FORUM
for
SECURITY

Integrated Border Management in Kosovo

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Forum for Security (FS) was established in June 2010 at the initiative of two Kosovo's non-governmental organisations, the Forum for Civic Initiatives (FIQ) and the Kosovo Centre for Security Studies (KCSS), supported by Saferworld as part of the 'SafePlace' programme, funded by the Governments of Germany and Great Britain.

The FS shall serve as a platform for civil society organisations, media, academia, students and institutions to discuss key security issues and to exchange and develop experiences and best practices in the field of security in Kosovo.

This is the second publication of the FS, which raises several dilemmas related to key security issues in integrated border management.

Research team:

Skender Përteshi
Valdrin Grainca
Florentina Hajdari

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List of acronyms

BiH	Bosnia and Herzegovina
CCK	Customs Code of Kosovo
CEFTA	Central Europe Free Trade Agreement
EC	European Commission
EUCTA	European Programme for Technical Assistance to Customs
EULEX	European Rule of Law Mission in Kosovo
GoK	Government of Kosovo
IBM	Integrated Border Management
ICO	International Civilian Office in Kosovo
IOBKC	Independent Oversight Board of Kosovo Customs
IPA	European Union Pre-Accession Programme
KC	Kosovo Customs
KFOR	International Military Presence in Kosovo
KP	Kosovo Police
KVFA	Kosovo Veterinary and Food Agency
MEF	Ministry of Economy and Finance
MIA	Ministry of Internal Affairs
MoH	Ministry of Health
PISCES	A System of Information, Communication and Identification of Safe Information
SOF	Strategic Operating Framework
SOPs	Standard Operating Procedures
UNMIK	United Nations Mission in Kosovo
WB	Western Balkans

I. Introduction

This report aims at addressing institutional actions concerning fulfilment of duties in terms of state border control, ensuring freedom of movement for all of its citizens and goods, as well as combating negative phenomena in the border area. The specific goal of this research is to discuss aspects of the Integrated Border Management (IBM). "Integrated Border Management" refers to national and international coordination and cooperation of the competent bodies involved in border security and facilitation of free movement of citizens and goods, as well as the putting in place of an efficient and effective system of border management with a common goal for an open, secure and safe and well-controlled border.[1] Integrated Border Management is one of the main criteria of the European Union in the process of visa liberalisation dialogue, as well as for other European integration processes.[2] All countries of the Western Balkans are still in the process of implementing the IBM strategy; however general development differs from one country to another.

In 2009, Kosovo approved a state strategy on IBM, compliant with European standards. It has also approved a large number of laws to support the IBM strategy and met many of the prerequisites of the visa liberalisation process and other EU integration processes.[3]

This research explores the progress and challenges of the IBM process. It critically examines the institutional capacities of the key actors, as well as their commitment to developing and implementing IBM policies in the process of meeting the criteria for visa liberalisation.

Furthermore, the research takes note of some of the deficiencies within institutions starting with their organisational structure, such as improper definition of responsibilities; lack of proper intra-institutional coordination; inefficient management of human resources and poor planning.[4] Currently, there is a small number of staff in Kosovo Police (KP), Kosovo Customs and Kosovo Food and Veterinary Agency. Furthermore, there are difficulties concerning information technology (IT) system, namely the absence of a single unified IT system in place.

The research partly touches upon the aspect of support from international partners and the role of donors in funding initiatives aimed at enhancing the professional capacities needed for more efficient border control and the extent to which these donations meet the required needs and standards.

The research relies on a combination of primary and secondary sources. Another method is participation (observation) by our teams in conferences/roundtables and debates organised prior and during the research period. Direct interviewing of twelve representatives from the main pillars responsible for the IBM was the main method applied here, such as: the Kosovo Police, Kosovo Customs, independent security experts, and representatives from the international presence in Kosovo.

The report targets an audience interested in European integration processes, such as researchers, journalists, government officials, civil society organizations, and international actors in Kosovo.

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[1] National Strategy of the Republic of Kosovo for Integrated Border Management, pg. 7.
[2] Third (III) Copenhagen criteria on European standards, the part referring to Integrated Border Management and Visa Liberalisation.
[3] European Commission Report for 2010, pg. 49.
[4] Participation with observation: III EULEX workshop on cooperation with civil society, Prishtinë/Pristina, October 2010.

2. Legal framework

In order to reach the goal of having open, safe and secure borders, Kosovo institutions have adopted the law and state strategy on the IBM and relevant legislation. The Constitution of the Republic of Kosovo grants the right to authorities of Kosovo to exercise their role/mandate throughout the territory of Kosovo. Article 125.1 has explicitly regulated obligations of Kosovo's institutions regarding border control in the territory of Kosovo. In 2008, Government of Kosovo has drafted the law on integrated management and control of the state border.[5] The law has been completed with signing of seven administrative instructions on activities of the Border Police, Kosovo Customs and Kosovo Veterinary and Food Agency (KVFA), which are mainly related to the demarcation of borderline; border incidents; control of border crossing-points, as well as placing of warning signposts at border crossing-points.[6] Moreover, the law on IBM has been supplemented by drafting and approval of the national strategy on border management, as well as by an action plan on IBM, which sets the path to be taken for the implementation of this strategy.

Government of Kosovo has also drafted the strategy on combating terrorism; organised crime; trafficking in human beings, and the strategy on combating narcotics, which are related to the border control. There are other laws, which indirectly tackle aspects of the border management, such as the Law on repatriation, which has been drafted recently and has been followed by drafting of a strategy on repatriation together with the action plan. The law on protection of personal data, the law on classified information and vetting of security personnel have also been adopted.

However, no supporting legal acts have been approved, whose practical enforcement may come across difficulties.[7]

The implementation of the law on foreigners remains a challenge, although 12 administrative instructions have been approved.[8] In addition, law on travel documents has been amended to ensure producing and issuance of biometric passports.[9]

Law on Asylum is being implemented to some extent. It has been noted that number of asylum-seekers still remains small (200 requests for asylum are registered in 2010), and Kosovo's institutions have built a centre for asylum-seekers, which has a capacity of 20 – 30 persons, which is insufficient.

There is also the draft-law on prevention of money laundering and financing of terrorism. The Financial Intelligence Unit (FIU) has also been established within the Ministry of Economy and Finance (MEF), with comp-etencies transferred from the European Rule of Law Mission in Kosovo (EULEX).[10] As regards to asylum, an administrative instruction on issuance of visas for foreigners has been signed, but the law is not being implemented. No visa has been issued to foreigners yet.

The applicable legislation that regulates Kosovo Customs as a key institution for the implementation of the IBM strategy is in compliance with standards required by the European Union (EU). A part of legislation has been inherited from UNMIK period. A Kosovo Customs and Excise Code has been drafted, including other sub-legal acts that regulate operation and activities of the Kosovo Customs.

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[5] See. Law on IBM http://www.gazetazyrtare.com/e-gov/index.php?option=com_content&task=view&id=152&Itemid=56.

[6] Report on Visa Liberalisation – Ministry of Internal Affairs, Prishtinë/Pristina, October 2009.

[7] Kosovo Progress Report – Made in Kosovo, pages 33-34.

[8] Based on 2010 Progress Report, implementation of the law requires police training and a Departrment for Citizenship, Asylum and Migration to deal with asylum-seekers.

[9] A biometric passport is a travel document containing high security elements with biometric features (for example, the distance between the eyes of a person) and technical ones (for example, burning data into a chip). Defining of these features started in 2004 with a EC Regulation 2252/2004.

[10] http://www.knninfo.com/?page=1,2,5738

Kosovo Customs have also drafted the Strategic Operating Framework (SOF) 2010-2012, which sets forth clear goals and objectives of the Kosovo Customs for this period of time.

The applicable legislation in country provides the legal basis for functioning of KVFA, starting with the Law on Veterinary, Law on Animal Care, Law on Products of Medicine, Law on Food, Law on Transport of Dangerous Goods, Law on Pesticides, as well as other sub-legal acts regulating this field. A major deficiency remains lack of compliance of laws regulating KVFA activities with standards of European legislation[11] Despite the fact that a big part of laws are drafted, there are still deficiencies in pieces of legislation that might regulate the field of veterinary and food, especially when dealing with animals seized at the border.

a.Institutional practice

Acknowledging the importance of IBM in visa liberalisation process, the Government of Kosovo has established the Coordination Group on Visa Liberalisation chaired by the Ministry of Internal Affairs (MIA). Members of this Group are all relevant actors related to visa liberalisation. Besides the intensive efforts by the Coordination Group on Visa Liberalisation, Kosovo did not manage to receive the roadmap in September 2010.

However, the Government of Kosovo has unilaterally drafted the roadmap which sets out actions concerning visa liberalisation. The roadmap is based on the criteria and recommendations of the European Commission (EC) applied to the countries of the region. However, it is not clear whether priorities and actions implemented by the Government of Kosovo will meet the EC requirements in the accession process for Kosovo.

Main institutions in charge of development, enforcement and implementation of the IBM in Kosovo are: Kosovo Police (Border Police), Ministry of Economy and Finance (Kosovo Customs), and the Office of the Prime Minister (Kosovo Food and Veterinary Agency).[12]

Kosovo borders Albania, Macedonia, Montenegro and Serbia (see map of Kosovo). Kosovo has 15 functioning border crossing points, with 13 of them being permanent border crossing points and 2 being temporary border crossing points.

The green border line still remains KFOR's main responsibility, although a guideline was signed between the KP and KFOR to gradually begin with transfer of competences, as it was the case with the green border line with Albania. For the time being, Kosovo institutions lack professional capacities to assume completely duties of the state border management.

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[11] Kosovo Strategy on Integrated Management of the State Border, pg. 40.

[12] In addition to KP, KC and KVFA, there are other relevant institutions to play an important role in the implementation of the IBM such as Ministry of European Integration, Ministry of Transport, Forensics Institute, Ministry of Health, Ministry of Public Administration, Ministry of Agriculture and Rural Planning, Ministry of the Kosovo Security Force. .

Understanding the political situation in the northern part of the country; it seems that it will take longer until Kosovo's Institutions will be completely in control of the border line. However, the KP has proven that it took the first steps towards enhancement of professional capacities in protection and control of the state border, as it was the case of control of the green border line with Albania.[13]

In general, a progress has been achieved in the area of IBM, but this process should be accelerated in order for Kosovo to keep the same pace with countries in the region. The northern part of the country remains the biggest challenge, or over 60% of the border line, which is not subjected to the law and control of the Kosovo's authorities. Consequently, room is being created for organised crime, especially for trafficking in human beings, illegal trade and other criminal acts.[14] Both national and international institutions need to find forms and ways to normalise situation in northern part of the country. Lack of a clear definition of border demarcation with Montenegro constitutes an obstacle, however, at least based on statements it has been said that it will not be a difficult process, given that the two countries do not have any territorial claims.[15] Furthermore, a border demarcation with Serbia has not started yet, and it remains an issue that might be raised in the upcoming talks between Kosovo and Serbia.

3. Institutional Analysis
a. Kosovo Police/Border Police

Currently, MIA has the biggest responsibility for implementation of the IBM. There is the Kosovo Border Police (KBP) within the KP. The Border Police is organised at central, regional and local level comprising 1337 police staff members, and 53 supporting administrative staff. According to assessments made by experts, current capacity of the KBP does not meet criteria required by the Schengen rules on the Western Balkans.

An additional 1662 trained police officers are required to guard the border and 124 supporting administrative staff. This is confirmed also by the report on the functional review of the Kosovo Police.[16]

This could be done either by reallocation of staff from other sectors, or by recruiting new staff members.[17] The Kosovo Police has taken several steps in its reform and restructuring by adopting the intelligence-led policing strategy. The new strategy will serve to the KP to reallocate its personnel, including the Border Police.

As regards to the progress as far as the IBM is concerned, the Kosovo Police has taken several steps by enhancing its capacity to some extent on combating organised crime and narcotics. Despite these achievements, the KP shall further develop its capacities to combat organised crime, in border management, etc., and work to eliminate deficiencies in terms of technical and technological equipments.

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[13] Interview with Mr. Ahmet Nuredini, Acting Director of the IBM within the KP, 08/11/2010.
[14] EC Kosovo Progress Report – Border Management Section, page 50.
[15] European Commission Kosovo Progress Report 2010.
[16] FRIDOM, Functional Review of the Kosovo Police, 2009, pg. 17. The report may be downloaded at: http://www.fridomks.org/media/118e%20KP.pdf
[17] Interview with Mr. Rifat Marmullaku, expert of security issues, 11/10/2010.

The research has identified many challenges faced by the Kosovo Police such as lack of sufficient work space, and lack of proper technologic equipments to guard the border. The KBP is mainly dependent upon donations provided by the European Commission and International Criminal Investigative Training Assistance Program (ICITAP), which apart from donations on technical equipment they mainly provide training related to handling of these equipments.[18] This dependence in donations may put at question building of technical and professional capacities of the KBP. This is due to indications that donors may bring equipments that do not really meet practical needs for border control in Kosovo, according to European standards,[19] or even worse this might lead to weaknesses later on in maintenance and management of the fleet as a whole.

In general, donors' role in providing support remains unclear.

Currently, all border crossing points in Kosovo operate under a communication system called Personal Identification Secure Comparison and Evaluation System (PISCES), an ICITAP donation, which records all entries and exits from/into border crossing points. However, this is a typical American system, and it is not being used by other European countries. To this end, the European Commission (EC) allocated a donation for modernisation of the communications system in the Kosovo Customs. But, this donation has not yet been implemented, as there are still hesitations or doubts related to the decision whether to use the American or the European model, although Malta's model is more preferred to be used, i. e. where two

systems of recording at border crossing points operate - a European and American one.[20]
A significant development is necessary to turn drafted policies and strategic documents into applicable actions, especially strategies for combating organised crime. The KP's Pillar of Investigations is at its initial developmental stage, while a comprehensive professional development is required.

A unified system of information and communication within key agencies for the IBM enforcement is deficient, and there is no database where all agencies in charge of the IBM implementation could have access. There are also problems related to communication within police stations. In some locations there is no internet access available, and reporting is not well-structured due to the lack of a proper statistical system. Professionals have repeatedly argued that the KP does not possess helicopters, which would make their work easier and the state border control more effective.[21]

The KBP regional and international cooperation has many deficiencies.
Bilateral cooperation agreements have been signed with countries of the region, except Serbia (due to the known political problems, which prevent cross-border cooperation from taking place). Moreover, several bilateral agreements have been signed with Albania, Montenegro and Macedonia, however protocols of cooperation have still not been signed, ensuring enforcement of these agreements. It is a lack political commitment to accelerate protocols of cooperation, as the Police as an organisation does not have the right to sign them.[22]

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[18] Interview with Mr. Ahmet Nuredini, Acting Director of the IBM within the KP, 08/11/2010.
[19] Example, protection of personal data.
[20] Interview with a senior official of the Ministry of Internal Affairs.
[21] Interview with Mr. Rifat Marmullaku.
[22] Interview with Mr. Ahmet Nuredini.

Despite many efforts, due to political difficulties, the KP does not have cooperation with international organisations such as Interpol, Europol or Frontex, but the same applies to many regional initiatives on police cooperation.[23] In this context, police officers are not entitled to arrest internationally wanted persons, unless this is requested for by the international institutions engaged in combating crime and various legal criminal acts. Slovakia and Cyprus have openly been against an admission of the KBP into Frontex, the two countries that have not yet recognised Kosovo's independence. In general, information exchanges with regional and international organisations remains very low, which also impacts combating of cross-border crime.

b. Kosovo Customs

Kosovo Customs are an integral part of three fundamental institutions for the implementation of the IBM. It has an extensive mission, including but not limited to: border security, fight against illegal economy, protection and promotion of free trade, migration control, safety and security of citizens, protection of environment and of health of citizens.[24] Contribution of the Kosovo Customs to the IBM is of critical importance, especially in combating illegal activities. Presence of Kosovo Customs officers at border crossing points shall increase security on border zones in terms of combating organised crime, and cross-border smuggling of goods, narcotics, and people.

Kosovo Customs comprise 622 staff members, and their activity is carried out at all border crossing points, except border crossing points of

Bërnjak/Bernjak and Jarinjë/Jarinje where EULEX members exercise their executive mandate.

Both international and national institutions in Kosovo are not able to exercise their control in the northern part of the country, and as a consequence of this, smuggling and organised crime are taking place freely and unimpeded.[25]

From the strategic and operational aspect, both the law and the IBM Strategy contain significant deficiencies as neither the first nor the latter do not clearly specify activities and obligations of the Kosovo Customs in terms of implementation of the IBM strategy. This has been the main reason why amendment of the law is required.[26] Also, no progress has been noticed regarding functioning of the Executive Board of the Integrated Border Management. While as regards to the Standard Operating Procedures, based on the findings to date, one may say that there is a satisfactory level in terms of their implementation, as well as cooperation with EULEX and European Programme for Technical Assistance to Customs (EUCTA) in harmonising these procedures with European standards as required.

Compared to the KP, it was noticed that the Kosovo Customs are better equipped with technical and technological tools thanks to numerous donations. The cooperation of the Kosovo Customs with other implementing agencies of the IBM Strategy has shown limited progress so far. Kosovo Police, Kosovo Customs and the KVFA have agreed to use joint technical equipments, and to organise joint patrols along border crossing points. They also reached an agreement on joint capital investments in constructing Kosovo Customs buildings at border crossing points of Dheu i Bardhë and Hani i Elezit.

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[23] To the knowledge of the research team, the Police made no efforts to be part of several regional initiatives such as South-East Initiative (SECI) with its headquarters in Bucurest to combat organised crime and cross-border crimes.

[24] Kosovo Customs – Strategic Operating Framework 2010-2012, pg. 6.

[25] http://www.crisisgroup.org/en/regions/europe/balkans/kosovo/206-kosovo-and-serbia-after-the-icj-opinion.aspx

[26] Interview with Samir Krasniqi Senior Officer in Kosovo Customs, 11/10/2010.

It is worth mentioning that there are officials in the Law Enforcement Directorate of the Kosovo Customs, who are equipped with weapons, and according to the Kosovo Criminal Procedure Code, are considered officials of the Police and officials of the Judicial Police. These officers have their authorisations, responsibility and duties to investigate and detect criminal acts against the Kosovo Customs and other acts as foreseen under the Criminal Code. Among others, they are authorised to stop and arrest any person who is suspicious of various acts of smuggling or other different criminal element.[27] Consequently, this may cause an overlapping in competences between the Kosovo Customs and the Kosovo Police.[28]

Despite the progress achieved, the Kosovo Customs still needs to develop their professional capacities in relation to incomes control, setting up and development of internal information and communication systems, including that between other border agencies, enhancement of professionalism of human capacities, intelligence, as well as capacity-building in combating smuggling.
To date, the Kosovo Customs have been the main generator in Kosovo's economy by contributing to Kosovo's Consolidated Budget with over 76 % of its total.[29]

A close cooperation with Customs component in EULEX has been noticed.
Kosovo Customs, since its establishment, have received assistance from various experts of the European Customs Technical Assistance Mission and Tax Administration (EU-TACTA), which was funded by the European Commission (EC) through IPA programme.[30]

In concrete terms, the Kosovo Customs has received support in the IBM field through European Union Pre-Accession Programme (IPA), in law enforcement and information technology. This assistance will cover further development of the legal system and implementation of legal framework compliant with EU standards. However, this research did not assess the international technical expertise provided to the Kosovo Customs.

Regarding the regional dimension, the Kosovo Customs still operates under some memorandums of understanding signed between UNMIK, and neighbouring countries such as Albania, Macedonia, Montenegro and Serbia. In addition to these agreements, the Kosovo Customs has signed also bilateral agreements, so far: with Albania, Finland, France, Montenegro, Turkey and Macedonia about information exchange. There are an additional 19 (nineteen) agreements under the procedure to be signed. Whereas the main challenge in the cross-border and regional context, remains lack of recognition of the Republic of Kosovo by Serbia and Bosnia and Herzegovina (BiH). These countries refuse to recognise official documentation of the Kosovo Customs, as well as other documentation with a stamp containing inscription Republic of Kosovo. In this case, Government of Kosovo has failed to react to BiH and Serbia based on the principle of reciprocity, and as a consequence Kosovo goods could not be exported to and transported through these countries.

In this view, regional and international cooperation still remains another challenge due to the lack of a unified stance by all EU countries as regards to recognition. This fact hinders Kosovo Customs integration into regional and international initiatives.

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[27] Interview with Mr. Bekim Krasniqi, Director of the Department for BM in the Kosovo Customs 11/10/2010.
[28] Interview with Mr. Rifat Marmullaku, expert of security issues, 11/10/2010.
[29] Strategic Operating Framework 2010-2012, Kosovo Customs, pg. 6, Kosovo, 2010.
[30] Pre-accession instrument is an instrument for provision of funds and support by the EU to candidate countries and potential candidate countries for membership.

Another important element is the fact that in 2011, Kosovo Customs will be in chairmanship of CEFTA's Agreement. Likewise, lack of recognitions by neighbouring countries like Serbia and BiH shall represent a challenge to the Kosovo Customs. But, also potential delays in assuming responsibilities as regards to implementation of CEFTA by the Government of Kosovo, and the dilemma of parliamentary elections raises the fear that Kosovo would not enjoy its right to be in the chairmanship of this mechanism of free trade.[31]

c. Kosovo Food and Veterinary Agency (KFVA)

KVFA is responsible to ensure public health, control of animals and plants, and plant products and animal products. Phytosanitary is also one of the fields of activities of the KFVA in relation to border control.[32] As regards to KFVA capacities, this Agency has various short comings. It is precisely phytosanitary control, and control of plant and animal products one of the fields, where these shortcomings are more obvious. The research has found that the Agency lacks sufficient laboratory capacities, as well as sufficient work space to receive samples for purposes of conducting necessary tests. KFVA human capacities are at minimum when it comes to workload and tasks outlined in the IBM strategy. Based on confidential sources, in general the KFVA suffers due to a small number of staff, and there is also lack of professional capacity. Even the budget, under which this institution operates, may not even closer reach standards and criteria set forth by the EU, and the state strategy on the IBM.

As regards to cooperation with other agencies within IBM, in spite of its willingness, the KFVA lacks necessary capacities to fulfil objectives of this cooperation. Regarding the regional cooperation, this Agency undertook several initiatives though, so far no progress has been noted.

Following transfer of this Agency within the Office of the Prime Minister, this institution has started to enjoy greater support both in terms of budget and training. The KFVA has also been present at all border crossing points, except those in Bërnjak/Bernjak and Jarinjë/Jarinje.

According to officials, cooperation of the KFVA with Kosovo Customs and Kosovo Police is relatively good. These two institutions arrange trainings and conduct joint patrols along the border line.

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[31] For more information, please see: http://www.evropaelire.org/content/article/2223791.html

[32] Phytosanitary means an inspection based on phytosanitary criteria and procedures of plants or imported plant products..

4. Conclusion

Appreciating importance of the IBM strategy, we may say that institutions of Kosovo have achieved progress both in drafting this strategy, and also in undertaking concrete steps for its implementation. No doubt that the biggest challenge of both Kosovo and international institutions of border control remains lack of proper functioning of this control in the northern part of the country. Kosovo border authorities have no access to monitoring of border crossing points on the border with Serbia: Jarinjë/Jarinje and Bërnjak/Bernjak, while this control is done only by EULEX members, who practically exercise their executive role.

Intensive efforts have started after establishment of the Coordination Group on Visa Liberalisation to fulfil criteria in order to receive a roadmap for the visa liberalisation process. However, Kosovo did not manage to receive the roadmap in September 2010. All institutions are members to the Working Group on Visa Liberalisation, including three pillars foreseen under the IBM strategy, which have a leading role in this process.

There is no doubt that political challenges remain the main obstacles to this process, while setbacks as far technical and professional aspects concerning implementation of this strategy are less evident. Very often institutions do not manage to participate into regional and international initiatives just because of obstructions put by countries, which do not recognise Kosovo.

It is impossible for Kosovo institutions, because of these very same obstacles, to be admitted into or participate in various international organisations/initiatives.

Lack of human capacities in many fields will also have an impact on further development of the IBM strategy and the visa liberalisation process. There have been noticed big deficiencies in terms of professional and technical capacities especially in combating organised crime, cross-border crime and drug trafficking, these being the objections mentioned in the recent Progress Report published for 2010.[33]

Lack of technical equipment remains another obstacle for guaranteeing a success in the implementation of the IBM. The enhancement of human capacities in this field is left at the mercy of foreign donations, while in the meantime one may notice no willingness on the part of institutional side to improve working tools at the border crossing points.

From the legislation aspect, a legal framework foreseen to regulate the field related to the visa liberalisation process and implementation of the IBM strategy was approved; however its implementation is put at minimum. No progress can be seen in implementation of the law on foreigners, namely the strategy for re-integration and re-admission, although there have already been a number of international agreements in the process of signing concerning this matter.

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[33] EC Kosovo Progress Report 2010.

5. Recommendations

Recommendations for the Kosovo Police:

- Kosovo Police and Border Police should increase number of police officers in order to successfully implement the IBM;
- Government of Kosovo should allocate a separate budget for the police to support a successful implementation of the IBM strategy;
- There needs to be urgently drafted a strategy, which aims at unification of inter-institutional information concerning implementation of the IBM;
- MIA and Kosovo Police should have their stance about donations provided by international partners, and accept those that are in accordance with their needs on the ground;
- Kosovo Police should identify additional training needs for the police of the border protection sector, combating organised crime, smuggling and migration;
- Kosovo Police should establish an adequate statistical system to ensure an efficient control of border points.

Recommendations for the Kosovo Customs:

- Kosovo Customs should even further extend their regional and international cooperation;
- Arrangement of additional training is necessary to build further professionalism among the Kosovo Customs staff. These trainings should be identified by Kosovo Customs officers themselves;
- It is necessary to make additions to the legal framework regulating scope of activity of the Kosovo Customs within the IBM;
- It is necessary to enhance professional capacities of the Kosovo Customs in the field of intelligence, and in combating smuggling, and harmonisation of activities with the EU standards;

- The functioning of the Kosovo Customs throughout the territory of Kosovo should be done urgently. To this end, return of members of the Kosovo Customs to Bërnjak/Bernjak and Jarinjë/Jarinje is crucial. This would result in stopping of smuggling and organised crime at these two border crossing points.

Recommendations for KFVA:

- KFVA needs to urgently start with increasing its staff numbers, and also enhance professional capacities within the organisation;
- Cooperation within agencies should be intensified. The same should happen also with regional and international cooperation in accordance with the IBM strategy;
- KFVA officials shall identify their needs, and fields of training to be arranged for them.

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6. Interview with Mr. Ahmet Nuredini, Acting Director of IBM Directorate in the Border Police.
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9. Interview with Mr. Samir Krasniqi, Senior Officer at Kosovo Customs.
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3. National Strategy on Combating Organised Crime.
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10. Law on Asylum.
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12. Constitution of Kosovo.
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Forum for Civic Initiatives

The Forum for Civic Initiatives (FIQ) is a non-governmental organization with a focus on the rule of law that works to increase citizen participation in decision-making processes for peaceful and developed Balkan region. FIQ was created in 2000 to address a variety of urgent needs in post-conflict Kosovo. Since then, FIQ has evolved into an organization with a focus on Rule of Law and transparency and accountability of the government and strengthening the capacity of the Civil Society through debates, training and grant making support.

Kosovar Center for Security Studies

Kosovar Center for Security Studies has been established with the aim of studying, researching, organizing conferences and seminars in the field of security in the Republic of Kosovo. Considering the lack of non-governmental institutions covering this domain, KCSS is the strong voice towards studies on the security field. The activities undertaken so far triggered the civil society experts and media in fostering oversight of the security sector.