

2008 Project Fiche Kosovo – IPA centralised programmes

1. Basic information

- 1.1 CRIS Number:** 2008/.....
- 1.2 Title:** Technical assistance to the Statistical Office of Kosovo for the preparation of a population census
- 1.3 ELARG Statistical code:** 03 .18
- 1.4 Location:** Kosovo

Implementing arrangements:

1.5 Contracting Authority (EC):

European Commission Liaison Office to Kosovo (ECLO)

1.6 Implementing Agency:

European Commission Liaison Office to Kosovo (ECLO)

1.7 Beneficiary (including details of project manager):

Project activity	Beneficiary (institutions, target group etc)	Contact point responsible for project coordination
Technical assistance to the Statistical Office of Kosovo for the preparation of a population census	Statistical Office of Kosovo (SOK) and the relevant partners in the Kosovo Statistical System	Mr Avni Kastrati, Chief Executive Officer of SOK Statistical Office of Kosovo Rr Zenel Salihu nr 4 Prishtinë, 10000 Kosovë tel + 381 38 235 111 fax + 381 38 235 033 http://www.ks-gov.net/esk/

Financing:

1.8 Overall cost (VAT excluded)¹: €1.5 million

1.9 EU contribution: €1.5 million²

1.10 Final date for contracting: Three years from the final date of the conclusion of the Financing Agreement

1.11 Final date for execution of contracts: Two years from the final date for contracting

¹ The total cost of the project should be net of VAT and/or other taxes. Should this not be the case, the amount of VAT and the reasons why it should be considered eligible should be clearly indicated (see Section 7.6)

² Additional funding from the Kosovo Consolidated Budget (KCB) would have to be made available to meet all the necessary requirements for the census implementation.

1.12 Final date for disbursements: One year from the final date for execution of contracts

2. Overall Objective and Project Purpose

2.1 Overall Objective:

The overall objective of the project is to contribute to the strengthening of the Kosovo statistical system with the implementation of a Population and Housing Census that will be used as a basis for decision-making by public authorities and private agents, as well as a fundamental infrastructure for the statistical system.

2.2 Project Purpose:

The project purpose is to increase the capacity of SOK to prepare, carry out and disseminate the results of the Population and Housing Census following international standards and requirements.

2.3 Link with AP / NPAA / EP / SAA:

The proposed EP from November 2007 sets key short and medium term priorities regarding the development of a sustainable statistical system and the production of reliable official statistics. To conduct a population census is mentioned specifically.

Furthermore the need for reliable and EU harmonised official statistics, including a population census, to monitor the reforms in many sectors are covered by inter alia the EC communication 'A European Future for Kosovo' and the Athisaari status settlement proposal.

2.4 Link with MIPD:

The MIPD 2007-2009 identifies statistics as a priority area to be developed for Kosovo to meet with European standards. The conduct of a population census and thereafter production of demographic statistics to be used in the reforms as well as the development of national accounts are specifically mentioned.

2.5 Link with National Development Plan:

The MTEF mentions the census as a suggested area for donor assistance.

2.6 Link with national / sectoral investment plans (where applicable):

The MTEF mentions the census as a suggested area for donor assistance.

Law on the Kosovo Population and Housing Census (Law 2004/53)

3. Description of project

3.1 Background and justification:

Official statistics is a tool for national and international policy makers, businesses and society at large when making decisions and measuring their effect and is consequently an essential basis for the development of democratic and market oriented societies.

At EU level the statistical legislation defines the basic conditions, procedures and general provisions governing official statistics, as well as the division of responsibilities between national and Community statistical authorities. Confidence in official statistics depends to a

large extent on respect for the widely accepted guidelines laid down in the European Statistics Code of Practice and in the United Nations Fundamental Principles for Official Statistics.

Official statistics plays a dual role in the Stabilisation and Association process and in the EU accession process. First, an individual chapter of the *acquis* defines the harmonisation of statistics with EU standards and rules and has to be implemented in the pre-accession period. Second, official statistics serves other policy areas by providing the information from which policies can be developed, changes monitored and impacts assessed.

To build up a sustainable statistical system following EU and international standards is a demanding and lengthy process. Kosovo is at a very early stage of this process, and numerous and major issues remain to be addressed. This project aims to further strengthening the institutional capacity of the statistical office both in terms of the organisation itself and the statistics produced. The framework within which the statistical office is operating must be strengthened. Better routines will be put in place to utilise the resources available more efficiently as well as to ensure higher quality of the statistics produced. Particular attention is envisaged to further develop key priority statistics for the Stabilisation and Association process such as macro-economic and business statistics.

The lack of a population census is a major weakness of the statistical system in Kosovo. The majority of the population did not take part in a census carried out by the Serbian authorities in 1991. Thus, the last reliable census is the one that was carried out in 1981, but the changes in the demography and geographic distribution of the population (due to the conflict, internal displacements and migration) do not allow considering it informative.

In December 2004, the SRSG approved the Law on the Kosovo Population and Housing Census (Law 2004/53), which sets up the institutional framework for this operation. This was later amended by an administrative decision to fulfil international requirements. The law covers setting up a Central Census Commission that supervises the entire operation, as well as Municipality Census Commissions at the local level; the Law assigns to the Kosovo Assembly the role of approving the census date and the budget, and to SOK the responsibility of proposing the Census project and the detailed budget, and implementing the Census.

End 2005, a technical assistance project was initiated to assist with the preparations. In March 2006, an International Monitoring Operation was established to monitor the preparations in order to ensure that international standards and requirements are followed with the aim to make the entire population of Kosovo participate in the enumeration and to have widely recognised results. A large-scale pilot census was conducted in October/November 2007 that shows that the preparations are rather advanced. A major critical issue is that the participation of the minorities is not ensured. It was concluded thereafter that minimum 9 months are needed to carry out the final preparations.

According to the Athisaari status settlement proposal a census date shall be set one year after the proposal enters into force.

3.2 Assessment of project impact, catalytic effect, sustainability and cross border impact (where applicable):

The project is expected to improve the capacity at the Statistical Office of Kosovo (SOK) sufficiently for a population census operation to be carried out successfully.

To obtain detailed information about the population will provide SOK with a strong tool when producing statistics. More and better of statistics in Kosovo could then be produced, which will enable the authorities to better monitor activities in various sectors and to make more informed policy decisions.

Having good quality statistics plays a key role in the development of appropriate policies by the Government, and is also relevant to other stakeholders such as businesses, NGOs, academia etc. Furthermore the increased scope and quality of statistics is of crucial importance for the European Union, as it will provide adequate statistical information to evaluate the progress in various areas and chapters. Additional statistical indicators will help to identify areas for future assistance.

The project is designed to match other past, ongoing and planned projects with the aim to ensure both sustainability and economies of scale.

3.3 Results and measurable indicators:

As a final result, Kosovo should have implemented a Population and Housing Census and disseminated the results in order to satisfy the information needs of the Statistical Office of Kosovo, the Kosovo authorities and the international community, as well as the general public, and which fully respect EU and international standards.

The indicators include:

- Sound methodological and operational planning documents including maps for the preparation of the Population and Housing Census prepared in due time and in full cooperation with SOK.
- A comprehensive and timely communication campaign conducted in full cooperation with SOK.
- The capacity of the staff of SOK to analyse and disseminate the Census results is strengthened so that the final results of Census are timely and correctly published.
- The capacity of the staff of SOK to provide continuous response to users; both internal and external, of Census data and results is increased in a demonstrable way.

The funds to cover the implementation of the census need to be disbursed by the Kosovo Authorities. All activities will have a strong emphasis on building the capacities through the Know-How transfer of knowledge.

As a final result of the Kosovo will have implemented the population census, the economic, agriculture and social census which will be in line with SOK standard and international standards.

3.4 Activities:

The project aims to support SOK in finalising the preparation of the Population and Housing Census by the provision of technical assistance through international and local experts as well as study visits. In other words, as a result of the project SOK will acquire the competence and professional skills required to carry out its mandate in line with the Law on the Kosovo Population and Housing Census (Law 2004/53). A fully functioning Census Department should take the lead.

The project intends to contribute to the different phases of the preparation, implementation and dissemination of the census, supporting SOK staff in the methodological and operational work.

The principal activities will include providing technical assistance:

- To finalise the census documents and tools. This includes testing these although a large scale pilot census will unlikely be necessary. It also includes updating the maps and the enumeration areas. It should be noted that the reform on Municipalities is in place before the census will play a major impact on this work.
- To ensure sufficient funds for the census activities and to assist in the purchasing of equipment and services as well as the hiring of staff.
- To carry out a communication campaign and other liaising activities to ensure full participation and confidence in the census.
- To carry out the training of census staff before the enumeration.
- To ensure a full census organisation being in place and supervise the enumeration work.
- To design and carry out the post-enumeration survey.
- To treat and store the data in an appropriate manner. Special attention should be paid to link the work with the CARDS 2005 project on statistics that covers preparing for the use and maintenance of the census results within SOK.
- To analyse the data and to disseminate the results.
- To document the entire census operation.
- To liaise with the International Monitoring Operation.
- To transfer knowledge of EU and international standards by short-term and medium-term experts, seminars, workshops and trainings, study visits, on the areas covered in this project and ad hoc assistance. *Note that for the activities abroad special care must be taken in coordinating with other ongoing assistance projects.*

The funds to cover the implementation of the census will have to be allocated by the Kosovo authorities.

All the activities shall be implemented with a strong orientation to capacity building and transfer of know-how.

Project Management and Administration

A team leader will be responsible for the overall management, representation (coordination with the EU and other international bodies), and reporting. The coordination of activity development in the different components of the project is important. The team leader is responsible for appropriate management of resources. The team leader should stay in Kosovo during the implementation of the project. Next to a team leader, expertise will be engaged to carry out short- and medium-term consultations in key areas of the project, including quality development, business statistics and economic statistics. Some of these experts will address the cross-cutting issues (see below).

The contracting arrangements are expected to be:

- One service contract to be concluded through an international restricted tender procedure;
- Contract duration of 30 months;
- Implementation of technical assistance project is to start one month after contract is signed; earliest date for implementation start is May 2009;
- Contract value of the technical assistance is €1.5 million.

3.5 Conditionality and sequencing:

The project includes the following preconditions:

1. Endorsement by all key stakeholders of the Terms of Reference and specifications. This also includes deciding on definitive actions by the PISG to provide resources for the implementation and follow up of the project.
2. Appointment of counterparts by the beneficiary before the launch of the tender process.
3. Allocation of working space and facilities by the beneficiary for the technical assistance before the launch of the tender process.
4. Participation of the beneficiary in the tender process in accordance with EU regulations.
5. Selection and appointment of members of working groups, steering and coordination committees, seminars by the beneficiary in accordance with the Terms of Reference and work plan of the project.
6. Designation of relevant staff by the beneficiary to participate in training activities as per work plan.
7. International standards and requirements for population census and production of official statistics have to be respected to ensure widely recognised results.

If preconditions are not met, suspension or cancellation of the project will be considered.

3.6 Linked activities:

Many donors are involved in statistical cooperation in Kosovo. In addition to the European Union the main donors are SIDA/Statistics Sweden and IMF. The implementation of the projects ought to be coordinated in order to maximise the absorption capacity of the beneficiary and the results. The projects cover various areas of statistics like agriculture, social and economic statistics. Below is a list of projects that are directly and closely linked to the census operation.

EC project: Kosovo CARDS 2005 programme – Further support to the Statistical Office of Kosovo

The EU is currently providing support to SOK through a project managed by the European Agency for Reconstruction (EAR). The project started in February 2007 and has a duration of 2 years. This project constitutes of six components with the aim to improve the institutional capacity, to continue developing the national accounts and improving the sources therefore and to ensure that SOK builds up knowledge on the use of the results of the planned population census in the production of other statistics and establishes systems for the

maintenance of the census results to ensure that the sampling frame remains of good quality between the censuses normally conducted every decade.

EC project: Kosovo CARDS 2005 programme – Statistical System and preparation for census

The EU provided support to SOK through a project managed by the European Agency for Reconstruction (EAR), with the specific objectives to increase the capacity of SOK to carry out and disseminate the results of the planned population census. The project started end 2005 and ended May 2008.

Under the same programme there is a joint project with Council of Europe on the monitoring of the census preparations and later conduct. The objective is to ensure that international standards are being followed and that the results will be widely accepted. The current contract runs till May 2009.

Joint EC and Council of Europe project: International Monitoring Operation

An International Monitoring Operation (IMO) is in place since March 2006 in order to ensure that international standards are followed and that the minorities are participating. The mandate has been given to the Commission and the Council of Europe by UNMIK on behalf of the PISG. The IMO consists of a Management Group with the EC, Council of Europe, UNECE and UNSD as members. Further the IMO has a Steering Committee consisting of six independent international experts that follow the preparations closely. During the field phase a number of observers will be hired.

EC project: IPA 2007 regional programme

The IPA 2007 regional programme should start early autumn 2008 and have a duration of 20 months. It consists of two major parts:

- One part of the regional programme will cover a large variety of technical assistance, such as participation in Eurostat Working Group meetings, training courses, study visits and short term consultancies.
- one part of the regional programme will consist of pilot projects covering a combination of data collection and methodological development for external trade statistics, price statistics (purchasing power parities and harmonised index for consumer prices), national accounts, agricultural statistics and population census as well as data transmission.

UNFPA

UNFPA has provided initial technical assistance for the preparation of the Census project during autumn 2004 through a consultant. The results of this mission have been reflected in the SOK project for the population and housing census, which is mainly based on the consultant's report.

DIFD

DIFD is currently assisting SOK in improving the sample frame for household surveys. This is an interim solution until the results of the planned population census are available.

KCB

The 2008 Kosovo Consolidated Budget has allocated €2,7 million for the implementation of the Census.

3.7 Lessons learned:

The Statistical Office of Kosovo has benefited from EC assistance since 2002, and this assistance has had some positive effects. Without the appropriate resources and framework, it is a great challenge to make substantial progress in the development of a sustainable statistical system. As the Housing and Population Census has high political priority the situation is here better than the overall situation at SOK, but the lessons learned are still valid for the census preparations too. Key issues that in particular need to be addressed are in the following areas:

- *Statistical infrastructure and legal framework:* The infrastructure is being built up with the elaboration of a Master Plan and closing of agreements on cooperation with stakeholders. A new law on statistics is being drafted. Delays in the implementation and limited enforcement capacity are inhibiting progress though.
- *Staffing and funding:* Project implementation is often hampered by insufficient skilled staff and resources allocated to the statistical office and its partners. Finalised projects often have a lower positive impact than anticipated also due to insufficient human and financial resources being allocated to follow up the activities started under the assistance projects. Furthermore, the frequent changes of the top management and the limited professional independence of the statistical office make implementation and sustainability of projects difficult due to frequent changes of priorities.

4. Indicative Budget (amounts in million €million)

			SOURCES OF FUNDING									
			TOTAL EXP.RE	IPA COMMUNITY CONTRIBUTION		NATIONAL CONTRIBUTION					PRIVATE CONTRIBUTION	
IB (1)	INV (1)	EUR (a)=(b)+(c)+(d)	EUR (b)	% (2)	Total EUR (c)=(x)+(y)+(z)	% (2)	Central EUR (x)	Regional/Local EUR (y)	IFIs EUR (z)	EUR (d)	% (2)	
Activity 1	X	1.5	1.5	100								
Contract 1		1.5	1.5	100								
TOTAL IB		1.5	1.5	100								
TOTAL INV												
TOTAL PROJECT		1.5	1.5	100								

Note: (1) In the Activity row "X" is used to identify whether IB or INV; 2) Expressed in % of the **Total** Expenditure (column (a))

5. Indicative Implementation Schedule (periods broken down per quarter)

Contracts	Start of Tendering	Signature of contract	Project Completion
Contract 1	1 st quarter of 2009	2 nd quarter of 2009	4 th quarter of 2011

Before the start of tendering, there has to be a good indication on when the date of the census will be. The date of the census has to be agreed with EULEX according to the Athisaari status settlement proposal.

6. Cross cutting issues (where applicable)

6.1 Equal Opportunity and Minorities

In the implementation of the project the principal of equal opportunity will apply as regards hiring of experts, local staff and any sub-contractor required. In the choice of staff participating in the project equal opportunity requirements will be respected.

In terms of statistics produced, results shall be disaggregated by gender and age where applicable. This should further equal opportunities because reliable statistics can provide a platform for future decision making on this key issue.

Other aspects of equal opportunity like ethnic group, religion and disability are very sensitive issues and statistics on these groups must be treated with special care – or even not be made. There exist some international guidelines and best practices on this issue. The project will treat the aspects of equal opportunity when covering the relevant areas of statistics.

6.2 Environment

During the project implementation the environmental aspects will be kept in mind to keep the negative impacts on the environment low.

In terms of environmental statistics, these provide policy makers with information that enables them to make informed decisions. This project does not cover the development of environmental statistics, but the capacity building at the statistical office should also be of benefit to the production of these.

ANNEXES

- 1- Log frame in Standard Format
- 2- Amounts contracted and Disbursed per Quarter over the full duration of Programme
- 3- Description of Institutional Framework

ANNEX 1: Logical framework matrix in standard format

LOGFRAME PLANNING MATRIX FOR Project Fiche		Programme name and number	IPA 2008
Technical assistance to the Statistical Office of Kosovo for the preparation of a population census		Contracting period: (see section 1.10)	Disbursement period : (see section 1.12)
		Total budget : €1,5m IPA budget: €1,5m	
Overall objective	Objectively verifiable indicators	Sources of Verification	
Contribute to the strengthening of the Kosovo statistical system	Quality of Kosovo statistics	Eurostat reports EC Regular Reports STM conclusions IPA evaluation reports	
Project purpose	Objectively verifiable indicators	Sources of Verification	Assumptions
Enable the SOK to carry out the housing and population census	Ability of SOK to carry out housing and population census	Eurostat reports EC Regular Reports STM conclusions IPA evaluation reports	Ownership of SOK Absorption capacity of SOK Census remains political priority for government
Results	Objectively verifiable indicators	Sources of Verification	Assumptions
Census documents and tools finalised	Updated enumeration maps available	Updated enumeration maps	Adequate staffing of SOK
Public awareness campaign carried out	number of advertisements, media articles	Media articles, surveys	Adequate resources of SOK
Post-enumeration survey designed and carried out	results of survey available	Post-enumeration survey	Participation of minorities
Activities	Means	Costs	Assumptions
updating the maps and the enumeration areas purchase of equipment training of census staff design and carry out the post-enumeration survey treatment and storage of census related data analysis of data; disseminating of results	One Technical Assistance contract	€1,5 m	Adequate staffing and resources of SOK Ownership of process by beneficiary Adequate management capacities in SOK

Pre-conditions:

- Endorsement by all key stakeholders of the Terms of Reference and specifications. This also includes deciding on definitive actions by the government to provide resources for the implementation and follow up of the project including the allocation of working space and facilities by the beneficiary for the technical assistance before the launch of the tender process
- Appointment of counterparts by the beneficiary before the launch of the tender process and designation of relevant staff by the beneficiary to participate in training activities as per work plan. Selection and appointment of members of working groups, steering and coordination committees, seminars by the beneficiary in accordance with the Terms of Reference and work plan of the project.
- International standards and requirements for population census and production of official statistics have to be respected to ensure widely recognised results.

ANNEX II: amounts (in €million) Contracted and disbursed by quarter for the project

	2008	2009				2010				2011			
Contracted	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Contract 1			1,5										
Cumulated Total			1.5										
	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Disbursed													
Contract 1			0.3		0.2		0.2		0.2		0.2		0.4
Cumulated Total			0.3		0.5		0.7		0.9		1.1		1.5

ANNEX 3: Description of Institutional Framework

The Statistical Office of Kosovo (SOK) was set up as an independent institution in 1999 as an executive agency attached to the Ministry of Public Services (MPS). The SOK is regulated by UNMIK Regulation 2001/14 which entered into force 2 July 2001. This Regulation is currently being amended.

The Main Objective of the Office is statistical data collection, processing, analyzing and publishing. It also provides evaluations and surveys on demographic, social and economic phenomena in Kosovo society. For achievement of this objective, the Office use methodology, nomenclatures and classifications accepted by international statistical organizations, including EUROSTAT.

According to the 2007 EC Regular Report, the statistical system of Kosovo is at an early stage of development. The statistical infrastructure and the management capacity at the statistical office are weak. There are not enough qualified employees and the budget for carrying out the activities is insufficient. The operational and financial independence of the Statistical Office of Kosovo is not assured. The progress made is generally limited to the areas where assistance has been given, namely for agriculture statistics, macro-economic statistics, business statistics and population censuses.