

ANNEX C1

STANDARD TWINNING PROJECT FICHE

1. Basic Information

- 1.1 Publication notice reference: EuropeAid/ 138-529/DH/ACT/XK
- 1.2 Programme: 2015 Annual Programme for Kosovo¹ (IPA 2015 038-065, objective 1)
- 1.3 Twinning Reference Number: KS 15 IPA JH 04 16
- 1.4 Title: Support to civil registration and document security
- 1.5 Twinning Sector: Justice and Home Affairs (Rule of Law and Fundamental Rights)
- 1.6 Beneficiary country: Kosovo*

2. Objectives

2.1 Overall Objective(s):

To support the Civil Registration Agency (CRA) and Municipal Civil Status Offices (MCSO) in improving the standards of civil status registration system and document security in accordance with EU standards and best practices.

2.2 Project purpose:

The purpose of this project is to provide support to the Civil Registration Agency and Municipal Civil Status Offices to improve the civil status registration system through optimisation of the processes and the agency structure.

2.3 Contribution to National development Plan/Cooperation Agreement/Action Plan

This twinning project will help in carrying out activities that are laid out in Kosovo's National Plan for Implementation of the Stabilisation-Association Agreement (NPISAA), which foresees implementation of SAA provisions on document security (Article 85 of the SAA). The NPISAA foresees measures in improving document security by provision of trainings for municipal civil status officers on procedures and legislation as well as increasing number and quality of inspections in municipal civil status offices.

Furthermore, the Program of the Government of the Republic of Kosovo 2015-2018 and the National Development Strategy 2016-2021 set objectives in the field of improving services for citizens, through improving e-governance and e-services. In addition, according to the annual Work Plan of the Ministry of Internal Affairs (MIA) which is part of the Annual Work Plan of

¹ *This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the JCI opinion on the Kosovo Declaration of Independence

the Government, having a reliable and modern Civil Registry is one of the five main objectives of the Ministry. This Work Plan foresees activities for improving provision of services for citizens, increasing inspections in order to ensure the integrity and reliability of the civil registry, and increasing capacities of CRA and municipal staff.

3. Description

3.1 Background and justification:

The Civil Registration Agency (CRA) that is a part of the Ministry of Internal Affairs is the leading institution in managing the identity of citizens. The CRA is responsible for maintaining a reliable civil status registry and monitoring data quality of civil status documents, with the aim to provide quality and efficient services for the citizen of Kosovo.

The EU funded FWC (2015) Project ‘Technical Assistance to the Civil Status System in Kosovo’ conducted an assessment of the current situation of the civil status registration system against EU requirements, standards and best practices and provided recommendations for the future assistance.

The conclusions of the assessment report stated that, although CRA underwent a number of changes or system redesigns in the period 2011 to 2014, the structure set by MIA Regulation 36/2013 is not optimal and needs to be revised to ensure that CRA is able to provide sustainable management of systems and data that are pivotal to the functioning of the Kosovo public administration.

The EU policies and practices in Europe/EU Member States provide a number of notions important to further development on the civil status system in Kosovo. Firstly, the EU is interested in establishing a solid mechanism for data exchange of civil status data in order to provide reliable statistics of EU countries. This means that the CRA should prepare itself to be able to play an important role in providing such statistics in the European context. Secondly, the EU is very much interested in the transnational use of certificates. This means that data presentation should be uniform or at least contain all required data. Finally, the EU is committed to establish a high level of e-Government service in the EU. This means that the CRA also has to focus in e-Government services.

The CRA therefore has to play an important role within the Kosovo public administration and data exchange between Kosovo institutions. The CRA should be a brand itself as the only and leading institution for Identity Management in Kosovo and play a role in expanding e-Government services. The CRA strength is that it has the knowledge and the data to be the leading institution on Identity Management in Kosovo. The weakness of the CRA is that the organizational structure is not optimal to fulfil that role. The threats for the CRA are that it lacks means (financial, HR and procurement) and management frameworks in place (strategic, performance, risk and change management) in order to manage its responsibilities efficiently.

The Municipal Civil Status Offices (MCSOs) are the ‘front-office’ of the civil status service where contacts with citizens take place and where the civil status data is collected, registered and maintained. The MCSOs are under the responsibility of the Municipalities as stipulated in the Law no.04/1 –003 on civil status (article 2, point 1.11) and Law no. 03/1-040 on local self-government (article 18). In day-to-day practice the municipal responsibility shows to be problematic for the CRA in controlling the quality of municipal staff and as a consequence the quality of registration of civil status events and data quality of the Civil Status Registration System (CSRS). The CRA should therefore focus on increasing capacities of the MCSOs and developing measures for controlling the MCSOs functioning. This should be established through operational measures (mandatory exams for MCSO staff, mandatory MCSO auditing, mandatory MCSO registration monitoring) and support measures (IT-systems, equipment, training, security of offices). In this way municipalities would execute their tasks in accordance to the standards set.

3.2 Linked activities (other international and national initiatives):

Data Processing of Civil Registry Books (2012-2014)

In the framework of the dialogue between Belgrade and Pristina mediated by the European Union an agreement was reached that the parties would jointly make every possible effort to establish a fully reliable civil registry in Kosovo. Based on the Brussels Agreement between Kosovo and Serbia signed on 2 July 2011, a total of 12,391 certified copies of the original Civil Status books of Kosovo, containing data of births, marriages and deaths, have been returned to Kosovo. The EU funded project was implemented by the Danish Refugee Council (DRC) and facilitated by EULEX through certification of the scanned copies of the civil registry books (CRBs).

Digitalization of the Certified Copies of Civil registry Books (2014-2016)

The EU granted the Danish Refugee Council the project to provide technical guidance to the CRA to establish a searchable electronic archive from the Certified Copied Civil Registration Books and ensure that the data, where possible, is linked and aligned with the civil status data from the Civil Status Registration System (CSRS) of Kosovo.

3.3 Mandatory Results

The specific results are divided in four components. The components are related to the areas for which the assessment report of the previous EU-funded project showed improvements were required.

COMPONENT 1: CRA Organization

This component refers to the overall need to improve CRA's structure to ensure capacities and management of processes to maintain sustainability of the processes of 1) civil registration; 2) ID management; 3) vehicle registration.

Result 1: Revision of CRA structure prepared.

Indicators:

- 1) Draft proposal of revision of MIA regulation 36/2013 prepared;
- 2) Strategic framework prepared;
- 3) Performance measurement framework prepared;
- 4) Risk register management framework prepared;
- 5) Change Management framework prepared;
- 6) Job descriptions for CTA staff prepared /revised in line with the structure of CRA.

COMPONENT 2: ICT

This component refers to required support and expertise to manage and maintain all the IT systems in a coherent way to ensure that all systems are maintained in a coherent way by a single department within the CRA. The assessment of required IT changes will be done within the timeframe that will allow possible procurement and implementation of the changes during the lifetime of this twinning project.

Result 2.1: Optimization of CRA IT systems (management structure, maintenance and monitoring) completed.

Indicators:

- 1) Assessment of required changes /improvements/additions to IT system completed also related to the Change Management framework (see CRA Organization);
- 2) Proposal for changes to IT systems prepared.

Result 2.2: Implementation of new E-services for civil status services prepared

Indicators:

- 1) Needs assessment of required for new e-services completed;
- 2) Number of new E-services implemented.

Result 2.3: Interoperability of CRA IT system for data exchange with Kosovo Cadastral Agency Law Enforcement Agencies and other institutions assured (i.e. Kosovo Agency of Statistics)

Indicators:

- 1) Assessment of required level of interoperability for secured data exchange completed;
- 2) Support to data exchange mechanisms installation provided.

COMPONENT 3: Legal Framework

The purpose of this component is to assure that civil registration data is used by all Kosovo administration according to the principle “register once, multiple use of information.”

Result 3.1: Harmonization of Kosovo legislation to reduce the number of certificates in use and use of certificates as ID document

Indicators:

- 1) Assessment of required changes /improvements/additions to legislation prepared;
- 2) Inter-ministerial working group set up;
- 3) Proposal of changes in the legislation prepared;
- 4) Support to the implementation of the changes to legislation system provided.

Result 3.2: Proposal for change of legislation, regulations and procedures to create voter lists from the Civil Status Registration System prepared

Indicators:

- 1) Assessment of required changes /improvements/additions to legislation prepared;
- 2) Inter-ministerial working group set up;
- 3) Proposal of changes in the legislation prepared;

Result 3.3: Proposal for change of legislation, regulations and procedures to provide e-services to citizens prepared

Indicators:

- 1) Assessment of required changes /improvements/additions to legislation prepared.

COMPONENT 4: Process management

The purpose of this component is to improve registration and other processes.

Result 4.1: Structure for maintenance of MCSO security in terms of planning for budgeting, equipment proposed

Indicators:

- 1) Assessment of the security situation at all MCSOs and satellite offices (SOs) completed;
- 2) Security standards at MCSOs and Satellite Offices (SOs) developed;
- 3) Maintenance structure for ensuring continuous security at MCSOs and SOs prepared;

Result 4.2: Structured and permanent cycle of training and certification of MCSO staff in place

Indicators:

- 1) Assessment of the required structure, training modules and required annual training cycle prepared;
- 2) Decisions on training structures and curricula prepared;
- 3) Training plan developed.

Result 4.3: Process for birth registration (specifically RAE), death registration and electronic certificate for vehicle registration improved.

Indicators:

- 1) Assessment of registration problems and required changes /improvements/additions to legislation/procedures and registration systems prepared;
- 2) Working group including UNHCR, UNICEF and UNFPA, RAE representatives (only related to birth/death registration) set up;

Result 4.4: Support to e-archive services (e-archive vehicle registration and old ID's) provided

Indicators:

- 1) Assessment of required changes /improvements/additions to legislation/procedures prepared;
- 2) Implementation plan prepared (activities, timeline and cost indication).

3.4 Activities

Member State(s) is kindly requested to develop activities in the submitted proposal which are needed in order to achieve the results stipulated in the fiche.

Minimum two visibility events will be organised in the course of the implementation of the project: launching event at the start of the implementation and the final event at the end of the implementation of the project activities.

3.5 Means/ Input from the MS Partner Administration:

3.5.1 Profile and tasks of the Project Leader

This project requires a Project Leader who will be responsible for the overall coordination of the project activities. The project leader is expected to closely work with the Resident Twinning Advisor (RTA) and the short-term experts as well as with the counterpart of the

beneficiary institution(s). MS Project Leader may participate in the project also as the short-term expert (STE) and in this case the MS Project Leader should satisfy requirements stipulated in the fiche for both the Project Leader and the relevant STE Profile.

Profile of the Project Leader

- University degree or equivalent professional experience of 10 years in public administration;
- Minimum 5 years of experience in the field of Civil Registration;
- High-ranking official;
- Experience in project management;
- Computer literacy;
- Working level of English language;
- Proven contractual relation to public administration or mandated body, as defined under Twinning Manual 5.4.5.

Tasks of the Project Leader:

- Overall coordination and managing of the implementation of the project in cooperation with the BC Project Leader;
- Ensuring sound implementation of the envisaged activities;
- Monitoring and evaluating the needs and priorities in the respective sector, project risks, progress against the project budget, benchmarks, and outputs, and taking any necessary remedial actions if needed;
- Coordination of MS experts' work;
- Providing efficient leadership of the project;
- Ensuring backstopping and financial management of the project in the MS;
- Participation in Steering Committee meetings;
- Project reporting.

3.5.2 Profile and tasks of the RTA

- A university degree or equivalent professional experience of 10 years in public administration;
- At least 3 years of managerial experience in the field of Civil Registration;
- Experience in project and/or team management;
- Working level of English language;
- Computer literacy;

- Proven contractual relation to public administration or mandated body, as defined under Twinning Manual 5.4.5.

Tasks of the Resident Twinning Adviser:

- Support and coordination of all activities in the BC;
- Day to day management of the project in the beneficiary institution;
- Coordination and assistance to the short-term experts;
- Coordination of the project implementation and proposing corrective actions, if required;
- Organization of visibility events (launching and final events);
- Organization of Steering Committee meetings;
- Participation in Steering Committee meetings;
- Executing administrative issues (e.g. assisting in reporting);
- Providing technical advice on EU policies and best practices, and assisting Kosovo administration in the context of project work plan;
- Networking with institutions relevant to this project in Kosovo and in MS.

The duration of the RTA secondment is 30 months.

3.5.3 Profile and tasks of short-term experts

Requirements:

- University level education or equivalent professional experience of 7 years public administration, social science IT;
- 3 years of experience in the field of civil registration, e-archive, human resources, budgeting, training and training development, auditing, management/monitoring systems;
- Working level of English language;
- Computer literacy;
- Proven contractual relation to public administration or mandated body, as defined under Twinning Manual 5.4.5

Tasks of the Short-term experts:

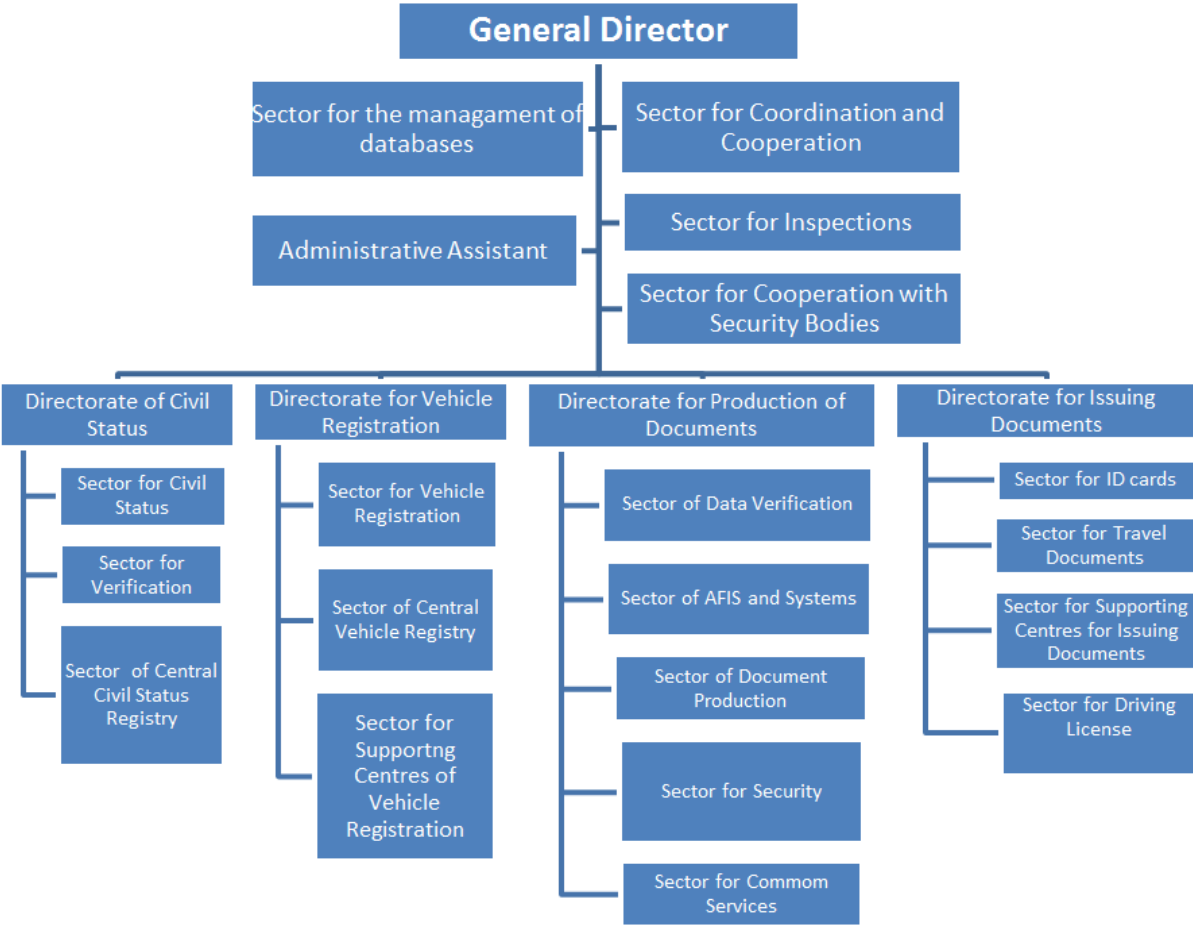
- Close cooperation with the BC experts in undertaking all activities;
- Advance preparation and familiarization with relevant documentation;
- Participating in relevant activities under the scope of the project in cooperation with other experts.

4. Institutional Framework

The main beneficiary institution for the Twinning Project is the CRA (Ministry of Internal Affairs). The CRA executes its tasks under the responsibility of the Ministry of Internal Affairs and will be the direct beneficiary of this project.

CRA is responsible for developing, monitoring and implementing government policies on civil registration and civil status. As such it is responsible to offer services for citizens who apply for identity cards, passports, driving licences and vehicles registration.

The current structure of the CRA as signed in June 2015 is the following:



Civil Registration Agency consists of the Office of the General Director; 4 Directorates and 19 sectors. Total number of employees at Civil Registration Agency (both central and local level) is 629.

Local bodies of CRA are the following are centres for Issuing Documents and Centres for Vehicle Registration. Number of employees in all Centres for Issuing Documents is 246 and the number of employees in all Centres for Vehicle Registration 168.

According to Civil Status Law the service of civil status is organized in:

1. Central Level of Civil Status Service, respectively the Agency, Ministry of Internal Affairs;

2. Local Level of Civil Status Service, respectively Civil Status Offices, Ministry of Local Government Administration;
3. Civil Status Service on the diplomatic and consular missions of the Kosovo, Ministry of Foreign Affairs.

The legal basis for functioning of the Civil Registration Agency is the Law on CRA and Regulation of MIA 36/2013.

5. **Budget**

The overall Budget for this Twinning Project is € 2,000,000.00.

*Please note that the awarding of the twinning contract is subject to the conclusion of a financing agreement **between the European Commission and Kosovo** for the Annual Action Program for 2015, which does not modify the elements of the twinning procedure. If the precedent condition is not met, the contracting authority may cancel the call for proposal without the candidates being entitled to claim any compensation.*

6. **Implementation Arrangements**

6.1 The EU Office in Kosovo is the Contracting Authority responsible for tendering, contracting and managing the Action.

The European Union Office in Kosovo will manage the procurement, implementation, quality control, reporting and coordination with other donors. A Project Steering Committee will be responsible for the overall direction of the project and comprise of representatives from the beneficiary institutions and the EU Office and EULEX focal points. Monitoring will be performed centrally by the European Commission. The project may be evaluated at the interim or ex-post stages under the supervision of the Commission's Evaluation Unit. The project may be audited by the Court of Auditors in line with the standard European Commission procedures.

Contact point: Ms Małgorzata Skocińska, European Union Office in Kosovo,

6.2 Main counterpart

Project leader counterpart: Mr Lulzim Ejupi, General Director

RTA counterpart: Ms Sabrije Rashani, Head of Office for Cooperation and Coordination

Component leaders:

Component 1: Mr Kreshnik Kaciu, Inspectorate CRA

Component 2: Mr Zenel Hisenaj, Coordinator CRA Databases

Component 3: Mr Erdon Arifaj, Coordinator Legal Unit, Directorate of Civil Status CRA

Component 4: Mr Kreshnik Kaciu, Inspectorate CRA

6.3 **Contracts**

It is envisaged that the Project will be implemented through one Twinning contract with the maximum amount of € 2,000,000.00.

7. Implementation schedule (indicative)

7.1 Launching of the call for proposal: November 2016

7.2 Start of project activities: October 2017

7.3 Project completion: April 2020

7.4 The implementation period of the action (work plan) will take 30 months.

8. Sustainability

The successful implementation of the CSRS has been an important step forward for the CRA to establish a reliable civil status system.

This is the reason why the CRA, as the single responsible organization of identity management, will now need further support on strategy, specifically the part for maintenance and sustainability. These two elements will ensure that the CRA activities will be sustainable controlled by a uniform management process for all systems under the responsibility of the CRA.

Therefore the twinning project should support the CRA within the next step of professionalizing the organization. Currently the CRA management is aimed on implementation and managing of activities. The next phase should be related to the management of maintenance and sustainability of processes and systems.

9. Crosscutting issues

Based on the fundamental principles of promoting equality and combating discrimination, participation in the project will be guaranteed on the basis of equal access regardless of sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation. Equal participation of men and women during the implementation of the project will be assured.

The activities of the objective have no negative impact on the environment.

10. Conditionality and sequencing

NA

ANNEXES TO PROJECT FICHE

1. Logical framework matrix in standard format (compulsory) 1. Logical framework matrix in standard format

OVERALL OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	
<p>To support the Civil Registration Agency (CRA) and Municipal Civil Status Offices (MCSO) in ensuring that the document security and civil registration system, at municipal and central level, in accordance with EU standards.</p>	<ul style="list-style-type: none"> • Civil Registration Agency strengthened to effectively and efficiently implement (and maintain) the relevant technical, legal and procedural framework • Municipal Civil Status Offices providing efficient service to their citizens including on-line services 	<p>EC annual progress report</p> <p>EULEX reports</p> <p>CRA reports</p> <p>Twinning project quarterly reports</p>	
SPECIFIC OBJECTIVE	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	ASSUMPTIONS
<p>To provide support to the Civil Registration Agency and Municipal Civil Status Offices to further improve and implement management and maintenance principles regarding IT systems and the legal framework as well as implement structures that guarantee consistent civil status services such as (but not limited to) structures for CRA organization, training, budgeting, auditing and public awareness including a gender perspective.</p>	<ul style="list-style-type: none"> • Supporting optimization of CRA IT systems; • Support optimization data exchange (interoperability) between CRA and relevant institutions; • Supporting the strengthening CRA audit mechanism of the CRA Inspectorate; 	<p>EC annual progress report</p> <p>Twinning project quarterly reports</p> <p>EULEX reports</p> <p>CRA reports</p>	<p>Political stability and willingness to continue reforms</p> <p>Willingness from CRA staff to closely cooperate with the twinning project counterparts</p> <p>Effective communication</p>

	<ul style="list-style-type: none"> Supporting the CRA and municipal staff with trainings on civil status matters and civil registration matters such as recognizing false (ID) documents, identity management as part of civil registration, as well as structured development of training modules 		<p>throughout the whole duration of the project</p> <p>Sufficient human resourced provided</p> <p>Beneficiary institution readiness to accept recommendations and proposals coming from the project experts</p> <p>Municipal Civil Status Office readiness to closely cooperate with the project staff</p>
RESULTS	OBJECTIVELY VERIFIABLE INDICATORS (*)	SOURCES OF VERIFICATION	ASSUMPTIONS

