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## NATIONAL REGISTRATION AND IDENTIFICATION SYSTEM (NRIS) PROJECT

### Annual Progress report (01 January 2017 to 31 December 2017)

<b>Project Title:</b>	National Registration and Identification System
<b>UNDP Project #:</b>	00100113
<b>Project Duration:</b>	01 November 2016 – 31 December 2018
<b>Project Resources:</b>	Basket Fund
<b>UNDP Focal Point:</b>	Titus Kavalo

<b>UNDAF Outcome:</b>	National institutions foster democratic governance and human rights to promote transparency, accountability, participation and access to justice for all especially women and children
<b>Corporate SP Outcome:</b>	Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance
<b>Project Specific Outcome:</b>	The establishment of a permanent and continuous national registration and identification system in Malawi.
<b>Output(s):</b>	<ol style="list-style-type: none"> <li>1. Up to 9 million Malawians are registered and issued with a National Identity card in 2017.</li> <li>2. NRIS is transitioned to a permanent and continuous registration system.</li> <li>3. Government MDAs are assisted to adopt the use of the NRIS.</li> <li>4. Project is efficiently managed, staffed and coordinated, and is implemented with national ownership.</li> </ol>
<b>Project Location(s):</b>	Lilongwe, Malawi

## Project Donors



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## Acronyms

ADR	Assistant District Registrar
BRK	Biometric Registration Kit
COMESA	Common Market for Eastern and Southern Africa
DFID	Department for International Development
EU	European Union
ICAO	International Civil Aviation Organization
MACRA	Malawi Communications and Regulatory Authority
MPS	Malawi Police Service
MRA	Malawi Revenue Authority (MRA)
MEC	Malawi Electoral Commission
MDAs	Ministries, Departments and Agencies
MoU	Memorandum of Understanding
MPS	Malawi Posts Corporation
NRB	National Registration Bureau
NRIS	National Registration and Identification System Project
OPC	Office of the President and Cabinet
PSU	Procurement Services Unit
RBM	Reserve Bank of Malawi
SADC	Southern African Development Community
SDGs	Sustainable Development Goals
SP	Strategic Plan
UNICEF	United Nations Children’s Fund
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
USAID	United States Agency for International Development

## 1. Executive Summary

The purpose of the National Registration and Identification System (NRIS) Project is to establish a permanent and continuous national registration and identification system in Malawi. The project will contribute to Government's efforts to guarantee the fundamental right to identity, entitlement and enjoyment of full citizenship in Malawi.

The initiative is consistent with Sustainable Development Goal (SDG) 16 to: "promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels". Specifically, the NRIS will address SDG Target 16.9 that refers to providing legal identity for all, and will also facilitate the goal of achieving comprehensive birth registration by 2030. The wholesale adoption of the system across government will offer improvements in planning, service delivery, and the operation of administrative systems supported by a functional NRIS.

This progress report presents a summary of work completed for the NRIS project for the period (January – December) of 2017.

Some of the key milestones achieved during the reporting period include:

- Procurement of 2,000 Biometric Registration Kits (BRKs) for use during registration.
- Recruitment and training of 4,200 registration staff to enrol eligible Malawian citizens by recording biographic and biometric information in the Biometric Registration Kits (BRKs) including capturing digital photograph during the mass registration campaign phase.
- Established warehouses to be used as consolidation centers (to sync data retrieved from BRKs in each phase, and consolidate subsequently) and for the storage of BRKs and other equipment used during mass registration were identified. Warehouses were also used to deploy and retrieve teams (4,200 Registration Staff) in field. A lab to troubleshoot BRKs and a mobile Bank office were also established.
- A functional complaint redressal system in the form of Hotline, SMS and USSD system was established.
- Technical response mechanism through the Incident Response Team was put in place to provide real time technical support to registration centers such as fixing malfunctioning BRKs, supplying power banks, etc.
- 9,168,689 (54% female and 46% male) Malawians who are 16 years and above were registered by 24 November 2017 completing the mass registration exercise. 3,699,275 children aged below 16 years have also been registered for birth certificate issuance.
- A functional 15-member Adjudication Committee was established to review multiple records after de-duplication process.
- Orientation of ID Card distribution done for District Commissioners, District Education Managers and Assistant District Registrars (ADRs) for phase I, II, III and IV districts in Malawi.
- Commencement of printing and distribution of National ID cards with cards for batches I, II and III received and distributed in the districts of Mchinji, Ntchisi,

Kasungu, Dowa, Nkhonkhotakota, Salima, Lilongwe, Dedza, Ntcheu, Likoma, Blantyre, Chiradzulu, Mwanza, Neno and Nsanje.

- Software development regarding modules of Civil Registration (Birth, Death, Marriage, Divorce, Adoption, Name Changes, Foreigners Registration) within one ID system completed.
- Software Source Code Training completed for 4 NRB ICT and 2 E-Government staff.
- Advanced Level III Technical training including 6 modules of BRK completed for 13 E-Government Technicians, 5 NRB Technicians, 14 temporary registration supervisors and 35 top performing temporary registration officers.
- An MoU between NRB and National Initiative for Civic Education (NICE) Public Trust signed on 30 May 2017 concerning their co-operation in undertaking joint civic education and mobilization initiatives for the people of Malawi to avail themselves and participate in the registration process as required by the law.
- An MoU between NRB and the Malawi Electoral Commission was finalized and signed on 30 May 2017 which allows MEC to draw upon the national ID card to develop a voters' register without inclusion of errors.
- An MoU between NRB and Malawi Posts Corporation was finalized and signed in relation to provision of space by the latter for continuous registration.
- MoU between NRB and Malawi Revenue Authority on the use of the ID System finalized, pending signature.

## 2. Implementation Progress

### Brief Background

Malawi endures a structural development challenge in the absence of an authoritative, comprehensive and accurate system of national identification. Fundamentally undermining most citizens' right to identity, the consequences are multi-sectoral, where citizens' access and entitlement to services are uncertain.

Malawi is the only country in the Southern African Development Community (SADC) or Common Market for Southern and Eastern Africa (COMESA) that does not have a functional national registry and identification system. Moreover, Malawi is only now starting to re-establish its system of civil registration and vital statistics (CRVS), to comprehensively register births, deaths, and marriages. The absence of these two systems (NRIS and CRVS, collectively known as a population register), which are mandates of the NRB within the Ministry of Home Affairs and Internal Security, undermines an individual's ability to claim their citizen's rights and services, as well as Government's ability to fulfil its obligations to provide inclusive social services, accountable administrative systems, and to foster evidence-based policy formulation and decision-making.

Efforts in various arenas have led to fragmented initiatives, creating costly or unsustainable silos of information, while also imposing institutional and technical obstacles to interlink information. The Malawi National Registration Act (No. 13 of 2010) which entered force in August 2015 requiring all Malawians 16 years of age and older to be registered in a National Registry and to be issued with an identity card, mandates the National Registration Bureau (NRB) to fulfil this task.

As such, UNDP – with financial and technical support from key Development Partners - and in partnership with the National Registration Bureau is implementing a multi-Donor Basket funded National Registration and Identification System (NRIS) Project (2016 – 2018). The Project seeks to actualize the Right to Identity, ensuring that all Malawians 16 years and older are uniquely registered in a permanent and continuous system that provides proof of their identity, and to be issued with an identity card that is evidence of that identity. Correspondingly, the system will establish the management information systems that will allow Government and stakeholders to access and use that information in aggregate for planning, and as a central reference point for individual identity to be linked across multiple systems. Simultaneously, the management information systems and identity cards will enable the strengthening of accountability and verification processes within both the public and private sector domains that will enhance services for Malawi’s citizens.

The expected results of the Project were to: design, establish and manage the necessary systems, infrastructure and equipment for the National Registration and Identity system, employing biometrically secure Smartcards; supervise the mass registration for all eligible Malawians (an estimated 9 million) within the country in 2017; transition the system to a continuous registration model in 2018 and to develop the capacity and systems of NRB to maintain and operate the system; provide an interface to other public and private sector systems that allow for appropriate data sharing within a legal framework that complies with international principles and standards for the right to privacy and data protection; and to ensure the effective management of the Project.

Cost-Sharing Agreements have been signed between UNDP and the Government of Malawi (US\$20,347,497), DFID (9,685,000 pounds), Irish Aid (2,700,000 Euros), USAID (US\$2,000,000), Norway (NOK 22,225,000) and the EU (8,700,000 Euros). UNDP has allocated US\$2,000,000 from UNDP core resources to the project. In addition, UNDP signed an Inter-Agency Agreement with UNICEF (US\$44,366). The entire project budget is USD \$52,125,965.

The design of the card (shown in Figure 1, below) has been approved by the Minister of Home Affairs to meet the three tier (visible to the eye security features; enhanced security features that require minimal equipment to verify; and, forensic analysis features that require high end equipment such as a microscope to verify) security requirements of International Civil Aviation Organization (ICAO) and the information requirements elaborated in Section 8 of the law. As well, the card allows for data to be manually read or for various forms of machine reading (QR code, swipe read and chip read) that will avoid traditional challenges with data accuracy. Overall, the design and features of the card draw on key technologies and processes that make forgery of the card improbable, and enables mechanisms to verify its authenticity to ensure confidence that the card, as required by law, is *prima facie* evidence of the individual’s recorded information.





- Through a transparent and open international competitive procurement process led by UNDP PSU, tenders for the supply of Smart Cards were received and evaluated. UNDP Malawi and NRB representative participated in the evaluation of the bids. In addition, an external ID Printing Expert Consultant (ID Card printing and personalization) assisted in the evaluation of the bids. Bidder recommended for award to supply the BRKs was contracted upon approval from UNDP Headquarters in New York.
- Through a transparent and open competitive procurement process, UNDP selected and contracted PricewaterhouseCoopers as a Human Resource Management and Payroll Service Provider for the recruitment, administration and management of payroll activities of the temporary 4,200 registration staff. All the registration staff were recruited by PwC and trained by Laxton Group Limited, UNDP and NRB Officers before deployment began.
- In terms of public awareness for mass registration, a Civic Education Committee chaired by the Ministry of Civic Education, Culture and Community Development was set up and a Communication strategy developed. Further, a Micro Grant Facility was signed between UNDP and the National Initiative for Civic Education (NICE) Public Trust for the latter to provide public awareness and civic education to Malawians and mobilise them to register during the mass registration for the National Identity Card. NRB also signed an MoU with the National Initiative for Civic Education (NICE) Public Trust on 30 May 2017 concerning their co-operation in undertaking joint civic education and mobilization initiatives for the people of Malawi to avail themselves and participate in the registration process as required by the law. The activities of NICE were to complement ongoing efforts on the same through radio jingles, press releases, radio and TV phone in programmes, etc.

Through the contract that UNDP signed with Mobile phone companies (Airtel Malawi Limited, and Telekom Networks Malawi Limited), Short Messages Service (SMSs) were sent to Malawian citizens in respective phases, encouraging them to register. Public engagement and civic education also took into account how to target vulnerable groups e.g. people with disabilities/albinism, the elderly, etc. In terms of public awareness for ID Cards distribution, messages have been going to the public through radios, press releases, loud hailing, posters, etc.

- A Task Force on transport chaired by the Office of the President and Cabinet was set up which identified and mobilised various modes of transport that were used during the mass registration but also assisted the NRB in the deployment of such transport.
- Pattern matching algorithms were implemented to mitigate the risks to register multiple records of same identity without biometrics.
- NRIS servers for the Government Disaster Recovery Center to back up the NRB service in the data center were procured and delivered and training on the operation and functionality of these servers was conducted.
- A complaint redressal system in the form of Hotline, SMS and USSD system was set up and the public and registration staff were able to lodge enquiries and get

assistance. The nature of these enquiries by the public were mostly about the registration process, status of their ID cards in terms of whether they were ready or not and where to collect them. There were also some enquiries on ID cards with some errors.

- Mass registration progressed well in the reporting period and concluded on 24 November 2017 with final retrieval of all Registration Officers from the field. At the end of mass registration, 9,168,689 (4,217,597 males and 4,951,092 females) Malawian citizens who are 16 years and above were registered. 3,699,275 children aged below 16 years have also been registered for birth certificate issuance.
- Considering that the backbone of multimodal biometric database is deduplication to guarantee uniqueness of identity, Government of Malawi constituted a 15-member Adjudication Committee. The role of the Adjudication Committee is to provide due diligence in scrutinising duplicates and multiple records, and an adjudication module captures and resolves such cases. Adjudication Committee consists of NRB officials, Police, Immigration and others to capitalise on their subject matter expertise.
- In the reporting period and following the adjudication process, about 4,507,642 cards were printed and distribution started in some of the phase I, II and III districts of Mchinji, Ntchisi, Kasungu, Dowa, Nkhotakota, Salima, Lilongwe, Dedza, Ntcheu, Likoma, Blantyre, Chiradzulu, Mwanza, Neno and Nsanje.
- As per the ID Card Distribution Strategy that was adopted, an orientation session on such was conducted in the reporting period for 23 District Commissioners, 25 District Education Managers and 23 Assistant District Registrars (ADRs) for phases I, II, III and IV districts of Mchinji, Ntchisi, Kasungu, Dowa, Nkhotakota, Salima, Lilongwe, Dedza, Ntcheu, Likoma, Blantyre, Chiradzulu, Mwanza, Neno, Chikwawa, Nsanje, Mulanje, Phalombe, Thyolo, Zomba, Machinga, Mangochi and Balaka.
- These officers were then orienting school Head Teachers in respective districts. The Head Teachers are mostly the ones distributing the National Identity Cards to Malawian citizens in centers that are mostly schools.

## Output 2

*NRIS is transitioned to a permanent and continuous registration system.*

### Progress

Under this Output, the following has been accomplished in the reporting period:

- In the reporting period, the functional review of the NRB which recommended new staff establishments was approved by the Office of the President and Cabinet (OPC) and the new staffing establishments were included in the approved 2017/2018 National Budget. The recruitment plan which NRB submitted to Secretary to the Treasury and the Office of the President and Cabinet (OPC) regarding the new staffing establishments was approved with a commitment from Treasury to provide resources. NRB is currently awaiting such resources from Treasury to proceed with the recruitment process.
- The 2017 - 2018 Financial Year budget for NRB Head Quarters and District Offices was also approved in the reporting period. Among other things, the budget includes

some activities for continuous registration such as procuring registration forms, printing ID cards, etc.

- The project supported NRB to develop a Capacity Development plan to aid in institutional strengthening of NRB so that it can execute its mandate sustainably.
- A consultant was contracted to undertake a capacity assessment of NRB. The assessment process is focusing on identifying existing skills and gaps in technical, organisational and governance of NRB capacities which will culminate to the development of a comprehensive Institutional Strengthening Plan.
- Teams comprising NRB, E-Government and Post Office did an assessment of the status of potential Post Offices and District Offices for use during continuous registration. Based on recommendations from the assessment reports, refurbishment processes such as contracting service provider (s) and the actual refurbishment will follow in 2018. In the absence of Post Office Staff, NRB will still progress to continuous registration using the District Registration Office (DRO) Staff. In addition to the refurbishments, there will also be last mile connection to connect all district registration points or centres to the central database.
- Standard operating Procedures were developed for various expected scenarios in continuous registration such as name change, lost card replacement, undelivered cards, etc.
- Software Source Code Training was completed for 4 NRB and 2 E-Government staff.
- Advance Level III Technical training including 6 modules of BRK was completed for 13 E-Government and 5 NRB staff.
- Advance Level III Technical training including 6 modules of BRK was completed for 13 E-Government and 5 NRB staff.
- Encryption Key training was completed for 6 NRB, 4 E-Government and 2 MACRA staff.
- Match-on Card Applet training was completed for 6 NRB and 1 E-Government staff.
- Server, Network and Database Administration training was completed for 5 NRB and 5 E-Government staff.
- All NRB Assistant District Registrars have been trained on registration guidelines, process and BRK operations for continuous registration in respective District Registration Offices (DROs). Distribution of BRKs, NR1 forms and other consumables that were left over during mass registration, and motorbikes has been done in readiness for continuous registration. 165 post offices across the country have also been identified for continuous registration purposes.
- Harmonisation of the Civil Registration and Vital Statistics (CRVS) and the National Registration Systems is at an advanced stage. Software development regarding modules of Civil Registration (i.e. birth, death, marriage, divorce, adoption, name change, foreigner registration) within one ID system has been completed and is ready for testing during continuous registration.
- Following an internal NRIS meeting, laws and regulations have been summarized in a “user friendly” document which displays the different scenarios of registration processes provided in the National Registration Act and Regulations (e.g. ID for Malawians and non-Malawians, birth, death, marriages).

- As part of the preparations for continuous registration and in view of the efficient cooperation between NRB and Malawi Posts Corporation (MPC) during the distribution of National IDs, an MoU to support continuous registration was signed between the two parties on 20th December, 2017. According to the terms of the MoU, NRB staff will be accommodated in each of the Post offices disseminated in the whole Country and the ID cards, birth, death and marriage certificates will be distributed from NRB headquarters to each Post office (depending on where the initial registration took place).
- Regarding Amendment of the Citizenship Act, several meetings were held in the reporting period between UNDP and the Law Commission on the need to amend the Citizenship Act and remove discriminatory sections especially those governing the acquisition, retention or transfer of citizenship in line with article 9 of the Convention on the Elimination of Discrimination against Women. More work and progress will be done in 2018 on the said amendment.

### **Output 3**

*Government MDAs are assisted to adopt the use of the National Registration and Identification system (NRIS).*

#### **Progress**

Under this Output, the following milestones were accomplished in the reporting period:

- Malawi Electoral Commission (MEC)
  - Following a series of meetings between the MEC and NRB, an MOU was signed between the two institutions. This MoU formalises and records the agreement between MEC and NRB concerning their co-operation in implementing the operational aspects of the voters' registration and their identification on polling day. NICE and NRB entered an agreement through this MOU with the aim of contributing to the promotion of democracy by building good citizenship and enhancing the National Registration and Identification System (NRIS) in Malawi.
- Malawi Revenue Authority (MRA)
  - A series of meetings between technical teams from NRIS technical (UNDP and NRB) and MRA on optimal use of the ID Card and NRIS integration with MRA's Integrated Tax Administration System (ITAS) continued in the reporting period which culminated in the finalisation of a Memorandum of understanding between NRB and MRA, pending signature.
- Immigration department
  - Meetings were held between the NRIS and Immigration department technical teams regarding incorporation of ID Card with the Immigration System. The department of Immigration agreed on

cooperation and integration of the ID system and the Immigration System. Further discussions will continue in Quarter one of 2018.

- Reserve Bank of Malawi (RBM)
  - Following a series of meetings with the NRIS technical team, the Reserve Bank of Malawi agreed to send a directive to all commercial banks to use the ID as the only primary form of identification by the end of June 2018.
- Malawi Communications and Regulatory Authority (MACRA)
  - Through meetings with MACRA, an agreement was reached that moving forward, the National ID card should be integrated as a requirement to issue Subscriber Identity Module (SIM) cards. This will among other things help in combating crime committed through use of mobile phones since someone's identity will be linked to the SIM card.
- Department of Human Resource Management and Development (DHRMD)
  - Following meetings with DHRMD, an agreement was reached to include ID in their systems to help remove ghost workers from payment systems upon clearance by the Principal Secretary in the Office of the President and Cabinet (OPC).
- Health Sector Stakeholders
  - In the reporting period, three meetings with Health Sector Stakeholders facilitated by USAID were conducted to optimise use of the National ID in the Health Sector and integration of the Civil Registration System with NRIS to produce birth certificates. Another meeting was also convened and chaired by the Minister of Health regarding optimisation of the use of the National ID coupled with BRKs in the Health Sector. The Ministry of Health also approved the need for an eHealth Passport.
- Director of Public Prosecution
  - A meeting was held on 13 December, 2017 to present the potentialities of the National IDs for the criminal system. Another meeting will be held in quarter one of 2018.
- Malawi Police Service (MPS)
  - A meeting was held on 20 December, 2017 with the Deputy Inspector General for Administration and his team. A letter will be sent by the MPS to the Principal Secretary in the Ministry of Home Affairs and Internal Security to request the integration with the ID system. The next meeting is expected in quarter one of 2018, to present how the handheld devices can assist the Police in reading the ID information.

- Ministry of Lands, Housing and Urban Development
  - Following a meeting with the Ministry of Lands, Housing and Urban Development, it was agreed that the ID system will be fundamental to the operations of the Ministry, for example in land administration. A further meeting between IT experts from the Ministry and NRIS will be held in quarter one of 2018.
- Prisons department
  - A meeting was held on with the Prison department to present the potential of optimising the use of National ID cards by the Prison's department operations. Following the meeting, an agreement was reached to register all prisoners in the country for national ID cards. There was also an agreement to explore possible linkage of the ID card to prisoners' record/data system of the Prison department that can easily aid in identifying habitual criminals. Subsequently, prisoners were registered as well.
- Refugees department
  - Meetings were held with both Government and UNHCR to present and explore the possibilities to issue a separate 'Refugee Card' to ensure that refugees are protected but also resolve any disconnect that may exist between government's and UNHCR's data base of refugees in the country and help in proper planning for support to refugees.

#### **Output 4**

*Project is efficiently managed, staffed and coordinated, and is implemented with national ownership.*

#### **Progress**

Under this Output, the following milestones were accomplished in the reporting period:

- Detailed Annual Work Plan 2017 was developed and approved by both the Technical and Steering Committees.
- A well-equipped NRIS Project Office in Lilongwe was established in Area 12. In terms of project staffing, all the project positions were filled by recruiting the following:
  - ✓ The Chief Technical Advisor
  - ✓ The Senior ICT Advisor
  - ✓ The Project Officer (Basket Fund Manager)
  - ✓ The ICT Specialist
  - ✓ The Logistics Specialist
  - ✓ The Legal Specialist
  - ✓ The Public Relations and Civic Education Specialist
  - ✓ The Capacity Development Specialist
  - ✓ The M&E and Reporting Officer
  - ✓ The Field Coordinator (International United Nations Volunteer)

- ✓ Three Regional Supervisors (International United Nations Volunteers)
  - ✓ The Logistics Support Officer (International UNV)
  - ✓ The Finance and Administration Associate
  - ✓ The Logistics Associate
  - ✓ The Programme Assistant
  - ✓ Four Project drivers
- Eleven monthly Technical Committee meetings were held to review project performance achieved against the milestones.
  - Two Steering Committee meetings were held to provide high level oversight and strategic guidance to the project.
  - An M&E plan was also developed and there was continuous monitoring of project implementation and management of risks to ensure that the project stays the course.

### 3. Progress against Results Framework Indicators

Annex I.

#### 4. Communication and Visibility

In the reporting period, the project endeavoured to raise the profile and acknowledge the contributions of all the partners (i.e Government of Malawi, DFID, EU, Irish Aid, Norway, US AID and UNDP). Communication and visibility actions in the reporting period included but not limited to the following:

- Branding and utilisation of the NRIS project logo

The NRIS project logo bearing all logos of the partners was designed and its application consistently used on banners, presentations, leaflets, posters, plaques, reports, BRKs, computers and other project assets, etc.

- Production and dissemination of media statements/ press release on the NRIS project

There was issuance and dissemination of press and public statements/releases for events on the NRIS project. There was also participation in media (Radio, TV and Social Platforms) campaigns and discussions on the NRIS project especially on mass registration and ID cards distribution. In all these, acknowledgement of all contributing partners was ensured. Postings and uploads on the NRIS project and partners were also carried on the UNDP website and social media (Tweeter and Facebook).

- Development of awareness and civic education campaign products on the NRIS project

Apart from engaging the National Initiative for Civic Education (NICE) to sensitise and mobilise people to register, in the reporting period, there was production and dissemination of information and communication toolkits with key messages on the NRIS project and all contributing partners were acknowledged. These products included posters, banners, leaflets, six distinct types of radio jingles on mass registration that were aired on major and

community radio stations several times, six distinct types of TV video clips on mass registration, radio announcements on ID card distribution, 41 radio soaps, 3 TV phone-in and discussion programmes on national registration, 4 press conferences, 7 public/press statements, etc. Below is a pictorial focus of some visibility events:



*The US Ambassador Virginia (2<sup>nd</sup> left) Palmer representing NRIS contributing partners, Minister of Home Affairs and Internal Security, Honorable Grace Chiumia (3<sup>rd</sup> left), MP with UNDP and NRB Officials at a press conference, announcing registration statistics for Phase 3.*



*The British High Commissioner Holly Tett (2<sup>nd</sup> right) representing NRIS contributing partners, Minister of Home Affairs and Internal Security, Honorable Grace Chiumia (2<sup>nd</sup> left), MP with UNDP and NRB Officials at a press Conference, announcing registration statistics for Phase 4.*





*NRIS Project contributing partners and other dignitaries gathered at Kamuzu Palace to celebrate the successful conclusion of the Mass Registration Campaign for a National ID and to mark the transitioning to continuous registration.*



*The EU Ambassador Marcel Germann at Kamuzu Palace, addressing President Arthur Peter Mutharika on behalf of all Development Partners of the NRIS project to celebrate the successful conclusion of the Mass Registration Campaign for a National ID and to mark the transitioning to continuous registration.*



*The Minister of Home Affairs, Honorable Cecilia Chazama, MP announces the conclusive results of the Mass Registration Campaign for a National ID at Kamuzu Palace.*



*The Irish Ambassador Gerry Cunningham (right), Honorable Grace Chiumia (2<sup>nd</sup> right), MP and Mr. Tresphore Kang'ombe, NRB Director handing over motorbikes in Nkhatabay to assist in ID card distribution and continuous registration.*

## 5. Way forward

Moving forward, the project will continue to prioritize:

a. NRB capacity for continuous registration

The NRB additional capacity needs are imperative for a smooth continuous registration process in 2018. Following the formal response from Treasury to NRB that funds will be made available to fund recruitment of new NRB staff establishments, it will be imperative if such funds were made available at the earliest convenience so that the recruitment processes is not delayed. NRB will therefore continue following up with Treasury on this.

b. NRIS linkage with MDAs

The success of optimizing multiple use of the ID system depends on creating demand for the same. As such, the project through its UNDP and NRB technical teams will continue and intensify engagement with various MDAs so that clear linkages between the ID system and other systems across MDAs are established. This will allow clear multiple uses to be identified and agreed on for the benefit everyone in Malawi.

c. Public awareness and ID card distribution

As it is imperative that all Malawian citizens who registered during mass registration get their ID cards, the project will continue with customised public awareness on ID Card distribution which already started so that no one is left behind.

d. Data protection

Considering that the current data protection provisions for Malawi are not comprehensive enough, and in view of the large volume of data that the registration system will be capturing, the project team will be following up and work with the World Bank team to support the development of a comprehensive Data Protection Act for Malawi.

e. Amendment of the Citizenship Act

The project will also continue to engage the Law Commission in order to amend the Citizenship Act and remove discriminatory sections especially those governing the acquisition, retention or transfer of citizenship in line with article 9 of the Convention on the Elimination of Discrimination against Women.

## 6. Conclusion

The 2017 annual progress report has highlighted activities undertaken and achievements made against the milestones. The project is on track in most of the areas as demonstrated by the project deliverables completed in time, within budget and as per the signed Project Document.

## 7. Future Plans

The project will develop the 2018 Annual Work Plan to implement activities from January 2018 to 31 December 2018. The Annual Work Plan will be in line with the signed project document.

## 8. Financial Section

All financial data (Annexes III) presented in this report is provisional. From UNDP Bureau of Management/Office of Finance and Administration, an annual certified financial statement as of 31 December, will be submitted every year no later than 30 June of the following year.

## Annexes

### Annex I: Progress against Results Framework Indicators:

#### Results Framework

<b>Outcome Goal:</b> The establishment of a permanent and continuous national registration and identification system in Malawi.
<b>Outcome Indicators:</b> <ul style="list-style-type: none"> <li>• Number of MDAs using NRIS for administrative or operational systems (Baseline (2016): 0; Target (2019): 10; Source: Official records)</li> <li>• Percentage of eligible resident Malawians registered and issued with an identity card (Baseline (2016) 0; Target (2019): &gt;90%; Source: National Register, NSO)</li> <li>• Assessed capacity of NRB to operate and maintain the NRIS (Baseline (2016): None; Target (2019): Good capacity; Source: Project Evaluation Report)</li> </ul>

EXPECTED OUTPUTS	OUTPUT INDICATORS	DATA SOURCE	BASELINE		TARGET	STATUS	Remarks
			Value	Year	2017	31 December 2017	
<b>Output 1</b> Up to 9 million Malawians are registered and issued with a National Identity card in 2017	<b>1.1 Number of Malawians registered in the National Register, disaggregated by gender</b>	National Registry	0	2016	More than 8.5 million	9,168,689 (4,217,597 males and 4,951,092 females)	Surpassed the 2017 target.
	<b>1.2 Number of Malawians issued</b>	NRB	0	2016	More than	About 4,056,877	This is a 90% estimate

	<b><i>with a National ID card, disaggregated by gender</i></b>	<i>Records</i>			8.5 million	of the total ID cards received by 31 December 2017, but not disaggregated by gender yet. By 31 December 2017, the total sum of ID cards printed and received in country for for batches I, II and III was 4,507,642. Distribution of the cards started on 25 October 2017 with a reported 90-95% distribution rate.
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	<b>1.3 Proposed amendment of National Registration Act submitted to Ministry of Justice</b>	<i>Public Record</i>	0	2016	1	0	A meeting is planned for end of January 2018 between the UNDP Legal Specialist and NRB to discuss the amendments of the National Registration Act. The outcome will be a memo from the Ministry of Home Affairs and Internal Security to the Ministry of Justice and Constitutional Affairs (MoJ) requesting the necessary amendments of the law.
	<b>1.4 Number of paid information campaign products aired on radio</b>	<i>Project records</i>	0	2016	10	11	Surpassed target. Six distinct types of radio jingles, radio soaps, Two radio phone in programmes, one radio discussion, TV discussions, radio announcements on ID card distribution.

<b>Output 2</b> NRIS is transitioned to a permanent and continuous registration system	<b>2.1 Number of District Registration Offices equipped for continuous registration</b>	<i>NRB Records</i>	0	2016	20	28	All 28 districts have been provided with BRKs, motorcycles, NR1 forms, stickers, etc.
	<b>2.2 Percentage of registrars trained in rules and procedures.</b>	<i>Training records.</i>	0	2016	70%	82%	Surpassed target. According to the laws of Malawi, District Commissioners (DCs) are the registrars. There are 28 District Commissioners in Malawi, which implies 28 registrars. All the 28 registrars have been trained on rules and procedures regarding the mass registration process and continuous registration protocols ID Card replacement etc., while only 23 registrars have been trained on ID Card distribution. The remaining 5 registrars will be trained in due course. Some of these



							trainings were also extended to 83 NRB district registration office staff, which include the Assistant District Registrars (ADRs), Logistics Officers, and Data Processing Clerks.
	<b>2.3 Number of Malawians issued with a National ID card in 2018, gender disaggregated</b>	<i>NRB Records</i>	0	2016	0	0	This will be part of continuous registration. That is why there is zero as a target in 2017.
<b>Output 3</b> Government MDAs are assisted to adopt the use of the NRIS.	<b>3.1 Number of meetings held with individual MDAs to formulate plans for using the National ID in data collection</b>	<i>Official Records</i>	0	2016	5	More than 5	Surpassed target. There have been various meetings with different MDAs such as the Ministry of Health, Malawi Electoral Commission, Prisons department; Refugees department; Reserve Bank of Malawi; Malawi Revenue Authority (MRA), Immigration department, Malawi

							Communications and Regulatory Authority (MACRA), the Department of Human Resource Management and Development (DHRMD), the Director of Public Prosecution (DPP), the Malawi Police Service (MPS), and the Ministry of Lands, Housing and Urban Development.
	<b>3.2 Number of inter-institutional agreements between NRB and MDAs to receive aggregate reports</b>	NRB records	0	2016	5	1	One MoU signed between NRB and MEC. MoU between NRB and MRA was finalized, pending signature.
<b>Output 4</b> Project is efficiently managed, staffed and coordinated, and is implemented	<b>4.1 Percentage of agreed M&amp;E activities implemented</b>	Project records	0	2016	80%	87%	Most of the agreed Monitoring and Evaluation activities in 2017 have been implemented.
	<b>4.2 Percentage of Project positions filled</b>	UNDP records	0	2016	95%	100%	Target surpassed. All project positions have been filled.

with national ownership	<b>4.3 Steering and Technical Committee meetings held per year</b>	<i>Project records</i>	0	2016	4/8	2/11	The project convenes quarterly Steering Committee (SC) meetings and monthly Technical Committee (TC) meetings. There were 11 TC meetings in 2017. There was one SC meeting in December 2016 and no SC meeting in Q1 of 2017 but in Q2 and Q4.
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**Annex II: Risk Log:**

<b>Project Title: National Registration and Identification System</b>	<b>Award ID: 00100113</b>	<b>Date: 30 January, 2018</b>
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#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Updated by	Last Update	Status History
2	Slippage on operational timelines	20 Oct 16	Operational Total: 20	Timelines are constrained with census in 2018 and elections in 2019. If not implemented on schedule major deviations off plan may need to be considered.  P = 4 I = 5	Monthly monitoring of progress in Technical Committee to determine corrective actions as necessary. TC and SC meetings taking place regularly and according to timeline. The project is on track so far.	Technical Committee	CTA	30 Jan 2018	<b>No Change</b> (30 January 2018)
3	Institutional national capacity	20 Oct 16	Operational Total: 20	A lack of sufficiently trained national staff will compromise the implementation and sustainability of continuous registration.  P = 4 I = 5	Government conducted a functional review to increase NRB staffing. Government sanctioned recruitment of 16 IT Officers for NRB to support mass registration. For further recruitment of additional staff as	GoM UNDP	CTA	30 Jan 2018	<b>Amended.</b> (19 January 2017) P amended from 3 to 4 in view of delays in the functional review and the increase

					recommended by the functional review in relation to the sustainability of continuous registration, Treasury has approved NRB's request on resources for this recruitment. The current approval of resources will allow NRB recruit half of the required positions. NRB is now working with the Department of Human Resource Management and Development to move forward on the actual recruitment process.				in NRB staffing required.  Escalated for the attention of the SC on 5 <sup>th</sup> April 2017.  Escalate to SC in anticipation that there might be a gap in NRB's capacity for continuous registration if the new approved positions are not filled at all or on time.  <b>No Change</b> (30 January 2018)
5	Procurement	20 Oct 16	Operational	Procurement timelines are	Procurement expertise of	UNDP	CTA	30 Jan	<b>Amended.</b> (28

	timelines		Total: 6	not met, creating operational delays. P = 2 I = 3	UNDP PSO to be retained. Close monitoring of progress against benchmarks. Procurement is on track.			2018	March 2017) P amended from 3 to 2 and I amended from 4 to 3 given the level of procurement already taken. <b>No Change</b> (30 Jan 2018)
6	Technology adoption	20 Oct 16	Operational Total: 12	Introduction of new technologies and systems, introduces unprecedented challenges for implementation and sustainability. P = 3 I = 4	International expertise to implement under the Project, supported by contractor arrangements. Skills transfer for the new technologies is built into the design of the Project.	UNDP/NRB	CTA	30 Jan 2018	<b>No Change.</b> (30 January 2018)
7	Adequate data protection provisions	20 Oct 16	Legal Total: 12	Failure to protect privacy and data can undermine confidence in registering and erodes the right to privacy of individuals.	A review of the National Registration Act and development of amendments is part of the Project deliverables.	UNDP /GoM	CTA	30 Jan 2018	<b>Amended.</b> (02 October 2017) P amended from 3 to 4

				<p>P = 4 I = 4</p>	<p>The introduction of the Electronic Transactions Bill will strengthen rights to privacy and data protection. The Electronic Transaction Bill was passed by Parliament on 04 July 2016 and the President assented to it on 20 October 2016. Its publication was on 04 November 2016.</p> <p>On Data Protection Act, UNDP team will be following up and work with the World Bank team to support the development of a comprehensive Data Protection Act for Malawi. World Bank is leading this through their supported Digital Malawi project.</p>				<p>given the level of current data protection provisions in Malawi.</p> <p><b>No Change.</b> (30 January 2018)</p>
8	Network connectivity	20 Oct 16	Operational Total: 10	Limited or unstable access to connectivity can undermine data movement and synchronisation during	NRB and E-Government will ensure that systems for data transfer have been developed. UNDP	GoM	CTA	30 Jan 2018	<b>Amended.</b> (01 December 2017)

				continuous registration. P = 5 I = 3	will support.				<b>No change</b> (30 January 2018)
9	Wet season disrupts or delays ID card distribution operations	20 Oct 16	Environmental Total: 10	Off-schedule wet season delays or disrupts access for citizens to collect their ID Cards. P = 2 I = 4	Operational planning and logistics will take into account wet season.	UNDP/NRB	CTA	30 Jan 2018	<b>Amended.</b> (01 December 2017)  <b>No change</b> (30 January 2018)
14	Lack of clarity on communication strategy on ID Card distribution and consistent engagement with the media create negative political perception and anxiety among citizens and political	02 Oct 2017	Political Total:12	Lack of proper communication channels with key targeted public messages regarding collection of ID cards may create confusion on ID distribution resulting in negative perception on NRIS P=3 I=4	NRB will use proper communication channels (radio, SMS, USSD system) in phased approach to inform public to collect their ID cards. UNDP will support the initiative. NRB and UNDP will consistently engage the media to update them on the status of ID Card distribution.	UNDP/NRB	CTA	30 Jan 2018	<b>New Risk (02 Oct 2017)</b>  <b>Amended.</b> (01 December 2017)  <b>No change</b> (30 January 2018)



	parties								
15	Transfer of project assets	02 Nov 2017	Operational Total:8	Lack of coherent plan for transfer of project assets from UNDP to NRB, including NRB plan for use and storage may disrupt continuous registration  P=2 I=4	Project assets such as BRKs and Motorbikes were smoothly transferred from UNDP to partners. 500 BRKs were handed over to NRB. 1,499 BRKs (700 BRKs permanently and 799 BRKs temporary custody), 1 BRK still with UNDP for testing. Transfer of assets was per NRB's and MEC's instruction.	UNDP/NRB	CTA	30 Jan 2018	<b>New risk</b> (01 December 2017)  <b>No change</b> (30 January 2018)
16	Intermittent power supply to servers	02 Nov 2017	Operational Total:15	Inconsistent power distribution to the servers may result in unsustainable functioning of the servers, and consequently. loss of data.  P=3 I=5	NRB will ensure consistent power supply to the servers and that all distribution lines and cables are functional.	NRB	CTA	30 Jan 2018	<b>New risk</b> (01 December 2017)  <b>No change</b> (30 January 2018)

**Note: P stands Probability and I stands for Impact.**

**Annex III.a: Financial Utilisation against Budget of the Action**

<b>Output Description</b>	<b>Total Project Budget of the Action</b>	<b>Expenditure (January 2016 - December 2016)</b>	<b>Expenditure (January 2017 - December 2017)</b>	<b>Cumulative Expenditure (January 2016 – December 2017)</b>
<b>Output 1: Capacity to register and issue up to 9.5 Million National ID Cards to Malawian citizens is undertaken</b>				
1.1 Activity: Central database software and registration software developed, tested and installed.	351,000	-	421,543	421,543
1.2 Activity: At least 2,000 Biometric registration kits (BRKs) are procured and deployed.	7,473,042	-	7,744,763	7,744,763
1.3 Activity: National Registration legal framework is reviewed and necessary amendments proposed to Ministry of Justice.	60,000	-	1,787	1,787
1.4 Activity: inclusive national civic awareness campaign is conducted on NRIS.	200,000	-	6,204	6,204
1.5 Activity: operational information campaigns are conducted for each phase and targeted efforts are made for vulnerable groups.	781,080	-	512,363	512,363
1.6 Activity: registration teams are recruited, trained and deployed and field registration is conducted in five phases	7,340,428	-	6,030,254	6,030,254
1.7 Activity: Registration data is consolidated and biometric de-duplication conducted by phase	31,000	-	446	446

1.8 Activity: provisional registration data is displayed and amendments made	110,000	-	45,986	45,986
1.9 Activity: Up to 9 million National ID cards are produced, personalize and distributed to citizens	19,223,084	-	10,420,939	10,420,939
Monitoring	100,000	-	-	-
<b>Sub-Total for Output 1</b>	<b>35,669,634</b>		<b>25,184,286</b>	<b>25,184,286</b>
<b>Output 2: NRIS is transitioned to a permanent and continuous registration system</b>				
2.1 Activity: Develop NRIS policies and Memoranda of Understanding (MoU) between NRB and MEC, MPC and NICE.	25,000	-	-	-
2.2 Activity: required additional NRB staff are recruited and deployed		-	-	-
2.3 Activity: NRB staff are trained in national registration management	50,000	-	2,481	2,481
2.4 Activity: Develop communication strategies and reporting procedures between HQ, district and local levels				
2.5 Activity: NRB/GWAN ICT staff trained in the maintenance of the National Register	10,000	-	-	-
2.6 Activity: District Registration Offices (DROs) and Post Office facilities are equipped for continuous registration and update services	100,000	-	27,739	27,739

2.7 Activity: Renovate office space for DROs and Post Office facilities	536,000	-	207,934	207,934
2.8 Activity: DRO and Post Office data communication services are available	2,758,000	-	-	-
2.9 Activity: ongoing inclusive public awareness and targeted information campaigns are conducted	100,000	-	-	-
2.10 Activity: registration of up to 0.5 million new persons through continuous registration and update of existing records.				
2.11 Activity: regulations and procedures developed for access and use of National Registry that respect right to privacy and data protection	25,000	-	-	-
2.12 Activity: NRB Strategic Plan developed for 2019-2020				
Monitoring	112,000	-	12,380	12,380
<b>Sub-Total for Output 2</b>	<b>3,716,000</b>	-	<b>250,534</b>	<b>250,534</b>
<b>Output 3: Government MDAs are assisted to adopt the use of the NRIS</b>				
3.1 Activity: Policy advisory services provided to MDAs	30,000	-	-	-
3.2 Activity: Assist MDAs in the adoption, integration and use of the NRIS	45,000	-	-	-
3.3 Activity: formulate and develop inter-institutional agreements with MDAs for access and use of National Registry	25,000	-	-	-

reports				
3.4 Activity: Excess BRKs are reconfigured and reassigned to MDAs				
Monitoring				
<b>Sub-Total for Output 3</b>	<b>100,000</b>			
<b>Output 4: Project is efficiently managed, staffed and coordinated, and is implemented with national ownership</b>				
4.1 Activity: Project staffed, equipped and operational	6,150,914	333,954	2,809,418	3,143,372
4.2 Activity: Regular Steering Committee meetings conducted				
4.3 Activity: Regular Technical Committee and Consultative meetings held			28,929	28,929
4.4 Activity: M&E plan is developed and implemented	212,000	-	-	-
4.5 Activity: Project external audits	50,000	-	-	-
4.6 Activity: Project Final Evaluation is conducted	50,000	-	-	-
Monitoring				
<b>Sub-Total for Output 4</b>	<b>6,462,914</b>	<b>333,954</b>	<b>2,838,346</b>	<b>3,172,300</b>
<b>Project Sub Total</b>	<b>45,948,548</b>	<b>333,954</b>	<b>28,273,167</b>	<b>28,607,120</b>
<b>Contingency Funds</b>	<b>2,295,374</b>	-	-	-
<b>UNDP Procurement Support Office (PSO) (4.5%)</b>	<b>1,204,676</b>	-	<b>688,348</b>	<b>688,348</b>

<b>Total for Basket Fund activities</b>	49,448,598	333,954	28,961,514	29,295,468
<b>General Management Service Fees (GMS) (7% EU, 8% - Norway, DFID, Irish Aid, US and UNICEF and 3% Govt)</b>	2,677,367	-	1,528,144	1,528,144
<b>Total Project costs</b>	<b>52,125,965</b>	<b>333,954</b>	<b>30,489,658</b>	<b>30,823,612</b>

