1. Basic Information

1.1 CRIS Number: 2004/16762.03.01.
Twinning light: MT04-IB-JH-01

1.2 Title: Strengthening Malta’s capacity to issue visas

1.3 Sector: Justice & Home Affairs

1.4 Location: Malta

2. Objectives

2.1 Overall Objective(s):
Further compliance with the EU Acquis concerning visa policy.

2.2 Project purpose:
To develop and strengthen the current administrative and operational capacity in order to enhance Malta’s capacity to issue visas in compliance with the Common Consular Instructions for the Diplomatic Missions and Consular Posts (CCI).

2.3 Justification:
According to the European Commission’s Comprehensive Monitoring Report on Malta’s preparations for membership (November 2003) “further efforts are needed in relation to infrastructure, recruitment and training of staff, and installation of information technology for the consulates”. The report adds that “Malta also has to provide all diplomatic and consular missions with equipment to detect forged and falsified documents”.

3. Description

3.1 Background and justification:

The implementation of the Schengen Acquis is largely the responsibility of the Ministry of Justice and Home Affairs. In so far as the Ministry of Foreign Affairs and Investment Promotion is concerned, the main objective is to upgrade and strengthen the ability of Malta’s diplomatic and consular missions to be able to process Schengen visas.

Upon accession to the EU on 1 May 2004, Malta will have to accept the whole of the Schengen Acquis. However, internal borders with the ten new Member States will not be lifted on 1 May 2004 since such Acquis will have to be implemented in two stages. This is because, prior to the lifting of the internal borders, it will have to be ascertained that all necessary “compensatory measures” (namely in the field of visas, external border control, police and judicial cooperation) have been put in place. Moreover, the current Schengen Information System (SIS) needs to be developed (SIS II), so that it can be able to cope with the increased exchange of information flow resulting from twenty-five Member States and not fifteen.

Visas to enter Malta for Libyan nationals will be required as from 1 May 2004. Malta would then have fully aligned with the EU lists of third countries which are submitted to or exempted from the visa obligation. Such an imposition of visas, a consequence of the introduction of the visa obligation for several countries coupled with new practices to be followed in accordance with the Common Consular Instructions, has necessitated a substantial investment in infrastructure, security equipment, human resources, training, and information
The issue of visa for foreign nationals is part of the portfolio of services under the responsibility of the Ministry of Foreign Affairs and Investment Promotion in collaboration with the Immigration Police. In order to improve its current processes and also to comply with the Schengen Acquis, the Ministry of Foreign Affairs and Investment Promotion has commissioned Malta Information Technology and Training Services Ltd (MITTS) to develop a computerised visa system. The computerised system is set to provide fast and real-time information about the visa applicant at the embassy or consular mission; synchronise various databases both local and EU-related in order to provide more information to the embassy user; provide better utilisation of resources by reducing duplication of effort in human and computer resources, as well as facilitate communication. In terms of the findings of a scope study carried out in July 2003 the implementation of the visa system is to be divided into two phases: phase 1, which will computerise the visa system is to be in place by Malta’s date of accession to the European Union. Phase 2, catering for the consultation purposes according to the Schengen requirements, will be in place by the time Malta is ready to form part of the Schengen list of countries.

Several measures have already been taken, such as the procurement and distribution of anti-forgery detection equipment to all Malta’s diplomatic missions and consular posts; some training of consular officers in interviewing techniques and procedures; the setting up of a Central Visa Authority; the negotiation of bilateral consular co-operation agreements; the adoption of the uniform visa sticker and the visa application formats; and other Mission-specific measures. More, however, needs to be done to ascertain that a visa database is firmly established and is fully functional in all Malta’s diplomatic and consular representations.

This application for funding covers part of the financing required for achieving the necessary upgrading of capacity of Malta’s diplomatic and consular representations, in specific measures but which exclude infrastructural works. It will cover costs for a secure communications network between Malta’s missions and the Central Visa Unit; contract work to refurbish and upgrade facilities such as security screens, counters and enclosures; upgrade secure storage facilities for the EU uniform visa stickers; the training of consular officers; and the provision of computer servers and related software.

Based on the number of visitors to Malta from Third Countries and their location outside the Schengen border, the Ministry has identified five priority missions - Tripoli, Moscow, Beijing, Tunis and Cairo. The current facilities at the consular sections within these five missions need to be upgraded in order to comply with EU requirements in the field of visa issuance.

At present, there is a consulate section in each Mission but it has been decided to have a separate consulate in Tripoli while radically enhancing the capabilities of the consular sections in the other four priority Missions in Cairo, Moscow, Tunis and Beijing.

The contract to purchase a separate property for our Embassy in Tripoli is in the final stages of completion. However, in this regard it is important to point out that should the deed of purchase not materialise, the equipment being requested may easily be housed in the existing facility, without hindering the project in any way. With regard to the other four missions, all facilities to accommodate the equipment are currently available.

Through this project there are a number of actions to be targeted. These are listed in section 3.4 of this fiche. There is, of course, a degree of generality whereby, for example, the Twinning ‘light’ will be made available to the widest possible number of officers of the Ministry of Foreign Affairs and Investment Promotion, including of course, those earmarked to be posted at the five priority Missions.
3.2 Linked activities:

- Contract for €87,500 signed on 27th October 2003 between the Ministry of Foreign Affairs and Malta Information Technology and Training Services Ltd (MITTS) to develop an information system able to process visa applications both locally and internationally in a secure environment. This is to be financed by the Government of Malta.

- Visit in May 2003 by high officials of the Ministry of Foreign Affairs to Austria to study and assess Maltese requirements in the upgrading process of the capacity to issue visas. This visit was coupled with an on-site visit to the Austrian Consulate in Bratislava. Financed by the Government of Malta.

- Follow-up visit in July 2003 by high officials of the Malta Police and MITTS to establish the information technology requirements and interconnectivity network needs. Financed by the Government of Malta.

- Procurement of anti-forgery detection equipment and necessary training on the detection of falsified documents to consular officers stationed or to be stationed in Maltese representations overseas. This was financed through pre-accession project MT-01-03 ‘Capacity building in the fields of Asylum and Borders’ Management’.

- Workshop on the use of the Common Consular Instructions and Schengen Visas for consular officers stationed or to be stationed in Maltese representations overseas. The workshop was conducted by Austrian experts at the invitation of the United Kingdom under the Twinning Covenant between Malta and the United Kingdom (MT2001/IB/JH-01). We wish to point out that Spain, as a junior partner, also formed part of this Twinning Covenant, in order to bring in the Schengen perspective.

- Commissioning of a Scope Study defining the IT requirements for Malta’s diplomatic and consular representation. The study, which was carried out by MITTS, was completed and presented in July 2003.

3.3 Results:

The project will achieve the following results:

Consular officers trained in the procedures of visa issuance;

A secure working environment in the five priority consular representations overseas to cope with the influx of visa applicants and to deal with visa matters without fears of harassment or duress;

Support for an efficient communications interconnectivity network and the necessary IT back-up facilities for Maltese diplomatic and consular representations overseas;

The proper capacity in terms of trained staff, IT facilities and secure visa systems to monitor and control the visa registers in each Maltese diplomatic and consular representation;

The ability of the Ministry of Foreign Affairs and Investment Promotion to take on the responsibility for the security storage (i.e. safes) of all Mission stock-holds of EU uniform visas, in Malta’s diplomatic missions and consular posts in Tripoli, Moscow, Beijing, Tunis and Cairo.

Ministry of Foreign Affairs and Investment Promotion, conjointly with the Ministry of Justice and Home Affairs able to perform the tasks and functions of the Central Visa Unit.
3.4 Activities:

These results will be achieved through the implementation of the following activities:

3.4.1 Institution Building

Twinning ‘light’

A Twinning ‘light’ agreement with a counterpart organisation in an EU Member State is envisaged. This Twinning ‘light’ will include a total of nine short-term experts coming to Malta to deliver seminars and to share their expertise with their Maltese colleagues. Each short-term expert will be required for fifteen working days.

The experts will be required to deliver:

1. Training in false and falsified document detection to operate the relevant equipment according to EU Schengen recommendations and procedures – for consular staff and visa officers;
2. Training in operating IT systems, with respect to visa issuance and the creation of databases;
3. Training of trainer-trainers for visa matters and document security.

Breakdown of Costs:

<table>
<thead>
<tr>
<th></th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Daily fee</td>
<td>€27,000</td>
</tr>
<tr>
<td>150% flat rate compensation</td>
<td>€40,500</td>
</tr>
<tr>
<td>Per Diem allowance</td>
<td>€26,460</td>
</tr>
<tr>
<td>Flights</td>
<td>€4,500</td>
</tr>
<tr>
<td><strong>TOTAL:</strong></td>
<td><strong>€98,460</strong></td>
</tr>
</tbody>
</table>

In addition up to eight Maltese officials will participate in 15-day study visits to European consulates outside the Schengen area, in order to gain first hand experience.

The cost of flights of these Maltese officials will be financed out of Malta funds, but a provision of €23,880 is being requested under the Twinning ‘light’ component to cover the per diem allowances.

Breakdown of Costs:

| Per Diem allowance | €23,880 |

**TOTAL INDICATIVE COST OF TWINNING ‘LIGHT’** €122,340 (rounded up to 122,350)

3.4.2 Investment

Procurement of the following specialised IT hardware:

- An IT server capable of managing the flow of data and acting as a main database for the Government of Malta with respect to visa control;

Procurement of the following security systems:

* It is to be noted that this figure is indicative, and is being indicated for budgetary purposes only, since the Member State is yet to be selected.
- Installation of security screens, counters and enclosures with security pass-through equipment and speech enhancement systems in Malta’s diplomatic missions and consular posts in Tripoli, Moscow, Beijing, Tunis and Cairo;

- Storage facilities for storing the EU uniform visa stickers and documentation in Malta’s diplomatic missions and consular posts in Tripoli, Moscow, Beijing, Tunis and Cairo; and

- CCTV security equipment, to be made available in tranches, depending on progress of the infrastructural development of each of Malta’s diplomatic missions and consular posts in Tripoli, Moscow, Beijing, Tunis and Cairo.

TOTAL FOR 5 MISSIONS €253,000

3.5 Lessons learned

The Ministry of Foreign Affairs and Investment Promotion has never received any EU or bilateral financial assistance to implement projects. There are no comparable national projects.

4 Institutional Framework

The five missions which have been identified for purposes of this project, namely Tunis, Cairo, Tripoli, Moscow and Beijing are not only identified, but are currently fully operational. Each of the five missions includes a fully functional consular section. Two staff members man the consular sections within our Missions in Tripoli, Cairo and Beijing, while one staff member mans those within our Missions in Moscow and Tunis.

The Schengen Unit, within the Consular, Protocol & Information Directorate at the Ministry of Foreign Affairs and Investment Promotion, is responsible for the administrative and operational implementation of that part of the Schengen Acquis, which devolves under the Ministry of Foreign Affairs. This Unit will be responsible for this project. The Consular, Protocol and Information Directorate is composed of a Director, Consular, Protocol and Information Matters; Head of Protocol; a Protocol Section, a Consular Affairs Section, as well as a Schengen Unit. The Protocol Section consists of four Protocol Officers. The Consular Affairs Section consists of two Diplomats while the Schengen Unit is made up of the Head of Unit and a Diplomat. The results of the project will not lead to any change in the institutional framework described above.

The beneficiary institution for this Twinning project is the Ministry of Foreign Affairs and Investment Promotion, whose personnel are posted at Malta’s Diplomatic and Consular Representations.

5 Detailed Budget

<table>
<thead>
<tr>
<th>TRANSITION FACILITY SUPPORT</th>
<th></th>
<th></th>
<th>TOTAL TF (=I+IB)</th>
<th>National Cofinancing</th>
<th>TOTAL €</th>
</tr>
</thead>
<tbody>
<tr>
<td>Investment Support</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Institution Building</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<p>| TOTAL FOR 5 MISSIONS | €253,000 |</p>
<table>
<thead>
<tr>
<th></th>
<th>-</th>
<th>122,000</th>
<th>122,000</th>
<th>-</th>
<th>122,000</th>
</tr>
</thead>
<tbody>
<tr>
<td>Supply tender</td>
<td>182,000</td>
<td>-</td>
<td>182,000</td>
<td>71,000</td>
<td>253,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>182,000</td>
<td><strong>122,000</strong></td>
<td><strong>304,000</strong></td>
<td>71,000</td>
<td><strong>375,000</strong></td>
</tr>
</tbody>
</table>

The amounts for co-financing indicated in the table correspond to cash co-financing. In addition, in-kind contributions from the Maltese administration for a good implementation of the Twinning 'light' may be developed in the terms of reference.

The cost of air tickets of Maltese officials participating in study visits will be paid for out of the Travel vote of the beneficiary.

The beneficiary and the NAO will monitor the co-financing expenses. For the earmarked co-finance, a clear and verifiable set of costs will be provided. The beneficiary will define which budget lines are the source for co-finance.

The beneficiary together with the NAO commits to sound financial management and control.

For the Investment component, co-financing will be joint.

### 6 Implementation Arrangements

#### 6.1 Implementing Agency

Ministry of Foreign Affairs and Investment Promotion  
Consular, Protocol & Information Directorate  
Palazzo Parisio  
Merchants Street  
Valletta CMR 02  
Malta

Project leader:

Mr Carmel Inguanez, Director  
Tel: +356 21231734  
Fax: +356 21240083  
email: carmel.inguanez@gov.mt

Contracting Authority:

Department of Contracts,  
Notre Dame Ravelin  
Floriana CMR 02  
Malta

Contact:  
Mr Dennis Attard, Assistant Director  
Tel: +356 21 247682  
Fax: +356 21247681  
Email: dennis.attard@gov.mt

#### 6.2 Twinning

Counterpart for Twinning ‘light’:
6.3 Non-standard aspects

Not Applicable

6.4 Contracts

- Twinning ‘light’ - € 122,000

- One supply tender for the following: IT server at the Ministry of Foreign Affairs and Investment Promotion to manage the visa database; security screens, counters and enclosures, complete with bullet-proof glass, security pass-through equipment and speech enhancement systems; secure storage facilities (i.e. safes) for storing the EU uniform visa stickers and documentation; and CCTV security equipment – € 253,000

7 Implementation Schedule

7.1 Start of tendering/call for proposals – October 2004

7.2 Start of project activity – June 2005

7.3 Project completion – June 2006

8 Sustainability

The Ministry undertakes to request funds each year in the national Budget to cover the maintenance costs and updates where necessary.

9 Conditionality and sequencing

A further evaluation of the necessary budget (up to the maximum foreseen in the fiche) for the Investment component will be carried out on the basis of the results of a feasibility study when they are available. Contract 3 is conditional upon the results of the feasibility study.

Annexes to project Fiche

Logical framework matrix
Detailed implementation chart
Contracting and disbursement schedule
## LOGFRAME PLANNING MATRIX FOR

### Project

**STRENGTHENING OF MALTA’S CAPACITY IN THE ISSUANCE OF VISAS**

<table>
<thead>
<tr>
<th>Programme name and number</th>
<th>Contracting period expires</th>
<th>Disbursement period expires</th>
<th>Total budget: € 375,000</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>15/12/2006</td>
<td>15/12/2007</td>
<td>TF budget: €304,000</td>
</tr>
</tbody>
</table>

### Overall objective

Further compliance with the EU Acquis concerning visa policy

**Objectively verifiable indicators**

Smooth and efficient running of visa system incorporating Schengen rules and standards.

The same average number of visitors coming from third countries that before did not require a visa and as from 1 May 2004 will require a visa maintained. The number of visas issued in 2003 was 48,164.

**Sources of Verification**

Official Statistics

### Project purpose

To develop and strengthen the current administrative and operational capacity in order to enhance Malta’s capacity in the issuance of visas in compliance with the Common Consular Instructions for the Diplomatic Missions and Consular Posts (CCI)

**Objectively verifiable indicators**

Maltese Representations overseas have a secure work place environment which enables visa applicants to exert pressure or duress on Representation officials.

Strict and serious procedure in visa issuance, in accordance with the provisions laid down in the Schengen Acquis and the Common Consular Instructions.

Careful sifting of visa applications for a

**Sources of Verification**

Tender Documents

**Assumptions**

Schengen Acquis does not develop to the effect that other responsibilities to Member States are created Schengen Acquis does not develop to the effect that other requirements for visa applicants are created.
<table>
<thead>
<tr>
<th>Results</th>
<th>Objectively verifiable indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consular officers trained in the procedures of visa issuance;</td>
<td>Staff at the Maltese Representations overseas trained and fully cognisant of visa requirements and procedures.</td>
<td>Twinning Light Expert report.</td>
<td>Support from other relevant institutions</td>
</tr>
<tr>
<td>A secure working environment in the five priority consular representations overseas to cope with the influx of visa applicants and to deal with visa matters without fears of harassment or duress;</td>
<td>Equipped and secure Representations to deal with a large flow of visitors per year.</td>
<td>Malta’s diplomatic missions and consular posts in Tripoli, Moscow, Beijing, Tunis and Cairo.</td>
<td>Adequate complementary provision from Government budget</td>
</tr>
<tr>
<td>Support for an efficient communications interconnectivity network and the necessary IT back-up facilities for Maltese diplomatic and consular representations overseas;</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>The proper capacity in terms of trained staff, IT facilities and secure visa systems to monitor and control the visa registers in each Maltese diplomatic and consular representation;</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>The ability of the Ministry of Foreign Affairs and Investment Promotion to take on the responsibility for the security storage (i.e. safes) of all Mission stock-holds of EU uniform visas, in Malta’s diplomatic missions and consular posts in Tripoli, Moscow, Beijing, Tunis and Cairo.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ministry of Foreign Affairs and Investment Promotion, conjointly with the Ministry of Justice and Home Affairs able to perform the tasks and functions of the Central Visa Unit.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Activities</td>
<td>Means</td>
<td>Assumptions</td>
<td>Preconditions</td>
</tr>
<tr>
<td>----------------------------------------------</td>
<td>------------------------------</td>
<td>-------------</td>
<td>---------------</td>
</tr>
<tr>
<td>Short-term expert missions</td>
<td>Twinning ‘light’ contract</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Seminars</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Study visits</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Setting up secure consular offices at Maltese representations</td>
<td>Supply contract</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Annex 2

SUMMARY DETAILED TIME IMPLEMENTATION CHART FOR THE PROJECT

Title: STRENGTHENING MALTA’S CAPACITY IN THE ISSUANCE OF VISAS

<table>
<thead>
<tr>
<th>COMPONENT</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
</tr>
</thead>
<tbody>
<tr>
<td>All Components</td>
<td>D</td>
<td>D</td>
<td>D</td>
</tr>
</tbody>
</table>

D = Design
C = Contracting
I = Implementation
X = Closure
Annex 3

CUMULATIVE CONTRACTING AND DISBURSEMENT SCHEDULE

Title: Strengthening Malta’s capacity in the issuance of Visas

All figures in Euro

<table>
<thead>
<tr>
<th>Twinning ‘light’</th>
<th>01/06/2005</th>
<th>01/09/2005</th>
<th>01/12/2005</th>
<th>01/03/2006</th>
<th>01/06/2006</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>CONTRACTED</td>
<td>122,000</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>DISBURSED</td>
<td>97,600</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>122,000</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Supply component</th>
<th>01/06/2005</th>
<th>01/09/2005</th>
<th>01/12/2005</th>
<th>01/03/2006</th>
<th>01/06/2006</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>CONTRACTED</td>
<td>253,000</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>DISBURSED</td>
<td>151,800</td>
<td>227,700</td>
<td></td>
<td>253,000</td>
<td></td>
<td>253,000</td>
</tr>
</tbody>
</table>
Annex 4:

**Itemised list of equipment with indicative prices (per mission):**

<table>
<thead>
<tr>
<th>Equipment Description</th>
<th>Price (€)</th>
</tr>
</thead>
<tbody>
<tr>
<td>5 specialised computer systems (1 per visa counter)</td>
<td>1,200</td>
</tr>
<tr>
<td>2 specialised printers, used specifically for the printing</td>
<td>600</td>
</tr>
<tr>
<td>of VISA stickers</td>
<td></td>
</tr>
<tr>
<td>1 firewall</td>
<td>3,400</td>
</tr>
<tr>
<td>Security furniture</td>
<td>20,000</td>
</tr>
<tr>
<td>Security storage (safes)</td>
<td>10,000</td>
</tr>
<tr>
<td>Security equipment</td>
<td>10,000</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>50,600</strong></td>
</tr>
</tbody>
</table>

**TOTAL FOR 5 MISSIONS**                                    **253,000**