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ANNEX II

to the Commission Implementing Decision on the financing of the multiannual action plan in favour of El Salvador for 2022 and 2023 part I

ACTION DOCUMENT FOR STRENGTHENING THE DIGITAL CIVIL REGISTER SYSTEM OF EL SALVADOR

MULTIANNUAL
This document constitutes the multiannual work programme within the meaning of Article 110(2) of the Financial Regulation, within the meaning of Article 23 of the NDICI-Global Europe Regulation.

1 SYNOPSIS

1.1 Action Summary Table

1. Title CRIS/OPSYS business reference Basic Act	**Strengthening the Digital Civil Register System of El Salvador** OPSYS number: ACT-61510 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
2. Team Europe Initiative	No
3. Zone benefiting from the action	The action shall be carried out in El Salvador
4. Programming document	Multi_Annual Indicative Programme (MIP) for El Salvador 2021-2027
5. Link with relevant MIP(s) objectives / expected results	The proposed action intends to contribute mainly to Priority 1 of the MIP 2021 - 2027: Digital Transformation, and the following Specific Objectives and Expected Results: **Specific objective 1.** The Digital Agenda is executed in a participatory and inclusive manner together with the private sector, civil society, academia and other relevant stakeholders. **Specific objective 3**. Young women and men, including forcibly displaced people and migrants, benefit equally from e-services, access to entrepreneurship opportunities and skilled jobs offered by the digital economy. **Expected result 1**. Institutional, regulatory and operational capacity is built to ensure the participatory and inclusive implementation of the Digital Agenda 2030. However, the action also targets Priority Area 3, Good Governance and Human Development, since it is instrumental to be able to achieving the following Specific Objectives and Expected Results: **Specific objective 3.** Universal social protection coverage, including universal health coverage.

	Specific objective 4. Early childhood development guarantees that children under five enjoy health, education and psychosocial well-being.
	Expected result 6. Increased coverage of quality health care to children under five, with a view to ultimately contribute to health systems strengthening and universal health coverage.
	Expected result 7. Increase proportion of girls and boys aged 0 to 5 who receive adequate stimulation.

PRIORITY AREAS AND SECTOR INFORMATION

6. Priority Area(s), sectors	MIP Priority Areas 1: Digital Transformation • Public sector policy and administrative management; DAC 15110 • Information and communication technology (ICT); DAC 22040 and 3, Good Governance and Human Development • Human development: DAC 112 (Basic Education), DAC 16010 (Social Protection)
7. Sustainable Development Goals (SDGs)	Main SDG (1 only): SDG 9: Industry, innovation and infrastructure (9.c Significantly increase access to information and communications technology and strive to provide universal and affordable access to the Internet in least developed countries by 2020). Other significant SDGs (up to 9) and where appropriate, targets: SDG 3: Good health and well-being (3.8 Achieve universal health coverage, including financial risk protection, access to quality essential health-care services and access to safe, effective, quality and affordable essential medicines and vaccines for all). SDG 4: Quality education (4.2 By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education). SDG 16: Peace, justice and strong institutions (16.6 Develop effective, accountable and transparent institutions at all levels; 16.9 By 2030, provide legal identity for all, including birth registration - 16.9.1 Proportion of children under 5 years of age whose births have been registered with a civil authority, by age). SDG 17: Partnerships for the goals (17.8 Fully operationalize the technology bank and science, technology and innovation capacity-building mechanism for least developed countries by 2017 and enhance the use of enabling technology, in particular information and communications technology).
8 a) DAC code(s)	DAC 15110 - Public sector policy and administrative management – 60% DAC 22040 - Information and communication technology (ICT) – 35% DAC 112 (Basic Education), and DAC 16010 (Social Protection) – 5%
8 b) Main Delivery Channel	Donor government 11001

9. Targets	
	☐ Migration ☐ Climate ☒ Social inclusion and Human Development ☒Gender ☐ Biodiversity ☐ Education ☒Human Rights, Democracy and Governance

10. Markers (from DAC form)	General policy objective @	Not targeted	Significant objective	Principal objective
	Participation development/good governance	☐	☐	☒
	Aid to environment @	☒	☐	☐
	Gender equality and women's and girl's empowerment	☒	☐	☐
	Trade development	☒	☐	☐
	Reproductive, maternal, new-born and child health	☒	☐	☐
	Disaster Risk Reduction @	☒	☐	☐
	Inclusion of persons with Disabilities @	☒	☐	☐
	Nutrition @	☒	☐	☐
	RIO Convention markers	**Not targeted**	**Significant objective**	**Principal objective**
	Biological diversity @	☒	☐	☐
	Combat desertification @	☒	☐	☐
	Climate change mitigation @	☒	☐	☐
	Climate change adaptation @	☒	☐	☐

11. Internal markersand Tags:	Policy objectives	Not targeted	Significant objective	Principal objective
	Digitalisation @	☐	☐	☒

	YES	NO
digital connectivity	☒	☐
digital governance	☒	☐
digital entrepreneurship	☐	☒
digital skills/literacy	☒	☐
digital services	☒	☐

	Not targeted	Significant objective	Principal objective
Connectivity @	☐	☒	☐

	YES	NO
digital connectivity		
energy and transport	☒ ☐	☐ ☒
health	☐	☒
education and research	☐	☒

	Migration @ (methodology for tagging under development)	☒	☐	☐
	Reduction of Inequalities @ (methodology for marker and tagging under development)	☐	☒	☐
	Covid-19	☒	☐	☐

BUDGET INFORMATION

12. Amounts concerned	Budget line: 14.020140 Total estimated cost: EUR 5 000 000 Total amount of EU budget contribution EUR 5 000 000

MANAGEMENT AND IMPLEMENTATION

13. Type of financing	**Direct management** through: - Grants (twinning) - Procurement

1.1 Summary of the Action

The action consists of creating an ecosystem of human-centred digital government solutions for the management of personal data, the secure exchange of information between institutions that work around the Civil Register and the interoperability of national identity and civil register digital systems guaranteeing data protection. In particular, the focus will be on the REVFA[1] system (Vital and family status registration system).

The technological delay between institutions and offices that work in civil register services for vital and family events generates inefficiency in the provision of public services, generates transportation and travel costs and waste of time in repeated procedures. Public institutions do not have people's data updated, turning any administrative procedure more complicated. Likewise, there is no guarantee that children's rights are enforced, since there is not compulsory registry procedure in place.

The MIP strategic priority is fostering the green economic recovery, creating jobs and tackling inequalities, in particular the digital divide. The digital transformation is one of the strategic priorities for the President, and we have managed to position the UE at a strategic level.

The purpose is to support the Government and the municipalities in the fine-tuning of its digital civil registry system, its deployment at municipal level and, importantly, the completion and improvement of the associated legal and regulatory framework, following the EU's human-centred digital transformation model.

Through the combined deployment of highly specialized technical assistance and twinning support, providing software development, training, institutional capacity building and policy dialogue, the current priority given by the Government to creation of a developed civil register system will make it possible for the Action to deliver the Expected Results. In a context where political power is highly concentrated in the Presidential House, engaging with the Presidential House Innovation Secretariat in an effort explicitly requested by them provides a high degree of certainty about the political will to ensure the sustainability of the expected products and services. The Digital Identity is one of the national priorities and it is reasonable to assume that the development of the information system, institutional capacities and a constant flow of financial resources will be maintained so that the initiative be sustainable. In addition, provided that, as is to be expected, the EU's model is taken as a reference to improve

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[1] REVFA is the system of registration of facts and legal acts that implements the current legal framework and guarantees the quality of Salvadoran citizens' information.

and complete the regulatory framework, human rights, social inclusion and, in particular, a secure management of personal data will be engrained in the future sector regulation.

2 RATIONALE

2.1. Context

The COVID-19 pandemic has had a significant negative impact on people's lives and families' incomes, in a country where nearly 75 percent of the workforce works informally. In 2021, growth showed signs of recovery, supported by remittance-fuelled consumption and exports. El Salvador's economy is expected to grow 4 percent in 2022, but this could be hindered by the impact of the Russian-Ukrainian crisis, which is pushing inflation high. COVID-19 vaccination has been successful, achieving close to a 60% vaccination rate by late September 2021, among the highest in the region.

However, challenges, such as the need to advance reforms in search of fiscal sustainability, persist. The prospect of reaching an agreement with the IMF to obtain a US$ 1.3 billion extended fund facility (EFF) credit arrangement, which would cover budget shortfalls over the coming years is also increasingly unlikely.

The current uncertain macroeconomic perspectives and worsening results on PFM and fiscal transparency, have hampered the Delegation's options to continue engaging with the Government through Budget Support.

In March 2022, an exceptional surge in homicides led Congress to vote a state of emergency temporarily restricting constitutional guarantees such as defence rights or inviolability of communications. The state of emergency is still in force. Notwithstanding, President Bukele continues to enjoy strong popular support, largely as a result of the important decline in murder rates since August 2019.

The Salvadoran government has in its Digital Agenda 2020-2030 placed a high strategic priority on the digital transformation of Salvadoran society. A strategic priority of the Digital Agenda is "Digital Identity", aiming at setting up a modern system of national registry, integrating data and public services under one common system: on the one hand, the strengthening of the National Registry of personal data, or RNPN (Registro Nacional de Personas Naturales), and on the other hand, modernizing the Civil Registry of Family States, that registers the state of the individual from birth to death.

Integrating these two systems under one standard to achieve the strategic priority of Digital Identity.

The MIP strategic priority is fostering the green economic recovery, creating jobs and tackling inequalities, in particular the digital divide. The purpose of this action is to support the Government and the municipalities in the implementation of its digital civil registry system, its deployment at municipal level as well as the completion and improvement of the associated legal and regulatory framework, following the EU human-centred digital transformation model. This is a timely opportunity to propose a partnership with the Government toward this national priority, given that the regulatory framework for the digital environment (data protection, cybersecurity, etc…) and the civil registry for vital and household statistics (REVFA - Registro de Estadísticas Vitales y Familiares) are still in their development phase.

The action represents an opportunity to bring the EU's vision to this sensitive area that, moreover, is crucial to be able to design and deploy a sensible portfolio of public services.

2.2. Problem Analysis

The problems derived from a weak civil registry system in El Salvador are:

- Under-registration of births: Not to be registered at birth, can lead to the person being devoid of legal identity, implying not being able to exercise basic citizen rights and face obstacles in access to social services, to the justice system, to full recognition as persons, to the right to well-being, to capacity building, access to productive jobs and political participation. Under the existing system many births are not appropriately registered. If a birth happens in a health center, newborns are provided with a physical "birth attestation", after which the legal guardians of the child must register the birth at their local municipality. These systems are not integrated, and are done by hand instead of digitally.

- Under-registration of deaths: Deaths are registered through the Ministry of Health, with the majority of data coming from the Institute of Forensic Medicine. The Ministry of Health feeds the data of deaths to the RNPN, who then distributes the information to the relevant institutions (social security, the electoral registry, etc.). However, this system is not fully automated nor compatible. The Institute of Forensic medicine currently does not operate a digital and integrated system, which causes many deceased to not be appropriately identified and registered. This represents a risk for a number of public systems, for instance the electoral registry, where deceased persons are not automatically registered, and may thus still appear at the moment of an election.
- Difficulty of consolidating data into a national statistical system to support public policies focused on the need of the population: The national statistical system (recently put under the responsibility of the Central Reserve Bank) is not linked to the national registry, making it difficult to consolidate reliable and realistic population data (much data is collected physically from the municipalities).

REVFA (Registro de Estadísticas Vitales y Familiares) is the new modern platform that the Salvadoran government is implementing in order to address the challenges of institutional interoperability and control and generation of life-cycle data of citizens. Recently, the government launched an online tool called SIMPLE, which is the platform that citizens will use to access public administrative procedures. With the implementation of REFVA, and the launch of the SIMPLE system, the government of El Salvador is on the path to creating an integrated digital registry service.

Currently, the Presidency´s Innovation Secretariat has advanced on the implementation of REFVA in the 262 registry offices in each of El Salvador´s municipalities: As of July 2022, it still has to be implemented in 148 offices, including some in large urban areas. This implementation includes training municipal staff to make optimal use of the system. Likewise, due to the large volume of information stored, the system needs several improvements and new service modules.

Besides connecting the municipal registry offices and updating their software and equipment, it is also necessary to make data platform between different public institutions compatible with the REFVA system. As of now, different public institutions manage different data platforms, such as the electoral register (the integration of systems can contribute to the timely and efficient registration of deaths, thus reducing the risk of , the information system for educational management (SIGES), Basic System of Integral Health (SIBASI), registration of Salvadorans living abroad (the Ministry of Foreign Affair´s consular management is disconnected from the civil registry), or death records from the Institute of Forensic Medicine (ascribed to the Supreme Court of Justice). Implementing a new system both requires technical updates, as well as training of personnel to make optimal use of the systems.

The Salvadoran government has made advances in the regulatory framework to implement REFVA: recent changes to the Law on RNPN (Ley Orgánica de RNPN) and to the Family Code (Código de Familia) have made it obligatory for municipalities to connect to REFVA and to continuously update their data, and for the RNPN to implement a modern and independent civil registry system. That said, advances on the regulatory framework continue to be necessary, both in terms of setting up the regulation and responsibilities to implement the law, in areas such as personal data protection, cybersecurity and the management of digital data.

The weakness of the civil registry system are summarized in the following issues that the proposed programme aims at addressing:

- Lack of full deployment of REVFA in all institutions at central and local level.
- Limited technical capacity of public sector staff, at both local and national level, to fully implement REVFA.
- Limited interoperability between the different public platforms (installation or improvement of the software).
- A legal and regulatory framework limits full implementation of REVFA.

Identification of main stakeholders and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the action:

National Register of Natural Persons (RNPN): is an independent institution responsible for ensuring and guaranteeing the proper identification of Salvadorans through the Unique Identity Document (DUI). It is an entity governed by public law, with technical and administrative autonomy, attached to the Ministry of Justice, following

the latest reform to its legal framework. The same recent change to the legal framework also requires RNPN to register with an identification number children and adolescents who are minors (Before this change citizens were only registered with a legal identity number at the age of 18).

Family Status Registry Offices Municipalities: there are 262 offices throughout the country, each one is independent and, by law, they are in charge of registering civil or vital events such as marriage, birth, divorce, death, among others. With the reform to the Family Code of 2022, the civil registry offices are obliged to use a centralized and modern system, to digitize processes and to make their attention scheme more efficient. Currently there are 114 offices already interconnected, but the largest cities, which generate around 70% of the volume of all acts and vital records, are still missing, including the capital, San Salvador.

Ministry of Foreign Affairs: It is in charge of supporting the civil registry procedures for Salvadorans abroad, mainly in the US, which are currently disconnected from the central civil registry. Through the modernization and connectivity of consular institutions with the family registry, immigration and citizenship services will improve.

Ministry of Health: It is the main birth notification institution in the entire public network, responsible for registering children at the moment of birth in hospitals, as well as those births happening outside of hospital. This is the first stage of the life-cycle that must be connected to the civil registry to guarantee identity rights from birth. Currently, it is necessary to invest in the systems of both the RNPN and the Ministry of Health, so that they can exchange birth related data, representing the first stage for the implementation of REFVA.

Ministry of Justice and Public Security: It is the institution to which the RNPN is legally attached following the latest legal amendment. It also manages the data of citizens related to criminal investigations (eg. Firngerprints) which is currently not interoperable with the RNPN.

Ministry of Education, Science and Technology: It is the institution that most demands the consumption of data, birth certificates and identification document of minors. Currently, 1.3 million students are registered in the information system for educational management (SIGES), which is managed by the Ministry. While the system works reasonably well, it is not compatible with the RNPN systems, and data on out-of school children may be lost. At the time of the birth, the system will record the allocation of the Unique Identity Number (NUI) and will have within its information the Student Identification Number (NIE) that children receive in school[2].

Institute of Legal Medicine, is in charge of registering and classifying the death of people who die from non-natural causes. Currently, everything is done on paper and there is no technology to support the registration of deceased people based on reports of laboratory tests. This information must interoperate with the RNPN and with the Civil Registry offices. It is ascribed to the **Supreme Court of Justice**, which is therefore responsible for approving the annual budgets. Through the Court, work will be done to achieve political agreements for the strengthening of Legal Medicine and the modernization of its processes towards digitalization.

Innovation Secretariat of the Presidency of the Republic is attached to CAPRES, and is in charge of coordinating, directing and implementing changes for digital modernization in the ecosystem of public institutions that work around civil registries. It owns the country's Digital Agenda 2020-2030 and the inclusive access to e-services and the benefits of the knowledge society.

Central Reserve Bank of the Republic (BCR): with effect from the new year, this institution is responsible for the overall coordination functions of the statistics and censuses of the country and basic basket prices.

3 DESCRIPTION OF THE ACTION

3.1 Objectives and Expected Outputs

The Overall Objective (Impact) of this action is to enhance the exercise of basic citizen rights for all in El Salvador.

Specific Objective (Outcomes) of this action to contribute to a fully-fledged digital civil register system framed by a regulation that is compatible with a human centred digital transformation.

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2 https://derechoynegocios.net/municipales-obligadas-a-utilizar-sistema-del-rnpn-para-registro-de-estado-familiar/

The Outputs to be delivered by this action contributing to the Specific Objective (Outcome) are:

1. Enhanced technological capabilities and institutional capacities of 262 municipalities to operate the REVFA (Vital and Family Status Registry System) for the Family Status Register Offices (REF).

2. Enhanced ecosystem of interoperable civil registry digital solutions.

3. Increased capacity and knowledge in Salvadoran public institutions on standards for human-centred civil registry system regulatory frameworks and policies and cyber security.

4. Strengthened capacities in digital environments for the personnel of the National Register of Natural Persons RNPN and the Innovation Secretariat.

3.2 Indicative Activities

Activities relating to Output 1
1.1 Provision of Technical Assistance for the completion of REVFA's deployment at national level, including both training and institutional capacity building.
1.2 Provision of Technical Assistance aimed at the internal development of new modules in the RNPN.
1.3 Setting up an online help-desk in RNPN to provide legal and technical assistance to all stakeholders
Activities relating to Output 2
2.1 Implementation of two electronic signature modalities: Simple and Certified Signature in REVFA electronic documents with a specific module for electronic signature.
2.2 Setting up the new Vital and Family Events Registration Module within the REVFA platform, which includes the possibility to extract data from the consular records entered in the Ministry of Foreign Affairs' system; Foreign Registration Module; Module of marriage contracts; Electronic payments module; Module for minors, etc.
2.3 Needs assessment, design and implementation of data interoperability solutions between the old COMURES (Corporation of Municipalities), other old Municipal Administration systems and the modern REVFA.
2.4 Setting up a REVFA compatible deceased persons' digital registry at the Forensic Medicine Institute that is linked to the Ministry of Health database.
2.5 Conducting a communication campaign to raise awareness of REVFA's features and its potential impact on citizen's lives, including the possibility of issues on data protection and e-identity
Activities relating to Output 3
3.1 Peer to peer review, needs assessment and knowledge sharing between EU and national experts on the most appropriate regulatory framework and policies needed to guarantee a human-centred civil registry system.
3.2 Peer to peer review, needs assessment and knowledge sharing between EU and national experts on the most appropriate regulatory framework on cybersecurity issues.
Activities relating to Output 4
4.1 Development and provision of a REVFA training program, including virtual and interactive training products.
4.2 Workshops for public servants that facilitate internal users to use the REVFA system.
4.3 Training for RNPN staff on Civil Registration and Vital Statistics.

3.3 Mainstreaming

Environmental Protection & Climate Change

Outcomes of the SEA screening (relevant for budget support and strategic-level interventions)
The Strategic Environmental Assessment (SEA) screening concluded that no further action was required.

Outcomes of the EIA (Environmental Impact Assessment) screening (relevant for projects and/or specific interventions within a project).
The EIA (Environment Impact Assessment) screening classified the action as Category C (no need for further assessment).

Outcome of the CRA (Climate Risk Assessment) screening (relevant for projects and/or specific interventions within a project)

The Climate Risk Assessment (CRA) screening concluded that this action is no or low risk (no need for further assessment).

Gender equality and empowerment of women and girls
As per the OECD Gender DAC codes identified in section 1.1, this action is labelled as G1.
Women and girls in El Salvador continue to experience serious barriers affecting their possibilities to develop personally and professionally and translate into equality gaps. In accordance with this, the action will contribute to guaranteeing gender equality in areas such as education and health, and provide legal identity for all, including birth registration.

Human Rights
According to the Human Rights and Democracy Country Strategy 2021-2024, the EU, together with MS represented in El Salvador, have agreed on the following strategic priorities: Advocating for non-discrimination, gender equality and women's rights. Non-discrimination and equality are key values to strengthen human rights.

The Action will be a specific impact on the right to identity of people from birth, to have a single digital identity number, the right to receive quality services, access to information in a secure way to have consolidated services in one place.

Through the modernization and connectivity of consular institutions with the family registry, immigration and citizenship services are being impacted, as well as the resolution of bottlenecks to speed up the legalization processes of Salvadorans in the United States, mainly, and their families in El Salvador.

Disability
As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1, since all digital modernization and digital government programs have a direct impact on the reduction of user mobility. Many digital services are carried out from a computer, which facilitates the inclusion of people with reduced mobility, avoiding going to many institutions. The modernization of civil registries, the modernization of the Institute of Legal Medicine, the systems linked to other institutions that support Salvadorans in the US, all of this, being digital, facilitates both the search for information online, the initiation of digital procedures from a computer and, in some cases, the complete administrative procedure in digital form.

Democracy
The strengthening of democratic institutions, participation and the division of powers remain a crosscutting objective of all EU interventions in El Salvador.
By improving the registry of National Register of Natural Persons (RNPN), especially the updating of deceased persons, this Institute will be able to update the electoral register in real time. It will be possible to purge all the deceased persons that currently still appear on the voting lists, which still generates risk election and risk to democracy.

Conflict sensitivity, peace and resilience
In September 2021, HQ launched a Conflict Analysis for El Salvador. Recommendations taken in account from the draft report for this Action are: iii) Encouraging support towards developing social policies and frameworks, particularly on youth, gender, LGBTIQ persons and disabled peoples issues and addressing drivers of poverty. Furthermore, the project will take special care to promote due diligence in all procurement and implementation of digital services and anti-corruption approaches during implementation, as also recommended in the CAS analysis.

Disaster Risk Reduction
The Action may contribute to reducing the risk of losing physical files during potential natural hazards that are a significant risk in El Salvador. The digitization of civil registry data, the consolidation of data in a single National office, reduces the possibility of losing information, since even if an accident occurs. During the civil war (70 - 90s years), for example, some mayors' offices and churches were burned, which caused irreparable losses in the documentation of the citizens.
That said, the Action is classified as low disaster risk because the occurrence of the hazard event does not affect in the achievement of outcomes.

Migration and forced displacement

Given the large numbers of internally displaced persons (IDPs) in El Salvador (over 70 000 according to UNHCR), IDPs will also be able to benefit from the action.

Modernization and connectivity of Family Status Register Offices Municipalities, the improvement in the services of the ministries of Education, Science and Technology and Health will support citizens to have adequate services in any part of the country.

In the same way, through the modernization and connectivity of consular institutions with the family registry, immigration and citizenship services are being impacted, as well as the resolution of bottlenecks to speed up the legalization processes of Salvadorans in the United States, mainly, and their families in El Salvador.

Other considerations if relevant
Family economy
The project has a positive impact on saving paperwork and printing costs for all certifications or items that are currently charged. Day after day, thousands of documents are printed, such as birth certificates, which are requirements for multiple procedures in many public services, such as enrolling students, immigration procedures, subsidy procedures, etc. These would be in digital form and could be consumed online, avoiding the printing of the document and preventing families from paying for each one.

Efforts will be made to ensure that partner integrate or build on EU Electronic IDentification, Authentication and trust Services in order to build on EU experiences.

Together with the Actions "Social Digital Connectivity" and "LAMARR", also components of the AAP 2022, it makes up the EU response to some of the most important challenges facing El Salvador; a response that is fully aligned with the TEI Digital Alliance under the framework of the Global Gateway.

3.4 Risks and Lessons Learnt

Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
Interruption of internet connectivity services in the different areas of El Salvador.	Low	High	Government is currently deploying infrastructure for connectivity and upgrade (with IDB support). Deployment of emergency internet connection services for the event of an interruption.
Lack of up to date equipment in public institutions and municipalities implementing REFVA limits implementation.	Low	High	The Salvadoran administration has deployed equipment to all municipalities as part of the deployment of the system nationwide. Institutions that are part of the system have plans for the upgrade and purchase of necessary equipment.
Digitalisation of civil register services may have differential impacts for citizens with lack of broadband/ internet/ mobile data or lack of functional literacy.	Medium	High	The deployment of REFVA includes information campaign and training provided, and includes the option for the most marginalised to receive assistance through established helpdesks. Special care will be taken to reach the most vulnerable women. The project complements other EU actions strengthening connectivity in the most marginalised areas of the country.

Security setup of the national registry is not sufficient so as to increase the risk of hacking or of cloning access to the platform.	Medium	Medium	There is a policy on Cybersecurity, and a law on Cybersecurity is under discussion. Cybersecurity components and training will be included in the action to complement protocols already being implemented by SECINO.
Privacy of citizen data is not ensured.	Low	High	Regulatory framework as it is now guarantees the confidentiality of citizen data. Twinning grant will contribute to aligning the regulatory framework to the best European practices.

Lessons Learnt:

The government of El Salvador has already initiated some of the deployment of the REFVA system, with some initial support from both Corea and Luxembourg, who have in respective final reports drawn some lessons and recommendations:

1. All projects that involve the dematerialization of services or the elimination of paper must always undergo a transition process. Public officials must have the confidence and security that the new tools have everything necessary to improve citizen services. Change management policies have to be set out from the onset of the project.
2. The implementation of an online help desk is key. This is an experience provided by the management of COVID-19 pandemic related emergency services, which had to be delivered in the framework of a forced transition from the usual, physical to imposed, digital world.
3. It is a priority to identify legal gaps in the he existing regulatory framework.
4. The importance of identifying opportunities for improvement relating costs of services, average time to access care, costs of the municipalities associated with records management and sending records on demand.
5. Take in account to define standardized processes to be implemented by all the Municipalities through the application in REVFA. This must include not only the interoperability of different system, but also a homogenisation of registries, both locally and centrally
6. Implementation a digital registry must be accompanied by mechanisms whereby the registries can be made accessible through public online service of centers of attention for citizens.

3.5 The Intervention Logic

The underlying intervention logic for this action is that through the combined deployment of highly specialized technical assistance and twinning support, providing software development, training, institutional capacity building and dialogue on the regulatory framework, the current priority given by the Government to creation of a developed digital identity system will contribute to the development of a modern and efficient National Civil Registry System in El Salvador, something that also enjoys high political support from the government, through the Innovation Secretariat.

If the project contributes to the deployment of REFVA to the municipalities that are still to be connected, through strengthening technical municipal capacities, as well as strengthening the capacities of the involved central institutions, it will contribute to the strengthening of the registration of all Salvadoran citizens (both in marginalised rural areas and in the urban areas where the vast majority of the population reside), to have the opportunity to better access public services.

This also extends to the enhanced interoperability of a wide range of information platforms that are not yet interoperational. Supporting the interoperability will lead to more efficiency and improved management of data (including security of citizen data), which is also supported by a modern and up-to-date regulatory framework.

The central assumptions behind the project are that there continues to be a high degree of political will to ensure the sustainability of the expected products and services; since Digital Identity is one of the national priorities and it is reasonable to assume that the developments of the information system, institutional capacities and a constant flow of financial resources will be maintained so that the initiative be sustainable. In addition, provided that, as is to be expected, the EU's model is taken as a reference to improve and complete the regulatory framework, human rights, social inclusion and, in particular, a secure management of personal data will be engrained in the future sector regulation. With this, the Action would contribute to the effective operation of the digital civil register system and the adoption of a regulatory framework compatible with a digital transformation centered on the human being, which is its Specific Objective.

More broadly, as long as the country's economic situation does not derail; the budget continues to be available to support the system; change management is incorporated effectively throughout the process, and autocratic drifts remain under control in the country, the efficiency gains would be so great that improving the provision of public services to the entire Salvadoran population and to future generations will follow naturally.

3.6 Logical Framework Matrix

This indicative logframe constitutes the basis for the monitoring, reporting and evaluation of the intervention.

On the basis of this logframe matrix, a more detailed logframe (or several) may be developed at contracting stage. In case baselines and targets are not available for the action, they should be informed for each indicator at signature of the contract(s) linked to this AD, or in the first progress report at the latest. New columns may be added to set intermediary targets (milestones) for the Output and Outcome indicators whenever it is relevant.
- At inception, the first progress report should include the complete logframe (e.g. including baselines/targets).
- Progress reports should provide an updated logframe with current values for each indicator.
- The final report should enclose the logframe with baseline and final values for each indicator.

The indicative logical framework matrix may evolve during the lifetime of the action depending on the different implementation modalities of this action.

The activities, the expected Outputs and related indicators, targets and baselines included in the logframe matrix may be updated during the implementation of the action, no amendment being required to the Financing Decision.

PROJECT MODALITY (3 levels of results / indicators / Source of Data / Assumptions - no activities)

Results	Results chain (@): Main expected results (maximum 10)	Indicators (@): (at least one indicator per expected result)	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	To enhance the exercise of basic citizen rights for all in El Salvador.	1- Country score for Human Development Index.	1- TBD	1- TBD	UNDP Human Development Reports.	*Not applicable*
		2 - United Nations e-Government Development Index (EGDI).	2 - 2020 0.5697	2 -2023: 0.7697	United Nations e-Government Knowledge base.	
Outcome	Fully-fledged digital civil register system framed by a regulation that is compatible with a human centred digital transformation.	1.1 Number of entities with civil register responsibilities that exchange secure and accurate data in real time.	1.1- Year 2022: 114 municipalities	1.1- Year 2025: 262 municipalities plus 5 public institutions (Legal Medicine, RNPN, MINSAL, Foreign Ministry, MINEDUCYT).	REVFA report.	The country's economic situation remains stable Budget continues to be made available to support the digital vital registration system.
		1.2 % of children having a fully digital dossier since birth, by sex.	1.2 TBD	1.2 85% (2026)	REVFA report	
		1.3 % of deaths registered digitally at the Institute for Forensic Medicine.	1.3 0	1.3 100% (2026)	REVFA report	
		1.4 GERF 2.12 (b) Number of people supported by the EU with enhanced access to digital government services [SP][EFSD]	1.4 0	1.4 TBD by 2022	REFVA Report	

		1.5 Reduced waiting time for accessing public services (number of days)	1 5 TBD	1.5 TBD by 2022	REFVA Report	
Output 1	1. Enhanced technological capabilities and institutional capacities of 262 municipalities to operate the REVFA (Vital and Family Status Registry System) for the Family Status Register Offices (REF).	1.1.1-Number of municipalities that register citizens with the appropriate software	1.1.1 114 (2022)	1.1.1 262 (2025)	REVFA reports.	The developments of the information system, institutional capacities and a constant flow of financial resources will be maintained.
		1.1.2 Number of municipalities that count with trained personnel with the support of the Action	1.1.2 TBD	1.1.2 262 (2025)	REVFA reports.	Municipalities are provided with interconnectivity and equipment to implement REFVA
		1.1.3 % of incidents solved by the dedicated help-desk.	1.1.3 0	1.1.3 90% (2025)	REVFA reports.	
Output 2	2. Enhanced ecosystem of interoperable civil register digital solutions.	1.2.1 Number of entities with civil register responsibilities that are interconnected	1.2.1 TBD	1.2.1 TBD by 2022	REVFA report/TA reports. Survey/TA report	Public institutions are provided with interconnectivity and equipment to implement REFVA
		1.2.2 % of citizens that qualify the system as efficient and secure	1.2.2 0	1.2.2 85% (2025)		

		1.2.3 Level of implementation of the two electronic signature modalities in REVFA electronic documents	1.2.3 TBD by 2022	1.2.3 TBD by 2022		
Output 3	3. Increased capacity and knowledge in Salvadoran public institutions on standards for human-centred civil registry system regulatory frameworks and policies and cyber security.	1.3.1-Number of policies/strategies/laws/regulation developed/revised with EU support.	1.3.1 0	1.3.1 TBD by 2022	Project progress reports.	The EU model is taken as a reference to improve and complete the regulatory framework.
Output 4	Strengthened capacities in digital environments for the personnel of the National Register of Natural Persons RNPN and Secretariat of Innovation.	1.4.1 Number of civil servants trained on digital environments for management and operation of the civil register system (disaggregated by sex, age, disability status, level of education).	1.4.1 TBD	1.4.1-50% of total (2025)	Project progress reports.	
		1.4.2 Number of entities with, at least, 50% of people trained with support of the Action.	1.4.2 0	1.4.2 262 municipalities plus 5 public institutions (Legal Medicine, RNPN, MINSAL, Foreign Ministry, MINEDUCYT) (2025)	Project progress reports	

4 IMPLEMENTATION ARRANGEMENTS

4.1 Financing Agreement

In order to implement this action, it is envisaged to conclude a financing agreement with the Government of El Salvador

4.2 Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

4.3 Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures[3].

4.3.1 Direct Management (Grants)

Grants: (direct management)
(a) Purpose of the grant(s)
A twinning grant will be awarded for the achievement of Output 3: "Enhanced digital civil register system regulatory framework"

The Twinning grant will aim at working with the Innovation Secretariat to design and update the regulatory framework that underpins the national registry system. The Innovation Secretariat has already expressed interest in benefitting from a twinning grant and represents the following potentialities: 1. It has the level of Institution of the Presidency with the capacity for rapid, effective coordination and with the leadership to manage large-scale projects with ministries, autonomous institutions and the like.

2. It has a team of other secretaries with the same level of leadership that can support execution and mobilization of resources in the territory.

3. The Secretary of Innovation has related projects that it executes directly with its own budget and they fit perfectly, they include support for digital paper

4. The issue of digital identity from birth is a component of the main program of the First Lady of the Republic and is related to the program that we are requesting funding for.

(b) Type of applicants targeted

Potential applicants are EU Member State administrations or their mandated bodies.

4.3.2 Direct Management (Procurement)

The action foresees the contracting of Technical Assistance for the achievement of the following outputs of the action:
Output 1. Enhanced technological capabilities and institutional capacities to operate the REVFA (Vital and Family Status Registry System) for the Family Status Register Offices (REF) of the 262 municipalities of the country.

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[3]   www.sanctionsmap.eu. Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

| Output 2. Enhanced ecosystem of interoperable civil registry digital solutions.

Output 4. Strengthened capacities in digital environments for the personnel of the National Register of Natural Persons RNPN and Secretariat of Innovation. |

4.3.3   Changes from indirect to direct management mode (and vice versa) due to exceptional circumstances (one alternative second option)

In case twinning call for proposals are not successful (section 4.3.1), the preferred implementation modality will be procurement under Direct Management, as per section 4.3.2.

In case procurement for technical assistance are not successful (section 4.3.2), the preferred implementation modality will be indirect management with a member state or international organisation.

4.4 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission's authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of services in the markets of the countries or territories concerned, or in other duly substantiated cases where application of the eligibility rules would make the realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation.

4.5 Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)	Third-party contribution, in currency identified
Implementation modalities – cf. section 4.3		
Procurement (direct management) – cf. section 4.3.2	**3 900 000**	
Op. 1. Enhanced technological capabilities and institutional capacities of 262 municipalities to operate the REVFA (Vital and Family Status Registry System) for the Family Status Register Offices (REF).	1 300 000	
Op. 2. Enhanced ecosystem of interoperable civil register digital solutions	2 200 000	
Op. 4. Strengthened capacities in digital environments for the personnel of the National Register of Natural Persons RNPN and the Innovation Secretariat	400 000	
Grants(twinning) (direct management) –section 4.3.1	**1 000 000**	
Op. 3. Increased capacity and knowledge in Salvadoran public institutions on standards for human-centred civil registry system regulatory frameworks and policies and cyber security.	1 000 000	

Evaluation – cf. section 5.2 **Audit** – cf. section 5.3	**100 000**	N.A.
Contingencies	0	N.A.
Totals	**5 000 000**	

4.6 Organisational Set-up and Responsibilities

The action will be fully implemented through direct management in a combination of Twinning and TA as implementing modality. The contracts will be managed by the EUD.

The main counterpart of the EUD will be the Innovation Secretariat, who will work alongside the EUD in the definition of all activities. A Steering Committee will be set up to monitor implementation and achievement of the indicators as defined in the logframe, as well as discuss the advances of the Technical Assistance. The Steering Committee will meet bi-annually and will be composed of the EUD and the Innovation Secretariat. Representatives of the Technical Assistance and Twinning will participate in the meetings as observers.

Other institutions will be invited as necessary to discuss specific issues related to implementation.

Specific responsibilities will be further elaborated in the TA and Twinning contracts.

As part of its prerogative of budget implementation and to safeguard the financial interests of the European Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

5 PERFORMANCE MEASUREMENT

5.1 Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) and the partner's strategy, policy or reform action plan list (for budget support).

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Roles and responsibilities for data collection, analysis and monitoring:

The Innovation Secretariat will prepare bi-annual reports, reporting on advances of the project according to the agreed indicators in the AD, which will be included at contract level. These reports will form the basis of discussions in the bi-annual Steering Committee meetings, where appropriate corrective measures will be taken if considered necessary. Specific reporting requirements will be defined in the TA and Twinning contracts. The EUD and the Innovation Secretariat will participate in all of the project monitoring systems.
TA contracts that will focus on outputs 1, 2 and 4 will include all indicators related to these outputs and will be required to report on them, just as the twinning contract will report on indicators on policy development.

5.2 Evaluation

Having regard to the importance and nature of the action, mid-term and final evaluations will be carried out for this action or its components via independent consultants contracted by the Commission.

It will be carried out for problem solving and learning purposes, in particular with respect to specific aspects that may be highlighted to apply lessons learned in the first phase of implementation.

The Commission shall inform the implementing partner at least 3 months in advance of the dates envisaged for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports may be shared with the partners and other key stakeholders following the best practice of evaluation dissemination[4]. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, apply the necessary adjustments.

Evaluation services may be contracted under a framework contract.

5.3 Audit and Verifications

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 audit or verification assignments for one or several contracts or agreements.

6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

The 2021-2027 programming cycle will adopt a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

It will remain a contractual obligation for all entities implementing EU-funded external actions to inform the relevant audiences of the Union's support for their work by displaying the EU emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of EU member states.

However, action documents for specific sector programmes are in principle no longer required to include a provision for communication and visibility actions promoting the programmes concerned. These resources will instead be consolidated in Cooperation Facilities established by support measure action documents, allowing Delegations to plan and execute multiannual strategic communication and public diplomacy actions with sufficient critical mass to be effective on a national scale.

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[4] See best practice of evaluation dissemination

Appendix 1 REPORTING IN OPSYS

An Intervention[5] (also generally called project/programme) is the operational entity associated to a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Interventions are the most effective (hence optimal) entities for the operational follow-up by the Commission of its external development operations. As such, Interventions constitute the base unit for managing operational implementations, assessing performance, monitoring, evaluation, internal and external communication, reporting and aggregation.

Primary Interventions are those contracts or groups of contracts bearing reportable results and respecting the following business rule: 'a given contract can only contribute to one primary intervention and not more than one'. An individual contract that does not produce direct reportable results and cannot be logically grouped with other result reportable contracts is considered a 'support entities'. The addition of all primary interventions and support entities is equivalent to the full development portfolio of the Institution.

The present Action identifies as

Action level		
☐	Single action	Present action: all contracts in the present action
Group of actions level		
☐	Group of actions	Actions reference (CRIS#/OPSYS#):
Contract level		
x	Single Contract 1	Technical Assistance
x	Single Contract 2	Twinning
	(…)	
☐	Group of contracts 1	

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[5] Ares(2021)4450449 - For the purpose of consistency between terms in OPSYS, DG INTPA, DG NEAR and FPI have harmonised 5 key terms, including 'action' and 'Intervention' where an 'action' is the content (or part of the content) of a Commission Financing Decision and 'Intervention' is a coherent set of activities and results which constitutes an effective level for the operational follow-up by the EC of its operations on the ground. See more on the concept of intervention.