of the Action

¹⁵ The transposition of Frontex / EASO training materials and tools was already initiated by the Beneficiaries in Phase I and will enable a transfer of the knowledge developed and tools in the above activities into national curricula. Evaluation and Transposition Meetings that took place in Phase I focused on i) detection of falsified documents ii) combating Trafficking in Human Beings (THB) and iii) trainings for return escorts were organised by Frontex and IOM between June – November 2018. Further activities in the area of transposition during Phase II are proposed by IOM (in consultation with other Project Partners) under Contract 2. Please refer to Output 1.2: *Roadmaps are drafted to guide the transposition of new curricula and tools into national systems including gender*.

Plans. The breakdown/timeline of activities is to be completed and presented by June 2019 at the latest. The foreseen activities may include the support in the development of Standard Operating Procedures (SOPs) and tailor-made training material related to the registration of mixed migration flows from a border control perspective, in full respect for the fundamental rights.

Activities 1.3.1 – 1.3.4 are focussed on preparing comprehensive Masterplans on upgrading IT systems and infrastructure in coherence with EU Information systems on border and migration management for the beneficiary countries. This work will map the relevant legal and procedural framework, the existing IT systems and infrastructure (subsequently identifying solutions to successfully upgrade them), estimate the necessary technical developments, the implementation costs and confirm the best implementation strategy to achieve future interoperability with the EU information systems, using as a reference model the Eurodac system.

By defining the steps needed for future harmonisation of the national systems with Eurodac at the moment of EU accession, the necessary requirements for creating an interoperable Regional Registration system will be put forward. The successful establishment of a Registration system interoperable at the WB regional level is a sine-qua-non condition for improving the regional security levels and minimizing the impacts of future exceptional migration flows in the region. This activity is to be implemented in close consultation with the European Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice (eu-LISA), under the cooperation framework established during Phase I of the project, and in line with the Cooperation Plan signed between the two agencies. External consultancy services will be required during this process to ensure the essential know-how and highest quality of the technical documentation.

The support in the area of registration from a border control perspective takes into account the development expected until the end of the extended Phase I (including the feasibility study on upgrading IT systems and infrastructure for border management in six WB beneficiaries).

The main focus of Result 1 under Phase II will be the development of Masterplans on upgrading IT systems and infrastructure in coherence with EU Information systems on border and migration management for the beneficiary WB countries. The Masterplans will be based on a mapping of the existing IT systems and infrastructure related to border and migration management used for registration, as well as an assessment of the relevant legal and procedural framework for the registration of mixed migration flows in each beneficiary, with the aim to identify solutions to upgrade these systems. The mapping includes an estimate of the necessary technical development and implementation costs, and lays the foundation for the development of an implementation strategy to achieve future interoperability with EU information systems on Border and Migration Management, using as a reference model the Eurodac system.

Frontex is the main implementing agency under this result. Synergies with parallel activities implemented under Contract 2 by IOM and Contract 3 by EASO will be sought to the extent possible during the whole implementation process. Although UNHCR does not have budgeted activities under Result 1, UNHCR will closely co-ordinate and cooperate with Frontex, EASO and IOM, with the objective to make available its specific expertise in the area of refugee protection to all partners. UNHCR will contribute and ensure that early identification, registration and referral of asylum seekers is effectively incorporated in all related pre-screening and screening procedures and is in line with relevant EU and international refugee law standards.

Result 2: Improved IPA II beneficiaries Asylum procedures that take vulnerabilities into consideration and are in line with EU standards in all Western Balkans

Activities under this result will 1) support a robust registration system of asylum seekers, which is critical to identify and refer people with specific needs to appropriate services, and contribute to preventing exploitation and trafficking; 2) provide expertise and advisory for the development of an expedient / fast-track asylum process for both manifestly founded, and manifestly unfounded claims, that will contribute to the reinforcement of the asylum system in the involved countries; 3) contribute to the process of capacity building of the asylum authorities through innovative modalities including the development of information exchange platforms,

coaching, secondments etc.; 4) ensure that the process of establishing and piloting the Quality Assurance Initiative for asylum procedures is put in place.

Under Contract 1, the following outputs will be produced:

- Output 2.1: Increased quality of IPAI beneficiaries' refugee status determination (RSD) procedures, in particular as regards children sensitive procedures;
- Output 2.2: Increased capacity of authorities, legal practitioners, law students in the area of refugee status determination;
- Output 2.3: Improved communication of asylum authorities with persons in need of international protection and persons with vulnerabilities;
- Output 2.4: Authorities supported with alternatives to detention procedures.

The following main activities will be implemented:

2.1 - Increased quality of IPAI beneficiaries' refugee status determination (RSD) procedures, in particular as regards children sensitive procedures;

2.1.1. Roll out of Quality Assurance Initiative (QAI) i.e. UNHCR/ EU CEE Quality Assurance toolkits at the country level, by means of on-the-job trainings, coaching, meetings at regional and national level, development of additional SOPs, interpretation and cultural mediation platforms,

2.1.2 Development of child protection related SOPs (where needed) and provision of support for implementation of such procedures - i.e. in support of effective guardianship, development of alternative care arrangements, strengthening Best Interest Assessment/Best Interest Determination BIA/BID (procedures relevant to process the claims of the unaccompanied and separated children)

2.1.3. Facilitating debates and exchange on these matter (in principle within the practitioners' network financed under Contract 3 with EASO, possibly also including a cross-regional events on QAI.

2.1.4. Regular (annual or bi-annual) monitoring and reporting, including in view of offering input to EU Progress Reports on asylum and migration (Chapter 23-24).

2.1.5. Advice to authorities on the use of specific Country of Origin Information (CoOI) (SYR, LYB, etc.).

2.1.6. Translation of relevant CoO Information.

2.2 - Increased capacity of authorities, legal practitioners, law students in the area of refugee status determination;

2.2.1. Trainings, study visits for judges, prosecutors, BAR associations and civil society in support for sustainable schemes for free legal aid and development of the judicial capacity for the 2nd instance decisions area of refugee status determination. Support for sustainable schemes for free legal aid and development of the judicial capacity for the 1st and 2nd instance decisions.

2.2.2. Development of refugee law curricula at Law Faculties/Legal Clinics.

2.3 - Improved communication of asylum authorities with persons in need of international protection and persons with vulnerabilities;

2.3.1. Support to relevant authorities with culture mediators – training, development of SOP(s), provision of low-cost communication equipment and effective innovative tools.

2.4 - Authorities supported with information on alternatives to detention procedures:

2.4.1. Regional/cross-regional events to foster exchange of experiences and good practices.

2.4.2. Monitoring and reporting directly or by supporting National Preventive Mechanisms:

Activities 2.1.1 – 2.1.4 will focus on the development and support of quality assurance systems and tools at the country levels, improved quality of asylum related decision making processes including support for accurate and easily accessible country of origin information platforms (COI), development of and further enhancement of the child protection specific systems and tools.

Activities 2.2.1 - 2.2.2 will focus on supporting sustainable schemes for free legal aid and development of the judicial capacity for the 1st and 2nd instance decisions. In addition, sharing good practices and expertise in development and running of refugee law clinics and development of refugee law curricula at Law Faculties/Legal Clinics at the regional level will contribute to harmonized free legal advice and support systems, and sustainability of the legal advice and representation at national and regional levels.

Activities 2.3.1 will focus on supporting relevant authorities in developing sustainable system of providing well trained and capacitated cultural mediators, interpreters through targeted training, development of SOP(s), and provision of low-cost communication equipment and effective innovative tools;

Activities 2.4.1 – 2.4.2 will aim at supporting support governments in understanding benefits and implementing the schemes ensuring alternatives to detention of asylum seekers and refugees.

Result 3: Information exchange mechanisms on non-personal information and data set up, and data gathering, analysis, coordination and transparency with regards to migration and asylum enhanced, incorporating coherent and consistent data on labour migration to, from, and within the region, in line with the relevant EU standards

Activities under this result will assist the Western Balkan IPA beneficiaries' to improve their access and management of information regarding migration in line with EU standards.

Under this contract, the following output will be produced:

- Output 3.1: A forum for exchange of good practices relating to National Coordination Centres (NCCs) established with the participation of WB partners, EU MS and Frontex.

The following main activity will be implemented:

3.1- A forum for exchange of good practices relating to National Coordination Centres (NCCs) established with the participation of WB partners, EU MS and Frontex.

3.1.1 Regional workshop on technical and policy aspects of NCCs

Activity 3.1.1 will consist in the organisation of a workshop in the region, bringing together representatives and experts of the Western Balkan countries and relevant EU MS around the topic of National Coordination Centres. Based on relevant experience in the EU MS, the workshop will raise awareness of the WB countries on the functioning of NCCs, and discuss the requirements, prerequisites, processes and possibilities for setting up such centres. The workshop will include a technical component, as well as an exchange of good practices by MS. Representatives of the EU Delegations in the WB countries will also be invited. The workshop will serve as a platform for providing support to WB beneficiaries. A network of experts at the technical and policy level, including EU MS and WB experts will be established. Further details of the planned regional workshop under Phase II will be elaborated at a later stage.

This activity is foreseen with a view to the operationalization of Action 2.10 under Flagship Initiative 2 on migration and security of the *Commission Communication on a credible enlargement perspective for the Western Balkans*. Montenegro is already receiving expert support from Frontex, upon a direct bilateral request in early 2018. This support included a study visit to an EU MS, funded by Frontex' own budget.

The activity will be focused on providing a forum for learning and exchange of good practices, creating a basis for the future communication between WB, EU MS and Frontex, to serve for the drafting of strategy and provision of expertise and advice. The physical setup of NCCs, including a logistical/acquisition/supplies component is not foreseen to be covered by the present contract, but a foundation will be laid for such possible follow up at a later stage.

Result 4: Return mechanisms (Voluntary and non-voluntary) as well as operational cooperation established at regional level, and along with the selected countries of origin

Activities under this result will offer further support to establishing both voluntary and non-voluntary return mechanisms at regional level. Advice on the operational cooperation with selected countries of origin (excluding Turkey) will be provided, with a view to preparing the candidate and potential candidate countries to offer sustainable and holistic return solutions for third country nationals.

The physical removal of individuals will not constitute a part of the project activities under this Action. In parallel and within the IOM led Contract 2, national systems will be strengthened to offer voluntary return and reintegration solutions and a regional mechanism established.

The result, building on the activities initiated in Phase I, will further address some of the deficiencies identified in the needs assessment and later on reaffirmed under the Desk research on Mapping the return capacities conducted in 2017, namely: (a) *a lack of readmission agreements and insufficient diplomatic cooperation*; (b) *a lack of legal clarity, administrative frameworks and financial capacity to organise non-voluntary-return*; (c) *a lack of well established procedures and available means to ensure non-voluntary return*.

Under Contract 1, the following outputs will be produced:

- Output 4.1: Improved management systems for non-voluntary return and better alignment with the EU standards achieved;
- Output 4.2: Improved capacities on non-voluntary return within the regional network of return practitioners.

The following activities will be implemented:

4.1 - Improve of management systems for non-voluntary return and better alignment with the EU standards achieved:

- 4.1.1. Regional Workshop for operational practices in the field of return related activities
- 4.1.2 Regional Workshop on readmission and return policies and practices on selected countries of origin

4.2 - Improved capacities on non-voluntary return within the regional network of return practitioners:

- 4.2.1 Regional refresher training for national multipliers on escort officers trainings
- 4.2.2 Regional training for escort leaders in return operations by air
- 4.2.3 Regional refresher training for non-voluntary return monitors
- 4.2.4 Workshop on exchange of experiences/best practices on monitoring with MS' monitors

Activities 4.1.1 – 4.1.2: Regional exchange of best practices and know-how in the field of return related activities as well as in the field of readmission and return policies on selected countries of origin.

Activities 4.2.1- 4.2.4: Practical training assistance to further enhance the regional network of escort officers, escort leaders and return monitors

Frontex proposes activities, which draw on Frontex' as well as partners' experience with return procedures in the EU/Schengen area, also based on the EU Return Handbook, including return operations and trainings conducted on return procedures in the Western Balkans under Phase I.

Activity 4.1 will support the IPA II Beneficiaries by presenting operational practices in the field of return. It is foreseen that such assistance will be delivered via a regional workshop dedicated to discussions on the internal dimension affecting the efficiency of return management and another one, dedicated to the external dimension, including discussions on readmission, return policies and best practices within the EU in relation to selected countries of origin.

Building upon the achievements of Phase I, Activity 4.2 will focus on continuing the support to IPA II beneficiaries in handling non-voluntary returns at the operational level. Frontex and EU MS experts with wide experience on Frontex coordinated return operations will contribute further in preparing the Western Balkan countries to operationalise joint non-voluntary return operations. Additional training sessions for national multipliers, escort leaders in return operations by air, as well as return monitors are foreseen.

In addition, Frontex will further cooperate with IOM to support the implementation of activities foreseen to contribute to the Output "*Cooperation on readmission between selected IPA beneficiaries and at least three CoO is established*" under Contract 2, led by IOM. Based on that, a comprehensive approach to return, encompassing both non-voluntary and voluntary aspects, will be ensured in the framework of Phase II of the IPA II regional programme.

Result 5: More resilient local communities created and improved social cohesion between dwellers and asylum seekers, refugees, migrants, people in need of international protection and persons with other protection needs (such as unaccompanied minor, potential victim of trafficking in human beings or other)

Activities under this result will help 1) to contribute to the overall efforts to boost resiliency of the local communities hosting mixed migration and 2) achieve gradually improving social cohesion with asylum seekers, refugees, migrants, people in need of international protection and persons with other protection needs.

Under Contract 1, the following outputs will be produced:

- Output 5.1: Authorities are supported in establishment of integration mechanisms for persons accorded international protection covering the multifaceted dimension - legal, economic, cultural and educational.

The following activities will be implemented:

5.1 - Authorities are supported in establishment and implementation of integration mechanisms for persons accorded international protection through multi-dimensional actions - legal, economic, cultural and educational:

- 5.1.1. Fine-tuning of existing integration plans at the country level and multiplying approaches throughout the region
- 5.1.2. Country-specific activities to develop and/or implement national integration strategies/action plans.
- 5.1.3 Promote access to labour market including engagement of private sector and donor community.
- 5.1.4. Compiling and printing information/guidelines on relevant integration tools. Research papers.
- 5.1.5 Facilitate a Regional Integration Forum for exchange of integration experience and practices.
- 5.1.6. Individual approach – support to effective integration and naturalization of persons granted international protection (legal, documentation, socioeconomic, educational, initial kick-off packs, etc.).

2.1.6. Work Breakdown

Steering and Coordination activities:			
<ul style="list-style-type: none"> - Regional Steering Committee led by EC, joint platform of consultation for the whole IPA II Regional programme (at least one meeting in 2020) - Annual Advisory Group meetings with all project partners and other stakeholders - Annual National Steering Committees in each WB beneficiary country <p>1 Kick off and 1 Closing Conference</p>			
Result 1: Identification, registration and referral of mixed migration flows at first and second points of contact and within the territory as well as pre-screening, screening on nationalities improved			
<p>Main implementing agency for this result: FRONTEX UNHCR with a supporting role</p>			
Output	Responsible Implementing Agency	Activities	Details
<p>1.1. Identification mechanisms including interviewing and screening techniques adopted and institutionalised and applied to the extent possible in each national system</p>	Frontex	<p>1.1.1 Regional refresher training for multipliers on detection of falsified documents</p> <p>1.1.2 National trainings on interviewing techniques</p> <p>1.1.3 National trainings on screening and assumption of nationalities</p> <p>1.1.4 Regional training on Fundamental Rights for Border Guards</p>	<p>The refresher training for the multipliers trained during Phase I of the Action, including update of the materials and translation if needed.</p> <p>For both 1.1.2 and 1.1.3 - National training sessions to roll-out the best Frontex / EU MS procedures and best practices in each of the Western Balkan beneficiaries.</p> <p>Evaluation regional meetings can be additionally organized to summarize the achievements of the national roll-outs.</p> <p>Certified multi-module training, including an on-line course.</p>
<p>1.2. Strengthened capacities in IPA II Beneficiary countries to perform the identification and registration of mixed migration flows from a border control perspective, creating the conditions for applying sustainable interoperable registration mechanisms at the regional level</p>	Frontex	<p>1.2.1 Implementation of Key Priority Actions (KPAs) identified in the six National Action Plans and Regional Action Plan on "Enhancing Capacities, Tools and Cooperation related to the Identification and Registration Process"</p>	<p>Implementation of a selected number of key actions deriving from the National Action Plans and Regional Action Plan on "Enhancing Capacities, Tools and Cooperation related to the Identification and Registration Process".</p> <p><i>Note:</i> At the time of submission of this document, Frontex is finalising and agreeing on the implementation details of the six National Action Plans and the work breakdown/timeline of activities is to be presented by June 2019 at the latest.</p>
<p>1.3 Development of National Masterplans on upgrading IT systems and infrastructure in coherence with EU Information systems on border and migration management for the beneficiary WB countries</p>		<p>1.3.1 Benchmarking of the existing ICT infrastructure supporting the migration management related registration process</p> <p>1.3.2 A needs and dependency assessment of the migration management related national ICT infrastructure supporting the registration process</p> <p>1.3.3 Definition of the</p>	<p>Development of National Masterplans outlining the IT systems and infrastructure state-of-play, needs and the best implementation strategy for achieving technical readiness for future interconnectivity with the relevant EU information management systems, using as reference model the Eurodac system.</p> <p>The Master Plans will map the existing IT systems and infrastructure and define the steps needed for a harmonised design for development of the relevant national systems with Eurodac at the moment of accession to the EU, whilst</p>