

## **IZVJEŠTAJ**

**o učešću ministra unutrašnjih poslova, Danila Šaranovića,  
na sastanku ministara unutrašnjih poslova u okviru Brdo procesa  
Brdo pri Kranju, Slovenija, 27-28. mart 2025. godine**

Delegacija Ministarstva unutrašnjih poslova, na čelu sa ministrom Danilom Šaranovićem, boravila je u Republici Sloveniji od 26. do 28. marta povodom učešća na sastanku ministara unutrašnjih poslova u okviru Brdo procesa, na Brdu pri Kranju, 27-28. marta 2025. godine.

Delegaciju ministra unutrašnjih poslova činili su: Petar Koprivica – državni sekretar i Marija Žugić – samostalna savjetnica.

Dana 28. marta održan je 13. sastanak ministara unutrašnjih poslova u okviru Brdo procesa, na temu jačanja regionalne saradnje u borbi protiv novih terorističkih prijetnji i izazova u rešavanju problema trgovinom ljudima u kontekstu neregularnih migratornih tokova.

Konkretno, ministri su diskutovali u okviru dvije sesije: „Jačanje regionalne saradnje u borbi protiv terorističkih prijetnji“ i „Uloga Mreže koordinatora za borbu protiv trgovine ljudima Jugoistočne Evrope u neregularnim migratornim tokovima“.

Na marginama Brdo procesa, ministar unutrašnjih poslova, Danilo Šaranović, sastao se sa ministrom unutrašnjih poslova Republike Slovenije, Boštjanom Poklukarom i koordinatom za borbu protiv terorizma pri Evropskoj uniji, Bartjanom Wegterom.

Dodatno, Konferencija je bila prilika da se potpiše Mapa puta o saradnji Crne Gore sa Evropskom agencijom za azil (EUAA), te da se ministar sastane sa izvršnom direktoricom EUAA, Ninom Gregori.

### **I 13. SASTANAK MINISTARA UNUTRAŠNJIH POSLOVA U OKVIRU BRDO PROCESA**

Uzimajući u obzir aktuelne geopolitičke tenzije te kompleksnost migratornih tokova, u okviru dvije sesije na temu jačanja regionalne saradnje u borbi protiv terorističkih prijetnji i uloge mreže koordinatora za borbu protiv trgovine ljudima, ministri su iskazali posvećenost institucija kada je u pitanju snaženje regionalne saradnje u ovim oblastima.

Tom prilikom, ministar unutrašnjih poslova, Danilo Šaranović, najprije naglasio važnost međunarodne i regionalne saradnje u borbi protiv terorizma i radikalizacije, posebno ističući online dimenziju ovog izazova. Osvrnuo se na glavne bezbjednosne prijetnje, kako regiona, tako i globalno, te dao doprinos diskusiji u smislu definisanja prioriteta povodom ažuriranja Zajedničkog akcionog plana. U okviru prve sesije, Šaranović podvukao značaj saradnje sa članicama EU, ali i agencijama Evropske unije.

Tokom učešća na drugoj sesiji, povodom 15. godišnjice od njenog formiranja, ministar posebno naglasio značaj Mreže koordinatora za borbu protiv trgovine ljudima kao ključne platforme za razmjenu iskustava i jačanje saradnje u ovoj oblasti. Istakao potrebu za

proširenjem članstva Mreže, te naglasio značaj uskladjivanja politika i praksi sa EU standardima. Sa ostalim učesnicima, ministar naveo konkretne predloge za dalje korake Mreže, uzimajući u obzir definisane potrebe učesnika. Kao i u prvoj sesiji, osvrnuo se kako na regionalnu, tako i na saradnju sa evropskim agencijama.

## **II BILATERALNI SASTANAK SA MINISTROM UNUTRAŠNJIH POSLOVA REPUBLIKE SLOVENIJE**

Ministar Šaranović sastao se sa ministrom unutrašnjih poslova Republike Slovenije, Boštjanom Poklukarom, što je bila prilika da se još jednom potvrde čvrste, prijateljske veze dvije zemlje.

Ministri dali pregled bilateralne saradnje Crne Gore i Republike Slovenije, s posebnim osvrtom na saradnju dvije policije koja je ostvarena u periodu između dva bilateralna sastanka. Posebnu pažnju posvetili razgovoru o aktivnostima u oblasti neregularnih migracija i borbe protiv kriminala.

Boštjan Poklukar pohvalio dosadašnji rad Ministarstva unutrašnjih poslova Crne Gore, ističući da je Crna Gora postigla izuzetne rezultate u sprovođenju reformi. Tom prilikom, ponovio otvorenost i spremnost Republike Slovenije da i dalje pruža punu podršku Crnoj Gori na njenom putu ka članstvu u Evropskoj uniji.

Sagovornici se saglasili da odnosi između Crne Gore i Republike Slovenije imaju dugotrajan, prijateljski karakter, temeljen na međusobnom povjerenju i zajedničkim interesima u oblasti bezbjednosti.

Zaključili da će se dalja saradnja nastaviti kroz konkretne operativne aktivnosti koje će doprinijeti bezbjednosti regiona i unapređenju evropske perspektive Crne Gore.

## **III POTPISIVANJE MAPE PUTA O SARADNJI CRNE GORE SA EVROPSKOM AGENCIJOM ZA AZIL (EUAA) 2025-2027 I SASTANAK SA IZVRŠNOM DIREKTORICOM EUAA NINOM GREGORI**

Prilikom posjete Republici Sloveniji, ministar unutrašnjih poslova, Danilo Šaranović, sastao se sa Ninom Gregori, izvršnom direktoricom Evropske agencije za azil (EUAA) i potpisao novu Mapu puta o saradnji između Crne Gore i EUAA za period 2025-2027.

Sagovornici razgovarali o ključnim rezultatima i naporima u borbi protiv migratornih kriza, a Gregori pohvalila korake koje je Crna Gora preduzela u prethodnom periodu koji će u kontekstu migracija imati dugoročne pozitivne efekte na nacionalnu stabilnost i bezbjednost.

Sagovornici posebnu pažnju posvetili strateškoj saradnji i budućim planovima u svijetlu napretka Crne Gore ka članstvu u EU.

Samim tim, susret na marginama Brdo procesa predstavljao je priliku da na čvrstom temelju dosadašnjeg plodonosnog partnerstva, u prisustvu evropskog komesara za unutrašnje poslove

Magnusa Brunnera, dvije strane ozvaniče i nastavak saradnje potpisivanjem Mape puta o saradnji Crne Gore i EUAA za period 2025-2027.

Ovaj strateški dokument u potpunosti je uskladen sa nacionalnim ciljevima i evropskim standardima, a predstavlja značajan korak ka punopravnom članstvu Crne Gore u Zajedničkom evropskom sistemu za azil. Potpisivanje druge po redu Mape puta označava nastavak posvećenosti Crne Gore jačanju saradnje sa Evropskom unijom u oblasti migracija i azila, te doprinosi daljoj integraciji zemlje u evropske strukture.

#### **IV SASTANAK SA KOORDINATOROM ZA BORBU PROTIV TERORIZMA PRI EVROPSKOJ UNIJI, BARTJANOM WEGTEROM**

Na marginama sastanka ministara unutrašnjih poslova u okviru Brdo procesa, ministar unutrašnjih poslova, Danilo Šaranović, sastao se sa EU koordinatorom za borbu protiv terorizma Bartjanom Wegterom.

Sastanak je bio usmjeren na potvrđivanje zajedničkog opredjeljenja za jačanjem saradnje EU i Crne Gore po pitanju bezbjednosnih izazova, s posebnim akcentom na učešće nacionalnog koordinatora Crne Gore za borbu protiv terorizma u radu evropske mreže zadužene za borbu protiv svih izazova u oblasti terorizma i radikalizma.

Ministar Šarnaović iskoristio priliku te istakao ključne prioritete Crne Gore u borbi protiv terorizma i nasilnog ekstremizma, ali i radikalizacije.

Sagovornici kroz razmjenu mišljenja na temu stanja u regionu, ali i globalno zaključili da se samo zajedničkim naporima, kroz regionalnu saradnju i međunarodnu podršku, mogu ostvariti održivi rezultati u borbi protiv terorizma i ekstremizma na Zapadnom Balkanu.





# Roadmap for Cooperation between the EUAA and Montenegro (2025 -2027)



**Roadmap for cooperation  
between the EUAA and Montenegro  
(March 2025 – December 2027):**

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



Manuscript completed in January/2025

Neither the European Union Agency for Asylum (EUAA) nor any person acting on behalf of the EUAA is responsible for the use that might be made of the information contained within this publication.

© European Union Agency for Asylum (EUAA), 2025

Reproduction is authorised provided the source is acknowledged. For any use or reproduction of photos or other material that is not under the EUAA copyright, permission must be sought directly from the copyright holders.





*The development and implementation of the Roadmap for cooperation between EUAA – Montenegro (2025-2027): strengthening the asylum and reception systems in line with the CEAS and EU standards is supported through the "Regional Support to Protection-Sensitive Migration Management Systems in the Western Balkans", a project funded by the European Union. Its contents are the sole responsibility of EUAA and the Ministry of Interior of Montenegro and do not necessarily reflect the views of the European Union.*

© European Union Agency for Asylum (EUAA), 2025

# I. List of Abbreviations

Term	Definition
<b>APD (recast)</b>	<b>Asylum procedures directive</b> — Directive 2013/32/EU of the European Parliament and of the Council of 26 June 2013 on common procedures for granting and withdrawing international protection (recast)
<b>ATP</b>	Access to Asylum Procedure
<b>BIA/BID</b>	Best Interest Assessment/Best Interest Determination
<b>CEAS</b>	Common European Asylum System
<b>CoE</b>	Council of Europe
<b>COI</b>	Country of Origin Information
<b>CSO</b>	Civil Society Organisation
<b>EAC</b>	European Asylum Curriculum
<b>EPS</b>	Early Warning and Preparedness System
<b>ESQF</b>	European Sectoral Qualifications Framework
<b>EU</b>	European Union
<b>EUAA</b>	European Union Agency for Asylum
<b>EU MS</b>	EU Member States
<b>EU+</b>	EU Member States and Associated Countries
<b>IOM</b>	International Organisation for Migration
<b>IPA</b>	Instrument for Pre-Accession Assistance
<b>IPSN</b>	Identification of Persons with Special Needs
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MoFWD</b>	Ministry of Health and Social Welfare
<b>MoI</b>	Ministry of Interior
<b>NGO</b>	Non-Governmental Organisation
<b>OSCE</b>	Organisation for Security and Co-operation in Europe
<b>SNVA</b>	Special Needs and Vulnerability Assessment
<b>SOPs</b>	Standard Operating Procedures
<b>SOGIESC</b>	Sexual orientation, gender identity and expression, and sex characteristics
<b>TtT</b>	Train the Trainers
<b>UAM</b>	Unaccompanied Minors
<b>UNHCR</b>	United Nations High Commissioner for Refugees





## II. Introduction and Background

The overall objective of the “Roadmap for cooperation between the European Union Agency for Asylum (EUAA) and Montenegro (2025 - 2027): strengthening the asylum and reception systems in line with the Common European Asylum System (CEAS) and European Union standards” (hereinafter: EUAA – Montenegro Roadmap) is to enhance the protection space for applicants for and beneficiaries of international protection by strengthening the asylum and reception system in Montenegro in line with the Common European Asylum System (CEAS) and European Union Member States’ practices.

The EUAA–Montenegro Roadmap identifies priority areas where EUAA support adds value and contributes, where relevant, to meeting the criteria for closing accession negotiations under Chapter 24: ‘Justice, Freedom, and Security’ and in addressing recommendations outlined in the European Commissions’ Progress Reports<sup>1</sup>. In June 2024, the intergovernmental conference confirmed that Montenegro had largely met the interim benchmarks for this chapter. Furthermore, the Roadmap promotes greater harmonisation of asylum and reception systems at the regional level and will support the implementation of Montenegro’s *Strategy on Migration and Reintegration of Returnees for the period 2021–2025*<sup>2</sup>, including its potential revision for the subsequent period.

The EUAA – Montenegro Roadmap has been developed jointly between the Ministry of Interior of Montenegro and the EUAA. The relevant authorities have been included in the design of activities in line with their responsibilities within the asylum and reception system of Montenegro. Implementation is likewise planned in cooperation with all relevant services, according to their responsibilities. The implementation period of the Roadmap is from March 2025 till December 2027. During the implementation phase, the EUAA and Montenegro authorities agree to an open two-way communication to ensure smooth implementation of the Roadmap. The EUAA – Montenegro Roadmap can be revised, if need arises, upon agreement of the EUAA and the Ministry of Interior of Montenegro. The revision shall be confirmed in writing by the EUAA and the Ministry of Interior of Montenegro.

The development and implementation of the Roadmap is co-financed through the EU funded programme “Regional Support to Protection-Sensitive Migration Management Systems in the Western Balkans” and EUAA’s own budget.

The **EU Pact on Migration and Asylum**, which was adopted in May 2024, is a set of new rules managing migration and establishing a common asylum system at EU level. Most of the legislation under the Pact will enter into application after a two-year transitional period (mid-2026), a timeframe that largely overlaps with the reference period of this Roadmap. As the Pact will considerably reform the CEAS, and as preparations for its application progress, the implementation of this Roadmap will also take these developments into account as appropriate.

<sup>1</sup> European Commission SWD (2024) 694 final, Montenegro 2024 Report, 2024 Communication on EU Enlargement Montenegro Report 2024 - European Commission

<sup>2</sup> Ministry of Interior, 2021. Strategy on Migration and Reintegration of Returnees in Montenegro, for the period 2021 – 2025. Available at: <https://www.gov.me/dokumenta/15ef985b-eddb-4a41-a58a-63fee7e8455c>





### **III. Methodology**

#### **a) Needs Assessment and Rationale for the intervention**

The EUAA – Montenegro Roadmap, is a collaborative effort between Montenegro authorities and the EUAA, building upon the evaluation of the first-generation Roadmap and discussions on priorities and needs during Senior Officials exchanges (in December 2024). The Montenegro authorities and the EUAA have involved all relevant authorities in the identification of areas for cooperation, aligning with their responsibilities within the asylum and reception systems in Montenegro. The Roadmap determines the anticipated outcomes and outputs to be realised during its implementation period. It also presents a set of indicative activities designed to contribute to the achievement of the agreed-upon outcomes and outputs.

The Roadmap contributes to the EU accession process, aiming to develop comprehensive asylum and reception systems in accordance with international and European standards. Following the June 2024 intergovernmental conference confirmation that Montenegro had largely met the interim benchmarks for Chapter 24, the Roadmap aims to address remaining areas requiring attention as the country advances on its European integration path and prepares for future participation in the Common European Asylum System.

Efforts have been invested in coordinating with international stakeholders to identify synergies and prevent overlap with existing initiatives in Montenegro, in particular with UNHCR, and IOM, as well as relevant projects financed by the European Commission services and EU Member States. Where opportunities for synergies were identified, a collaborative approach with national authorities and international stakeholders has been agreed upon to enhance the outcomes of the Roadmap.

#### **b) Monitoring and Evaluation**

In order to ensure that the implementation of the EUAA – Montenegro Roadmap is monitored and that the agreed outputs are reached, the EUAA and Montenegro authorities will systematically collect data and information on the implementation of the Roadmap. This will allow the relevant Montenegro authorities and the EUAA to monitor and evaluate the progress in reaching the specified outcomes.

At the conclusion or towards the end of the implementation period of the EUAA – Montenegro Roadmap, an evaluation of the EUAA's implementation of the roadmap may be conducted. In that case, the Montenegro authorities will be required to cooperate with the evaluators by sharing, amongst others, monitoring data and information, and participating in interviews, workshops or other means for collecting feedback. The final evaluation report will be shared with the national authorities and will be made publicly available by the EUAA. An updated needs assessment exercise may be conducted at the same time to assess revised needs, with a view to further cooperation.

Regular updates and coordination meetings will facilitate the adjustment of Roadmap activities and implementation to achieve the agreed results and impact.







## **IV. General Pre-conditions and Assumptions**

- All relevant stakeholders from both EUAA and Montenegro are committed to participating actively in the agreed activities and to implement the agreed commitments in line with the agreed timeline;
- The EUAA and Montenegro are committed to adjusting the implementation to leverage the experience and knowledge gained from the activities carried out;
- The EUAA and Montenegro are committed to maintaining open, two-way communication at the technical level, within the capacity constraints of relevant human resources;
- Both Montenegro and the EUAA have allocated sufficient financial and human resources to ensure effective and timely implementation.

## **V. Summary**

The overall objective of the “Roadmap for cooperation between the EUAA and Montenegro (2024 – 2027): strengthening the asylum and reception systems in line with the CEAS and European Union standards” is to enhance the protection space for applicants for and beneficiaries of international protection in Montenegro in line with the CEAS and EU standards. Based on the evaluation of the previous Roadmap, joint prioritised needs assessment and technical formulation efforts, and with commitment secured from the EUAA and Montenegro, the Roadmap will pursue the following high-level outcomes (1) Strengthening asylum and reception institutions and systems to align with the requirements of the Common European Asylum System (2) establishing effective asylum procedures and (3) an effective reception system in Montenegro. The intervention logic is summarised through the following diagram tree and further elaborated in Section VI with a description of indicative activities that will contribute to the achievement of the agreed outcomes and outputs.





## VI. Areas of priority and indicative Activities

### Impact

### Enhanced protection space for asylum seekers and refugees in Montenegro

#### High-level Outcome I

**Strengthening asylum and reception institutions and systems to align with CEAS requirements**

**Outcome 1: Asylum and reception authorities are prepared for effective participation in the CEAS**

Output 1.1 Support provided for aligning asylum and reception systems with the CEAS and EU standards

Output 1.2 Authorities acquire knowledge and information on the EUAA and EU+ countries' policy and practices

Output 1.3 Enhanced national training programme

Output 1.4 Enhanced rights compliant age assessment process

**Outcome 2: Contingency planning and crises response capacities aligned with EU standards and**

Output 2.1 Authorities equipped to align with EU asylum data standards and further prepared to share and exchange harmonised asylum data and

Output 2.2 Revision of the Contingency Plan

#### High-level Outcome II

**Contributing to effective asylum procedures**

**Outcome 3: Enhanced quality of decision making in line with the CEAS**

Output 3.1 Enhanced guidance and procedural support for asylum case officers

Output 3.2 Enhanced technical skills of case officers in case examination and use of COI

Output 3.3 Enhanced and standardized COI function

**Outcome 4: Strengthened appeal remedy to the asylum decisions**

Output 4.1 Strengthened appeal remedy to the asylum decisions

#### High-level Outcome III

**Contributing to an effective reception system**

**Outcome 5: Strengthened reception system aligned with EU and EUAA standards for reception**

Output 5.1 Enhanced knowledge and expertise in planning reception system capacities for EU accession

Output 5.2 Improved technical skills of reception officers to manage and deliver services aligned with CEAS and EU+ practices



## I. Strengthening asylum and reception institutions and systems to align with CEAS requirements

<b>1. Asylum and reception authorities are prepared for effective participation in the CEAS</b>	
<b>Expected results (outputs)</b>	<p><b>Output 1.1. Support provided for aligning asylum and reception systems with the CEAS<sup>3</sup> and EU standards</b></p> <p><b>Output 1.2 Authorities acquire knowledge and information on the EUAA and EU+ countries' policy and practices</b></p> <p><b>Output 1.3 Enhanced national training programme</b></p> <p><b>Output 1.4 Enhanced rights compliant age assessment process</b></p>
<b>Responsible Authorities/Target groups</b>	Ministry of Interior
<b>Description and assessment of the situation/ EUAA added value</b>	<p>The institutional framework and legislation on asylum in Montenegro are largely aligned with the EU acquis. However, in preparation for accession, the European Commission's progress report highlights the need to ensure that the Asylum Directorate has sufficient capacity to maintain effective asylum procedures.</p> <p>To address this, the EUAA will continue supporting the Ministry of Interior by preparing the authorities for effective participation in the CEAS. In light of the EU Pact on Migration and Asylum, notably the Asylum Procedures and Qualifications Regulation, Reception Conditions Directive, and AMMR, the EUAA will provide targeted assistance through webinars, peer-to-peer exchanges, and translations of EUAA Practical Guides, currently being updated to reflect the new EU legislative framework.</p> <p>Additionally, the Agency will further strengthen the newly established COI unit and assist the Directorate for Asylum in implementing all CEAS provisions. This includes preparing for tasks that will be required upon EU membership, such as determining responsibility for asylum applications under the AMMR and utilizing EURODAC.</p> <p>Furthermore, the Asylum Office will be invited to selected events hosted by the EUAA Asylum Processes, Vulnerability Experts,</p>

<sup>3</sup> In light of anticipated revisions and implications stemming from the EU Pact on Migration and Asylum





	Country of Origin, and Reception Authorities Networks. This will enable managers and officers to engage directly with their EU Member State counterparts, fostering knowledge exchange and capacity building.
<b>Pre-condition(s)/ Assumptions</b>	<ul style="list-style-type: none"> <li>• All relevant authorities and stakeholders are open and committed to developing effective communication channels and cooperation mechanisms.</li> <li>• Update of relevant EUAA practical guides (e.g. envisaged new Practical Guide on Age Assessment) is completed.</li> </ul>
<b>Deliverables</b>	<ul style="list-style-type: none"> <li>• At least 12 participations of managers and/or officers in each of the trainings on Asylum Procedures, AMMR, Reception and vulnerability.</li> <li>• At least 15 participations of managers and/or officers in trainings sessions on EAC modules</li> <li>• At least 2 peer-to-peer exchanges organised on selected topics in view of the revised Asylum Procedures and Qualifications Regulation, the Reception Conditions and AMMR.</li> <li>• At least 1 study visit to EU MS organised after the EU Pact on Migration and Asylum comes into effect in EU MS.</li> <li>• At least 8 participations of managers and/or officers in the EUAA Asylum Processes, Vulnerability Experts, Country of Origin and Reception Authorities Networks.</li> <li>• Expert advice on the CEAS, and support the review of national legislative proposals, procedures, with consideration for possible amendments in line with the EU Pact on Migration and Asylum</li> </ul>
<b>Description of the activities</b>	<p><b>Output 1.1. Support provided for aligning asylum and reception systems with the CEAS and EU standards</b></p> <p><i>Activity 1.1.1. Participation in EUAA trainings on relevant parts of the EU Pact on Migration and Asylum to help officials gain an understanding of the new legal frameworks and their practical implications (in the context of the EUAA regional training plan)</i></p> <p><i>Activity 1.1.2. Expert advice on the CEAS, supporting review processes of national legislative proposals, complementing Commission and EU Delegations-led initiatives, with consideration for possible amendments and/or introduction of new procedures in line with the EU Pact on Migration and Asylum</i></p> <p><i>Activity 1.1.3. Translation of relevant EUAA Practical Guides, tools</i></p> <p><b>Output 1.2. Authorities exchange knowledge and information with the EUAA and EU+ countries on policies and practices</b></p>



	<p><i>Activity 1.2.1. Participation in specific EUAA thematic networks and other exchange opportunities with EU+ countries</i></p> <p><i>Activity 1.2.2 Tailored support to prepare the Asylum Sector for the implementation of CEAS provisions that will be required upon EU membership, such as country responsibility for asylum application (AMMR), EURODAC in context of asylum procedures. This may include updating of SOPs on registration and examination taking into account these provisions.</i></p> <p><b>Output 1.3 Enhanced national training programme for the Ministry of Interior</b></p> <p><i>Activity 1.3.1. Translation of relevant EUAA modules, based on identified needs, including automated, foundation EUAA modules.</i></p> <p><i>Activity 1.3.2 Support with updating the job profiles, responsibilities, potentially through the use of ESQF, and the corresponding knowledge and skills that will be required upon EU membership.</i></p> <p><i>Activity 1.3.3 Participation of Montenegrin officials in EAC Dublin training sessions.</i></p> <p><i>Activity 1.3.4 Establishment/enhancement of a national pool of trainers on EAC modules</i></p> <p><b>Output 1.4 Enhanced right compliant age assessment process</b></p> <p><i>Activity 1.4.1. Follow-up support providing expert assistance in developing Standard Operating Procedures (SOPs), instruments, and tools for age assessment (as required under article 25 of the APR)</i></p>
<b>Synergies</b>	EUAA expert advice on the CEAS will complement Commission and EU Delegations-led initiatives (e.g. TAIEX)

## 2. Contingency planning and crises response capacities aligned with EU standards and EU Member State practices

<b>Expected results (outputs)</b>	<p><b>Output 2.1. Authorities equipped to align with EU asylum data standards and further prepared to share and exchange harmonised asylum data and statistics</b></p> <p><b>Output 2.2 Revised contingency plan</b></p>
-----------------------------------	--

<b>Responsible Authorities/Target groups</b>	Ministry of Interior and relevant local and national authorities engaged in the response plan for managing mixed migration flows
<b>Description and assessment of the situation/ EUAA added value</b>	<p>The EUAA collects and analyses information on asylum trends in the European Union, including root causes, migratory and refugee flows, and potential arrivals of large numbers of third-country nationals. This information aims to provide timely, reliable data to EU Member States and to identify possible risks or pressures on their asylum and reception systems.</p> <p>In alignment with Montenegro's EU accession perspective, the EUAA will introduce Montenegro's asylum and reception authorities to its Data Analysis and Research activities within the framework of the Early Warning and Preparedness System (EWPS). This will include an overview of EUAA's methodologies for developing asylum indicators, facilitating information exchange, and conducting analysis and research. These exchanges will also provide a networking platform for Montenegro's authorities and assess their interest in participating in EWPS activities. Robust data collection and analysis will form a critical foundation for effective contingency planning, supporting updates to Montenegro's contingency plan.</p> <p>In the context of the mass inflow of persons fleeing Russia's war of aggression against Ukraine and the subsequent activation of Temporary Protection in Montenegro, the EUAA, in cooperation with IOM, UNHCR, conducted a rapid needs assessment in April and May 2022. Based on the findings, the EUAA, together with UNHCR and IOM, supported the national coordination body with the development of a coordinated response and contingency plan.</p> <p>In December 2023, EUAA and FRONTEX presented their joint approach and methodology on contingency planning to all Western Balkan partners during a meeting in Budva, Montenegro. This initiative aims to support the development, revision, and testing of national contingency plans in line with latest EU methodologies.</p> <p>The revision and testing of Montenegro's contingency plan using the EUAA-FRONTEX methodology will align its response framework more closely with EU latest practices, requirements, enhancing preparedness and resilience.</p>
<b>Pre-condition(s)/ Assumptions</b>	<ul style="list-style-type: none"> <li>• Coordination group in charge of implementing the contingency plan established.</li> <li>• The cooperation of all relevant actors along the process is ensured (State institutions, local authorities providing reception conditions, NGO, international organisations, notably UNHCR and IOM).</li> <li>• Financial resources for each institution to implement the contingency plan is foreseen.</li> </ul>
<b>Deliverables</b>	<ul style="list-style-type: none"> <li>• Early-warning and Preparedness System indicators covered in the areas of first instance determination and reception</li> <li>• Review of the contingency plan</li> </ul>





	<ul style="list-style-type: none"> <li>• Testing of the contingency plan</li> </ul>
<b>Description of the activities</b>	<p><b>Output 2.1. National Authorities equipped to align with EU asylum data standards and further prepared to share and exchange harmonised asylum data and statistics</b></p> <p><i>Activity 2.1.1. Study visit to the EUAA to introduce EUAA Data Analysis and Research activities in the remit of its Early warning and Preparedness System</i></p> <p><i>Activity 2.1.2 Assessment of the Montenegro asylum data management practices and capacities</i></p> <p><i>Activity 2.1.3 Tailored support on asylum and temporary protection data management</i></p> <p><b>Output 2.2. Revised Contingency Plan</b></p> <p><i>Activity 2.2.1. Review of the contingency plan and feedback based on the review.</i></p> <p><i>Activity 2.2.2. Organisation of series of workshops to revise the contingency plan based on the outcomes of the review and testing exercise.</i></p> <p><i>Activity 2.2.3. Testing and simulation exercise of the updated national contingency plan;</i></p>
<b>Synergies</b>	Cooperation with FRONTEX on contingency planning under the "EU regional support to protection-sensitive migration management systems in the Western Balkans". EUAA will maintain close coordination with UNHCR and IOM on both outputs.

## II. Contributing to effective asylum procedures

### 3. Enhanced quality of asylum procedures

<b>Expected results (outputs)</b>	<p><b>Output 3.1 Enhanced guidance and procedural support for asylum case officers</b></p> <p><b>Output 3.2 Enhanced technical skills of case officers in case examination and use of COI</b></p> <p><b>Output 3.3 Enhanced and standardized COI function</b></p>
<b>Responsible Authorities/Target Groups</b>	Ministry of Interior
<b>Description and assessment of the</b>	The Directorate for Asylum within the Ministry of Interior in Montenegro comprises of two units: Asylum Procedures Unit and a newly established Country of Origin (COI) Unit. The Asylum





<b>Situation/ EUAA added value</b>	<p>Procedures Unit is responsible for receiving asylum applications, conducting interviews, and making decisions on asylum claims. The COI Unit conducts research and provides COI information to support the asylum decision-making process. Currently, the Directorate is understaffed, with only three asylum case officers and three COI researchers. The limited personnel poses a significant challenge given the high volume and complexity of asylum cases in Montenegro, originating from as many as twenty-four different countries across five continents. This diversity necessitates case officers to have advanced and specialized knowledge of asylum procedures, as well as a deep understanding of a wide range of countries of origin. Despite the staffing challenge, Montenegro has demonstrated an increasing trend in positive asylum decisions (from 6 in 2019 to 14 in 2021, 10 in 2022, and over 20 in 2023). Moreover, in 2022 and 2023, the authorities successfully resolved the majority of asylum applications at first instance within the deadlines prescribed by the CEAS.</p> <p>To support the managers and the officers and enhance further the quality of the asylum procedures, the EUAA will support the Sector for Asylum in drafting Legal Guidance on the five Convention grounds, on-the-job coaching, workshops, trainings and provision of COI briefings for the case officers.</p>
<b>Pre-conditions(s)</b>	<p>National authorities committed to enhancing the decision-making process at first and second instance and their COI system.</p> <p>National authorities committed to the development of legal guidance and other tools.</p> <p>Knowledge transferred to the COI staff by EUAA and EU Member State experts is integrated systematically in the daily system/work of the COI section.</p>
<b>Deliverables</b>	<ul style="list-style-type: none"> <li>• Legal guidance on five Convention grounds, subsidiary protection and SOGIESC cases</li> <li>• COI Officers trained on COI methodology, writing and referencing</li> <li>• Enhancement of the COI function</li> <li>• At least 15 participations in EUAA trainings, COI briefings and COI and Country Guidance regional events</li> </ul>
<b>Description of the activities</b>	<p><b>Output 3.1 Enhanced guidance and procedural support for asylum case officers</b></p> <p><i>Activity 3.1.1. Development of Legal guidance on the five Convention grounds, subsidiary protection and SOGIESC cases to support case officers in their daily tasks (delivered through a series of thematic workshops)</i></p> <p><b>Output 3.2 Enhanced technical skills of case officers in case examination and use of COI</b></p> <p><i>Activity 3.2.1 On-the-job coaching with an EUAA expert and/or in an EU Member State, focusing on enhancing skills in interview techniques, evidence assessment, decision making, and COI basic research and preparation.</i></p>

	<p><i>Activity 3.2.2 Participation in EUAA modules either as part of the EUAA annual training plans sessions delivered at national level or the Western Balkan Regional Training Plan in line with the training needs assessment of the Directorate for Asylum.</i></p> <p><b>Output 3.3 Enhanced and standardised COI function</b></p> <p><i>Activity 3.3.1 Participation in COI-related training sessions</i></p> <p><i>Activity 3.3.2. Participation in COI briefings and regional COI and Country Guidance activities</i></p> <p><i>Activity 3.3.3 Advanced workshop on EUAA COI Methodology, Writing and Referencing</i></p> <p><i>Activity 3.3.4 Coaching/Expert support or study visits on best practices in management of COI</i></p>
<b>Synergies</b>	<p>As part of EUAA's regional approach to training that complements the bilateral Roadmaps for Cooperation, the asylum officers have an opportunity to participate in the regular EUAA modules delivered through annual EUAA training plan and the regional trainings on common training priorities agreed under the second Western Balkans Regional Training Plan.</p> <p>EUAA will maintain close coordination with UNHCR, in provision of asylum capacity building activities including in planning and delivery of activities with the second instance body to ensure no overlap and effective synergies where relevant.</p>

#### 4. Strengthened appeal remedy to the asylum decisions

<b>Expected results (outputs)</b>	<b>Output 4.1 Strengthened appeal remedy to the asylum decisions</b>
<b>Responsible Authorities/Target Groups</b>	Administrative Court
<b>Description and assessment of the situation/ EUAA added value</b>	In Montenegro, the Administrative Court handles appeals against decisions made by the Asylum Directorate on asylum applications. Applicants have the right to file a lawsuit within the timeframe specified in the Directorate for Asylum's decision.
<b>Pre-conditions(s)</b>	Contact point for coordination of cooperation with the EUAA appointed at the Administrative Court
<b>Deliverables</b>	<ul style="list-style-type: none"> <li>Judicial training needs assessment completed.</li> <li>At least 4 participations from Administrative Court members in EUAA activities</li> </ul>

<b>Description of the activities</b>	<b>Output 4.1 Strengthened appeal remedy to the asylum decisions</b>  <i>Activity 4.1.1 Conduct judicial training needs assessment with the Administrative Court of Montenegro.</i>  <i>Activity 4.1.2 Participation of Members of the Administrative Court to selected EUAA judicial support activities</i>
<b>Synergies</b>	EUAA will maintain close coordination with UNHCR, in provision of asylum capacity building activities including in planning and delivery of activities with the Administrative Court in order to contribute to effective synergies where relevant.





### III. Contributing to an effective reception system

<b>5. Strengthened reception system aligned with EU and EUAA standards for reception conditions</b>	
<b>Expected results (outputs)</b>	<p><b>Output 5.1 Enhanced knowledge and expertise in planning reception system capacities for EU accession</b></p> <p><b>Output 5.2 Improved technical skills of reception officers to manage and deliver services aligned with CEAS and EU+ practices</b></p>
<b>Responsible Authorities/ target group</b>	Ministry of Interior, Directorate for Reception of Foreigners Seeking International Protection
<b>Description and assessment of the situation/ EUAA added value</b>	<p>The Law on International and Temporary Protection of Foreigners in Montenegro outlines the organization of reception in the country and specifies the rights and duties of foreigners seeking international protection. The practical application of these general provisions is further elaborated in the Rulebooks that accompany the Law.</p> <p>The Directorate for Reception of Foreigners Seeking International Protection, part of the Ministry of Interior, oversees the management of Montenegro's reception system. Presently, there are two asylum reception centers: one in Bozaj, which uses a container setup, and another in Spuz, which has a permanent structure. These centers have capacities of 60 and 104 beds (80+24), respectively. While the current capacities cover the needs of in the context of current migration flows, with accession, the pressure is likely to increase and additional capacities, as identified also in the closing benchmarks for Chapter 24, will be needed. The Montenegrin authorities are actively advancing plans to expand reception facilities. The reconstruction and expansion of Bozaj and Spuz reception centers aim to increase total capacity from 164 to 380 places in the long term. In 2024, Montenegro revised the project design for Bozaj and drafted a new construction project for Spuz, which includes an additional floor. Tenders for both projects were signed in March 2024, and the government has allocated funding for Spuz to cover expansion, drainage works, and wastewater management.</p> <p>For Bozaj, the Ministry of Interior has designed new projects, including a fully-fledged reception center, water supply, and electricity infrastructure. Expanding capacity will require additional staff, careful long-term planning, and training for new personnel. The Ministry is considering a re-systematization to address these staffing needs and would benefit from exchanging experiences with</p>



	<p><b>EU+ countries to identify best practices for managing reception expansion effectively.</b></p> <p>Although multiple trainings have been conducted by various organizations, there is still a need for further capacity development in reception. This need is particularly pressing given the anticipated increase in staff. However, this development should be part of a comprehensive training strategy that transitions from theoretical training to practical, on-the-job training and coaching, shadowing opportunities, and targeted study visits. Reception staff have identified the following topics of interest: conflict management, including security of staff and managing security incidents, communication, reception of vulnerable persons.</p>
<b>Pre-conditions(s)/ Assumptions</b>	<ul style="list-style-type: none"> <li>Ministry of Interior committed to ensuring adequate capacity of the Directorate for Reception of Persons Seeking International Protection</li> </ul>
<b>Deliverables</b>	<ul style="list-style-type: none"> <li>At least 10 participations in the reception trainings of the EUAA</li> <li>At least 3 peer to peer exchanges or study visits to EU MS on planning increased capacities of the reception system in view of EU accession</li> </ul>
<b>Description of the activities and indicative timeline</b>	<p><b>Output 5.1 Enhanced knowledge and expertise in planning reception system capacities for EU accession</b></p> <p><i>Activity 5.1.1: Provide technical support and expertise, complemented by exchanges with EU+ (under activity 1.2.1), to plan for increased reception capacities to address potential migration pressures arising from EU membership. This may include staff planning and enhancing system-level reception management.</i></p> <p><b>Output 5.2 Improved technical skills of reception officers to manage and deliver services aligned with CEAS and EU+ practices</b></p> <p><i>Activity 5.2.1: Participation in EUAA modules, as part of the EUAA annual training plans or the Western Balkan regional training plan and workshops relevant to reception officers and managers.</i></p> <p><i>Activity 5.2.2. Review, upgrade and introduce practical tools and SOPs to support reception officers in their daily tasks.</i></p>
<b>Synergies</b>	<p>As part of EUAA's regional approach to training that complements the bilateral Roadmaps for Cooperation, the reception officers have an opportunity to participate in regional workshops as well as regular EUAA modules delivered through annual EUAA training plan and the regional trainings on common training priorities agreed under the second Western Balkans Regional Training Plan.</p> <p>EUAA will maintain close coordination with UNHCR and IOM on the planned training activities to ensure that there is no overlap.</p>







Done at Brdo on 27 March 2025, in duplicate, in the English language.

For the EUAA

For Montenegro

---

Nina Gregori  
Executive Director

---

Danilo Šaranović  
Minister of the Interior







## Annex I: Main National stakeholders

Organisation	Responsibilities
<b>Ministry of Interior</b>	The Ministry of the Interior, among others, performs administrative tasks related to: preparation of regulations in the field of civil status, personal and other documents of citizens, migration, international and temporary protection of foreigners and readmission; keeping the Central Population Register; citizenship; travel documents; immigration; approval of international and temporary protection of foreigners, naturalization, identity cards, residence of Montenegrin citizens and keeping the register of residence; work and temporary and permanent residence of foreigners in Montenegro and in connection with that keeping the prescribed records; unique identification number; personal name; registry offices; vehicle and driver records; procurement of weapons and parts for weapons; reception and accommodation of foreigners seeking international protection in the Reception Centre or other accommodation facility; accommodation of foreigners granted asylum or subsidiary protection and assistance in integration into society; coordination in exercising the legally prescribed rights of foreigners who have been granted asylum or subsidiary protection; providing support for inclusion in social, economic and cultural life; implementation of national, regional and international documents for resolving refugee issues; assistance in exercising the rights of Montenegrin citizens upon their return to Montenegro in accordance with the obligations set out in the readmission agreement.
<b>Directorate for Asylum</b>	The Directorate for Asylum is an organizational unit of the Ministry of the Interior within the Directorate for Civil Status and Personal Documents, which is responsible for registration and examination of applications for international protection.
<b>Directorate for Reception of Foreigners Seeking International Protection</b>	The Directorate for the Reception of Foreigners Seeking International Protection is an organizational unit of the Ministry of the Interior within the Directorate for Civil Status and Personal Documents, which is responsible for the reception and care of foreigners seeking international protection.
<b>Directorate for Police</b>	The Police Directorate performs tasks including the protection of citizens' security and constitutional rights, state border surveillance and control, oversight of the entry, movement, stay, and exit of foreigners, and other responsibilities within its mandate. Notably, it also houses an Operational Team for Dismantling Networks of Migrant Smuggling, enhancing its capacity to address irregular migration challenges.
<b>Administrative Court</b>	The Administrative Court of Montenegro handles appeals against decisions made by the Asylum Directorate on asylum applications.

