

**Action Document for EU Trust Fund**

**1. IDENTIFICATION**

Title	Reference: <b>T05-EUTF-SAH-REG-14</b> Modernizing and strengthening secure identity chains and documental security ( <b>GESTDOC</b> )
Zone benefiting from the action / localisation	Multicounty: Cape Verde and Guinea-Bissau
Total costs	Total estimated cost: EUR 5 M Total amount drawn from the Trust Fund: EUR 5 million
Method of implementation	Indirect management: Delegation Agreement with Camões, I.P.
DAC Code	130, 22040
Sector of Intervention of the Valetta Action Plan	2. Legal migration and mobility 4. Prevention of and fight against irregular migration, migrant smuggling and trafficking in human beings
Indicator(s) of the Valetta Action Plan	A51. Enhance civil status registration A66. Step up capacity building to counter the production and use of forged and fraudulent documents, including by engaging Frontex and Europol
Sector of intervention of the Trust Fund	4. Improved governance and conflict prevention
Objective(s) of the Operational framework	1. Preventing irregular migration and forced displacement
Sub-objective(s) of the Operational framework	1.4. Strengthening the cooperation in order to facilitate the return and sustainable reintegration or irregular migrants
Length of implementation	48 months
Beneficiaries	Targeted groups: institutions and agencies in charge of civil registry and identity documents in Cape Verde and Guinea Bissau Final beneficiaries: The population of Cape Verde and Guinea Bissau

**1. SUMMARY OF THE ACTION AND ITS OBJECTIVES**

The proposed action aims to improve migration management governance and conflict prevention through reinforced and secure identity chains, contributing to increased security levels, including at regional level, and a stronger social contract with the targeted populations.

The intervention logic will work around three main result areas: i) secure identity chains, including the issuing of civil identification and travel documents are strengthened, ii) border security control is improved; iii) interregional and regional cooperation are promoted.

The above mentioned results' chain stems from the need to invest in effective document security, as well as management and secure identity chains. Therefore, these will be supported by a technical cooperation framework, based on up-to-date and up-to-standard analytics, technical assistance, training programmes, institutional capacity building, legislation, equipment and secure data management. This approach is expected to build mutual trust and trigger regular collaboration and exchange relying on evidence-based information.

A reliable civil identification registration and a document issuance system are key elements in order to build an efficient response to these challenges. This can ensure: mobility, through the delivery of legal documentation; document security, through the reduction of documental fraud; access to rights, through fight against human trafficking, i.e. by increasing birth registration including of women and children; effective control of legal migrants, through documents issued by national authorities; and migration data, through reliable statistics on migration flows, necessary to public planning.

This requires a strong backbone infrastructure, improved operations, centralized information on document's control and security, the promotion of investigation, adequate equipment and platforms, compliance with standard rules, and interoperability, as well as the establishment of communication channels with other national and international security structures, in particular air borders and international agencies, based on secure data and mutual trust.

## **2. JUSTIFICATION AND CONTEXT**

### **2.1. National context**

The development of GESTDOC activities shall intervene in alignment with national public policies and sector instruments with the objective of expanding and strengthening the rule of law both in the targeted countries, Cape Verde and Guinea-Bissau, building on and contributing to regional frameworks.

**Cape Verde** is known as a nodal point for important trading routes to Europe, America (North and South) and Africa, given its location in the middle of the Atlantic Ocean. Likewise, networks involved in the trafficking in human beings and illegal immigrants have been using its territory, posing serious threats and challenges also to international security and stability.

In this context, and recognizing document secure identity infrastructures and chains of production and issuance as critical, Cape Verde has developed a framework within its public sector both on identification documents and on border control mechanisms. A set of public policies, including in the security areas, has also been adopted. The main ones are: the Internal Security Strategy and Strategic Plan (2009), the Strategic Concept for Defence and National Security (2013) and the Internal Security System (2013).

Acknowledging the specificities of Cape Verde, as well as the efforts carried out by local authorities to prevent and combat cross-border crime, the EU has established with the Cape

Verde a Special Partnership since 2008, under which the security and stability areas of intervention have been identified as one of its main pillars. In addition, the EU Cabo-Verde Mobility Partnership is aiming to facilitate the movement of persons within the archipelago, as well as legal migration, in particular circular and temporary migration, developing genuine cooperation on migration and development, preventing and combating illegal migration, smuggling and trafficking in human beings, including the promotion of an effective policy on return and readmission, while ensuring the protection of human rights, and taking into account the situation of migrants and the socio-economic development.

Similarly, the status of Member State of ECOWAS gives the country recognition among its peers at the regional level, which could lead to a momentum of more effective cooperation with other African States in internal security and in the fight against crime.

Cape Verde has developed experience and know-how on document control and security, in particular in small structures, as it is the case of the Documentation Centre (Documentation Expertise Unit - UPD) in the four international airports, accredited for document control at air borders. In view of the challenges in managing such a specific territory and a number of international airports, Cape Verde has developed a solid framework on identity documents, including on issuance of identity cards, for both nationals and legal immigrants, already with a fairly high degree of maturity, despite its paper-based procedures. However, the review to the status of the civil registry or the mechanisms for issuing identity and travel documents will also benefit from all these processes.

**Neighbouring Guinea-Bissau** is clearly at a different stage in this process, facing several complex and overlapping challenges, including political instability, usurpation of identity, corruption, etc.

As regards security, Guinea-Bissau's situation is particularly vulnerable and highly exposed to the spread of organized crime and immigration networks, stemming from the Sahel.

The country's governance system is often a source of instability and the State lacks the capacity to reach out to those living in remote areas and to provide services to the population, including on civil birth registration, with a view to achieving universal civil registration and access to civil identification documents for all Guinea-Bissau citizens.

The Government of Guinea-Bissau has nonetheless made important efforts in this regard, by setting out in its Development Programme the macro-economic, social and political framework for the next ten years. This recognises the need to reinforce the country's governance system by making it more effective and efficient, more transparent, less costly and promoting a more participatory approach at all levels.

Given its close ties with Cape Verde, Guinea-Bissau will not only benefit from its national intervention through GESTDOC, but also from spill over effects from the experience gained in Cape Verde. Therefore, concrete changes and best practices will be delivered in Cape Verde and Guinea-Bissau, at different stages, according to each country's specific challenges. Both countries' public administration structures will be sensitized and empowered to introduce change in the respective systems, according to existing performance capacity.

While the project implementation unit will be set up in Cape Verde, activities in Guinea-Bissau, and beyond result area 3 (regional cooperation), will consist mainly in the extension

of the on-going intervention by Camões, I.P. in Bafatá and Bissau regions (pilot project on digitalization of civil registry) to the rest of the country, under the project “Improving the Quality and Proximity of Public Services of Portuguese-speaking African Countries and Timor-Leste (PASP PALOP-TL)” co-funded by the EU and Camões, I.P.

## **2.2. Sectorial context**

The current refugee crisis, with particular effects in the region, poses significant challenges to countries of origin, transit and destination, thus calling for specific attention to regional interactions as well as to new and/or shifting routes. The complexity of this context requires a mix of interdependent types of response, from humanitarian and social to institutional and administrative. Hence, strengthened cooperation is instrumental to the migration-development nexus, in that it may leverage support efforts to prevent all sorts of traffic, fight against terrorism, organized crime, migrants smuggling, and to combat illegal migration and trafficking in human beings.

GESTDOC will respond to the challenges identified above by developing an integrated approach. Effective document security as well as management and secure identity chains will be supported by a technical cooperation framework, based on up-to-date and up-to-standard analytics, technical assistance, training programmes, institutional capacity building, legislation, equipment and secure data management. This approach is expected to build mutual trust and trigger regular collaboration and exchange relying on evidence-based information.

Most of the countries under the Rabat Process have challenges with regard to population censuses, civil registry processes, registration of vital statistics, updated legal frameworks, human resources, institutional framework for audits of the status of the civil registry or the mechanisms for issuing identity and travel documents in the region. This is also happening against a background where most countries are persistently affected by crisis, further exposing their vulnerability and lack of stability, particularly, on security matters.

In this regard, the project is consistent with the Global Approach to Migration and Mobility (GAMM), in that it calls for more structured regional dialogues that foster closer cooperation with those partners that share interests with and are ready to make mutual commitments with the EU and its Member States. Also, the EU’s Pan-African Programme (2014-2020) provides the programmatic roof, and guarantees a comprehensive and coherent approach with the Rabat Process. The alignment of GESTDOC with the Rabat Process, as it will build a framework for consultation, exchange and coordination, represents a clear intention to address the challenges posed by migration while creating opportunities for development. The operationalisation of the outcomes of these processes is supported by the Migration and Mobility Dialogue (MMD) Facility which, inter alia, supports small-land, medium-sized technical assistance initiatives directly linked to the activities of the Rabat Process dialogue. Furthermore, activities will be designed and implemented with a view to reinforcing regional and international coordination namely in the context of ECOWAS and INTERPOL.

Finally, the project responds to the objectives of the EU Trust Fund, by supporting improvements in the overall governance, through capacity building in security and development as well as law enforcement, including addressing human rights’ abuses,

enforcing the rule of law and migration-related aspects. It is also fully in line with the priority areas under the Valletta Action Plan on migration management, prevention of and fight against irregular migration, migrant smuggling and trafficking in human beings.

### **3. LESSONS LEARNT AND COMPLEMENTARITY**

#### **3.1. Complementary actions**

In the context of the EU-Cape Verde Special Partnership, in 2008 a Joint Statement of the Partnership for Mobility between Cape Verde, Portugal, Spain, France, Luxembourg and the European Commission (the Netherlands have subsequently joined) was established. This Partnership for Mobility is a framework for cooperation and dialogue in migration issues which foresees a number of European and Member-states initiatives in three vectors: i) mobility, legal migration and integration; ii) migration and development; iii) border management, identity and travel documents, fight against illegal migration and trafficking in human beings. In this framework, a migration profile of Cape Verde was established. Moreover, two agreements were negotiated in parallel: a Visa Facilitation Agreement (signed in 2012) and a Readmission Agreement (signed in 2013).

Cape Verde and Guinea-Bissau are jointly benefiting from the 10<sup>th</sup> EDF Regional Programme “Improving the Quality and Proximity of Public Services of PALOP and Timor-Leste” (PASP PALOP-TL). Within this project both countries developed National Projects – for Cape Verde “Information System for Commercial and Vehicle Registry” and for Guinea-Bissau “Integrated System for the Civil Registry”. The main objectives of the national project for Guinea-Bissau is to develop a National Strategic Plan to upgrade the civil registry, as well as to implement an integrated digital system of civil registry in Bissau and Bafatá (pilot project), including scanning of the civil registry books.

At regional level, the World Bank Group's ID4D initiative already conducts Identity Management Systems Analyses (IMSAs) to evaluate countries' identity ecosystems and facilitate collaboration with governments for future work, however detailed analyses have only been conducted in 17 African countries that didn't include Cape Verde and Guinea-Bissau. ID4D published a more comprehensive volume of short country briefs that include Cape Verde and Guinea-Bissau but the report itself admits that “*More data are needed so that countries can learn from each other and progress can be effectively measured and lessons learned... In short, this volume represents a very small step toward increasing our understanding of the rapidly changing landscape of ID systems in Africa*”.

On another level the report also states that the assessments to date have not focused on migration movements and the situation of stateless individuals and how countries address their ID needs. While recognizing that organizations such as International Organization for Migration (IOM) and the United Nation's High Commission for Refugees (UNHCR) have amassed important cross-country information it also acknowledges that there is no institution/framework that can analyse the different source information in a manner that can be used to promote reforms of ID systems. This information will become more important in the context of regional initiatives where the determination of citizenship and movement across borders have consequences for statelessness.

Equally, the conclusions and recommendations stemming from the Conferences of African Ministers responsible for civil registration, under the aegis of UNECA, will be dully taken into account by GESTDOC.

As such, it will be critical to study the relevance of an EU-Africa Observatory for civil registration, identity documents and travel documents. The creation of such an Observatory is relevant for the countries eligible under the EU Trust Fund area of action and neighbouring countries (as well as for the EU) allowing the adoption of good practices and mechanisms for strengthening documents security, improving controls/identity checks, detection of suspicious and criminal movements and promoting better analysis of migration flows. The creation of a Migration Observatory is one of the cornerstones in Cape Verde's and Guinea-Bissau's Road to Identification and Migration Data Policy.

The Portuguese NGO FEC is implementing the Project "Nô cirbe nô povo – Capacity-Building of Local Authorities for Economic and Social Development", in Gabú and Tombali regions, which is funded through the EU Instrument for Democracy and Human Rights. Its main objective consists in improving the planning and service delivery capacity of local administrative authorities, in particular in the education and civil registry domains.

At a bilateral level, since 2010 the Portuguese Mint and Official Printing Office (INCM) was appointed by the Cape Verde Government, for the development, production, personalization and distribution of Cape Verdean Electronic ID card, Electronic Passport, and Electronic Residence Permit. Its activities include installation, operation and maintenance of all related services to the issuance system located in Portugal. Cape Verde

In Guinea-Bissau, there is collaboration between the Guinea-Bissau Ministry of Economy and Finance, and National Printing Office (INACEP) with INCM for the implementation of security solutions to support and improve tax collection.

This Action will also look for synergies with other complementary regional and international initiatives including those of ECOWAS, and INTERPOL, namely the WAPIS project (West Africa Police Information System Programme) that aims to reinforce information exchanges and coordination among regional police forces and the AFIS project (Automatic Fingerprint Identification systems).

Under the auspices of the 7th EU-Africa Partnership on Migration, Mobility and Employment, an ACP Observatory for Information and Control of Migration has been established in Mali and an Intra-ACP Migration Facility has been adopted which is intended to integrate migration issues into the national development policies of the ACP. The facility comprises three interrelated components: creating an observatory on migration, institutional capacity-building on migration in the six ACP regions, and preparing civil society in ACP countries to contribute to the dialogue on migration. An articulation with the work being done is of interest.

### **3.2. Synergy and coordination of actors in the zone of intervention**

The project focuses on institutional support, addressing as 'building blocks' – i) civil identification security and its impacts on the existing border security system (not sufficiently covered by other donors); ii) 'governance' (through the revision/implementation of the

national strategic plans and regional and international cooperation); iii) strengthening institutional and human resource capacity; and iv) providing adequate equipment.

This Action will foster cooperation with other security-related initiatives carried out by the EU, its member states and other donors, using namely existing donor coordination mechanisms and platforms.

Cape Verde has established strong bilateral relations, including in the security sector, with Portugal, Spain, France, the USA and West African countries. The presence in its territory of a network of Liaison Officers is revealing of how much these partners recognise its strategic importance and invest in donor coordination.

Likewise Guinea-Bissau has bilateral relations in the security sector with a number of partner countries, including with Portugal, Spain and others.

Considering the on-going collaboration between the Portuguese Mint and Official Printing Office (INCM) and the countries involved in this project, this entity's participation in the successful migration of these services to Cape Verde in the shortest period of time, with adequate costs and, mainly, without compromising security and operational integrity of the actual identity chain is considered critical.

This Action will take into consideration the work that has been done, including lessons learnt, from the PASP PALOP-TL, in particular the implementation of the integrate digital civil registration system in Bissau and Bafatá, contemplated in the Guinea-Bissau National Project.

This Action will also take into account the work carried out by Portuguese NGO FEC's Project "Nô cirbe nô povo – Capacity-Building of Local Authorities for Economic and Social Development". Synergies will be ensured in that civil registry data collection through primary and secondary education schools in Gabú is being fed into the integrated civil registry system.

#### **4. DETAILED DESCRIPTION**

##### **4.1. Objectives**

The **overall objective** of the action is to increase security levels and migration management capabilities in Cabo Verde and Guinea Bissau, contributing to Human Rights and the fight against human trafficking, at regional level.

The **specific objective** of the project is to upgrade and strengthen civil document issuance and lifecycle management system with increased security levels and law enforcement capabilities including on border management and migration-related issues.

##### **4.2. Expected results and main activities**

**Result 1: secure identity chains, including the issuing of civil identification and travel documents are strengthened.**

With identity fraud on the rise in the increasingly mobile and globalized world, governments must effectively protect and manage their citizens' identities, issuing reliable proof of identity so citizens can safely access services both online and off. On the other hand, only a Government that knows its own citizens can plan and implement effective and inclusive social and economic development strategies.

This project aims to promote a complete end-to-end approach that rests on the 3 pillars of reliable identification: from registration in a secure database, to issuing advanced ID and travel documents, to enabling their usage for online services, covering the entire lifecycle for identity management.

- **Activity 1.1.:** draft country analysis (meetings and evaluation of documentation provided); field evaluation; audit report; first report; discussion of the report with identified stakeholders; elaboration of final report, considering the inputs of the stakeholders; final report of each country, in order to compare the practices adopted in the various countries; the analysis will include applicable legislation to the civil registry and the issuance of civil identification documents and if necessary propose legal adjustment of legislation; and the assessment of existing technical and technological conditions to support civil registration and issuance of civil identification documents including its quality, conditions and requirements, as well as the quality and requirements of computer systems to support the registration and issue of identification.
- **Activity 1.2.:** identify in Cabo Verde and Guinea-Bissau a standard framework for the management of the civil identification process (involving Civil Society) including: elaborate supporting audit documents, defining good practices to be observed in the various processes related to civil registration, identity and travel documents (physical and electronic); elaborate forms / checklists of good practices, minimum requirements and evaluation tables; identify contact points in the various Governments, as well as local bodies responsible for civil registration, identity and travel documents; identify relevant local NGOs and their contact points; identification kiosks (fixed and portable) for automatic collection of biographical and biometric elements to be tested in the various countries. The system will be fully compliant with ISO and European standards and regulations on biometrics to ensure effective interoperability with other relevant ID systems;
- **Activity 1.3.:** set up a personalization centre for electronic/biometric identification documents (CNI - National Identification Card, Biometric Passport, TRE - Residence Permit for Foreigners and electronic driving license, and the necessary electronic certification infrastructure (PKI) in Cabo Verde, in adequate and safe facilities the issued documents and the PKI will be fully compliant with European and ICAO standards and regulations on secure ID and travel documents ensuring effective interoperability with other relevant ID systems;
- **Activity 1.4.:** set up in Cabo Verde an authentication process and an electronic signature program, that will allow to use the Identification National Card (CNI) and its qualified digital certificates to provide secure online public services authentication and to digitally sign different format electronic documents, thus promoting the implementation of e-government services. This program will be fully compliant with European standards and regulations on electronic signature and online services ensuring effective interoperability with other relevant ID systems;



- **Activity 1.5.:** provide in Cabo Verde AFIS portable equipment that will allow authorities to inspect and compare fingerprints collected from legal aliens during the electronic residence permit issuance process. The AFIS system will be fully compliant with ISO and European standards and regulations on biometrics to ensure effective interoperability with other relevant ID systems;
- **Activity 1.6:** assess and establish a database of foreigners in Cabo Verde (both illegal and legal aliens), in order to centralise information. The database should have standard secure interfaces to allow for possible interoperability with other relevant ID systems;
- **Activity 1.7.:** reinforce, integrate and automate the complete identification chain systems (breeder documents, civil registration, ID and Travel documents issuance, police inspection and border control) in Cabo Verde
- **Activity 1.8.:** implementation of an integrated civil registry system in Guinea Bissau, beyond Bissau and Bafata (on-going National Pilot Project under PASP PALOP-TL) under the coordination of CEVATEGE. Data collection in primary and secondary schools, by Portuguese NGO FEC, will be instrumental in feeding the digital civil registry system.

## **Result 2: Border security control is improved.**

Efficient border control is primarily about facilitating legitimate movement quickly and effectively, and requires an integrated security system and a reliable identity chain to combat issues of immigration, terrorism and illegal trafficking of people and goods.

The impact of integrated and reliable systems at borders can result in shorter queues and improved passenger flow through immigration points, with benefits from an obvious demonstration of commitment to security, as well as an improved experience with less waiting time. Faster processing will also impact security staff by reducing the threat that results when a crowd builds up, tempers fray and frustrations rise.

- **Activity 2.1:** test the use of kiosks (fixed and portable) in Cape Verde for the automatic collection of biographical and biometric elements of citizens and their suitability for the country and / or specific situations of the country, in order to verify if there are any capital gains (and which) in the methodology currently used.
- **Activity 2.2.:** provide training on legal and operational subjects in Cape Verde and Guinea Bissau for registration and civil identification services and to guide a correct reading of identification documents by those responsible for airport security (including handling of special computer systems to support the execution of civil registration procedures and procedures and the issuance of civil identification documents), as well as ethics.

## **Result 3: Inter-regional and regional cooperation are promoted.**

A regional approach can ensure that identification systems are developed in an integrated, internationally (or regionally) interoperable manner to enable improved regional cooperation and cross-border integration. The experience informs us that cross-border applications are

needed for effective regional integration, with common standards for ID systems, and interoperability frameworks.

Developing a regional approach for Africa will require partnerships with the EU, African Union, ECOWAS, African Development Bank, World Bank, UNICEF, among others. An “EU-Africa Observatory for Civil Registration, Identity and Travel Documents” can reach out to these regional bodies, organizations/think tanks, UN agencies and the private sector associations, working with all parties and stakeholders involved, to develop an integration approach of existing global standards.

- **Activity 3.1.:** disseminate conference/workshop results in Cape Verde and Guinea-Bissau through the elaboration of a communication plan that will identify key messages to relevant target audiences, producing applicable contents that can be disseminated in different type of communication (fairs, seminars and congresses, television, radio, video, Internet, booklets, newspapers).
- **Activity 3.2:** comprehensive mapping and analysis of the data produced by the main operators in the sector (ACP Observatory for Information and Control of Migration, World Bank, UNECA, IOM, UNHCR), with a view to assess the added value of the establishment of an “EU-Africa Observatory for Civil Registration, Identity and Travel Document” as that would produce and publish regularly comprehensive reports integrating the above mentioned data.
- **Activity 3.3.:** prepare reports summary documents, highlighting the work developed and the results of the analytic process on the need for and value of the creation of an "EU-Africa Observatory for Civil Registration, Identity and Travel Document" that can promote benchmarking practices for interoperability of ID systems to allow for free movement of people and better cross-border access to services.

#### **4.3. Targeted groups and final beneficiaries**

The targeted groups are the institutions and agencies in charge of civil registry and identity and travel documents in Cape Verde, and Guinea Bissau.

The final beneficiaries are the citizens of Cape Verde and Guinea Bissau.

#### **4.4. Stakeholders analysis**

In **Cape Verde** the critical stakeholders involved in the activities have been identified and they aggregate the political vision and technical leadership for the different components and stages of the project. It includes the National Security Adviser (CSNG), the National Police (PN), the institution in charge for the Government IT projects (NOSi), the National Registry and Identification Directorate under de the Ministry of Justice (DGRNI), the Commission for National System of Civil Identification and Authentication (SNIAC) also under the Ministry of Justice, and the National printing Office (INCV) under the Presidency of the Council of Ministers.

<b>Stakeholder</b>	<b>Mandate in the intervention sector</b>	<b>Action Interest/Justification/role</b>	<b>Priority actions / activities where it can be involved</b>
CSNG	Coordination and planning of all sectors that have a connection with internal security.	Assure internal security	Activity 1.1 Activity 1.2 Activity 3.2 Activity 3.3
PN	Issuance of travel documents; Border control; Control of stay of foreigners in national territory.	More effective citizen and border control	Activity 1.1 Activity 1.3 Activity 1.5 Activity 1.6 Activity 1.7 Activity 2.1 Activity 2.2 Activity 3.3
NOSi	e-Government National Strategy definition and implementation	Implement inclusive and more available public services	Activity 1.1 Activity 1.2 Activity 1.4 Activity 1.7 Activity 3.1 Activity 3.2 Activity 3.3
DGRNI	Civil registry and identification	Ensure effective and secure civil registry	Activity 1.1 Activity 1.4 Activity 1.3 Activity 1.7 Activity 2.1 Activity 2.2 Activity 3.3
SNIAC	Transversal information management system for managing the citizen's life cycle and central data provider for the remaining subsystems that provide public services that need secure identification and authentication.	Support secure and effective electronic public services on citizen identification and authentication	Activity 1.1 Activity 1.2 Activity 1.3 Activity 1.4 Activity 1.7 Activity 2.1 Activity 3.3
INCV	Provide the state with the most modern and secure identity documents	Provide services to support secure document issuance	Activity 1.1 Activity 1.3 Activity 1.7

In **Guinea Bissau** the identified relevant stakeholders are the Centre for Technological Valuation and Electronic Governance (CEVATEGE) under the Presidency of the Council of

Ministers and Parliamentary Affairs, and Directorate General of Civil Identification, Registries and Notaries (DGICRN), under the Ministry of Justice.

Stakeholder	Mandate in the intervention sector	Action Interest/Justification	Priority actions / activities where it can be involved
CEVATEGE	Information Society Government strategy implementation	Implement inclusive and more available public services	<b>Activity 1.1</b> <b>Activity 1.8</b> <b>Activity 3.3</b>
DGICRN	Civil registry and identification	Ensure effective and secure civil registry	<b>Activity 1.1</b> <b>Activity 1.8</b> <b>Activity 3.3</b>

#### 4.5. Risks and assumptions

Risks	Risk level (H/M/L)	Mitigating measures
Lack of political commitment in the targeted countries	M	Ensure continued support, visibility and awareness-raising at political level; Promote visits to Cape Verde and presence in Conferences on the subject namely of INTERPOL or CEDEAO; Establish contact with international organization and learn from their experience.
Lack of qualified staff	L	The project invests in building capacities namely on the rule of law, specific procedures and to the correct use of equipment.
Corruption of civil registry officials	M	Stress the importance of the existence of anti-fraud and investigation processes within the relevant institutions and promote regular audit by an external body
Turnover of staff in beneficiary countries	M	Secure partner countries' commitment in assigning dedicated staff; adopt train-the-trainers approach.
Failure of countries to build inter-agency cooperation	M	Push forward the agencies to cooperate showing the added-value of it.
Adequate infrastructures that allow the settlement of adequate equipment's, namely personalization centre for electronic / biometric identification documents	M	Work in close collaboration with national authorities to identify available places/safe facilities. Secure the allocation of a specific budget line in the Project Cycle.
Possible need for legal legislative adaptability	M	Work with experts from the regions to advise and assist in drafting legal texts.
Abuse of document checks by law enforcement/border officials	L	Definition of standard operating procedures and disciplinary measures
Incomplete execution of the national project for Guinea-Bissau in the context of PASP PALOP-TL	M	Instead of focusing on the extension to the rest of the country in Guinea-Bissau, GESTDOC will focus on completing the pilot project in Bissau and Bafatá.
Sustainability after the intervention	L	The projected activities will allow to the public entities to provide more and better public services that can produce revenue when the

		services are rendered to the private sector.
<b>Assumptions:</b>		
1) Interest in and commitment of beneficiary countries to increase security levels and decrease the trend of documentation fraud strengthening the chain of identity reinforcing institutions capacities and regional cooperation;		
2) The implementation process involves the participation of a number of highly qualified civil document issuance processes and lifecycle management system specialists, research methodologists, experts in forged documents, or training experts to assess needs and assist technical and operational units to combat illegal immigration, optimize the combat document fraud;		
3) The need to purchase equipment, software and training is met.		

#### 4.6. Cross-cutting issues

The intervention will be designed and implemented on the respect for human rights, good governance, gender and no harm principles which are particularly relevant in addressing the risks of illegal immigration and trafficking in human beings.

This intervention will aim to target gender balance, especially in training activities in both countries. A balanced representation of gender will be pursued, but, more important, the strengthening of the identity chain and the effort to facilitate the universal civil registry can also minimize situations where women and children are prevented from being registered in order to control and limit their access to certain public services or free movement rights.

Considering that this intervention will aim, in particular in Guinea-Bissau, to achieve the universal registry it will hence contribute to increase the number of registered women and children, usually the most disadvantaged segments of the population.

The possible impact of the project on these issues will be constantly monitored and corrective measures will be carried out where relevant and necessary.

This Action will have no direct environmental impact.

### 5. IMPLEMENTATION ISSUES

#### 5.1. Implementation modality(ies)

This action will be implemented in indirect management with Camões I.P. in accordance with Article 58(1) (c) of Regulation (EU, Euratom) No 966/2012 applicable by virtue of Article 17 of Regulation (EU) No 323/2015. Audits and midterm and final evaluation contracts, which will be awarded in direct management by the Commission.

This implementation method is justified because Camões, I.P. has a recognised experience in the administration of regional projects on behalf of the European Union and is in a privileged position to mobilize public expertise and specialised operators in GESTDOC's focal areas of intervention as well as to provide for an appropriate backstopping support. Working in indirect management with Camões, I.P. is also in line with the preference expressed by the partner countries, as it brings along reference institutions such as *Instituto de Registos e Notariado* (Institute of Registries and Notaries); *Imprensa Nacional Casa da Moeda* (INCM) - the Portuguese Mint and Official Printing Office; *Serviços de Estrangeiros e Fronteiras*

(SEF) (Immigration and Border Service), as well as FEC – Fundação Fé e Cooperação, with its longstanding presence and experience in the sector, particularly in Guinea-Bissau, and one of the main operators and partners of Camões, I.P.

The entrusted entity shall carry out budget implementation tasks: acting as a contracting authority, concluding, monitoring and managing contracts, launching calls for tenders, carrying out payments and recovering amounts due.

## 5.2. Indicative operational implementation period

The implementation period is 48 months.

The delay for the operational start of field activities will be of 3 months starting from the signature of contract(s).

## 5.3. Implementation components and modules

The organisation will implement the activities in collaboration with reference institutions (see point 5.1)

## 5.4. Indicative budget

Components	Indicative Amount EUR
1 - Secure identity chains (R1)	3.000.000,00
2 - Border security control (R2)	600.000,00
3 - Interregional and regional cooperation (R3)	252.500,00
4 - Management Costs (CIU)	700.397,20
5- Communication, Visibility and Audits	120.000,00
<b>A. Directs Costs of the Action (1-5)</b>	<b>4.672.897,20</b>
<b>B. Indirect Costs (7%)</b>	<b>327.102,80</b>
<b>Total Eligible Costs for the Action (A+B)</b>	<b>5.000.000,00</b>

## 5.5. Organisational structure and governance of the action

### Governance

A Steering Committee will be set up to provide for strategic orientation to GESTDOC.

The SC will be co-chaired by the EU and the National Authorising Officers from Cape Verde and Guinea-Bissau. The stakeholder institutions involved from both countries, as well as a representative from Camões, I.P.'s HQ, will also be dully represented.

The SC will be tasked with issuing opinions and recommendations on the reports and annual action plans submitted by Camões, I.P. Implementing Unit, ensuring the relevance of the

indicators measuring the results of the Project as well as promoting synergies between GESTDOC and other programmes/projects of bilateral and regional co-operation of the EU in the region and in coordination with the programmes and projects financed by other donors.

This Steering Committee will be convened annually, in Cape Verde and/or Guinea-Bissau and, when necessary, *ad hoc* meetings could be organised.

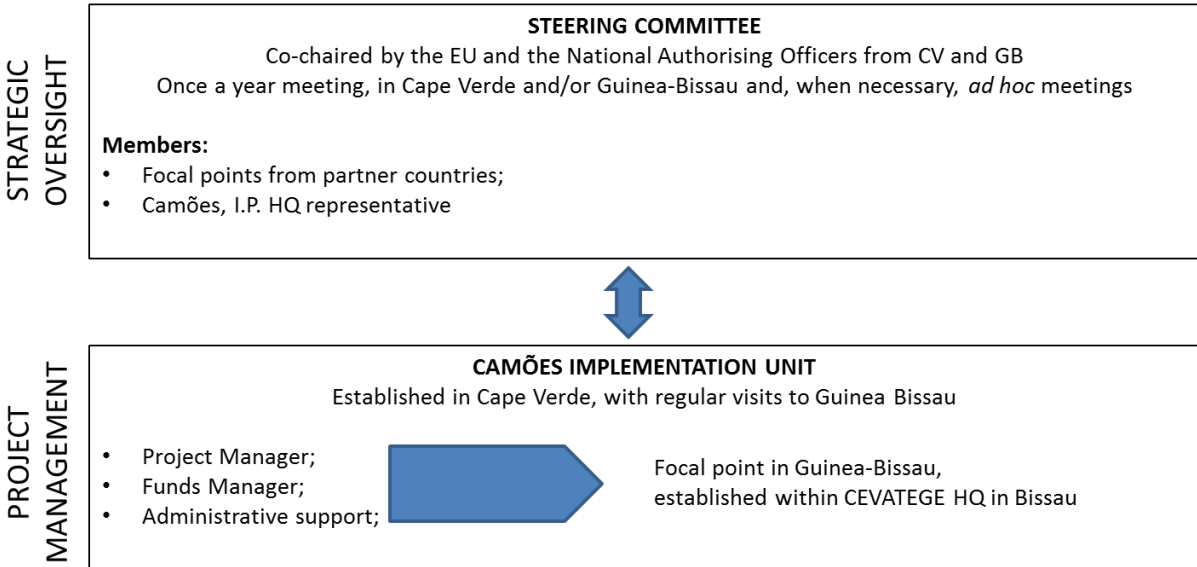
**Camões, I.P. Implementation Unit**

CIU will establish a project office in Praia to accommodate a Project Manager, a Fund Manager and a small secretariat. This office could be anchored in one of Cape-Verde’s stakeholder institution facilities or rented out in the capital city (to be defined with partner authorities). The CIU will extend to a focal point in Guinea-Bissau, established within CEVATEGE HQ in Bissau, for the implementation of the respective activities, which will also count on CIU’s frequent visits.

The primary task of CIU will be the everyday monitoring of GESTDOC implementation, based on annual action plans approved by the Steering Committee. It will ensure activities are properly carried out, both in terms of content and form, as well as compliance with Camões, I.P. Pillar certified budgetary, financial and administrative rules. It will also guarantee the project’s flexibility through its ability to decide the cancellation, adaptation or amendment of certain planned activities and the creation of others, if necessary.

The CIU will further deal with the general coordination of activities, striving to ensure the coherence and effectiveness of the intervention’s logic and compliance with the EU’s Communication and visibility rules. It will provide for the permanent secretariat of SC and will be responsible for convening meetings, compiling all information and products (mission reports, activity participants, institutions, publications, etc.) produced as part of the project.

The Steering Committee may decide to invite other stakeholders if appropriate.



## **5.6. Performance monitoring**

The technical and financial monitoring of the implementation of this action is a continuous process and an integral part of the organisation's responsibilities. To this end, it must establish a permanent internal monitoring system, both technical and financial, for the action

## **5.7. Evaluation and audit**

### **5.7.1. Evaluation and audit by the European Commission**

The Commission may decide to undertake a final evaluation of this action and, if deemed relevant, a mid-term evaluation for one or more of its components. Evaluations will be carried out via independent consultants. The mid-term evaluation will be carried out for problem solving in the concerned components.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

### **5.7.2. Evaluation and audit by the organisation**

According to its own procedures, Camões, I.P. will carry out specific audits. It will allow the EU to receive information on the compliance of the management of the EU funds, to be assured that the project is actually and correctly executed, in addition to ensuring the reliability of the financial data.

## **5.8. Communication and visibility**

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. In addition, specific channels of communication will be used to increase the visibility of activities funded by the EU under the EUTF (e.g. Akvo RSR platform and EUTF website).

This action shall contain communication and visibility measures, including monitoring measures, which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.4 above.



In terms of legal obligations on communication and visibility, including monitoring, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in the contract.

The communication and visibility plan of the action and the appropriate contractual obligations will be established on the basis of communication and visibility guidelines for external actions of the European Union and on the basis of any other instruction from the European Commission.

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission reserves the right to publish the results, indicators and targets of the project.

## ANNEX I.1. LOGFRAME MATRIX OF THE PROJECT

The logframe matrix is indicative and will be reviewed and detailed during the inception phase. In any case, it should evolve during the project lifetime: new lines can be added for listing new activities as well as new columns for intermediary targets (milestones) when it is relevant and values will be regularly updated.

	<b>Results chain</b>	<b>Indicators</b>	<b>Baseline (2018)</b>	<b>Targets (case by case, express the target year)</b>	<b>Sources and means of verification</b>	<b>Assumptions</b>
<b>Overall objective: Impact</b>	G.O: Increase security levels and migration management capabilities in Cape Verde and Guinea Bissau, contributing to Human Rights and the fight against human trafficking, at regional level	Improved public perception on security levels and migration management capabilities	To be established at Inception Phase	Improvement in 20%	Opinion surveys	
		Number of fraud of ID and travel documents and of identity theft occurrences reported	To be established at Inception Phase	Up to 30% reduction one year after the closure of the project	Statistics and reports from police and border control authorities	
<b>Specific objective(s): Outcome(s)</b>	S.O: Upgrade and strengthen civil document issuance and lifecycle management system with increased security levels and law enforcement capabilities including on border management and migration-related issues	Number of governmental institutions in Cape Verde and Guinea Bissau benefitting from capacity-building or operational support on security and identity chains		15 institutions (CV: CSNG, PN, NOSI, DGRNI, SNIAC e INCV; GB: CEVATEGE, DGICRN and 7 Regional Civil Registry Offices	Training sessions report and final evaluation report	

		Number of government institutions that adopted internal procedures and protocols on civil documents issuance and lifecycle management system		15 institutions (CV: CSNG, PN, NOSI, DGRNI, SNIAC e INCV; GB: CEVATEGE, DGICRN and 7 Regional Civil Registry Offices	Statistics and project reports on the number of government institutions involved in the development and implementation of the action	
		Number of ID and travel documents apprehended cases reported to the judicial authorities	To be established at Inception Phase	At least 50% of cases of apprehended ID and travel documents are handed over to the judicial authorities	Statistics and reports from police and border control authorities	
<b>Outputs</b>	R.1: Secure identity chains, including the issuing of civil identification and travel documents are strengthened	% of automated and integrated identification chain processes in Cape Verde	To be established at Inception Phase	50%	Statistics and project reports	
		Number of regions where the integrated civil registry system is implemented in Guinea-Bissau	2 regions (Bissau and Bafata)	7 regions (beyond Bissau and Bafata)	Project reports	On-going National Pilot Project (in Bissau and Bafata) under PASP PALOP-TL is fully implemented
		% of staff from government institutions and public service providers benefitting from capacity building	To be established during the Inception Phase	75%	Training sessions report and final evaluation report	

		for strengthening services delivery (disaggregated by sex and institution)				
	R.2: Border security control is improved	% of staff from relevant institutions trained/certified on legal and operational subjects for registration and civil identification services (disaggregated by sex)	To be established at Inception Phase	75%	Training sessions report and final evaluation report	
		Number of tests for the use of kiosks (fixed and portable) for the automatic collection of biographical and biometric elements of citizens		Cabo Verde: 5 Guinea Bissau: 2	Statistics and project reports on the number of tests completed with success at border stations training sessions	
	R.3: Inter-regional and regional cooperation are promoted	Number of countries consulted on creation of EU-Africa Observatory for Civil Registration, Identity and Travel Document				

		Number of agreements/Letters of Interest on the viability of the EU-Africa Observatory for Civil Registration, Identity and Travel Document				
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**Definitions:**

“Impact” means the primary and secondary, long term effects produced by the Action.

“Outcome” means the likely or achieved short-term and medium-term effects of an Action’s outputs.

“Output” means the products, capital goods and services which result from an Action’s activities.

“Indicator” is the quantitative and/or qualitative factor or variable that provides a simple and reliable means to measure the achievement of the Results of an Action.

“Baseline” means the starting point or current value of the indicators.

“Target” (or results Goal) means the quantitatively or qualitatively measurable level of expected output, outcome or impact of an Action.

A “logical framework matrix” (or “logframe matrix”) is a matrix in which results, assumptions, indicators, targets, baselines, and sources of verification related to an action are presented.

The intervention logic tells how, in a given context, the activities will lead to the outputs, the outputs to the outcome(s) and the outcome(s) to the expected impact. The most significant assumptions developed in this thinking process are to be included in the logframe matrix.