



# **Integrative Internal Security Governance (IISG) in the Western Balkans**

## ***Terms of Reference***

**8 September 2017**

## VOCABULARY

<b>Western Balkan Counter-Terrorism Initiative (WBCTi)</b>	An initiative originating from the Slovenian-led Brdo Process regional ministerial framework and proposed at the EU level by Slovenia in mid-2014, introducing an integrative, complementary approach to all external (incl. EU) assistance provided to Western Balkan countries' authorities in the area of preventing and countering radicalization leading to violent extremism and counter-terrorism. The WBCTi was the first pillar of the Integrative Internal Security Governance Concept (IISG) to be introduced and was developed into a multi-annual Integrative Plan of Action (iPA) in late 2014.
<b>Integrative Internal Security Governance (IISG)</b>	A policy-level concept, addressing the internal security of the Western Balkan region, whose introduction at the EU level came only after the WBCTi already begun to be implemented, in mid-2016.
<b>Western Balkan Counter-Serious Crime initiative (WBCSCi)</b>	The second pillar of the IISG, addressing the needs of the Western Balkan countries and their authorities to counter Serious and Organised Crime.
<b>Western Balkan Border Security initiative (WBBSi)</b>	The third pillar of the IISG, addressing the needs of the Western Balkan countries and their authorities to counter threats to border security and integrity.
<b>Integrated Plan of Action (iPA)</b>	Multi-annual action plan in either of the respective IISG pillars, joining the activities of those actors who wish to have their efforts and/or investments subjected to wider coordination of external assistance in the particular IISG field; to benefit from IISG guidance and to benefit from the mechanisms IISG offers to ensure rationality and long-term sustainability.
<b>IISG Support Group (IISG SG)</b>	The IISG coordination structure, foreseen in the Council Conclusions on IISG <sup>1</sup> ; an independent technical body established to support the implementation of the IISG, based on existing regional mechanisms and organisational arrangements; it is chaired by the IISG Chair.
<b>IISG Chair</b>	An informal function assigned with the support of the relevant services of the European Commission to a representative of an IISG Partner with a visible role in IISG implementation. This function is assigned for the duration of the IISG implementation process. His/Her appointment is endorsed by the IISG Board.

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<sup>1</sup> Council Conclusions on strengthening the EU internal security's external dimension in the Western Balkans including via the Integrative Internal Security Governance (IISG), Council of the EU, 8 December 2016.

<b>IISG Board</b>	A regional high-level committee with a programming, coordinative, monitoring and evaluating function; a political-level body governing the IISG implementation process, whose comprehensive membership and high-level participation aim for the achievement of transparency, efficiency and sustainability of implementation.
<b>Lead Partners</b>	Actors with assigned leading coordinative roles in the implementation of the respective IISG pillars.
<b>IISG Partners</b>	All EU, international and regional actors who are contributing to the development and cooperation in the area of internal security in the Western Balkan region, and are, at the same time, supporting and contributing to the implementation of at least one activity in the framework of either of the IISG pillars and their respective Integrated Plans of Action (iPAs). The organisation hosting the IISG SG as well as all Lead Partners are also IISG Partners.
<b>Observer</b>	Any other actor interested in IISG implementation who does not qualify as Partner, and may be invited to the meetings of the IISG Board in the Observer role.

## PURPOSE

The integrative and complementary approach in the prevention of violent extremism and countering terrorism in the Western Balkans was applied in late 2015 at the EU level with the formal adoption of the “Council Conclusions on the Integrative and complementary approach to counter-terrorism and violent extremism in the Western Balkans” by the Justice and Home Affairs (JHA) Ministerial Council on 4 December 2015. As the implementation of the Western Balkan Counter-Terrorism Initiative (WBCTi) continued, the EU Member States supported the extension of this model approach to two other areas of internal security, namely border security and countering serious and organised crime. The concept of Integrative Internal Security Governance (IISG) in the Western Balkans was developed and formally introduced at the EU level with the adoption of the “Council Conclusions on IISG<sup>2</sup>” of 8 December 2016, also by the JHA Council of the EU and supported by the ministers of the Western Balkan Region at the EU–Western Balkans JHA Forum in December 2016.

The IISG constitutes a policy-level approach that aims to assist the Western Balkan countries in internal security development in a coordinated and functionally integrated manner – in that it not only coordinates the efforts and investments for external (incl. EU) assistance, but also integrates relevant regional or other instruments and tools to improve their functionality and long-term sustainability.

The Council Conclusions also mention the »setting-up of a coordination mechanism – the Integrative Internal Security Governance Support Group (IISG SG) for the Western Balkans«, its tasks and composition; and it outlines the role of a relevant high-level forum as the political body governing the IISG mechanism – the IISG Board, and lays down the three-pillar structure of the IISG implementation mechanism.

This document lays down the Terms of Reference related to the IISG implementation and the operation of the IISG supporting bodies. It is submitted to the members of the IISG Board for endorsement.

This document also serves as guidance to the implementation process of the IISG in the Western Balkans, especially for the model of cooperation supported by the IISG Chair, the IISG Support Group, IISG Board and the IISG network of partners, which aim to provide long-term sustainable cooperation, coordination and optimal sustainability of implemented actions.

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<sup>2</sup> Ibid.

# **TITLE I – IISG Supporting Structure**

## **1.1 IISG Support Group**

### **1.1.1 Composition**

The IISG Support Group (IISG SG) membership includes:

- IISG Chair / Chair of the IISG SG
- Lead Partners – representatives of actors assuming the roles of Lead Partners in respective IISG pillars;
- Other members appointed by any IISG Partner offering support to the work of the IISG SG.

An IISG SG member can be appointed to the IISG SG either by being posted to the hosting organisation or by remaining situated at his home organisation while executing their IISG tasks as a part of his/her daily workload.

### **1.1.2. Tasks**

The IISG Support Group (IISG SG) is tasked with the following:

- coordination, monitoring and evaluation, risk management, promotion and ensuring sustainability of internal security reforms implemented via the IISG in the Western Balkans and via the IISG pillars;
- executing an advisory role toward all IISG Partners, and ensuring a high level of transparency toward all Partners related to all aspects of its operation;
- consistent and systematic inter-pillar coordination, involving constant communication between the members. Inter-pillar coordination is thus a shared responsibility of the IISG SG Chair and all IISG SG members. It is to be conducted based on quality outputs of intra-pillar coordination, via mutual communication and constant exchange of information;
- ensuring that any internal security issue, including a hybrid threat and/or horizontal gap, is appropriately addressed within the IISG - by ensuring an integrative approach balancing issues and subsequent actions under the competence of a single IISG pillar with those issues and subsequent actions that are horizontal and cross-cutting and bear relevance to two or more IISG pillars;
- consulting and contributing to the updating of the IISG online database of ongoing and planned activities in the Western Balkan region, incl. proposing any necessary procedural updates or changes to the Partner in charge of the management, upgrades and administration of the IISG online database.

Based on its specific mandate related to the coordination of regional cooperation, the Regional Cooperation Council (RCC) Sarajevo is regularly involved in the work of the IISG SG. It may assist the IISG SG in ensuring consistency with existing and/or planned regional cooperation mechanisms and initiatives relating to the objectives of each IISG pillar.

All IISG Partners will contribute to the monitoring and evaluation tasks of the IISG SG, as related to their respective activities included in the iPA, including the planning, preparation and execution of the IISG monitoring & evaluation framework.

### **1.1.3. IISG Chair**

The IISG Chair operates out of the hosting organisation of the IISG Support Group (IISG SG). He/She performs his/her tasks independently and in the interest of all IISG Partners. The IISG Chair also serves as Chair of the IISG SG.

The tasks and responsibilities of the IISG Chair:

- acting as the main interlocutor and representing the IISG at the EU, regional and international level;
- ensuring a transparent and open external communication on behalf of the IISG, and being in charge of IISG external promotion and IISG-related policy advocacy;
- preparation of any IISG strategic documents to guide the implementation; he/she is responsible for the preparation of any project proposals related to IISG implementation, with the assistance of other IISG SG members;
- ensuring transparent and timely communication and reporting on IISG implementation required to fulfill any formal requirements of the existing financial framework(s) or general donor requirements regarding IISG implementation;
- defining the procedures for information exchange and communication between the IISG SG members, incl. regular IISG SG coordination meetings;
- regular reporting to the IISG Board and giving approval to written reports and other pieces of external communication as prepared by the IISG SG, incl. written documents to be submitted to the IISG Board;
- assigning tasks to other IISG SG members;
- supporting the work of Lead Partners directed toward the achievement of pillar objectives and helping to ensure sufficient and coordinated funding for implementation.

The IISG Chair also appoints the IISG Senior Advisor from within the IISG Partnership. The latter's responsibilities are to support the work of the IISG Chair, to replace him/her in cases of absence, and to execute other relevant tasks in accordance with authorisation given by the IISG Chair. The IISG Senior Advisor is based at the IISG SG hosting organisation.

### **1.1.4. IISG Hosting Organisation**

The IISG Support Group (IISG SG) is hosted by the regional office of the Geneva Centre for the Democratic Control of Armed Forces (DCAF) in Ljubljana (DCAF Ljubljana). DCAF Ljubljana supports the work and operation of the IISG SG, incl. by offering its premises and/or other amenities to IISG SG members, and its relevant expertise. IISG SG members can be posted at DCAF Ljubljana, based on a previous agreement between DCAF Ljubljana and the sending organisation. The administrative and financial procedures for all IISG SG members posted at DCAF Ljubljana are subject to DCAF Rules and Regulations, and are agreed in advance between the IISG Chair, the sending organisation and DCAF. While posted at the hosting organisation, IISG SG members execute their tasks independently and in the interest of all IISG Partners.

Staff of the hosting organisation additionally supports the work of the IISG SG, including tasks related to logistics and administration, or relevant expertise. The modalities of their engagement are agreed in advance between the IISG Chair and the head of the hosting organisation.

### **1.1.5. Responsibilities of IISG Support Group members**

The following responsibilities are delegated upon the IISG SG members:

- executing tasks assigned to them by the IISG Chair that are intended to support the work of the IISG SG;
- attending IISG SG coordination meetings convened by the IISG Chair – executed either online or at the same venue if possible;
- providing regular assistance to the IISG Chair by providing timely reports on the progress, gaps and other issues on implementing activities within each pillar;
- bringing to the attention of the IISG Chair and the IISG Senior Advisor all matters concerning gaps, potential duplications or requests for assistance on part of any IISG Partner contributing or planning to contribute to their respective IISG pillar;
- participating in IISG SG coordination meetings convened by the IISG Chair or the IISG Senior Advisor. In cases of their urgent absence, Lead Partners can assign a person of appropriate position and capacity to serve as replacement.

## **1.2 IISG Board**

The IISG Board is a regional high-level committee with a programming, coordinative, monitoring and evaluating function. It is a high-level political body governing the IISG implementation process.

The IISG Board convenes at the level of interior/security ministers. Its meetings are hosted by/adjoined to an existing regional framework with appropriate level of legitimacy and regional ownership, whose membership and/or participation is open to relevant EU entities, regional and international actors, and to other relevant organisations.

The IISG Board convenes at least once per year. Regular meetings of the IISG Board take place on the margins or back-to-back to high-level meetings of the designated hosting regional framework.

The minister convening the hosting regional framework, i.e. the official host of the IISG Board meetings, may present IISG positions and meeting conclusions in international ministerial or other high-level meetings, in coordination with the IISG SG. He/She participates in IISG Board meetings.

IISG Board meetings are chaired by the European Commission, and co-chaired by the Presidency of the Council of the EU and the European External Action Service (EEAS). The IISG Chair/IISG SG Chair provides support to the chair and co-chairs.

### **1.2.1. Tasks and responsibilities**

The IISG Board provides political guidance and backing to the IISG implementation process and provides political visibility. It monitors and evaluates progress in the IISG implementation process. The IISG Board provides political guidance on the internal security of the Western Balkans, threats, challenges and operational response.

In order to achieve these tasks, the IISG Board:

- a) takes note of the progress and regularly evaluates the results of IISG implementation;
- b) endorses the appointment of the IISG Chair based on a proposal on part of the IISG Board Chairmanship;

- c) takes note of the overview of the current funding arrangements for the implementation of all IISG-related activities;
- d) it invites Lead Partners and Partners in each IISG pillar to implement the iPAs, and recommends to all relevant actors in the area of internal security in the Western Balkans to consider the relevant iPA as a politically binding document before entering into the planning or supporting any new activity or initiative targeting Western Balkan internal security;
- e) endorses on a regular basis written reports prepared by the IISG SG that reflect the progress in the implementation of all IISG pillars;
- f) based on a proposal of the IISG SG, recommends actions to enhance the efficiency and sustainability of activities implemented in the area of internal security in the Western Balkans;
- g) takes note of relevant contributions of IISG Partners relating to their own work in implementing activities within the respective IISG pillars;
- h) endorses relevant IISG positions and contributions prepared by the IISG SG;
- i) draws written meeting conclusions;
- j) is responsible for the coordination of operational priorities as they are to be followed by the IISG implementation process;
- k) endorses sets of priorities for the IISG implementation within each respective IISG pillar, for each subsequent multi-annual period, as well as any relevant strategic documents, while taking into account operational priorities of the EU Policy Cycle;
- l) takes note of relevant risk and threat assessment reports related to Western Balkan internal security;
- m) provides opinions on matters related to Western Balkan internal security and IISG implementation;
- n) endorses reports and other documents prepared by the IISG SG to be presented in other relevant international fora;
- o) draws other relevant conclusions.

The IISG Board meeting documents and written meeting conclusions are prepared by the IISG SG. The IISG Board decides based on consensus.

When the attention of another relevant forum is required to efficiently address a particular issue as identified by the IISG SG, the IISG Chair may request the chairmanship of that forum to place the issue on the meeting agenda at an appropriate level.

### **1.2.2. Composition**

The IISG Board membership is open to all IISG Partners and Observers. The IISG Board membership includes:

- ministers responsible for home affairs/security of Western Balkan countries/Beneficiaries;
- high-level representatives of the Presidency of the Council of the EU, the European Commission, the European External Action Service (EEAS), EU Counter-Terrorism Coordinator (EU CTC) and executive directors of relevant EU agencies;
- high-level representatives of IISG Lead Partners;
- high-level representatives of the leadership of regional initiatives and international actors;
- ministers responsible for home affairs/security of interested EU Member States;
- high-level representatives of IISG Observers.

### 1.2.3. Meeting Formats

The IISG Board may be convened in two formats:

- a) Core Format (IISG Core Board), which consists of ministers responsible for home affairs/security of the Western Balkan countries and the IISG Board Chairmanship. The IISG Core Board functions in an advisory role in the IISG implementation process. The Core Format meetings may also be convened as irregular meetings by the IISG Chair in case of urgent order of business related to the internal security situation and dealing with occurring challenges with implications for the security of the Western Balkan region, and in order to form an efficient operational response and take other, strategic decisions related to regional internal security. The Core Board endorses draft document proposals prepared by the IISG SG, draft reports and other IISG documents, which are later taken note of by the Extended IISG Board;
- b) Extended Format of the IISG Board, where all other IISG Partners are invited.

Any irregular meetings may also be held either independently, or adjoined to/back-to-back with meetings of regional frameworks other than the designated hosting regional framework when necessary.

IISG Observers may be invited to IISG Board meetings.

Any IISG Partner who actively contributes to the implementation of an iPA may appoint a standing member to the IISG Board of an appropriate level and capacity, as well as his/her replacement in cases of urgent absence, to attend IISG Board meetings. The IISG SG is to be informed of such an appointment.

## 1.3 IISG Pillar Structure and Roles

The IISG pillar structure comprises of the following pillars:

- i. Western Balkan Counter-Terrorism initiative (WBCTi)
- ii. Western Balkan Counter-Serious Crime initiative (WBCSCi)
- iii. Western Balkan Border Security initiative (WBBSi)

Each pillar is implemented based on a multi-annual Integrated Plan of Action (iPA). The preparation, planning and implementation of activities of each iPA are the main task of the Lead Partner.

### 1.3.1. Lead Partners

The Lead Partner(s) within a respective IISG pillar has the following tasks and responsibilities:

- the preparation of the integrated Plan of Action (iPA), whereby they are obliged to submit a final draft, after obtaining approval of the IISG Chair, to the IISG Board for endorsement;
- constant and consistent intra-pillar coordination within their respective IISG pillar in close cooperation with all Partners;
- overseeing implementation and ensuring that the goals realised by the activities of their iPA are in-line with the overarching IISG objectives;
- regular communication with all Partners in implementing the respective Integrated Plan of Action (iPA), familiarises themselves with progress, identifies together with Partners possible gaps in implementation and outlines solutions how to prevent any possible duplications of efforts;

- participating in the monitoring and evaluation within their respective pillar and contributing to the objectives of the IISG monitoring & evaluation framework;
- preparation of reports and other written information as requested by the IISG Chair or IISG Board;
- providing the IISG SG with recommendations and proposals regarding the enhancing of efficient IISG implementation, doing away with any gaps in implementation, preventing possible duplication, seeking synergy, and other relevant developments.

### **1.3.2. IISG Partners**

IISG Partners are required, in their role as (co-)implementers, to ensure correct and transparent implementation of all their activities/series of activities that are included in a particular iPA in order to enable the IISG SG to comply with its responsibilities of reporting. This is also the case with financial implementation and reporting, regardless of who may be the (Co-)Applicant for the funding of a particular activity/series of activities. IISG Partners are obliged to report to the IISG Support Group and/or the Lead Partner(s) after the conclusion of each activity under their (co-)organisation.

### **1.3.3. Preparation of the Integrated Plan of Action (iPA)**

The preparation of the draft Integrated Plan of Action (iPA) is the responsibility of the Lead Partner(s) in the respective IISG pillar. The preparation of each iPA is a joint process, involving the Lead Partner(s) as well as all Partners and relevant Observers. The Lead Partner is in charge of ensuring full transparency and quality during each phase of iPA preparation, i.e. the Beneficiaries and all Partners are to be familiarised with the outputs of each phase of iPA preparation.

Each iPA is to be prepared for an implementation period of at least 2 years. Each iPA is a living document to be updated when necessary on part of the Lead Partner.

The preparation is to be initiated by the Lead Partner(s) at least 6 months before entering into force, by submitting a proposed full timeline of the preparation process to the IISG in written form.

Each Lead Partner is responsible to apply the common methodology and structure to each IISG pillar described in the section below, which is largely based on the experience gathered during the preparation and implementation of the WBCTi iPA 2015-2017.

### **1.3.4 iPA Methodology**

The guiding elements of the iPA methodology, presented according to phases:

- i. Needs assessment**
  - The Lead Partner convenes coordination meetings intended for the transparent needs assessment required for the preparation of each subsequent iPA under their pillar. Any iPA can be based on relevant and appropriate needs assessments conducted by the Lead Partner(s) and Partners.
  - The needs are acquired using the combination of bottom-up and top-down approaches. The needs are acquired via involving all relevant levels representing the Beneficiaries and Partners, including expert level and senior management level. The IISG Board and, where relevant, other ministerial formats, are to be consulted anytime during the needs assessment phase.

- For the sake of optimal efficiency during the acquisition of needs, the Lead Partner is encouraged to also consider the input from any other external relevant events related to internal security in the Western Balkan region to acquire regional needs, including the input provided by any intelligence-led policing mechanisms as they develop under the IISG framework and also take into account priorities of the EU Policy cycle.
- Due diligence regarding the iPA needs assessment requires sufficient time, a number of bilateral consultations and regional events intended primarily for Beneficiaries represented at above mentioned levels.
- Several groups of needs are thus obtained and may already include proposals from Partners and Observers on their prioritisation. They also include an EU perspective of regional challenges and of security threats to the EU. Therefore, the needs are to be sought for by the following categories: (1) Beneficiaries' political-level priorities endorsed at political level («top-down» approach); (2) input from expert-level representatives of the Beneficiaries («bottom-up» approach); and (3) input acquired from EU, the United Nations (UN) and other IISG Partners.
- At the next stage, the Lead Partner combines the needs according to contents and any proposals for priorities he had acquired so far, and translates them into individual iPA objectives and foreseen actions.

#### **ii. Prioritization**

- To ensure efficient planning and implementation, the objectives and ensuing actions are to be considered according to the following criteria: (1) those which will offer a result in the short-term; (2) those which are addressing the root causes of a problem and/or are of strategic importance and are thus expected to bear positive long-term impact; and (3) those that offer a response to threats estimated as most significant to the internal security of the Western Balkan region and to European security as a whole.
- Prioritization also takes into account the following two parameters: (1) existing level of interest on part of Partners to take the lead in an action addressing an objective; and (2) funding available to conduct a certain action that will avoid the lack of implementation.

#### **iii. Planning**

- All IISG activities/sets of activities are to be planned in order to ensure maximum efficiency, rationality in terms of all kinds of resources utilised, as well as long-term sustainability.
- After setting the commonly identified priorities, the Lead Partner is to assign realistic timelines to each action and to indicate foreseen financial costs.
- An estimated level of impact (H-high, M-medium and L-low) is also to be assigned to each action.
- The Lead Partner takes into consideration any co-financing (or financing in full) available or foreseen for any iPA action from an external source or a Partner's own budget.
- In case when an activity/set of activities from the preceding iPA could not be concluded before its expiry, they are to be fully considered in the iPA preparation process, including the parameters that will ensure sustainability and full implementation of this activity/set of activities.

#### **iv. Securing endorsement**

- During the preparation of each final draft, the European Commission is regularly consulted by the IISG Chair.

The structure of the iPA is to be approved by the IISG Chair.

## **1.4 IISG Tools and Visibility**

### **1.4.1. Network of contacts**

A crucial element of successful IISG implementation is an efficient network of contacts. Each IISG partner will designate its point(s)-of-contact for IISG implementation and inform the IISG Support Group of any subsequent changes in a timely manner. The IISG Support Group (IISG SG) interlocutors – IISG Lead Partners and supporting officials – will make their contacts known to all IISG partners. The network of contacts established within each IISG pillar will further support the efficient work and close cooperation.

### **1.4.2. IISG database of donor activities**

All IISG partners receive access to the IISG on-line database of activities, intended to record any relevant activity in the area of internal security in the Western Balkans. The IISG SG is responsible to ensure maintenance and regular updating of the on-line database in cooperation with relevant IISG Partners.

### **1.4.3. IISG website**

The IISG website registered at the web domain [www.wb-iisg.com](http://www.wb-iisg.com) is to be prepared and updated by DCAF Ljubljana, in cooperation with the IISG SG.

### **1.4.4. Access to IISG documents online**

The IISG website will enable appointed representatives of the IISG SG and Board members to access documents and relevant materials.

### **1.4.5. IISG unified image**

In order to emphasise the unified IISG vision and to increase the visibility of the IISG, the IISG Chair and the IISG Support Group will utilise a common logo and document templates. Logos of donors will be reflected in the templates in accordance with any relevant existing rules or requirements