NATIONAL REGISTRATION AND IDENTIFICATION SYSTEM (NRIS) PROJECT

Annual Progress report (01 January 2019 to 31 December 2019)

Project Title:	National Registration and Identification System
UNDP Project #:	00100113
Project Duration:	01 November 2016 – 31 December 2021
Project Resources:	Basket Fund
UNDP Focal Point:	Busekese Kilembe

UNDAF Outcome:	National institutions foster democratic governance and human rights to promote transparency, accountability, participation and access to justice for all, especially women and children
Corporate SP Outcome:	Citizen expectations for voice, development, the rule of law and accountability are met by stronger systems of democratic governance
Project Specific Outcome:	The establishment of a permanent and continuous national registration and identification system in Malawi.
Output(s):	1. Up to 9 million Malawians are registered and issued with a National Identity card in 2017. 2. NRIS is transitioned to a permanent and continuous registration system. 3. Government MDAs are assisted to adopt the use of the NRIS. 4. Project is efficiently managed, staffed and coordinated, and is implemented with national ownership.
Project Location(s):	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
DRO	District Registration Office
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
MOJ	Ministry of Justice
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 2019.

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

- Continuous registration progressed well in all the 28 District Registration Offices (DROs) and 37 of 65 post offices. The total number of registrants for January to December 2019 was 30,824 (18,712 male and 12,112 female). The average registration consistently increased overtime.

- NRIS supported NRB to recruit 140 Registration Officers (ROs) and Assistant Registration Officers (AROs) to build the human resource capacity. All selected ROs and AROs were trained on the national ID registration process, rules and regulations, and were deployed to the district registration offices and post offices.

- The 2019 – 2024 NRB Strategic Plan has been developed collaboratively with NRB, Department of Human Resource Management and Development (DHRMD) and UNDP. The Costing/Budgeting and Sustainability Plan has also been developed and is being implemented.

- As part of continuous efforts in capacitating NRB staff, the Malawi Institute of Management is delivering customized professional management training program comprised of 9 courses based on the capacity building needs as per assessment report. Six out of the nine selected short courses have been completed.

- The prefabricated Card Production Facility (CPF) has been assembled, furnished, and power connectivity established. National ID card personalization and printing has started in the CPF at the National Registration Bureau (NRB) Headquarters. NRB's technical capacity to personalize (chip encoding with citizens biometric data) smart cards in the CPF has been enhanced.

- Refurbishment of 55 out of 65 selected post offices has been completed. Refurbishment in all 65 post offices will be completed in January 2020.

- The refurbishment of the model registration office at Blantyre DRO has been completed. The network and ESCOM connection are in progress.

- The Last Mile Connectivity activity has been completed, connecting all the 28 District Registration Offices and 65 Post Offices. This has enhanced NRB's capacity to register citizens quickly, allowing for real time registration data transmission and synchronization.

- A Network Monitoring System has been installed at NRB headquarters in Lilongwe. The system has enhanced NRB's capacity to remotely monitor the status of connectivity of all District Registration Offices and Post Offices.

- The complex linkages and integration of the foundational National ID system (NRIS) in functional systems such as Payroll, Land Management System, Farmers Subsidy System (FISP-Farmer Input Subsidy Program), Tax System (Malawi Revenue Authority) has yielded healthy debates and positive controversies such as elimination of ghost workers, combatting corruption and fraud, handling tax evasion etc. in 2019. For instance, 8079 civil servants were temporarily removed from the payroll until they produce a valid ID or they risk being deleted from the DHRMD system.

- The Reserve Bank of Malawi (RBM) issued a directive to financial institutions (banks, credit reference bureaus and insurance companies) requiring that the National ID be adopted as the primary identification tool for individuals in the country by 30th September 2019. This is in line with the Malawi Government Gazette notice no. 67 of 10th August 2018.

- The National Registration Bureau signed a Memorandum of Understanding (MoU) with First Capital Bank (FCB), Ecobank and MyBucks to use National ID and NRIS for eKYC compliance. These financial institutions will utilize the National ID as their primary form of identification and compliance with "Know-Your-Customer" (KYC) requirements.

- Design of the Resident Foreigner Identity Card with all the necessary security features has been completed and is approved by the Minister of Homeland Security. The NRIS system software has been updated and is ready to print foreigner cards. Verification is in progress and printing shall commence once the exercise is complete.

- The Accountable Daily Subsistence Allowance (DSA) System has started to be deployed online, utilizing the National ID to record attendance for meetings and workshops organized by the United Nations System and Development Partners.

- The 7th Steering Committee approved the NRIS project extension for mass registration of children. The Minister of Finance, UNDP and UNICEF Resident Representative signed the extension project document to include mass child registration on 5th December 2019.

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. Following some amendments and addenda resulting from discussions for a one-year extension of the NRIS project to 31 December 2019, Cost-Sharing Agreements have been signed between UNDP and the Government of Malawi (US$20,747,497), DFID (10,485,000 pounds), Irish Aid (2,978,944 Euros), USAID (US$2,000,000), Norway (NOK 4,600,000) and the EU (9,100,000 Euros). UNDP has allocated US$2,850,000 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 now estimated at USD $55,183,181.

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.

Figure 1. Approved National ID Card Design

Front

Back

Beneficiaries, Stakeholders, Implementing Arrangements
The NRB is the principal institutional beneficiary of the Project with the Malawian citizens as the ultimate beneficiary of the support. The main Project stakeholders are the NRB, Government of Malawi and Development Partners. The Project is implemented under UNDP's Direct Implementation Modality (DIM).

Output 1

Up to 9 million Malawians are registered and issued with a National Identity card in 2017

Progress

This output was achieved in 2017 – 2018 with 9.16 million Malawian citizens registered for the National ID and more than 9 million cards issued and distributed.

- **Deletion of National ID Card data in France:**

All the personal data of citizens, including their biometrics, have been erased from the SELP server. In total 9,885,547 records have been deleted and all encrypted digital media used to transfer data returned. A total of 154,816 rejected cards were destroyed in a secure area called the "personalization area" by means of high-powered shredders. In addition, the non-sensitive shredded compound was disposed for proper recycling. These cards were produced between September 2017 to December 2018.

Fig 2: SELP and NRB signing the certification on data erasing

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:

- Continuous registration is being carried out in all the 28 District Registration Offices and 37 post offices. The total number of registrants for January to December 2019 is 30,824

(18,712 male and 12,112 female). The average registration has increased over the quarters, depicted in the upward trend on the graph below. There have been some periods of lower registration. Nationwide demonstrations following from the May 2019 elections have affected registration, especially in Karonga where the District Registration Office was vandalized by demonstrators. There is also a dip in registration in December which is the festive season and government offices are closed.

Fig 3: Continuous registration of National ID from Jan to Dec 2019
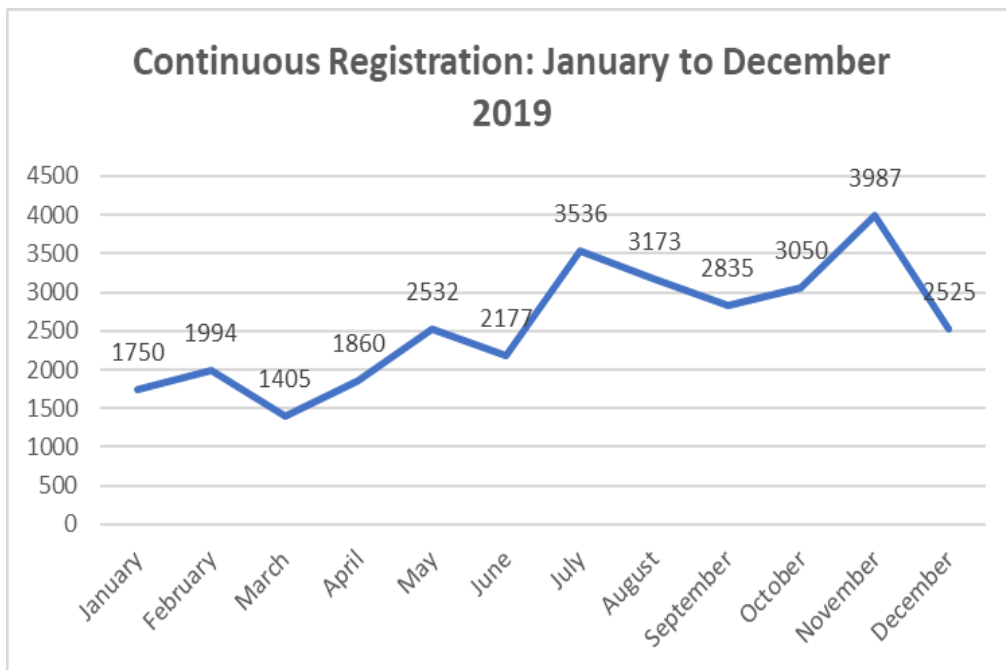
- **Survey on the cause of low registration and use of national ID:** A quick random survey was conducted by NRIS to find out the causes of low registration with 623 respondents, across 25 districts and under 140 traditional authorities. The survey revealed that 92% of the respondents had a national ID, 90% of which have used their national ID for multiple purposes. The common uses include voter registration, sim registration, banking, hospital identification, FISP, airtel money, mpamba, job applications etc. The 8% that did not have a national ID stated that it was due to not collecting it (3%), not registering because of the distance to the registration center (2%), not knowing where to register (2%) and difficulties in the registration process (1%). The results of the survey has fed into new civic education campaigns being designed to ensure that more people register as they turn 16 years and for those who registered to collect there cards at registration points.

Fig 4: Survey on the Causes of Low Registration
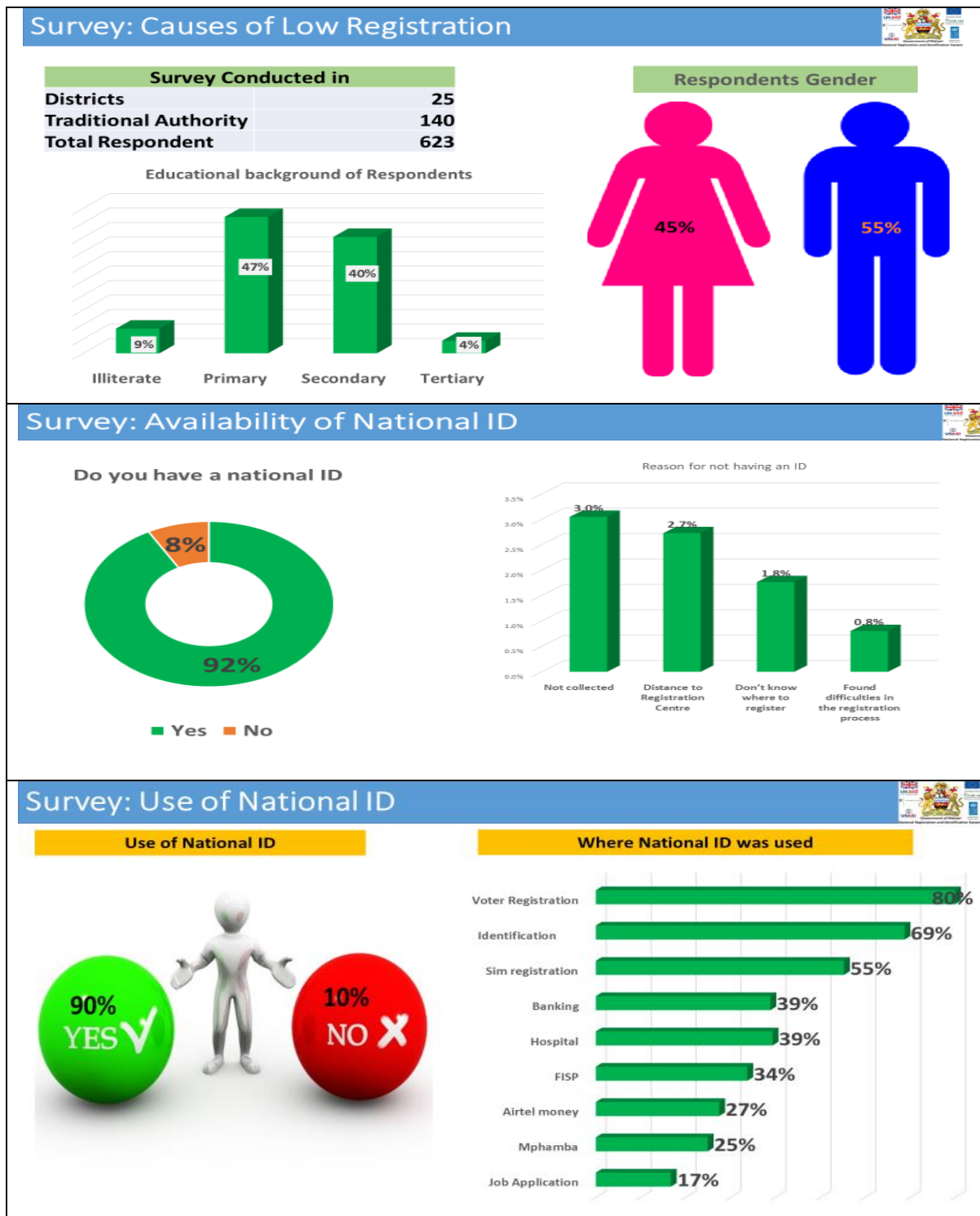
- **Refurbishment of Post Offices:** Refurbishment 55 out of 65 selected post offices has been completed. It is anticipated that all the 65 post offices will be functional by January 2020. The picture of the Lilongwe Post office is given in Fig 5.

Fig 5: National ID Registration in Lilongwe Model Post Office
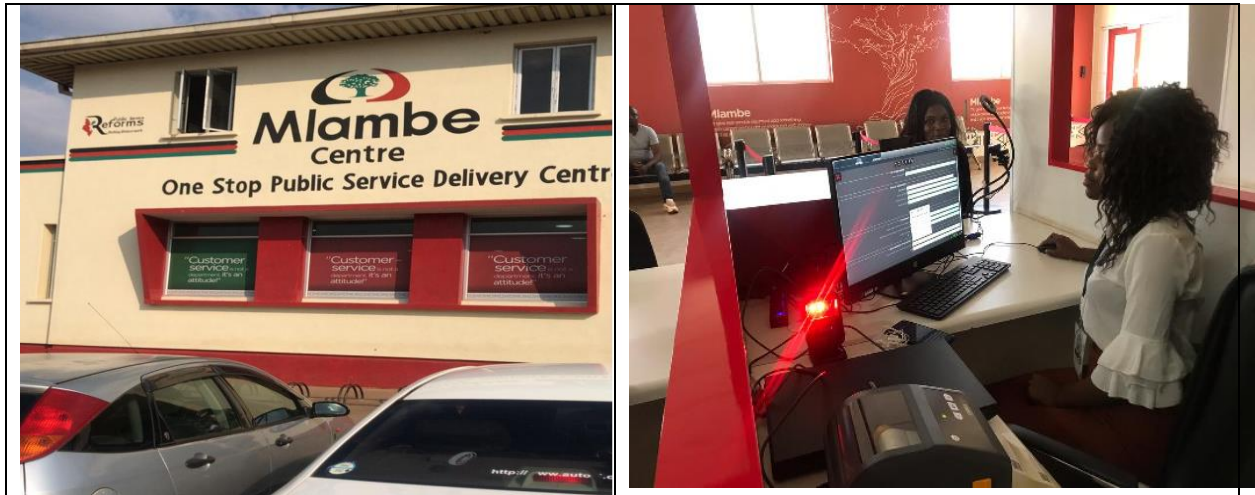
- **Refurbishment of the Blantyre DRO:** The refurbishment work of the model Blantyre DRO has been completed. The network connection and ESCOM connection is in progress. NRB is planning to move to the new office by the 1st quarter of 2020.

Fig 6: Blantyre Model DRO Renovation
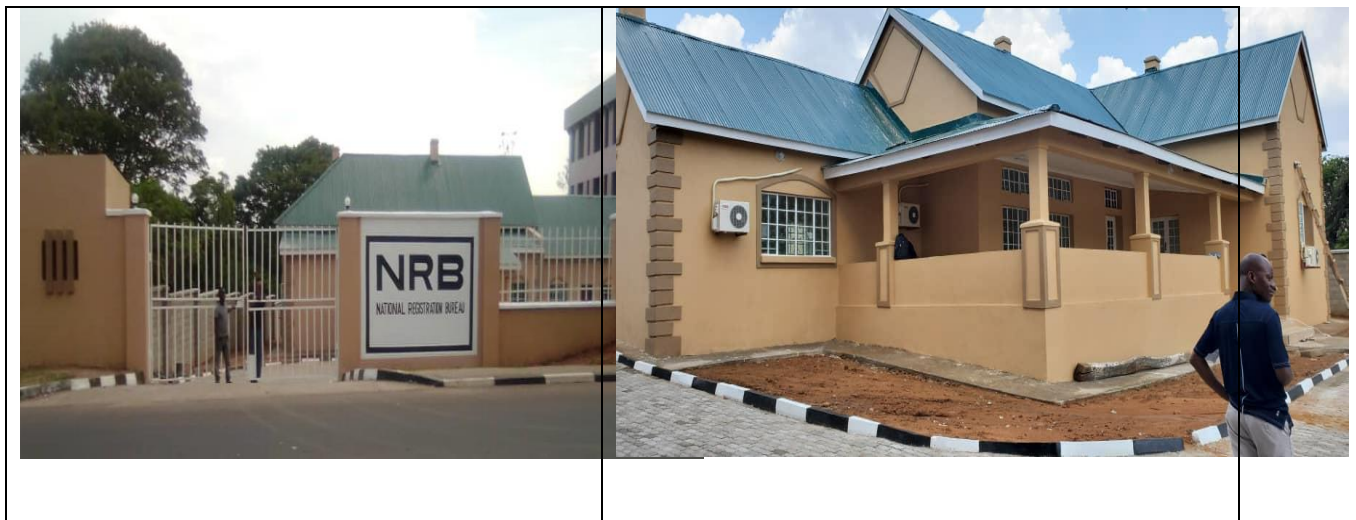
- **Prefabricated ID Card Production Facility (CPF):** The Prefabricated ID Card Production Facility (CPF) was assembled and furnished, with connectivity installed at Capital Hill. The CPF is fully operational and is able to print the ID cards. Furthermore, NRB's capacity to personalize (chip encoding with citizens biometric data) smart cards was enhanced as earlier there were earlier difficulties to carry out this task due to a lack of technical know-how, non-adherence to business rules and improper software upgrades. A team from France was flown into Malawi to upgrade the system and conduct technical trainings of NRB staff.

Fig 7: National ID card printing in progress at NRB HQ, Capital Hill

- **Network Monitoring System Installed:** A Network Monitoring System was installed at Capital Hill. This application is used to monitor network performance and status of the registration centers in the following manner:
    - o Capacity utilization i.e. how much data is being sent to and from the central database.
    - o Device status i.e. whether the switches and routers at registration centers are up (working) or down.
    - o Reports generation i.e. Daily, weekly, monthly reports of status of registration centers' network performance.

- **Procurement and deployment of IT equipment's for DROs:** IT equipment including desktops, and multifunctional devices have been configured and deployed to all the 28 DROs across the country. Vests, NR forms (NR 1,2,6,8) have also been distributed to all the 28 DROs across the country.

Fig 8: Configuration and Deployment of IT Equipment for the 28 DROs

- **Last Mile Connectivity:** The Last Mile Connectivity activity kicked off on 10th April 2019 and has been completed. The commencement followed the completion of the technical evaluation of bids by the UNDP's Procurement Services Unit (PSU) in Copenhagen which selected 'Cancom' from Germany to oversee overall implementation of this activity. Cancom has partnered with local suppliers namely Business Computer Services (BCS) for Local Area Network (LAN) services, and Telekom Networks Malawi (TNM) Limited for Telco services. All the 28 District Registration Offices and Post Offices are connected to NRB HQ's central database. This has enhanced state capacity to register citizens, allowing for real time registration data transmission and synchronization.

- **Training of MISO on Last Mile Connectivity:** The training for all the Management Information System Officers (MISO) has been completed to enhance their capacity on the last mile connectivity. The participants were District Management Information System Officers (MISOs) and NRB HQ staff. The aim of this training was to provide the participants with hands on training on the devices used in the last mile connectivity.

Fig 9: MISO Last Mile Connectivity Training
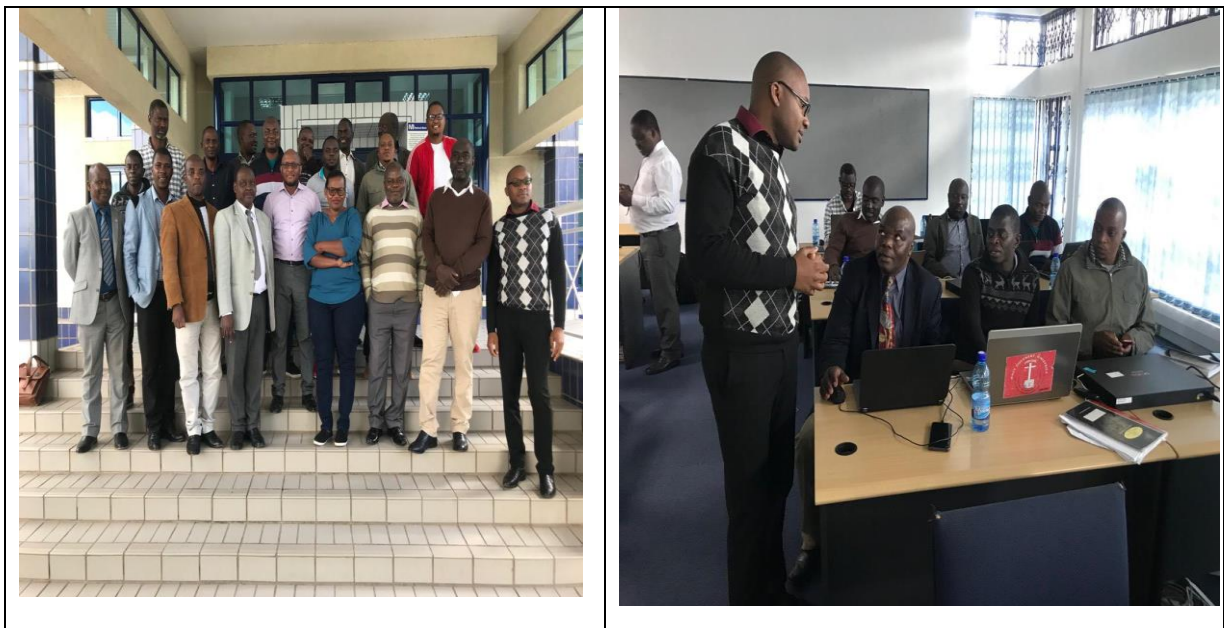
- **Production of foreigner and refugee cards:** NRB is now ready to start the production of foreigner and refugee cards. The pre-printed and un-personalized cards for refugees and foreigners arrived in the country and were tested. Printing of these cards will commence on completion of the verification exercise that is being conducted by the Department of Immigration and Citizen Services. The Minister of Homeland Security approved the design of the card as shown below.

Fig 10: Foreigner ID Card Specimen

- **Procurement of 1 million cards for continuous registration:** The NRIS project procured 1,000,000 smart cards for continuous registration. NRB requested to use the savings of the NRIS project to procure these additional non-personalized cards to ease financial strain on government. This procurement was approved by the NRIS Technical Committee. It is expected that the Government will need to replace at least 3,000,000 expired ID cards by 2021.

- **Strategic Plan for the National Registration Bureau (NRB):** This Strategic Plan for the National Registration Bureau (NRB) was developed, providing a clear and focused direction for the implementation of the National Registration and Identification System (NRIS) in the period 2019 – 2024. The development of the plan is one of the key deliverables of the 2013 – 2018 Strategic Plan Implementation Assessment that was sanctioned by the Chief Director (CD). The plan also includes the budget/sustainability plan for NRB and is being implemented.

- **Mass registration of Children:** NRB is expanding its operations to include the registration of children under the age of 16. The proposal for the mass registration of children was developed by NRB, UNICEF and UNDP and approved by the 7th Steering committee meeting which took place on 5th December 2019 at Capital Hill. Procurement of the Child Registration Servers and Hardware equipment is in progress.

- **MIM trainings:** Malawi Institute of Management has been conducting trainings to build the capacity of NRB Management in carrying out its duties. Six out of nine professional development courses were completed. The remaining three courses are expected to be completed in the 1st Quarter 2020.

Fig 11: Participants in MIM course

Table 1: Progress of MIM Professional Development Courses

Short Courses	Status and Timeline
Effective Leadership and Management	Completed
Internal Communication Management	Completed
Professional Customer Service	Completed
Finance for Non-Finance Manager	Completed
Inventory Management	Completed
Effective Procurement Management	Completed
Logistics and Supply Chain Management	13th to 17th January, 2020
Public Sector Budgeting and Implementation	27th to 31st January, 2020
Total Quality Management	24th to 28th February, 2020

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:

- **National Workshop on Integration of the National ID:** UNDP and the Government of Malawi co-organized a high-level workshop on the integration of the National ID Card with various Ministries, Departments and Agencies (MDAs) on the 20th of August 2019 in Lilongwe. The workshop was presided over by the Chief Secretary to the Government

and 61 Principal Secretaries and Heads of Government Departments were present. The meeting explored the potential contribution the national ID would make to the Government's reform agenda and the sustainable development of Malawi. Representatives from Development Partners such as DFID, Irish Aid, EU, USAID, Embassy of Norway and NGOs also attended.

Fig 12: Participants at the workshop on National ID Card integration with MDAs

- **Ministry of Agriculture – FISP (Subsidy Management):** Farm Input Subsidy Program (FISP) is going through ID integration and will be completely digital by 2020. It has already validated 4 million beneficiaries using the National ID in 20 districts. The mobile application is being developed by Ministry of Agriculture and NRB technicians with technical support of NRIS.

- **Ministry of Lands:** The NRIS team and Ministry of Lands will discuss issues of the Land Management System and the plan for the integration with the National IDs. On 11th October a Technical Working Group was created with the NRIS team. The first TWG was scheduled to take place in December 2019 but was postponed to January 2020.

- **Ministry of Homeland Security:** The Minister of Homeland Security has approved the artwork/designs of the Foreign Resident Card and Refugee Card. The card printing will start in early 2020.

- **Department of Human Resource Management and Development (DHRMD)**: The Office of the President and Cabinet (OPC) approved DHRMD's inclusion of the ID card field in their payroll system. Data analytics reveal that not all civil servants provided correct ID information. After almost two years of meetings and negotiations, DHRMD reported that out of 192,071 civil servants only 142,436 provided their correct ID numbers (November 2019) as shown in the table below. Government gave a December deadline for all civil servants to register or be removed from the payroll.

Table 2: Civil Servants National ID Card Submissions

Civil Servants ID Status	Number of National ID	Percentage
Wrong ID provided	11,657	6.1

ID not found in the database	8,094	4.2
ID not submitted	29,884	15.6
Correct ID	142,436	74.2
Total Civil Servants	**192,071**	
Total number of Depts.	**72**	

- **Refugees:** In ensuring that everyone is captured in the national registry, registration of approximately 20,000 refugees (above 16 years old) will take place in January 2020. This will take place at Dzaleka refugee camp.

- **Ministry of Health (Patient ID and Child Registration):** The Ministry of Health is reorganizing a taskforce that will work on the integration of the National ID to health systems. The Ministry is in support of the proposal to reduce the gap in Child Registration through mass registration of children. UNDP is also supporting the electronic vaccine intelligence network (eVIN) project (tracking of medicines) which has a National ID integration component.

- **Department of Immigration:** In consideration of the interlinked mandates of NRB and Department of Immigration (DOI), the Application Platform Interface (API) with the passport system is being developed and it will be integrated with IDs. The API is being developed to authenticate passport requests coming in from the DOI.

- **Malawi Revenue Authority:** In the broader framework of establishing an electronic registration process for taxpayers, MRA agreed to use the national ID as the only source of information to verify the identity of a taxpayer. MRA conducted a "KYC" exercise in September 2019. The MRA database was crosschecked with NRB which resulted in the positive identification of 8148 out of the 11085 sent by MRA for verification. The new electronic system, with the ID integration, will be piloted in January 2020 in Blantyre and Mzuzu.

- **Review of the Malawi Citizenship Act:** A National Conference on the review of the Malawi Citizenship Act took place in Lilongwe on 26th June 2019. The Special Law Commission presented nine legal papers on the acquisition of citizenship, forms of citizenship, naturalization and registration of stateless persons. The Law Commission has since completed the legal review of the Citizenship Act and made recommendations. A press conference took place on 25th October 2019 where the law commission presented their work. The final submission will be circulated before formal submission to Cabinet.

- **National ID in Tax Reform:** MRA has incorporated the national ID number into their tax forms followed by modifications in its Integrated Tax Administration System (ITAS). All interoperability and connectivity issues between NRIS and ITAS were resolved. An API to exchange data related to identity authentication was designed and deployed for unit system and user acceptance testing. 7000 tax payers' records were processed through the system. Additionally, NRIS project helped MRA to run civic education campaign.

- **National ID Card Workshop for Financial Institutions:** UNDP and the National Registration Bureau co-organized a high-level National Workshop with the Reserve Bank of Malawi on Wednesday, 25th September 2019 in Lilongwe, bringing together all financial institutions operating in Malawi. The workshop focused on the optimal ways the National ID card can be used in financial inclusion for the poor and combating money laundering and financial fraud. The Reserve Bank Governor and the EU Ambassador to Malawi, representing all development partners, presided over the proceedings of the workshop.

Fig 13: Participants at the National ID Card workshop for financial institutions in Lilongwe

- **National ID in the Banking Sector:** The National Registration Bureau has signed a Memorandum of Understanding (MoU) with First Capital Bank (FCB), Ecobank and MyBucks. These banks will now be recognizing the national ID as the primary form of identification of its clients in bank transactions. Know Your Customer (KYC) is being done by most of the financial institutions. The Reserve Bank of Malawi is urging all banks to do KYC using the National ID as the primary identification document.

Fig 14: NRB Chief Director signing MOU with the MYBucks bank

- **Linking National ID with DSA:** The National ID will now be used to record attendance for meetings and workshops organized by the United Nations System and Development Partners through the online Accountable DSA System. This is to improve the accountability and reconciliation of meeting/workshop attendance and DSA payments.

- **ID Card Learning Forum at DFID:** A learning forum session was organized by the DFID at their office in Lilongwe for staff to learn about the national ID. The UNDP Chief Technical Advisor (CTA) gave a presentation on the national ID including ways of reading security features (visible and invisible) and linking the national ID with different Ministries, Departments and Agencies (MDAs). He also demonstrated to the staff, how to use the national ID for service delivery using a QR code reader.

Fig 15: ID Card Learning Forum at DFID

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:

- **Technical Committee Meetings:** Monthly Technical Committee meetings were held to review project performance against the milestones. There were 6 TC meeting conducted during the year. The number of TC meeting along with dates are given below.

NO	TC meeting	Date of the meeting
1	20th TC meeting	19-Feb-19
2	21st TC meeting	16-Apr-19
3	22nd TC meeting	6-Jun-19
4	23rd TC meeting	3-Sep-19
5	24th TC meeting	10-Oct-19
6	25th TC meeting	8-Nov-19

- **Steering Committee Meetings:** The Sixth and Seventh Steering Committee (SC) meetings were held on 4 April and 5 December 2019 respectively. The Seventh SC meeting approved the extension of the NRIS project for two years, to register children under 16 years of age. The Minister of Finance and Resident Representatives of both UNICEF and UNDP signed the extension document.

- There was continuous monitoring of project implementation and management of risks in the reporting period to make sure the project stays on track.

3. Progress against Results Framework Indicators

Annex I.

4. Communication and Visibility

During the reporting period, monitoring visits were conducted by the national civic education task force across the country on continuous registration and ID card distribution. In view of the low continuous registration numbers, the project has planned customised public awareness on continuous registration so that those that did not register during mass registration and those turning 16 years of age can go and register. In this period 5 civic education campaigns were developed and implemented.

NO	ACTIVITY	DURATION
1	Half page Press Release in 2 daily newspapers	3 times in each paper (2 times within the week and once weekend)
2	Production of Jingle	By Gospel Kazako
3	Review of Communication Strategy	3 months
4	Market Day Campaigns on National ID, Registration, Use, Replacement, Care, etc in 5 districts	6 months
5	Airing of jingle on national and community radios (news adjacency):	14 days each radio station (3 slots per day)
	MBC (National)	
	Zodiak (National)	
	Yoneco FM (National)	
	Radio Dinasoul (Karonga)	
	Mzimba Community (Mzimba)	
	Voice of Livingstonia (Mzuzu)	
	Mchinji Community (Mchinji)	
	Chisomo Community (Salima)	
	Bembeke Community (Dedza)	
	Lulanga FM (Mangochi)	
	Chanco Community (Zomba)	
	Mzati Community (Mulanje)	
	Nyanthepa FM (Nsanje)	
	Gaka FM (Chikwawa)	

5. Way forward

Moving forward, the project will continue to prioritize:

a. **NRB capacity**

The NRIS and NRB teams will continue to prioritise NRB's additional capacity needs for sustainability of the NRIS for a smooth continuous registration process. The 37 out of 65 post offices are already functional with anticipation that the remaining post offices will be functional in early 2020.

b. **Public awareness to create demand for continuous registration:**

In view of the low continuous registration numbers, the project has planned customised public awareness on continuous registration so that those that did not register during

mass registration and those turning 16 years of age can go and register. In this period 5 civic education campaigns were developed, and implementation is in progress.

c. Legal framework:

The project will also continue its engagement with the Law Commission in the ongoing work on the amendment of both the Citizenship Act and the National Registration Act. Furthermore, the project will also prioritize support for the amendment of the National Registration Act.

d. Privacy and data protection:

This deliverable is part of a World bank's project in collaboration with the department of e-government. The consultancy firm Macmillan Keck Attorneys and Solicitors from the USA have been drafting data protection legislation which is expected to be finalized within 22 weeks after the contract signing. The consultant managed to present the inception report in Sept 2019. A legal review is now in progress. In terms of timeline, the task force is on track and the drafting of the report will take 9 weeks.

e. Planning for the mass registration of children: The NRIS team along with UNICEF is planning to implement the mass registration of children to reduce the gap. The recruitment of project staff and planning for implementation of the project is in progress.

1. Conclusion

The 2019 fourth quarter progress report has highlighted activities undertaken and achievements made against the milestones. As reported, the project is on track in most of the areas as demonstrated by the project deliverables completed in time, within budget and as per signed Project Document.

2. Future Plans

The project has been developing the 2020 Annual Work Plan (AWP) to implement activities from January 2020 to 31 December 2020. The AWP is being developed in line with the extended signed project document. The following are the major activities planned for the first quarter of next year.

- **Completion of the 65 Post office refurbishment work:** The work is complete in the Northern and Central regions. The refurbishment work in the Southern region is expected to be complete in January 2020.

- **Printing of Foreign Resident and Refugee Cards:** The printing of the foreigner's card is expected to start in 2020. Currently a verification exercise is being carried out by the Department of Immigration following which printing can commence.

- **Training of NRB ICT staff**: Procurement process started for outsourcing the courses to be given to address the 7 identified skills gaps. These courses will equip the NRB ICT teams to be able to modify the software and better manage the servers and related environment. These trainings will be finalized after the extension of the project.

- **MIM Courses:** To date, six out of nine professional development courses conducted by the Malawi Institute of Management have been completed. The remaining three courses out of nine is expected to be completed by the 1st Quarter 2020. The schedules of the remaining courses are given below:

Name of the Trainings	Tentative dates
Logistics and supply management	13th to 17th Jan, 2010
Public sector budgeting & implementation	27th to 31st Jan, 2020
Total quality management	24th to 28th Feb, 2020

- **Bilateral Agreement on extension of the NRIS project:** Signing of revised bilateral agreements with donors and UNDP in light of project extension.

- **Recruitment of project staff:** Develop and advertise ToRs for the positions of Software Developer, Civic Education Specialist, System Network Administrator, Finance & Admin Associate, Logistics and Asset Associate, Field Coordinator/Labour Expert.

- **RFP for the data consolidation Centre:** The procurement process for Data Consolidation Servers, Application & Database Servers and SAN Storage for Child Registration has started, a supplier has been identified, and the PO was issued in December 2019. NRIS is now waiting for the equipment to be delivered within 90 days of the issuance of the PO.

- **Campaign to increase continuous registration:** The event is aimed at launching the civic education campaign to increase the registration for national ID particularly for those turning 16 years.

- **Publicity Event:** NRIS to organize a publicity event for the signing of the extended NRIS project.

- **Recruitment of the staff and consultants:** The development and advertisement of TORs for the recruitment of NRIS staff to conduct the mass registration of children is in process and expected to be completed in the first Quarter of 2020.

- **Project Progress Meeting:** The weekly project progress meetings are ongoing where major decisions will be agreed upon on the mass registration of children along with NRB and UNICEF.

- **Procurement of HR firm for recruitment of Registration Officers for mass registration of Children:** The discussion to procure a HR firm for the recruitment of ROs in in progress. The HR firm will be hired once the approach for registration is finalized.

- **Procurement of NR8A and other forms:** The procurement of the NR8A form will start in the 1st quarter of 2020. In addition to the NR8A for mass registration, the other CRVS forms will also be printed.

6. Financial Section

All financial data 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. The summary budget as per activity is given below:

2019 AWP Variance Analysis				
OUTPUTS NAME	Budget (US Dollar)	Expenditures (US Dollar)	Difference(US Dollar)	Comments on principal reason for Variances
Output 1: Up to 9 million Malawians are registered and issued with a National Identity card in 2017	2,120,301	2,491,052	(370,751)	-Addition of ID distributions phases -Purchase of additional ID cards
Output 2: NRIS is transitioned to a permanent and continuous registration system	5,652,548	2,476,090	3,176,458	-Savings relalized on GWAN connectivity procurement. -Post renovation is still ongoing.
Output 3: Government MDAs are assisted to adopt the use of the NRIS.	100,000	122,494	(22,494)	-Additional activities on Law Comission
Output 4: Project is efficiently managed, staffed and coordinated, and is implemented with national ownership	1,921,424	1,695,287	226,136	
SUB-TOTAL OUTPUTS	9,794,273	6,784,924	3,009,349	
Technical Support for Unforeseen Capacity Gaps (5%)	-	-	-	
UNDP Procurement Support Office (PSO) (4.5%)	99,547	146,693	(47,146)	Delay payment of prior years support related fees
General Management Service Fees (GMS) (variable)	675,549	296,169	379,379	GMS for Q==4 not fully posted.
TOTAL	10,569,369	7,227,786	3,341,583	

National Registration and Identification System Project

Project ID: 00100113

Cumulative Budget Variance Analysis				
OUTPUTS NAME	Cumulative budget (US Dollar)	Cumulative expenditures (US Dollar)	Cumulative Variance(US Dollar)	Comments on principal reason for Variances
Output 1: Up to 9 million Malawians are registered and issued with a National Identity card in 2017	37,411,697	37,968,834	(557,137)	-Purchase of additional cards; -BRK warranty has been extended for 1 year
Output 2: NRIS is transitioned to a permanent and continuous registration system	3,716,001	2,979,924	736,077	Savings have been made on the GWAN activity
Output 3: Government MDAs are assisted to adopt the use of the NRIS.	100,000	163,771	(63,771)	Underestimated budget
Output 4: Project is efficiently managed, staffed and coordinated, and is implemented with national ownership	7,592,031	7,519,075	72,956	-Monitoring and support of Gwan activities
SUB-TOTAL OUTPUTS	48,819,729	48,631,603	188,125	
Technical Support for Unforeseen Capacity Gaps (5%)	2,295,373	-	2,295,373	
UNDP Procurement Support Office (PSO) (4.5%)	1,204,676	929,516	275,160	
General Management Service Fees (GMS) (variable)	2,863,405	2,676,905	186,501	GMS for Q4 not yet posted
TOTAL	**55,183,183**	**52,238,024**	**2,945,160**	

Annexes

Annex I: Progress against Results Framework Indicators:

Results Framework

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

EXPECTED OUTPUTS	OUTPUT INDICATORS	DATA SOURCE	BASELINE		TARGET	STATUS	Remarks
			Value	Year	Project Target	31st December 2019	
Output 1 Up to 9 million Malawians are registered for issuance of a National Identity card in 2017	*1.1 Number of Malawians registered in the National Register as part of mass registration, disaggregated by gender*	*National Registry*	0	2016	More than 9 million	9,168,689 (4,201,175 males and 4,967,514 females)	Surpassed the project target.
	1.2 Number of Malawians issued with a National ID card as part of mass	*NRB Records*	0	2016	More than 8.5 million	Over 9 million	Inventory of the left-over card is prepared, and

	registration, disaggregated by gender					personalized SMS is sent to respective individuals to collect their card from the District Registration Office.
	1.3 Proposed amendment of National Registration Act submitted to Ministry of Justice	*Public Record*	0	2016	1	1	Proposed amendments of the National Registration Act were submitted to the Ministry of Justice which responded by requesting more internal consultations on a specific issue related to the NRB internal structure.
	1.4 Number of paid information campaign products aired on radio	*Project records*	0	2016	10	More than 10	Surpassed project target.
Output 2 NRIS is transitioned to a permanent and continuous registration system	**2.1 Number of District Registration Offices equipped for continuous registration**	*NRB Records*	0	2016	28	28	Reached project target.
	2.2 Percentage of registrars trained in rules and procedures.	*Training records.*	0	2016	100%	100%	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, ID Card distribution, continuous registration protocols, ID Card replacement, registration of naturalized citizens and resident foreigners, etc. These trainings were also extended to all NRB district registration office staff, which include the Principal Registration Officers, formerly called Assistant District Registrars (ADRs), Logistics Officers, and Data Processing Clerks.
	2.3 Number of Malawians issued with a National ID card in 2018 as part of continuous registration, gender disaggregated	*NRB Records*	0	2016	0.77 million	More than 0.3 million	By 31 March 2019, 726,088 (441,806 males and 284,282 females) citizens had registered, as part of continuous registration and included those that registered during voter registration. Out of these records, almost 700,000 cards were printed for distribution.

Output 3 Government MDAs and private institutions are assisted to adopt the use of the NRIS	*3.1 Number of inter-institutional agreements between NRB and Government Ministries, Departments, Agencies (MDAs) and private institutions on the use of the ID card system.*	*NRB records*	0	2016	>10	6	On track. One MoU signed between NRB and MEC, and one MoU between NRB and MRA, one MoU between CRB and NRB, and one MoU between NRB and FDB Bank Limited. Other agreements have been established not based on MoUs such as with DHRMD and MACRA. Furthermore, after the Gazzette notice by the Reserve Bank all commercial bank use the National ID.
Output 4 Project is efficiently managed, staffed and coordinated, and is implemented with national ownership	*4.1 Agreed M&E activities implemented*	*Project records*	0	2016	Satisfactorily	Satisfactorily	On track. Most of the agreed activities in the Monitoring and Evaluation Framework are being implemented.
	4.2 Percentage of Project positions filled	*UNDP records*	0	2016	100%	100%	Surpassed project target.
	4.3 Steering and Technical Committee meetings held per year	*Project records*	0	2016	9/24	7/25	TC meetings are on track and will surpass target but not with SC meetings.

Annex II: Risk Log (Updated)

Project Title: National Registration and Identification System		Award ID: 00100113		Date: 30 November 2019				

#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Management 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	10 Oct 2019	No change (10 Oct 2019)
3	Institutional national capacities	20 Oct 16	Operational Total: 20	Lack of sufficiently trained national staff, lack of sustainable financial model for NRB and delays in setting up the ID card production facility site will compromise sustainability	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	GoM UNDP	CTA	10 Oct 2019	**Amended.** (19 January 2017) P amended from 3 to 4 in view of delays in the functional review and the increase in NRB

| | | | | of continuous registration, data recovery and deny some Malawian citizens their right to identity.

 P = 5

 I = 5 | as recommended by the functional review in relation to the sustainability of continuous registration, 30 Registration Officers and 110 Assistant Registration Officers have been recruited, pending offer letters to be sent. Training plan of these officers is being developed. Recruitment of other officers to follow in 2019 once Government disburses funding for such.
 Regarding the DRS, it has been moved to the Malawi Revenue Authority premises (MRA) in Blantyre.

 As for the ID card production facility site, NRB reinforced and is making use of what is currently available for printing of the ID cards and the procurement of a pre-fabricated container for the setting up of a pre-fabricated containerized printing facility is in process. | | | | staffing required.

 Escalated for the attention of the SC on 5th 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.

 Amended (22 March 2018) Upgraded P=4 to P=5 with reference to the removal of |

									key and management staff that were already wel l trained. **Narration of Impact** **& Probability amended on** (19 Feb 2019) **No change.** (10 Oct 2019)
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	10 Oct 2019	**No Change.** (10 Oct 2019)
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. A meeting took place at the end	UNDP /GoM	CTA	10 Oct 2019	**Amended**. (02 October 2017) 2017) P amended from 3 to 4

| | | | | | P = 4

I = 4 | of January 2018 between the UNDP Legal Specialist and NRB to discuss the amendments of the National Registration Act. A legal note is being finalized which will be the basis for 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.

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.

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 | | | | given the level of current data protection provisions in Malawi.

No Change. (10 Oct 2019) |

					leading this through their supported Digital Malawi project.				
8	Network connectivity	20 Oct 16	Operational Total: 10	Limited or unstable access to connectivity can undermine data movement and synchronization during continuous registration. P = 5 I = 3	NRB and E-Government will ensure that systems for data transfer have been developed. UNDP will support.	GoM	CTA	10 Oct 2019	**Amended.** (01 December 2017) **No change.** (10 Oct 2019)
14	Lack of clarity on communication strategy on ID Card distribution and consistent engagement with the media create negative political perception and anxiety among	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	10 Oct 2019	**New Risk (02 Oct 2017)** **Amended.** (01 December 2017) **No change.** (10 Oct 2019)

	citizens and political parties								
15	Post-election impasse	03 Sept 2019	Political Total:12	Post-election demonstrations may result in destruction of NRB property in registration centers which will in turn affect continuous registration and sustainability of the NRIS. P=3 I=4	Government will ensure security of NRB offices and property.	NRB	CTA	10 Oct 2019	New Risk change (03 Sep 2019) **No change** (10 Oct 2019)
16	Salary and wages for ROs are not consistent with applicable labor standards (SES Standard 3 related to safe	30 Nov 2019	Ops Total:20	1800 registration officers need to be deployed in urban and rural areas in six phases for six months, during the implementation of mass registration. Previous SECU Report of NRIS project identified several findings and recommendations related to wages that will inform	Labour management procedures will be developed for the project that set out the conditions in which project workers will be employed or engaged and managed, in accordance with applicable labour laws, rules and	NRB and UNDP	CTA/PM	30 Nov 2019	New Risk

and healthy working conditions)			project labor management moving forward.	regulations and UNDP's SES. This will include an analysis and clarification of applicable labour requirements, including for wages and salaries. Labour law expert will be hired as part of the project team to ensure labour standards are applied and monitored. Formal engagement and subsequent agreement are being undertaken with the Ministry of Labour on labor-related concerns and more specifically on the adequate salary determination. Before the deployment of the ROs, a start-up lump sum will be provided (approximately MWK				
			P=3					

				I=4	50,000 for purchasing necessary items in the field). NRIS will design a form and a specific process for requesting compensatory time off				
17	Occupational health and safety and working conditions are not up to relevant labour standards (SES Standard 3)	30 Nov 2019	Ops Total:20	Previous SECU investigation of NRIS project identified several findings and recommendations related to OSH and working conditions that will inform project labour management moving forward.	Labour management procedures will be developed for the project that set out the conditions in which project workers will be employed or engaged and managed, in accordance with applicable labour laws, rules and regulations and UNDP's SES. This will include an analysis and clarification of applicable labour requirements, including for health and safety and working conditions. A temporary	NRB and UNDP	CTA/PM	30 Nov 2019	New Risk

				employment contract will be signed by the registration officers with clear clauses about the phased approach operation and the expected challenging rural conditions. The advertisement will be clear on the rural conditions to be expected and the resources to be provided. This will also be included in the pre-deployment training, with ROs informed ahead of time of what they should expect to bring with them. • Considering the high rate of malaria in rural areas, fully enclosed mosquito tents will be				

				provided to ROs. to the extent possible local housing/accommodation would be provided through collaboration with local authorities or village heads and when this isn't feasible tents would be provided? • Considering the poor water quality in rural areas and unavailability of mineral water, bleaching powder for filtering the water will be part of the standard backpack. • First Aid kits will also be provided in case of emergency.				

18	Registration Officers or and/or citizens' complaints are not heard or resolved properly	30 Nov 2019	Ops Total:20	Enhance grievance redress systems to those potentially impacted though the submission of formal complaints	• A temporary employment contract will be signed by the registration officers with clear clauses about the phases approach operation and the expected challenging rural conditions. The advertisement will be clear on the rural conditions to be expected, as will the pre-deployment training. • A formal complaint system will be established which will be part	NRB and UNDP	CTA/PM	30 Nov 2019	New Risk

P=3
I=4

					of the pre-deployment briefing, with the following key components: a) Complaint forms will be provided in the backpack and it will be also available on UNDP, UNICEF and NRB websites. b) The contract will include a clause on the grievance system and a complaint form will be distributed to ROs for submitting a complaint. c) Complaints/hotline/call centre will be established to receive and resolve the complaints, including safety concerns.					

| | | | | | d) ROs and citizens will be empowered to file and get information about the status of their complaints through mobile based USSD e-system.

All complaints will be logged in the complaints database with proper audit trail even those that have been resolved will be retained with complainant's acknowledgment.

The details of the grievance mechanism for project workers will be spelled out in the labour management procedures for the project.
A workplace grievance mechanism (distinct from the project-level grievance mechanism) is provided for all | | | | | |

					project workers to raise labour concerns. The mechanism will be easily accessible to project workers who are to be informed of the grievance mechanism at the time of recruitment and the measures to protect them against any reprisal for its use. The grievance mechanism shall be designed to address workers' concerns promptly, using an understandable, transparent process that provides timely feedback to those concerned in a language they understand, without any retribution, and shall operate in an independent and objective manner. The grievance mechanism may utilize existing grievance mechanisms,				

				P=3 I=4	providing that they meet the above criteria. Existing grievance mechanisms may be supplemented as needed with project-specific arrangements. The grievance mechanism shall not impede access to other judicial or administrative remedies that might be available under applicable laws, regulations or rules or through existing arbitration procedures, or substitute for grievance mechanisms provided through collective agreements, if applicable. The mechanism ensures workers' rights to be present and to participate directly in the proceedings and to be represented by a trade union, if	

					applicable, or person of their choosing.				
19	Potential cases of sexual harassment	30 Nov 2019	Ops Total:20	Precautionary measures are being implemented to ensure that sexual harassment is avoided. At the same time the cases of sexual harassment should be reported and pursued with zero tolerance as per UN rules. **P=3** **I=4**	• Before the deployment to the field, UNDP and UNICEF will hold a prevention of sexual harassment and safeguarding sessions as part of the training program for ROs. • Formal engagement and subsequent agreement are being undertaken with the Ministry of Gender on gender-related concerns and more	NRB and UNDP	CTA/PM	30 Nov 2019	New Risk

					specifically on the team composition.				
20	Delays in the deployment and retrieval of ROs leading to deployments extending beyond 21 days	30 Nov 2019	Ops Total:20	The prolonged stay of registration officers in rural areas may affect their living conditions.	• Labour management procedures will be developed for the project that set out the conditions in which project workers will be employed or engaged and managed, in accordance with applicable labour laws, rules and regulations and UNDP's SES. This will include an analysis and clarification of applicable labour requirements, including for	NRB and UNDP	CTA/PM	30 Nov 2019	New Risk

					wages and salaries.			
					• Labour law expert will be recruited as part of the project team to ensure labour standards are applied and monitored.			
					• ROs will be retrieved on completion of the phase (21 days)			
					• In order to secure an adequate number of vehicles to transport ROs, 50% of the vehicles will be hired from private contractor so that the project will not rely only on GoM in-kind contribution.			
					• The payment of the remuneration will be			

				P=3 I=4	automatically processed upon completion of 21 days in the field, even in the exceptional cases whereby ROs were not retrieved. • A transition fee of MWK 10,000 will be paid upon completion of a phase. • 140 newly recruited NRB registration officers will increase the overall effectiveness of the operations			

Note: P stands Probability and I stands for Impact.