

# **Terms of Reference**

**For developing KCA strategy for the period 2025-2030**

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## Abbreviations

<b>IDA</b>	<b>I</b> nternational <b>D</b> evelopment <b>A</b> ssociation
<b>REGIP</b>	<b>R</b> eal <b>E</b> state <b>C</b> adaster & <b>G</b> eospatial <b>I</b> nfrastructure <b>P</b> roject
<b>KCA</b>	<b>K</b> osovo <b>C</b> adastral <b>A</b> gency
<b>PIU</b>	<b>P</b> roject <b>I</b> mplementation <b>U</b> nits
<b>ICT</b>	<b>I</b> nformation and <b>C</b> ommunication <b>T</b> echnology
<b>MESPI</b>	<b>M</b> inistry of <b>E</b> nvironment, <b>S</b> patial <b>P</b> lanning and <b>I</b> nfrastructure
<b>MALG</b>	<b>M</b> inistry of <b>A</b> dministration of <b>L</b> ocal <b>G</b> overnment
<b>MCO</b>	<b>M</b> unicipal <b>C</b> adastral <b>O</b> ffices
<b>NMCA</b>	<b>N</b> ational <b>M</b> apping and <b>C</b> adastre <b>A</b> gency
<b>NSII</b>	<b>N</b> ational <b>S</b> patial <b>I</b> nformation <b>I</b> nfrastructure

## **I. Background and Objectives**

### **1.1 Contracting authority**

The Government of Kosovo (GoK) has received a Credit from the World Bank Group's International Development Association (IDA) in the amount of EUR 14.60 million to finance the Real Estate Cadaster & Geospatial Infrastructure Project (REGIP), which is expected to be implemented within a five-year period. REGIP aims to assist the GoK to increase the transparency and quality of land administration and geospatial data and services. The Kosovo Cadastral Agency (KCA) is the implementing agency for REGIP, under which a Project Implementation Units (PIU) has been established. The PIU will be responsible for day-to-day project implementation and for providing specific technical oversight to project activities. The PIU is responsible for all fiduciary aspects, such as procurement, financial management, monitoring and evaluation, and safeguards under REGIP.

The Components of the project are Component A - Policy, Legal and Institutional Support; Component B - Cadastre Modernization; Component C - ICT and Geospatial Infrastructure and Component D - Project Management, Capacity Building, Public Outreach, and Monitoring & Evaluation.

### **1.2 Current situation in the sector, problems, issues**

Kosovo Cadastral Agency (KCA) is established in 2000. It is an executive Agency under the Ministry of Environment, Spatial Planning and Infrastructure (MESPI) and is responsible for developing and implementing cadastre in the Republic of Kosovo. Additionally, KCA is also responsible for transforming analogue cadastre data into digital data and securing correct and reliable administration and distribution of the immovable property data.

Maintenance and registration of the immovable properties is executed by the Municipal Cadastral Offices (MCO), which are under the organization of the Municipal Assemblies, respectively they fall under Ministry of Administration of Local Government (MALG).

Since it has been established, KCA has achieved considerable results. A great contribution for the existing achievements is given by donors: Switzerland, Sweden, Norway, German GIZ, JICA, European Commission and World Bank, which are still present with their support to KCA with REGIP project. Even though achievements are considerable and appreciable; the field of cadastre requires further development and progress. A developed and strong cadastral system contributes directly to the economic development of the country, especially in the field of real property market economy.

Since KCA is responsible for managing cadastre and land registration in Republic of Kosovo, today has an ambiguous role of being a coordinating body rather than directly managing MCOs. In this perspective with the new Law on Cadastre of Property Rights (Law no.08/L-237), KCA will be an organization with MCOs being an integral part of KCA. In this respect Government policies and priorities are focused in improving the managing of land administration system to ensure that real estate property, both private and public, can be mobilized to support economic and social development in the country.

The organizational reform of cadastre institutions in Republic of Kosovo will facilitate these institutions to meet European standards in the field of property registration and cadastre (ISO and INSPIRE – Europeans Commission) and will ensure strong sustainability of KCA.

From the analysis made in different European countries and countries in the region, it is a convincing fact that unified cadastre authorities are shown to be more successful. Even though today MCOs are operating according to the Law on Local Self-Government, the competences delegated to them regarding cadastral records, should be in line with the Government's goals. Today in many municipalities' organizations are not in a proper level of professional competence and capacity to ensure

efficient and effective cadastre and real property right registration including implementation of massive registration projects, and there are no equal services provided to citizens all over R. of Kosovo. According to the new Law on Cadastre of Property Rights (Law no.08/L-237), article 18 is regulated to draft a strategy for cadastre, sustainable development and action plan. The strategy will be drafted by KCA in cooperation with Ministries and other competent authorities for the period of 5 (five) years and should be approved by the Government of Republic of Kosovo

## **II. Scope of Services**

### **2.1 General tasks:**

The consultant will be required to undertake the following

- Develop a Five (5) Year Strategy for KCA taking in account self-financing and vertical structure shall cover a period of 5 years starting in 2025. Main focus should be on the first 3 years. The Plan should
  - Set out a vision for the development of the KCA to be achieved over the next five years that clearly shows the importance of the land administration sector and how it contributes to national economic and social development
  - Identify the Strategic Objectives for the KCA including identification of services, linkages with other agencies, technology options and the need to develop a financially sustainable agency,
  - Identify and sequence concrete actions needed to implement organizational structure of cadastral services in R. of Kosovo adopting the new vertical structure.
  - Identify any possible legal or other constraints that will impact the achievement of the objectives and show how these will be addressed. This is particularly important for looking at developing a sustainable financial solution.
- The strategy for cadastre, sustainable development and action plan for KCA shall contain a summary of current problems and bottlenecks at KCA and MCOs, and how these should be addressed.
- The strategy should contain: description and evaluation of the existing situation; basic goals and measures for cadastre management; measures to be taken and orientations for the long-term needs of the Republic of Kosovo in the field of cadastre.
- Modernization of ICT to support KCA business objectives should be an integral part of the strategy. The strategy should include an assessment of the current IT infrastructure, gap analysis and SWOT analysis, integration of new technologies, security measures, improvement of e-services to improve reliability and accessibility of cadastral information, including a road map and cost estimation for implementation.
- The strategy should rely on the principles of Law no. 08/L-237 ON CADASTRE OF IMMOVABLE PROPERTY, articles 4, 5, 6 and 7.
- The Consultancy Company must ensure that the drafting of this strategy is in full compliance with the existing legislation, strategies, administrative instructions, and working frameworks that are currently in force. The Kosovo Cadastral Agency (KCA) will provide all the necessary documentation required for this purpose.
- The strategy should be fully based on REGULATION (QRK) - NO. 17/2024 OF THE WORK OF THE GOVERNMENT OF THE REPUBLIC OF KOSOVO. The manual for strategic documents defined by Article 23 of this regulation will be applied if it will be available during the time when this strategy will be drawn up.

Content of this Strategy should be as below. The consultant may propose changes to this structure in their inception report, however any changes are subject to KCA approval.

#### **1. Structure and content of strategic document:**

##### **1.1 Executive Summary:**

##### **1.2 Introduction to the Strategy.** Set out why the strategy is needed and how it will be used, include a section that clarifies the importance of a functioning cadastre at the national level and the added value (economic and social) created through a well-functioning cadastre .

- 1.3 **Methodology:** this should say something about how the strategy is produced, and what steps will be used to maintain and update it -how often will it be refreshed, etc
- 1.4 **Background:** including a Brief review of the current situation and identification of the key issues, needs to include sections on current structure, current service delivery (describe the services and volumes, what are the trends), organizational structure and staffing, current IT infrastructure and issues, financial performance and current levels of cost recovery. This should also set out what are seen as the challenges at the present time and what the likely demand will be over the next 5-10 years.
- 1.5 **Strategic Objectives:** this should set out the key Strategic Objectives to be addressed. Each Objective should be clearly described – what is the background, what is the problem being addressed, what is to be achieved over the five-year period.
- 1.6 **ICT strategy:** This will set out an ICT strategy that is designed to support the strategic objectives of the KCA and support efficient operations of the new institutional structure. This ICT strategy will clearly identify technology options and set out estimated costs and timelines for implementation (to be included in sections 1.1 and 1.11.)
- 1.7 **Implementation:** For Each Objective, set out an implementation plan, including performance indicators to be achieved, resourcing and high-level budget expectations and revenues, commenting on fee structures, the role of the private sector and any other expected financial contributions or benefits for those objectives concerned with service delivery, include forecasts of expected levels of performance
- 1.8 **Monitoring and reporting arrangements:** show clearly, for each objective how the strategic plan is to be monitored and progress reported. Include considerations about public reporting
- 1.9 **Communications:** A key part of implementing a Five-Year Strategic Plan is communications: set out a brief plan for how the strategy is to be communicated to decision makers, senior government, the public and the private sector so as to gain support and foster confidence.
- 1.10 **Budget.** Set out an annual budget for the next five years that includes operational costs and investments; expected revenues and any government transfers and track the cost recovery levels.
- 1.11 **Workplan for the implementation:** This sets out what is to be achieved in the first year and provides a more detailed budget and work program. It should be written in such a way as it can be easily updated annually, providing an annual workplan. It can be separately maintained and updated from the main Five-Year Strategy.

It is recommended that each of the above sections 1.2. to 1.11 are essentially prepared as stand-alone documents so that they can be independently worked on and updated over the life of the strategy. The Executive summary should contain a brief (no more than 5-page summary of the sections 1.2-1.11 which is suitable for briefing of High-Level Decision makers and senior stakeholders across the government and wider land sectors.

## ***2.2 Strategic Objectives***

The Consultant will carry out an initial analysis to identify and confirm the strategic Objectives. It is expected that the Five-Year Strategy of Cadastre shall include the following strategic Objectives, however there may be other Strategic Objectives identified also:

1. Establish the KCA as a modern, integrated organization able to provide high quality and timely land administration services supporting national development and citizen's needs.
2. Establish a complete and up to date cadastre that fully reflects the situation in the ground and includes all registrable objects and rights.
3. Establish efficient land administration ICT infrastructure able to meet anticipated needs over the next five years.
4. Establish an effective Vertical Agency for service delivery
5. Development of New Services in Response to Demand

## 2.3 Specific Objectives

The Strategy of Cadastre shall include the following specific objectives (there may be others added):

- 1. Establish the KCA as a modern, integrated organization able to provide high quality and timely land administration services supporting national development and citizen's needs.**

This will require strengthening KCA's role as a National Mapping and Cadastre Agency and will need to address the following

- 1.1 Implementation of Legal Framework of Cadastre field and NSII.
- 1.2 Internal organization of KCA according to best international practices.
- 1.3 Definition relationship between KCA and other Governmental Institutions.
- 1.4 Evaluation of the existing situation.
- 1.5 Improvement of data quality control.
- 1.6 Measures to be taken and orientations for the long-term needs of the Republic of Kosovo in the field of cadastre;
- 1.7 Definition of the role of licensed private surveyors in the division of activities between MCOs and the private sector.

- 2. Establish a complete and up to date cadastre that fully reflects the situation in the ground and includes all registrable objects and rights.**

This will require an assessment of Cadastre Reconstruction needs as well as ensuring that other key data sets (building cadastre, are updated as well as effective services in place for on demand requests

- 2.1 Assessment of the current state of cadastral data and inconsistencies created by failure to update the cadastral information.
- 2.2 Analysis of the cadastral zones for which reconstruction should be carried out with priority.
- 2.3 Summary of working procedures and methods which will be implemented.
- 2.4 Description of the quality control workflow for cadastre reconstruction projects.
- 2.5 Budget assessment for cadastre reconstructions for all territory of the Republic of Kosovo.
- 2.6 Implementation plan for cadastre reconstruction for the next 5 years.

- 3. Establish efficient land administration ICT infrastructure able to meet anticipated needs over the next five years.**

This will require a plan for the Modernization of ICT to support KCA business objectives

- 3.1 Conduct a SWOT (Strengths, Weaknesses, Opportunities, and Threats) analysis from an IT perspective.
- 3.2 Perform IT gap analysis (existing situation vs target goals), including human resources.
- 3.3 Perform a suitability assessment of the existing IT infrastructure and provide recommendations for improvements.
- 3.4 Conduct business process analysis and propose necessary improvement to existing information systems, in order to increase operational efficiency, reduce manual intervention, and improve overall system performance.
- 3.5 Security and Privacy: Develop policies and protocols to ensure cyber security, privacy of cadastral data, including compliance with relevant data protection regulations.
- 3.6 Disaster Recovery and Business Continuity: Create a disaster recovery plan and business continuity strategy to ensure data integrity and availability in case of system failures or disasters.

- 3.7 Integration and Interoperability: Ensure the IT systems can integrate with other governmental and non-governmental systems to promote data sharing and interoperability.
- 3.8 Analysis and recommendations of new technologies (e.g. AI) in order to enhance and improve existing systems and the implementation of new e-services.
- 3.9 Specification of a detailed action plan, including a cost estimation.

#### **4. Establish an effective Vertical Agency for service delivery**

- 4.1 To identify institutional models of verticalization of cadastral agencies in regional countries (e.g., Albania, North Macedonia, Montenegro, Croatia).
- 4.2 To analyze the responsibilities and organizational structures of cadastral agencies in these countries – which functions are centralized at the national level and which remain at the local level.
- 4.3 To assess the impact of verticalization on the efficiency and quality of cadastral and property registration services.
- 4.4 To compare the benefits and challenges of verticalization in each national context – considering administrative capacity, financial resources, and field experience.
- 4.5 To examine the legal frameworks that enabled the transition from decentralized to centralized or mixed institutional models.
- 4.6 To identify best practices from the region that could be adapted to the context of Kosovo.
- 4.7 To propose a potential model for Kosovo, based on lessons learned from neighboring countries, while taking into account the new Law on Cadastre (08/L-237).
- 4.8 To assess the financial implications of verticalization, including operational costs and opportunities for agency self-financing.
- 4.9 To analyze the impact on human resources, including needs for training and the design of a new organizational structure post-verticalization.
- 4.10 To recommend clear steps for institutional transition if the verticalization model is adopted in the Kosovo Cadastral Agency.

#### ***Important Considerations:***

- ***Flexibility:*** After assessing the current state, the Consultancy Company may propose a review of the existing objectives or suggest new objectives to the KCA. These proposals are subject to approval or rejection by KCA management.

### **III. Expected Outputs / Deliverables / Reports**

1. Consultations with stakeholders at Government level, MCOs, private sector, banks and other relevant stakeholders; initial meeting with the Strategy Working Group established by KCA/ MSP
2. Inception Report to be sent to KCA by **Week 5**; Inception report table of contents to be agreed with the KCA in advance and to include a work plan for how the consultancy will be undertaken. Timescales, interim deliverable etc. The inception report will also include a proposed Table of Contents for the Five-Year Strategy, based on the ToC contained in section 2,1 above
3. The Consultant will present the inception report to the KCA and the Strategy Working Group.
4. Draft Strategy to be sent to the KCA and working group established from MESPI; **Week 14**.
5. Presentation of the draft Strategy for Cadastre at the working session in Prishtina on **Week 15**.
6. Incorporate feedback by **Week 20** and submit it to KCA and the working group established by MESPI.
7. KCA will submit the KCA strategy for approval and further procedure in Government of Republic of Kosovo.
8. The final Strategy document shall be submitted in three languages: Albanian, Serbian, and English.



## IV. Time Frames and Milestones

The total duration of the assignment will be 100 working days. After contract signing, the Consultancy Company shall:

- **Week 1**, Start of Consultancy/ Kick-off meeting (clarifying open questions, confirming suggested work plan);
- **Week 5**, Preparation of the Table of contents for the study and completion of desk study, interviews and preparation of the inception report.
- **Week 15**, Submission and presentation of the draft Strategy.
- **Week 20**, Delivery of Final Strategy and Action Plan.

### *Important Considerations:*

- **Flexibility:** *This timeline is an estimate and may be adjusted based on unforeseen circumstances or changes in project scope. Regular communication will ensure any necessary adjustments are made collaboratively.*
- **Working Days:** *The timeline is based on working days, excluding weekends and public holidays.*

## V. Risks and Constraints

The Consultancy Company will seek advice from the KCA on any potential issues during the implementation of this activity. If an unplanned event takes place beyond the control of the KCA, the activity manager will address the issue with Management of KCA.

## VI. Liaison Arrangements/ KCA Data, Services, Personnel or Facilities to be provided

Throughout the process, the company should liaise with the project manager and management of KCA for the successful completion of the project activities.

The communication between the KCA and the Consultancy Company will be in the English language. The Consultancy Company will use its own office equipment and other facilities to undertake the work. Aside from providing office space, KCA will provide the Consultancy Company with logistical assistance and provide data, information and access to the agency's stakeholders, and help obtain appointments with stakeholders and advice as requested.

## VII. Minimum Qualifications of Bidder

### **7.1 Qualification of Consultancy Company:**

The selected consulting firm must provide each reference's project description and contact details.

#### 1. Specific experience of a Consultancy Company:

- At least two projects in the development of Five-Year Strategic Plans or Business strategies and action plans in the last five years from the date of this "Request of Expression of Interest".
- Experience and references in public sector financial analysis, business planning and organizational development/ restructuring
- Experience and references in land administration sector, cadastre and property rights.

- Experience and references in developing NMCA strategy and IT projects related to NMCA, land administration or cadastre

2. The company should propose an expert team consisting of at least of:

- Project team leader,
- Cadaster / land administration management expert
- Legal expert
- IT expert
- Business Analyst and
- Finance Specialist

### **Estimated level of Effort**

The table below outlines the anticipated level of effort required for the implementation of this assignment. These estimates reflect the expected involvement of key team members; however, the distribution of person-days may be adjusted as needed during project implementation, in consultation with KCA and based on the evolving needs of the assignment.

<b>Description</b>	<b>Unit</b>	<b>Total working days</b>
Project team leader	Day	80
Cadaster / land administration management expert	Day	50
Legal expert	Day	50
IT expert	Day	40
Business Analyst	Day	40
Finance Specialist	Day	20
<b>Total activities (person-days)</b>		<b>280</b>

### **7.2 Qualification of staff:**

The Consultancy Company team should consist of six experts: Project Team Leader/Land Administration Management Expert, a Cadastre Expert, a Legal Expert, an IT expert, and a Business Analyst and Finance expert. The Project Team Leader will be responsible for preparing the strategy for cadastre, sustainable development, and the action plan, including presenting, preparing the final version, and submitting the final strategy to the Kosovo Cadastral Agency (KCA). For the selection process, qualified staff shall provide the following documentation: diploma, CV, and references.

#### **a) Project team leader/ Expert in developing strategic plans/business plans**

- Master's degree in public administration reform, economics, finance, administration, or MBA or equivalent
- Demonstrable experience of developing similar strategic and business plans in the public sector
- Minimum 10 years of proven experience in the field of business and strategic planning, public finance, and institutional reform
- Relevant experience in drafting the strategies for land administration/management.
- Proficiency in English written and spoken.
- Knowledge of the Albanian language will be considered an advantage.
- Previous experience working in Kosovo or in other countries of the Western Balkan's region will be considered an advantage.

**b) Cadaster / land administration management expert**

- Master's degree in geodesy, land administration/management, geoinformatics or similar
- Project Management Certified (PMI, PRINCE2, or equivalent).
- Minimum 10 years of proven experience in the field of land administration/management.
- Relevant experience in drafting the strategies for land administration/management/ cadastre
- Proficiency in English written and spoken.
- Knowledge of the Albanian language will be considered an advantage.
- Previous experience working in Kosovo or in other countries of the Western Balkan's region will be considered an advantage.

**c) Legal expert**

- Master's degree in law.
- Minimum 5 years of proven experience in the field of real estate cadastre.
- Proven experience in drafting similar strategies.
- Proficiency in English written and spoken.
- Knowledge of the Albanian language will be considered an advantage.
- Previous experience working in Kosovo or in other countries of the Western Balkan's region will be considered an advantage.

**d) IT expert**

- Master's degree in computer science, Information Systems, Software Engineering.
- At least 10 years' experience in the IT sector.
- Proven experience and at least two references in developing IT strategies to support organization's business strategies and goals.
- Proven experience in IT projects related to cadastre and land administration/management.
- Proficiency in English written and spoken.

**e) Business Analyst**

- Master's degree in business administration, Business Analytics, Operations Management, Information Systems, or similar degree with emphasis on Business Process Analysis.
- Minimum 5 years of proven experience as Business Process Analyst for identifying and documenting the Business Processes of large public sector organizations.
- Proven knowledge and experience with BPMN (Business Process Model and Notation) and related tools (Camunda, Activiti, Bonita, or similar)
- Proficiency in English written and spoken.

**f) Finance Specialist**

- Master's degree in finance, Accounting, Economics or a related field.
- Minimum 7 years of proven experience in financial management, budgeting, and financial analysis.
- Demonstrable experience in developing financial frameworks, cost models, and budget forecasts for strategic/business plans.
- Relevant experience in projects related to administration/management, including financial planning for institutional reform and sustainability.
- Proficiency in English written and spoken.

## **VIII. Selection Process**

The Consultancy Company will be selected based on:

1. Specific experience of a Consultancy Company:
  - At least two projects in the development of strategies in the last five years from the date of this “Request of Expression of Interest” (15%);
  - Experience and references in cadastre and property rights (10%);
  - Experience and references related to NMCA IT strategies (10%).
2. Key professional staff qualifications and competence for the assignment:
  - a) Project team leader (15%)
  - b) Land Administration / Cadastre expert (10%)
  - c) Legal expert (10%)
  - d) IT expert (10%)
  - e) Business Analyst (10%)
  - f) Finance specialist (10%).

“Experienced and qualified Consultants will be selected under the provisions of the World Bank’s Procurement Regulations for Investment Project Financing (IPF) Borrowers, July 2016, based on the selection method for Consultants Qualification Selection (CQS), (Open Competitive Consultants Qualification Selection)”.