



SRFP/HCR/RCSEE/2026/008

Terms of Reference for Project Development

Establishment of a Database and Software Solution for Recording and Monitoring the Integration of Persons Granted Asylum in the Republic of Serbia

This activity is part of the project *“Safe Procedures. Rights for All. Strengthening Migration Management and the Asylum System in Serbia”*, implemented by UNHCR Serbia in partnership with the Ministry of the Interior of the Republic of Serbia, the Commissariat for Refugees and Migration, and IOM Serbia, with financial support from the Government of Switzerland.

1. Project Contracting Authority: United Nations High Commissioner for Refugees (UNHCR)

2. Project Details

Project Title: Establishment of a Database and Software Solution for Recording and Monitoring the Integration of Persons Granted Asylum in the Republic of Serbia.

Purpose: Establishment of a sustainable and functional software solution owned by the Commissariat for Refugees and Migration, enabling efficient registration, data processing, and monitoring of the integration of persons granted asylum.

3. Duration:

Delivery of the database and all planned activities: 1 September–31 December 2026.

Technical support: 1 January–31 December 2027.

4. Project overview:

Context and rationale:

The establishment of a database and software solution for recording and monitoring the integration of persons granted asylum in the Republic of Serbia represents one of the prerequisites for creating an efficient, reliable, and rights-based integration system. In accordance with Articles 23, 71, and 98 of the Law on Asylum and Temporary Protection (*Official Gazette of the Republic of Serbia*, No. 24/2018) and the Rulebook on the Method of Keeping Records and the Content of Records (*Official Gazette of the Republic of Serbia*, No. 48/2018), a need has been identified to improve the management of data and the monitoring of the integration of persons granted asylum in the Republic of Serbia.

Data on beneficiaries and individual integration plans are currently maintained predominantly through manual processes, across various documents and records that are not consolidated within a single information system. This makes systematic monitoring, case management, and timely responses to beneficiaries' needs more difficult.

The establishment of a unified digital system would enable:

- Centralized registration and management of data on persons granted asylum;
- Monitoring of individual cases (case management);
- Recording of all activities and services provided to beneficiaries;
- Automated tracking of deadlines and obligations (e.g., expiration of rights or the need to update integration plans);
- Generation of aggregated statistical reports for reporting and policy-development purposes.

The database should cover all persons granted asylum. Accordingly, it should include the retrospective entry of data from the beginning of the implementation of the relevant legal framework, taking into account that core data already exist and are required to be permanently retained.

The establishment of a unified software solution for monitoring the integration of persons granted asylum would allow for more efficient case management, better coordination of activities, and timely responses in line with beneficiaries' needs. In addition to its operational benefits, the system would enable higher-quality data collection and analysis, thereby contributing to the preparation of relevant reports and the development of migration-related policies.

UNHCR continuously supports national institutions and strengthens their capacity to provide refugee protection and facilitate integration. The establishment of such a database represents a crucial step toward the full operationalization of the protection and integration system in Serbia. The database will be developed within the framework of the project *"Safe Procedures. Rights for All. Strengthening Migration Management and the Asylum System in Serbia,"* implemented by UNHCR and the International Organization for Migration (IOM), in cooperation with the Commissariat for Refugees and Migration and the Ministry of the Interior of the Republic of Serbia, with the support of the Government of Switzerland. The project includes activities aimed at defining the functional, legal, and technical requirements necessary for the Commissariat for Refugees and Migration of the Republic of Serbia to independently manage this system.

5. Purpose and Scope of the Engagement

General Objective

To establish a sustainable and functional software solution owned by the Commissariat for Refugees and Migration that enables the efficient registration, processing, and management of data, as well as the monitoring of the integration of persons granted asylum in the Republic of Serbia.

Specific Objectives

- Analyse the existing practices and needs of the Commissariat for Refugees and Migration regarding data management and the monitoring of the integration of persons granted asylum;
- Define the functional and technical requirements for a case management system;
- Develop a software solution that enables centralized data management and monitoring of individual cases;
- Enable tracking of deadlines, obligations, and beneficiaries' entitlement statuses through a notification/flagging system;
- Provide the ability to generate aggregated and anonymized statistical reports;
- Establish a user account, role, and access-level management system to ensure data protection and access exclusively by authorized personnel;
- Ensure the system's compliance with applicable regulations on personal data protection, information security, and data governance;
- Prepare detailed user and technical manuals for system operation and maintenance;
- Train employees of the Commissariat for Refugees and Migration in the use of the system;
- Ensure the transfer of software ownership (including source code and technical documentation) to the Commissariat for Refugees and Migration;
- Establish a transition plan for the transfer of system maintenance responsibilities to the competent institutions or a future maintenance service provider;
- Provide technical support during the system handover process, including mentoring and assistance to the new maintenance team;

- Provide a warranty period covering technical support and system maintenance after deployment, aimed at resolving potential issues and enhancing functionalities identified during operational use.

Methodology

The activity is based on a practical and user-oriented approach, involving continuous collaboration with employees of the Commissariat for Refugees and Migration throughout the entire development process. The methodological approach includes:

- Analysis of existing processes, collected data, and the needs of the Commissariat for Refugees and Migration (needs assessment), conducted through a combination of interviews and stakeholder meetings;
- Definition of the system's functional specifications;
- Development of the software solution through iterative consultations with the Commissariat for Refugees and Migration, including regular demonstrations of developed functionalities;
- System testing (pilot phase) and validation of functionalities by end users;
- Finalization and enhancement of the system based on user feedback;
- Preparation of a user manual and provision of user training;
- Technical maintenance throughout the project implementation period;
- Preparation of administrative and technical documentation;
- Provision of technical support, warranty maintenance, and assistance during the system handover process following deployment, including transition services to a future maintenance service provider;
- Transfer of ownership of the software, including the source code and technical documentation, to the Commissariat for Refugees and Migration.

Particular attention will be paid to:

- Ease of use through a user-friendly interface;
- Protection of personal data and compliance with applicable regulations;
- Technical sustainability of the system within the existing capacities of the Commissariat for Refugees and Migration.

Language : The database and written products shall be delivered in Serbian language

Proposed Timeline

1–15 September 2026

- Analysis of existing processes, collected data, and the needs of the Commissariat for Refugees and Migration, taking into account the applicable legal and regulatory framework governing the work of the Commissariat;
- Definition of the system's functional and technical requirements;
- Definition of the hosting model in cooperation with the competent department of the Commissariat for Refugees and Migration.

15 September – 30 October 2026

- Development of the software solution, with regular presentations of developed functionalities upon completion of each development phase;
- Establishment of user access levels and data protection mechanisms.

1–15 November 2026

- System testing (pilot phase);
- Preparation of the User Manual and the administrative and technical documentation.

15 November – 31 December 2026

- Training of employees on the use of the system;
- Transfer of software ownership (handover), including the source code and related documentation.

1 January – 31 December 2027

- Provision of technical support, warranty maintenance, and assistance during the operational use of the system.

Hosting and Data Storage Model

As part of the software solution development process, the optimal hosting and data storage model will be defined in cooperation with the competent IT department of the Commissariat for Refugees and Migration, taking into account security, technical, and organizational considerations, as well as legal obligations relating to data protection and long-term data retention.

A. On-Premises Storage (NAS Device Located at the Commissariat for Refugees and Migration)

This model requires storing the database on a dedicated Network Attached Storage (NAS) device within the local infrastructure.

Advantages:

1. Full control over data access;
2. High-speed access within the local network;
3. Data remains physically stored within the institution's premises;
4. Cost-effective in the long term following the initial infrastructure investment.

Limitations:

1. Responsibility for maintenance, security, and system updates rests entirely with the Commissariat;
2. Risk of data loss in the event of physical incidents (such as fire, flooding, or theft) if adequate backup and disaster recovery solutions are not in place;
3. Limited scalability, which may require additional hardware investments.

B. State Data Center (Kragujevac)

This option entails the use of existing infrastructure or the deployment of new virtual machines within the State Data Center.

Advantages:

1. High level of reliability, including redundant power supply and stable infrastructure;
2. Advanced physical and technical security measures;
3. Availability of professional technical support.

Limitations:

1. A higher level of technical expertise is required for system administration;
2. Existing capacities may be limited (e.g., available server storage space);

3. The process of securing additional resources may be complex and time-consuming.

C. Cloud Solution (Online Hosting)

This option involves the use of commercial cloud services for data storage and processing.

Advantages:

1. High scalability in line with the system's requirements;
2. Built-in backup and data recovery mechanisms;
3. Access to the system from multiple locations.

Limitations:

1. Dependence on an internet connection;
2. Ongoing maintenance and subscription costs;
3. The need for an additional assessment of compliance with personal data protection regulations, given that the data is stored by a third party.

To ensure flexibility during the development and testing phases, as well as stability and security in the production environment, a phased approach to system hosting is proposed. During the development and pilot phases, the use of a cloud solution (Option C) is recommended, as it enables faster implementation, easier testing, and greater accessibility of the system for all relevant stakeholders. Following the finalization of the system and the successful completion of the pilot phase, it is proposed that the system be migrated to the State Data Center infrastructure (Option B), thereby ensuring a higher level of control, data security, and compliance with institutional and regulatory requirements. This approach allows for the optimal utilization of the advantages of both models—flexibility during the initial phase and reliability for the system's long-term operation.

Impact Indicators

(Expected Qualitative and Quantitative Effects)

- Improved availability, continuity, and quality of support provided to persons granted asylum in the Republic of Serbia through more effective monitoring of their needs, planning of integration measures, and coordination of support services.
- An operational database and software solution for recording and monitoring the integration of persons granted asylum in the Republic of Serbia has been established within the Commissariat for Refugees and Migration, in compliance with the relevant regulatory framework governing the protection of personal data.
- Improved consistency and uniformity of data, demonstrated through the consolidation of all existing records relating to persons granted asylum in the Republic of Serbia.
- An efficient workflow for data updating and retrieval, enabling faster case management and reporting.
- Strengthened institutional capacities through the training of relevant employees of the Commissariat for Refugees and Migration in the use and administration of the system.
- Improved planning and decision-making through the availability of reliable real-time data.
- Compliance with the Law on Asylum and Temporary Protection and national data protection standards through built-in security mechanisms and access control measures.

Success Indicators

- **Timeliness:** All planned activities and deliverables are completed in accordance with the project plan for the period September–December 2026. Technical support is successfully provided during the period 1 January – 31 December 2027.
- **Quality:** The database meets the operational needs of the Commissariat for Refugees and Migration, as well as national requirements and UNHCR standards for protection-sensitive data.
- **Functionality:** The system operates reliably, successfully passes all testing phases, and supports the envisaged workflows and business processes.
- **Training and System Adoption/Integration into Daily Operations:** All designated employees have successfully completed the training, understand their roles and responsibilities within the system, and are able to independently use the system's functionalities in their day-to-day work.
- **Security:** Compliance with national data protection and data retention regulations, including personal data protection requirements, as well as UNHCR standards. System penetration and vulnerability testing has been successfully completed.
- **Cost-Effectiveness:** A centralized digital solution has been established, reducing administrative workload, duplication of records, and the need for parallel data management across multiple systems.
- **Sustainability:** The source code, technical documentation, and user documentation have been transferred to the Commissariat for Refugees and Migration. Assistance has been provided during the transition of the system to another service provider responsible for ongoing maintenance, and technical support has been delivered during the period 1 January – 31 December 2027.

6. Monitoring and Progress Control (Reporting Requirements, Frequency, Format, and Deadlines)

A fully developed and operational database and software solution for recording and monitoring the integration of persons granted asylum in the Republic of Serbia for the needs of the Commissariat for Refugees and Migration, in accordance with the relevant regulatory framework for the protection of personal data. Improved consistency and uniformity of data, reflected in the consolidation of existing records on persons granted asylum, as well as an efficient workflow for updating and retrieving data, enable faster case management and reporting. Institutional capacities strengthened through the training of relevant employees of the Commissariat in the use and administration of the system.