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## NATIONAL REGISTRATION AND IDENTIFICATION SYSTEM (NRIS) PROJECT

### Annual Progress report (01 January 2020 to 31 December 2020)

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

<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 inclusive of birth registration is transitioned to a permanent and continuous registration system.</li> <li>3. Government MDAs and private institutions are assisted to adopt the use of the NRIS (unique ID and the Birth Certificates).</li> <li>4. Up to 8.4 million Malawian children are registered with unique national identification (ID) numbers and issued with Birth Certificates by 2021</li> <li>5. Project is efficiently managed, staffed and coordinated, and is implemented with national ownership.</li> </ol>
<b>Project Location(s):</b>	Lilongwe, Malawi

## Project Donors



Norwegian Embassy



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## Acronyms

ADR	Assistant District Registrar
BRK	Biometric Registration Kit
CDC	Centers for Disease Control and Prevention
COMESA	Common Market for Eastern and Southern Africa
CRVS	Civil Registration and Vital Statistics
DFID	Department for International Development
DRO	District Registration Office
EGPAF	Elizabeth Glaser Pediatric AIDS Foundation
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 a 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 2020.

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

- A model District Registration Office (DRO) in Blantyre became fully functional, having been refurbished and the building connected to the Government Wide Area Network (GWAN) for delivering secure registration services.
- The NRB developed a Dashboard for monitoring both the regular activities and the numbers of citizens presenting for registration across 28 Districts Registration Offices.
- The Department of Immigration prepared implementation of a new e-Passport system (subsequently launched in January 2020) using the National ID's interface. The issuance process for e-passports is now faster and effective because applicants are no longer required to get their forms endorsed by the District Commissioner.
- The database of the Malawi Revenue Authority (MRA) which holds taxpayers' identification details was crosschecked and verified with NRB as part of establishing a linkage with the National ID. This resulted in the positive identification of 8,148 taxpayer entries sent by MRA for verification. MRA's new electronic system (known as "Msonkho online") or Tax Online with the ID integration is now live.
- Processes on the integration of NRIS and Electronic Birth Registration and Identification System commenced and Phase-1 of the process entailed integration of the back-end databases before going to front-end (user interface) integration.
- 1,000,000 smart cards for continuous national ID registration were delivered in June 2020.

- The Ministry of Finance, Economic Planning and Development has removed from the government payroll about 4,024 pensioners who failed to present themselves for physical verification, using national ID to claim their pension. According to the Ministry of Finance, the Government will now save over US\$ 400,000 per month as a result of this analysis of the pension fund.
- The Ministry of Agriculture implemented the new Affordable Inputs Programme (AIP) using the biometric National IDs and removed 600,000 ghost smallholder farmers after verification of 4,000,000 records which means that more subsidies were available for legitimate smallholder farmers and the cost saving had been calculated to be around US\$13,000,000.
- The National Registration Bureau (NRB) and the Financial Intelligence Authority (FIA) signed a Memorandum of Understanding (MoU) on 8th April 2020. The MoU shall strengthen FIA's mandate to curb financial fraud and crimes through the use of the National ID to authenticate the identities of individuals and track suspected financial flows.
- A beta version of the software for mass child registration was completed. NRB and the project team tested and reviewed the beta software. Feedback and suggestions are being included in the final release version.
- Installation of Child Mass Registration Equipment at NRB started and successfully migrated the eBRS onto the newly procured servers. An additional SAN storage Array has been setup at NRIS-DR site where 10TB has been provisioned on the DR-DB server and 11TB reserved for the eBRS-DR servers.

## 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 Homeland 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 into 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 implemented a multi-Donor Basket funded National Registration and Identification System (NRIS) Project (2016 – 2018). The Project sought 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 established the management information systems that allows Government and stakeholders to access and use that information in aggregate for planning, and as a central reference point for individual identities to be linked across multiple systems. Simultaneously, the management information systems and identity cards enabled the strengthening of accountability and verification processes within the public and private sector domains, enhancing services for Malawi's citizens.

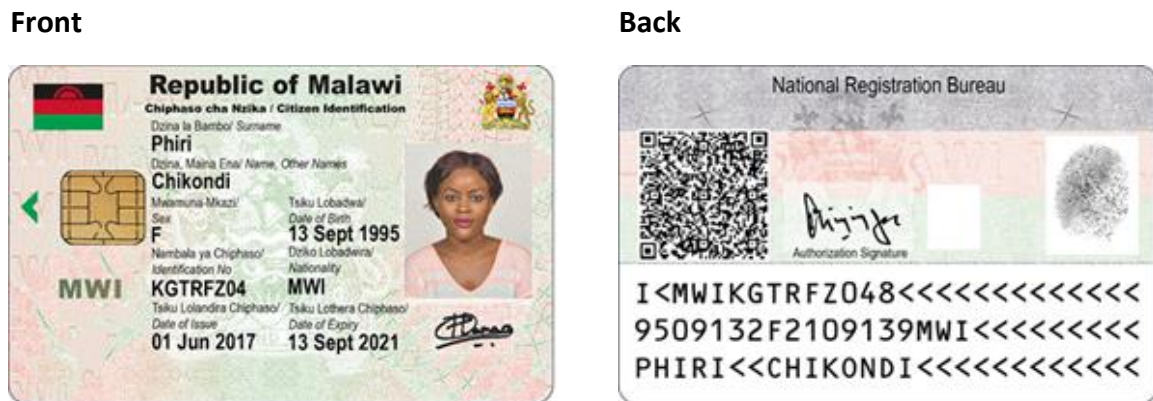
The expected results of the original Project were to: design, establish and manage the necessary systems, infrastructure and equipment for the National Registration and Identity System (NRIS), employing biometrically secure Smartcards; supervise the mass registration for all eligible Malawians (an estimated 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 with Government and donors, a two-year extension of the NRIS Project from 31 December 2019 was endorsed to support mass child registration. Cost-Sharing Agreements have been signed between UNDP and the Government of Malawi (USD \$28,747,497), DFID (GBP 15,485,000), Irish Aid (EUR 2,978,944), USAID (USD \$2,000,000), Norway (NOK 26,825,000) and the EU (EUR 10,800,000). UNDP has allocated USD \$4,350,000 from its core resources to the project. In addition, UNDP has signed an Inter-Agency Agreement with UNICEF (USD \$44,366). The entire project budget is now estimated at USD \$80,038,894.

The design of the card (shown in Figure 1, below) was approved by the Minister of Homeland Security 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. Additionally, the card allows for data to be manually read or for various forms of machine reading ( through QR code, swipe read, or 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**



**Beneficiaries, Stakeholders, Implementing Arrangements**

The NRB is the principal institutional beneficiary of the Project with 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.

**Output 2**

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

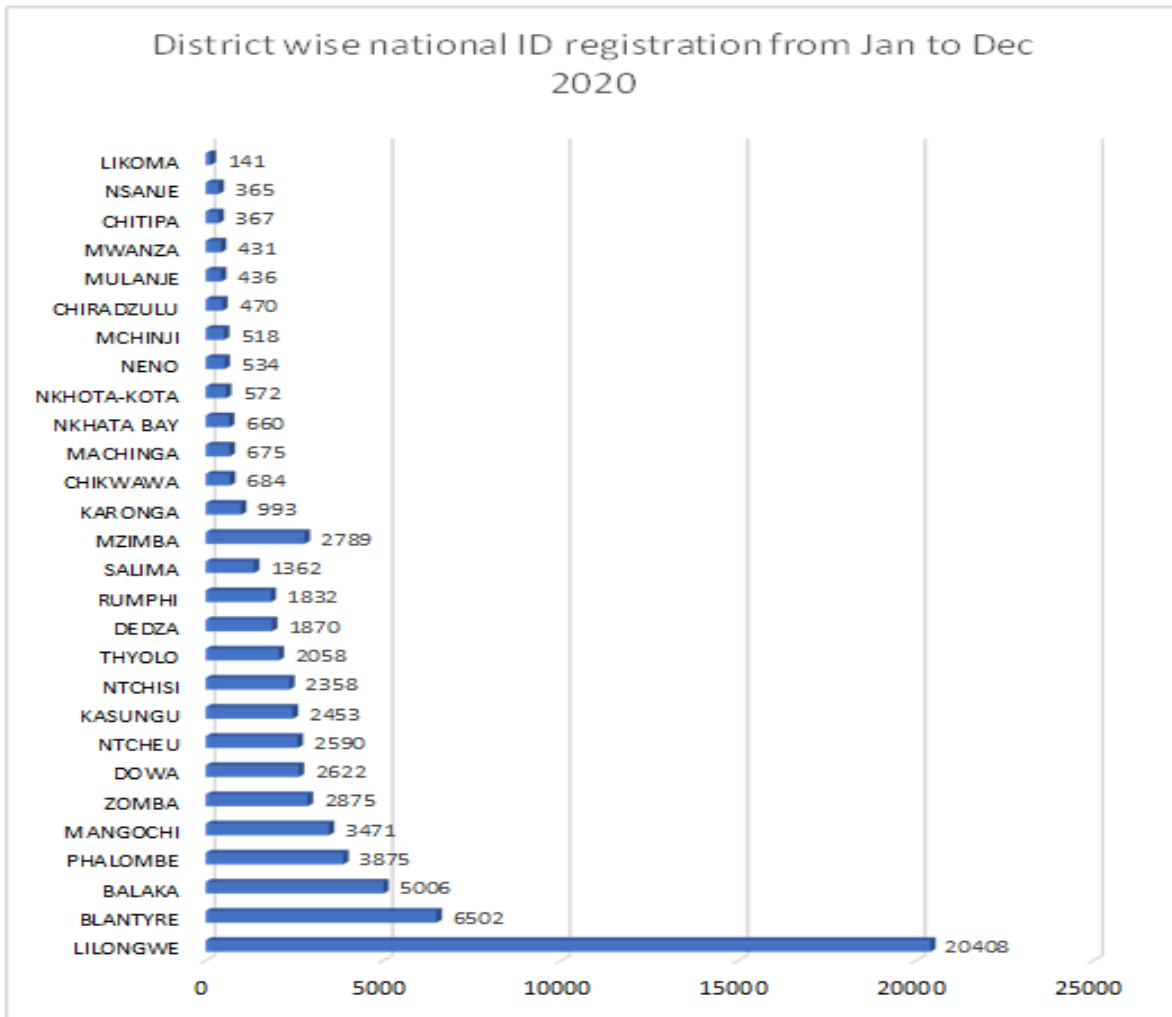
**Progress**

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

- **Continuous National ID registration:** Continuous registration was carried out in all the 28 District Registration Offices and 33 selected post offices. The total number of Malawians registered in 2020 was 68,917, which is much less than the projected figures. UNDP has formed a Technical



Working Group (TWG) with UNICEF and NRB to take measures on how to increase the continuous registration of national ID and birth. The TWG has recognized that there is a need to do outreach registration activities as soon as possible.



**Fig 3: Continuous registration of National ID from Jan to Dec 2020**

- **DOLO Campaign Launched and Suspended:**

The DOLO campaign to encourage the younger population to register for national ID was launched on 9th March 2020. “Dolo” is the Chichewa word for “cool” and the nudge effect is to make registrations for National ID more appealing to young Malawians turning 16 years old. The campaign has increased the numbers of registrations for national ID during the reporting period, but again the process slowed due to the advent of the COVID-19 virus. Average registrations increased from 9,000 in the last quarter of 2019 to 13,000 in the first quarter of 2020.

Fig 5: Launch of DOLO campaign to in BICC, Lilongwe on 9<sup>th</sup> March 2020.



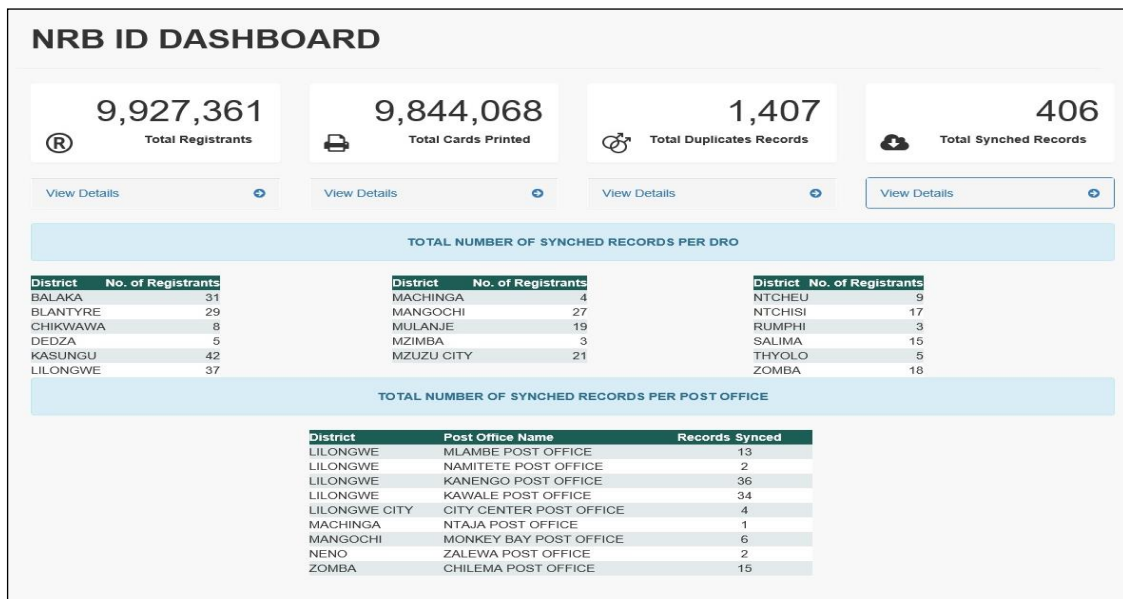
Fig 11: National ID registration increased after the DOLO campaign

The DOLO campaign was suspended due to the Covid19 crisis in April 2020. Safety of the issuing NRB staff and young registrants took priority over registration numbers.

- **NRB Dashboard for monitoring National ID registration:**

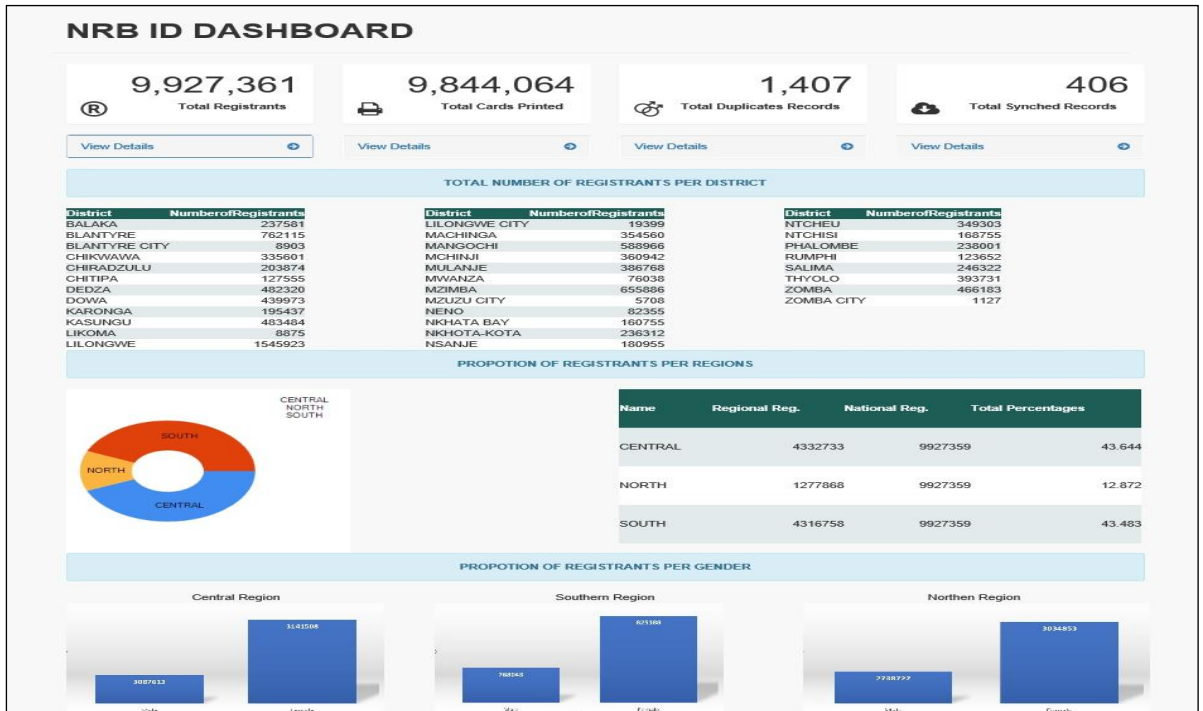
The NRB developed a dashboard to monitor registration processes across 28 districts including 23 post offices. This helped the NRB’s top management to analyse national ID registrations and distribution by district. The management take decision of based on the dashboard for improving the system. NRB was also tracking which offices were open and conducting registrations and which had closed, based on the synchronisation of data on a regular basis. The dashboard below shows the number of Malawian citizens registered for the national ID by district and by the post office.

**Fig 6: NRB dashboard showing number of synchronised records from the District Registration Offices (DRO)**



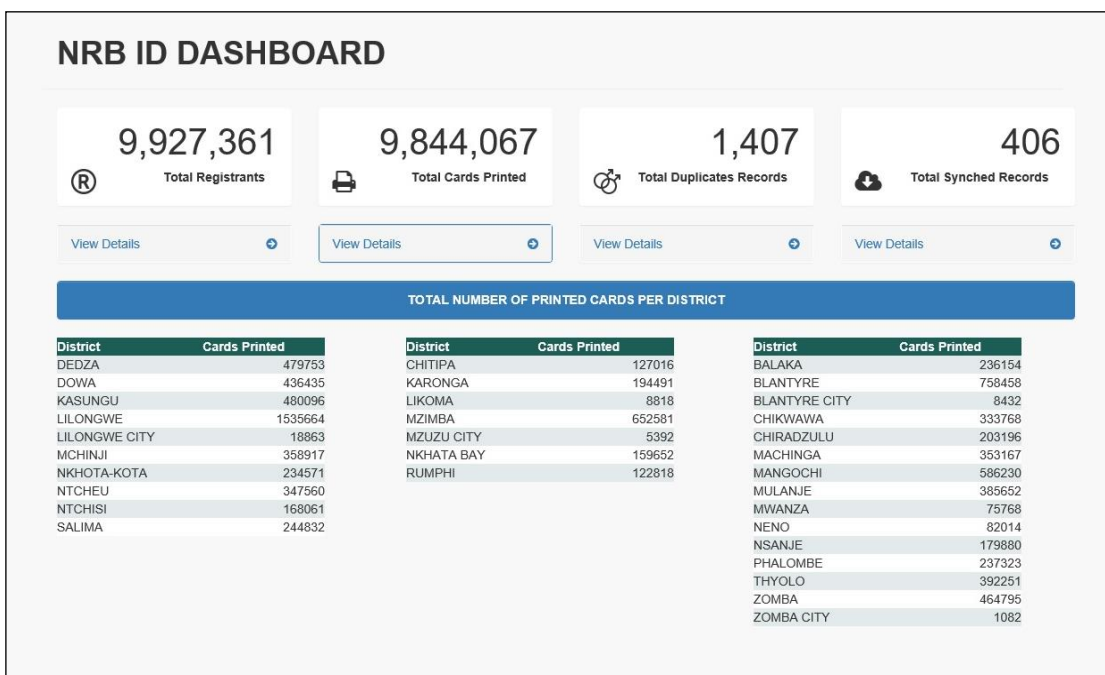
The following table shows the number of registrations for national ID by district and by region.

**Fig 7: NRB dashboard showing the total number of registrants per district as well as the regional distribution of registration for national ID**



The following dashboard shows the number of cards printed per district. The number of cards printed per district is usually slightly lower than expected due to the adjudication process and the natural elimination of some suspect cases.

**Fig 8: NRB dashboard showing the total number of printed national ID cards per district**



- Delivery of the 1,000,000 smart cards procured:



1,000,000-smart cards for continuous registration arrived in the third quarter.

- **The model Registration Centre in Blantyre is functional:**

The refurbishment work of the Blantyre DRO was completed. The Government-Wide Area Network was established to ensure data security and the electricity supply from the national provider ESCOM was also connected. The DRO had previously relied on portable generators to power up the Biometric Registration Kits (BRKs) and printers used for registrations. The old office shifted to the new building and was fully operational at the end of the reporting period.

**Fig 9: Picture of Blantyre Model DRO office**



**Fig 14: National ID distribution in Blantyre DRO**



**Fig 15: National ID registration in progress in Blantyre DRO**

- **Capacity Development: MIM Short Courses:**

8 out of 9 professional development training courses were conducted by the Malawi Institute of Management for NRB staff. The list of courses can be seen in the table below.

**Table 1: Progress of MIM Professional Development Courses**

Short Courses	Status and Timeline
<i>Effective Leadership and Management</i>	Completed
<i>Internal Communication Management</i>	Completed
<i>Professional Customer Service</i>	Completed
<i>Finance for Non-Finance Manager</i>	Completed
<i>Inventory Management</i>	Completed
<i>Effective Procurement Management</i>	Completed
<i>Logistics and Supply Chain Management</i>	Completed
<i>Public Sector Budgeting and Implementation</i>	Completed
<i>Total Quality Management</i>	Couldn't be completed due to COVID-19

- **Increasing integrity within NRB to prevent corruption, ethics training.**

The NRB came across a few cases whereby foreigners without valid permits or refugees were registered as Malawian Citizens and issued with National IDs. Preliminary Investigations indicated that this was due to non-adherence to the Registration Standard Operating Procedures (SOPs) either through ignorance or an intentional attempt of corruption.

- ✓ The NRB issued an internal circular to all District Registration Offices reminding all Registration Staff to strictly adhere to the SOPs, National Registration Act and National Registration Regulations. Disciplinary action through Suspension/Interdictions as well as issuing of formal warnings was undertaken on some staff members.
- ✓ Security in the Card Printing Facility was enhanced with the introduction of restricted biometric access to certain sensitive areas of NRB. CCTV coverage was purchased with the support of UNDP.
- ✓ Modification of the internal security system was introduced to enhance registration features and approval levels, which was also supported by UNDP coding experts.
- ✓ Resources, permitting, the NRB plans to organise regional trainings for all Registration Staff to cover the following:

- ✓ Refresher/Orientation on Registration Standard Operation Procedures
  - ✓ Integrity and Ethics, Fraud and Corruption prevention
  - ✓ National Registration Act, National Registration Regulations
  - ✓ Taking oath of secrecy
- **Activates related to continuous birth registration:**
    - *Civic Education for continuous registration:* The activity aims to support a civic education program to create demand for continuous birth registration. Considerable progress has been made on this activity, including discussion with an agency to conduct a knowledge, attitude and practice (KAP) rapid assessment which will inform the civic education activities. ToRs were finalized for the communication for development (C4D) position to support NRB and partners on civic education.
    - *Policy/advocacy and strategic engagement to Government MDAs:* TORs for the CRVS Technical Working Group (TWG) were developed. However, the NRB Senior Management is in process of endorsing the TORs for a TWG and Steering Committee. Therefore, this activity was not conducted but is expected to be fully supported in 2021. The TWG is a multisector body comprising Government and various stakeholder with the aim of providing oversight, guidance and technical support for implementation of the birth registration system.
    - *Hiring of CRVS Technical officers:* TORs were finalized for two positions which are now ready for advertisement. One position is for communication for development (C4D) to support NRB and partners on civic education exercises. The other position is for CRVS TA to support the Ministry of Health's (MoH) institutionalization of birth registration in the health system.

### 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:

- **MoU with Financial Intelligence Authority (FIA):**

The National Registration Bureau (NRB) and the Financial Intelligence Authority (FIA) signed a Memorandum of Understanding (MoU) on the 8th of April 2020. FIA is the principal national agency responsible for preventing and combating financial crimes, receiving requests for investigations, analysing, and evaluating reports and disseminating financial intelligence to law enforcement agencies. FIA will use the

national ID as the main reliable source of information to verify the identity of Malawian citizens and non-citizens holding a permit under the Immigration Act.



Leveraging the accuracy of the NRB’s database which contains authenticated information about Malawians’ true ID, an Application Platform Interface (API) will be developed to facilitate and improve the efficiency of financial services for an error free system.

- **NRB signed an MoU with Old Mutual**

Old Mutual opened its first office in Malawi in 1954, which operated as a mutual life insurance company until 1997 when it was demutualized. Old Mutual Malawi offers a wide range of savings plans and investment options, retirement solutions, risk and disability cover for individuals. The MoU signed with NRB will help to minimize fraud and misrepresentation related to financial transactions by authenticating the Malawians national ID.

- **Treasury removed 4,024 pensioners from payroll:**

The Ministry of Finance, Economic Planning and Development removed from the government payroll about 4,024 pensioners who failed to present their National IDs during a physical verification exercise to collect their benefits. The current government pension payroll contains 37,984 pensioners, and out of these, 33,960 were physically verified. With this verification exercise, the government will save K388 million per month. Those in the diaspora were encouraged to verify their details through the biometric online system. The exercise was conducted using the biometric identification of fingerprints and the national identity cards issued by the National Registration Bureau (NRB). Verification of the ID was carried out by the Ministry of Finance in collaboration with the National Audit Office, the Anti-Corruption Bureau, NRB, the Malawi Defence Force, the Malawi Police Service and the Department of Human Resource Management and Development.



- **MoU with the Department of Immigration (DoI)**

An MoU between the National Registration Bureau (NRB) and the Department of Immigration and Citizenship Services (DoICS) facilitated DoICS to adopt the National Identity Card as the mandatory form of identification for Malawian citizens for the issuance of a passport. DoICS will also use Birth Certificates issued by NRB to Malawians by birth and descent as a validation document in order to issue passports to persons under 16 years of age. DoICS shall confiscate National Identity cards and foreign resident cards if the owners are suspected of having been issued these cards illegally. Such ineligible National ID cases will be referred for further investigation for fraud and possible prosecution.

In consideration of the interlinked mandates between NRB and DoI, an Application Platform Interface (API) has been developed with the objective of authenticating passport requests coming from DoI. The new e-Passport system became operational in January 2020 using the national ID interface: the issuance process is now faster because applicants are no longer required to get their forms endorsed by the District Commissioner.

- **NRIS as a good example of joint work UNDP/UNHCR:**

Several discussions took place over the first 2 quarters of 2020 between the UNDP and UNHCR Offices in Malawi, regional and HQ colleagues on opportunities to reinforce collaboration on data, registration and legal/ digital identity. These discussions were in line with the government's interest in the area and related pledge during the Global Refugee Forum.

The discussions served to consolidate the direction for current activities and collaboration on data, registration and legal/ digital identity relevant to the refugee population in Malawi.

Key areas under discussion were:

Updates and clarifications on data sharing, Establishing an Adjudication Panel, drafting SOPs for handling refugee/ asylum-seeker data.

Next steps will include:

- ✓ UNHCR to draft SOPs and DPIA.
- ✓ UNHCR with support from UNDP will set up meeting between the Refugee Commissioner and NRB to formalize project.

- **Malawi Electoral Commission (MEC):**

National ID cards have been used as a proof of identify for the 2020 Fresh Presidential Elections to authenticate the voters' roll on election day. As a result of the adoption of the ID system, MEC operational costs have been drastically reduced as compared

to the 2014 elections and saved US\$ 7,000,000. More importantly, the accuracy of the biometric voter's list was enhanced because of the absence of duplicates.

- **Malawi Revenue Authority (MRA)**

The new electronic system ("Msonkho online") or Taxation online with the National ID integration went live during the reporting period and a demonstration of the system was provided during the TC meeting in February 2020.

- **Department of Human Resources Management and Development (DHRMD):**

DHRMD and NRB worked closely together to improve the efficiency of human resources monitoring across government MDAs through an error-free system, to eliminate ghost workers.

A joint process was established based on the National IDs with the ultimate goal of creating an accurate database of public servants and their associated payroll system.

As of March 2020, the following national ID authentications were provided by NRB upon DHRMD's request:

- 165,247 civil servants provided correct IDs.
- 25,122 Civil servants provided incorrect IDs.
- 3,906 Civil servants did not provide their ID.

According to DHRMD, 8,037 civil servants did not receive their salary in December 2019 due to incorrect or missing ID documentation. These civil servants were mainly teachers but the list also included about 50 Malawian diplomats.

Out of the 8,037 who did not receive salaries:

- 5,844 (mainly teachers) subsequently produced a valid ID in January 2020 and were duly returned to the payroll.
- The remaining 2,193 civil servants who failed to produce an ID still did not receive their January salary. They were given an extended deadline in order that they could register for a national ID to authenticate their place on the payroll. Failure to submit a valid ID by March 2020 resulted in their permanent removal from the payroll and the actual saving will be known in 2021.

- **Ministry of Health (MoH):**

Patient identification is a key aspect of all healthcare systems. A taskforce was endorsed by the Minister of Health to deliver a "harmonized document for all use cases of National ID in the health sector" and the "need to determine the business process of the MoH in terms of utilization of the National ID".

After several meetings with the Quality Management Directorate (QMD) at the Ministry of Health, MOH agreed to support the adoption of the ID system as a patient

identifier as well as for the harmonization of different health management systems/software. UNDP was part of a taskforce which recommended the use of national ID numbers for patients' verification.

The Digital Health Technical Working Group (TWG) in the first quarter of 2020 also endorsed the Taskforce's recommendation to adopt the national ID as a patient identifier which is also reflected in the digital health strategy of 2020-2025.

- **Judiciary, Prisons and Department of Public Prosecution- Case Management File:**

In January 2020 the NRIS team met bilaterally with the Judiciary ICT team, the Department of Public Prosecutions within Ministry of Justice and also the Prison Department's consultant. The objective of these meetings was to propose that all the stakeholders involved in the Justice system harmonize their fragmented systems and adopt the National ID number as the only reference for the case management system. Subsequent meetings with the Minister of Homeland Security resulted in a commitment to hold a conference in early 2021 to coordinate the case management systems of the Ministry of Justice, Police Service and Prisons, using National ID as the key linkage for each database.

- **Civil Registration and Vital Statistics (CRVS):**

A meeting was held on 20 February 2020 between NRB, Centers for Disease Control and Prevention (CDC), Elizabeth Glaser Pediatric AIDS Foundation (EGPAF), UNICEF, UNDP on how to implement a unified NRIS. A technical team was formed to come up with a roadmap to reach an integrated system. As a result of this meeting work was initiated to integrate the back-end data of NRIS and the EBRs.

- **Use of National ID for AIP:**

The Ministry of Agriculture implemented the new Affordable Inputs Programme (AIP) using the biometric National IDs. The system enabled 4 million farmers to procure fertilizer and maize seed from approved suppliers. This application of the National ID as an authentication mechanism resulted in greater food security for these vulnerable farmers and their families. It also increased the levels of accountability in managing food subsidy programmes such as AIP where the potential for fraud was minimised, if not eliminated altogether. During implementation 4,000,000 records were verified and the NRIS project assisted MoA in creating an improved list of AIP beneficiaries. 600,000 ghost farmers were identified which means that more subsidies were available for legitimate farmers and the cost saving had been calculated around US\$ 13,000,000. A more accurate estimate of the overall cost savings will be completed in Q1 2021 which will take into account the abolition of the coupons (procurement-shipping-printing- distribution).

**Civic education to improve AIP distribution and prevention of misuse of national ID cards:** The National ID has played a huge role in the implementation of the Affordable Input Program (AIP) by the Ministry of Agriculture in the form of Validating the Identity of the Beneficiaries. The National ID is also required in the process of the redeeming

the Inputs and this has led to some unscrupulous individuals enticing farmers with Cash to surrender their IDs to them. In view of this, the Ministries of Agriculture, Information and Civic Education have intensified Civic education campaigns to deter this malpractice.

The Civic Education Campaigns are to be implemented in the following manner.

- Various printed material for civic education, including Boma Lathu Newspaper distributed to all local communities.
- Radio plays being distributed to various community radio stations.
- Video comedy submitted to the Malawi Digital Broadcasting Network Limited for distribution to its 18 network of television stations for airing.
- Person to Person interfaces through NICE Volunteers

- **Development of a Sustainable E-payments System**

The Ministry of Finance, Economic Planning and Development (MoFEPD) responded to the impact of Covid-19 through engaging with Social Protection, Urban Safety Net and Urban Resilience Programmes by implementing targeted Social Cash Transfers (SCT). Taking a longer-term view but using the current pandemic as a catalyst, UNDP and NRB coordinated the development of a sustainable e-payments system with the Reserve Bank of Malawi and the Ministry of Finance. This initiative was centred on NRIS as the key authenticating mechanism for SCTs, with full accountability to both GoM and donors. In the reporting period technical discussions were held between the principal stakeholders to determine what possible shape this e-payment system might take and what steps would be required to establish the system.

NRIS have engaged extensively with stakeholders to develop a system of e-payments using the national ID as the key authentication tool. NRIS conducted a desk review of a proposal by the Ministry of Finance Economic Planning and Development (MoFEPD) - Poverty Reduction and Social Protection Department, with support from Irish Aid, UNICEF and GIZ. The MoF proposal included an analysis of electronic funds transfer for social cash transfer in 2019-2020. Documentation from Balaka and Ntcheu Districts were reviewed on how the pilot e-payment process was managed, in order to gain some local perspectives and lessons learned. The outcome of the analysis was that any e-payment solution, be it a card based, or mobile money wallet-based solution is a) not fully verifiable down to the individual and b) subject to the fundamental problem that any funds disbursed to Social Cash Transfer beneficiaries through a bulk push payment to individual accounts or e-money wallets in electronic value will inevitably be withdrawn or cashed out by beneficiaries in one go. In this case the ecosystem must, at this point in time be able to provide these cash out facilities. The DFS ecosystem is not sufficiently developed in rural areas so as to allow beneficiaries to spend e-value. Merchant payments are still in their infancy and there is nowhere for most beneficiaries to spend their e-value.

UNDP proposed an e-payments solution which leverages the benefits of using the National ID database as the main authentication tool for e-payments down to the

individual, providing a high level of transparency and accountability. There is also no need of producing yet another smart card for social cash transfers, as the possession of a National ID number is sufficient to register under the proposed system. The funds repository for social cash transfers will reside in Malawi with the Reserve Bank and not be passed through any foreign banking system, ensuring full national ownership. Stakeholder consultations in the development of this e-payments system were carried out with MoF Poverty Reduction and Social Protection, Dept of Economic Planning and Development.

Based on these meetings UNDP and NRB developed a Terms of Reference for an e-payments solution and sought proposals from the private sector both within Malawi and Internationally to deliver this system. The Reserve Bank of Malawi was also consulted on the proposed e-payments system and this received the full endorsement from the RBM Governor. A draft agreement between NRB and the Reserve Bank of Malawi includes a directive on the mandatory authentication of e-payments for all social cash transfers through the NRB. The fees levied by NRB to authenticate social cash transfers are still being negotiated. However, at a meeting at the RBM in Lilongwe in April 2020, NRB pledged to reduce the fees for authenticating payments as their commitment to respond to the Covid-19 crisis. The RBM directive on NRB authentication of e-payments for social cash transfers is to be gazetted and the draft document is with the Attorney General for his approval.

On 5th November 2020, the NRIS project met the Hon. Minister of Finance and the Secretary of the Treasury. UNDP was tasked to present an electronic payments system proposal.

The NRIS project held several and fruitful meetings with the Reserve Bank of Malawi (RBM) and the Accountant General Department which resulted in the joint E-payment system proposal.

One of the key aspects of the proposed system was the “Mirror Operating account” whereby the RBM will be able to track all transactions that take place at NBM and to produce account statements. Further, using both the joint account and mirror operating accounts, the RBM is able to reconcile the two accounts. UNDP will therefore be able to access bank statements and reconciliation reports for reporting purposes to donors of both accounts.

A MoU will need to be signed between UNDP/MoF and RBM which expected be finalized in Q1 2021.

- **Technical Discussion with Anti- Corruption Bureau:**  
Technical discussions also took place with the Anti-Corruption Bureau (ACB), facilitated by UNDP NRIS Project, with the view of signing an MoU between NRB and ACB. ACB will use the National ID as the main reliable source of information to verify the identity of Malawian citizens and non-citizens in conducting their investigations into fraud and corruption.
- **Harmonization of the Case management system using the National IDs:**

Each component of the criminal justice system identifies and records information in a way that is connected with its own activities. For example, the police may use “units” such as incidents, charges, suspects, victims and persons charged. The courts generally count cases, charges, convictions, and sentences. Prisons count mainly offenders and inmates. Clearly there is value in linking all these intersecting data metrics to measure case units under a single National ID number

Linking information under one number will allow the measurement of data flow from one component of the system to another. Such a capability is very desirable because it enhances the justice system with data analysis possibilities and provides a powerful verification capacity.

A person-based unit of count for each component linked with the ID number is crucial to ensure continuity throughout the criminal justice system. It permits the measurement of flow through the system.

The NRIS project after having finalized the round of meetings met all the relevant stakeholders involved in the Justice system (Prisons, Police, Ministry of Justice, Judiciary) sent the invitation for the workshop on the harmonization of the case management system using the National IDs that will take place in Q1 of 2021.

- **Linking national ID with NEEF:**

NRIS met with Mr. Humphrey Mdyetseni the new Acting CEO of National Economic Empowerment Fund Limited (NEEF) formerly MEDF to incorporate the National IDs in their loan system.

- **Registrar General:**

Based on a few inconsistencies between the National Registration Act (NRA) and the Marriage and Divorce Act, it was agreed that marriages and divorces will be registered by NRB. The Registrar General is also in the process of producing a new Malawi Business Registration System which will require the national ID for registration.

## **LEGAL AMENDMENTS**

- **Law Commission:**

The Law Commission completed the legal review of the Citizenship Act which signalled a conclusion to their work. Their recommendations included the establishment of a national citizenship board, resolution of dual citizenship issues, streamlining the procedure for the issuance of passports, addressing child adoption legal provisions, eliminating discrimination of women’s citizenship by marriage and reforming citizenship by registration and naturalisation processes, among others.

- A legal note containing the proposed amendments to the NRA and National Registration Regulations (NRR) was formally presented by NRB in January 2020 to the Minister of Justice. It is expected that the amendments will be discussed in the April 2021 sitting of Parliament.
- UNDP provided comments to the draft data protection legislation which is supported by the World Bank.

## Output 4

*Up to 8.4 million Malawian children are registered with unique national identification (ID) numbers and issued with Birth Certificates by 2021*

### Progress

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

- **Supporting NRB with registration cards, form printing:**  
UNDP is in the process of procuring the services of a Printing Company to boost stocks of NR8, NR8-A, NR1, NR10C forms, Birth Registers, Death Registers from a local supplier.
- **Procurement of tables for mass child registration:**  
Computer Tablets are being field tested before the final order is confirmed and they can be purchased to support the mass child registration programme in 2021. The sample of the tablet with the NRB logo is given below.



- **Renewing Personalization software and cryptographic set-up:**  
UNDP has commenced the procurement of necessary services to maintain the current PKI solution in the country. PKI or Prime Key Interface is overseen by NRB in Malawi. UNDP is seeking the services of a supplier who will conduct preemptive maintenance and extend technical support and warranty services for 12 months for the existing

solution, including making the necessary software modifications to allow NRB's current CSCA to optimally function and issue the necessary certificates.

NRB has a PKI for the National ID card system comprising the following.

- ✓ CSCA – Primary and backup servers running PrimeKey software and backed by Ultimaco HSMs.
- ✓ Document Signer – Primary and Backup servers, running PrimeKey Sign Server and backed by GEMALTO SafeNET HSMs.
- ✓ Card Manager Key Storage – Primary and Backup, running SafeNET software and backed by GEMALTO SafeNET HSMs

These PKI servers and services support the operations of the in-house developed Card Person and Printing System which is used to produce the Malawi National ID cards. The top-level certificate has expired and in the process of trying to renew it, NRB faced challenges and errors from both the primary and backup CSCA servers. When NRB tried the renewal process, following the renewal steps as documented, some errors were encountered.

Currently, NRB has two Country Signing Certification Authority (CSCA) servers, one being the primary and the other being the backup. The CSCA server currently acts as the top-level country certification authority for Malawi, mainly being used to sign CSR (Certificate Signing Requests) from the National ID Issuance Document Signer.

The 8<sup>th</sup> NRIS Steering Committee authorized the use of basket funds to procure the following services to ensure NRB business continuity:

- ✓ On-site technical support and pre-emptive maintenance. Technical Support (remote) to start immediately for troubleshooting the existing key issuance solution.
  - ✓ Assist NRB in renewing the certificate on the primary CSCA and backing it up onto the backup CSCA server.
  - ✓ Updating on technical documentation on PKI, including above modifications.
  - ✓ Training
  - ✓ Extended warranty for 12 months (corrective maintenance and hotline) starting from when solution has been deployed and accepted.
- **DFID Annual (2020) NRIS Project Review:**  
DFID conducted an annual review of the NRIS Project in February 2020. Annual Reviews in DFID are part of a continuous process of reviews, improvements and serve as a formal control point in DFID's programme cycle. At each formal review, the performance, ongoing relevance, and value for money of the programme is assessed. The process was considered quite participatory. The review was carried out internally



by the DFID NRIS focal points with the support of a colleague from another unit within DFID. Different stakeholders were brought together both within the Technical Committee and outside such as the GIZ UBR team, First Capital Bank and DHRMD. For capturing data, DFID relied mostly on face-to-face discussions and in some cases, questions were sent beforehand. The Programme within DFID had a log frame drawn from the UNDP results framework. The Annual Review process in DFID commonly used log frames to score programmes and assess whether expected outputs were met or not. The Annual Review was completed in April 2020 before the COVID19 crisis began to affect programmes.

In terms of rating, the project was rated an “A” overall which meant outputs were met. The main activity assessed in the Programme was the distribution of cards through a mass registration to approx. 9.5 million Malawians aged 16 and above. This exceeded expectations. Other outputs in the review included the building of NRB capacity to enable continuous registration, strengthening the linkages agenda and UNDP’s management of the NRIS Programme.

The review provided 6 major recommendations. NRB has proactively working on those recommendations. An update on the status of the recommendations is given below:

- **Creation of demand for cards:** NRB had intensified discussions with various stakeholders on establishing Linkages with the National ID through the Public Sector Reform Program. Examples of which were the Affordable Input Program under the Ministry of Agriculture and Food Security and with the Department of Immigration and Citizenship Services where an MoU was signed to make the National ID a prerequisite for applying for an E-Passport.
- **Network Challenges should be addressed:** NRB initiated engagement with Department of E-Government who have begun to address these connectivity issues through the Digital Malawi Project, a World Bank initiative currently being implemented.
- **Ownership of the Programme by NRB:** NRB Budgetary funding from the GoM has been at the same level for the past three years. This freeze on NRB’s budget is becoming a constraint. NRB is exploring options for the generation of its own revenue through charging small levies for the services provided.
- **Political Will for Integration Agenda of MDAs:** NRB is working to have the integration agenda become part of the Public Sector Reforms Programme of GoM. This is expected to promote the ownership and integration process of NRB.
- **Strategic Plan on Issue of Uncollected Cards:** Most of the uncollected cards currently sitting in the District Registration Offices belong to deceased people. NRB plans to destroy the uncollected cards as per the SOPs since the

registrants, having failed to collect their cards after several reminders are presumed dead.

- **Access for Disabled Persons in all NRB Facilities:** NRB is working to make all the facilities accessible for disabled person.

## Output 5

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

- **National ID Steering Committee meeting:**

The 8<sup>th</sup> Steering Committee Meeting of NRIS was held on the 28<sup>th</sup> of October 2020. The meeting was attended by the Minister of Finance, Minister of Health and Minister of Civic Education and National Unity in addition to all other stakeholders including the donor community. The SC approved the following recommendations:

- ✓ To elevate the NRB status as an essential service.
- ✓ To secure short term resources required to cover NRB's recurrent budget costs e.g., last mile connectivity.
- ✓ To secure long term resources and sufficient funding for the mass registration of 8 million Malawian Children in 2021.
- ✓ To assure the integrity of the NRIS database after its recent misuse for voter registration purposes where children were involved.

- **Technical Committee meeting:**

There were 4 Technical Committee meetings held to review project performance against the milestones of the NRIS project in the year 2020. At the 26<sup>th</sup> TC meeting, the Malawi Revenue Authority and Department of Immigration gave a presentation on how the interface with national ID is working and what were the challenges that they faced. The 27<sup>th</sup> TC meeting was conducted virtually using Zoom due to COVID-19 social distancing restrictions. The meetings were chaired by Claire Medina, UNDP Deputy Resident Representative and Co-Chaired by Margarita Tileva, the Deputy Representative of UNICEF and Moses Chiwoni the Deputy Director of NRB. The number of TC meetings for the reporting period along with dates are given below.

NO	TC meeting	Date of the meeting	Venue
1	26 <sup>th</sup> TC meeting	6 <sup>th</sup> March 2020	UNDP conference room
2	27 <sup>th</sup> TC meeting	18 <sup>th</sup> June 2020	Virtual
3	28 <sup>th</sup> TC meeting	2 <sup>nd</sup> October 2020	Virtual
4	29 <sup>th</sup> TC meeting	2 <sup>nd</sup> December 2020	Virtual

**Fig 10: 26<sup>th</sup> Technical Committee meeting**

- **Development of contact Tracing system using USSD:**

UNDP entered into a partnership with the Malawi University of Science and Technology (MUST) to develop a suite of Covid-19 response applications to serve the public with pandemic information and updates. Several initiatives were inspired by the need to respond to the pandemic by the students of MUST that resulted in a number of applications being developed within the Malawi context. The NRIS project supported the students to develop these initiatives including geo-referencing the location of the COVID-19 suspected patients to establish possible hotspots which will help to contain the pandemic. Mobile Apps were also developed by MUST in collaboration with UNDP and Angle Dimension. Angle Dimension is the agency hired by Ministry of Health for developing the contract tracing application and managing all Covid-19 online content. Existing platforms to be used are WhatsApp, chatbot and Unstructured Supplementary Service Code (USSD). The final versions of UNDP's digital solutions were sent to Ministry of Health (MoH) for their integration into the Ministry's portal for national Covid-19 response. As on Dec 2020, the following results have been achieved:

- ✓ MoH has completed the piloting of the apps developed by MUST.
- ✓ The Ministry is in the process of registering MoH in the Google Play store to enable android users to download the App.
- ✓ They are also in the process of enabling the symptom tracking SMS app using the short code \*929#, so that UNDP's symptom tracking app will be appearing as one of the options available for the users wishing to access the dedicated number to Covid-19 \*929#).

In addition to our digital solutions, UNDP are also working with MUST to develop other innovations such as the e-Register Access to Health Facilities and these are currently undergoing beta testing.

- **Monitoring and Evaluation of project implementation:**

Physical monitoring of the District Registration Offices (DROs) and Post Offices was conducted in the first and last quarters of 2020 to check the registration and distribution processes. The project has been following up with NRB to resolve the issues. The monitoring visits were conducted in the southern region. Major findings from the visit are given below:

- **Continuous Registration:** Continuous registration is taking place in all DROs. Almost all the registration officers reported some level of fear of contracting Covid-19 and requested NRB supply hand sanitizer as these staff closely interact with large volumes of people on a regular basis. The NRIS Project provided PPE for NRB staff during the first outbreak of Covid-19 in July – August 2020.
- **National ID Card Issuance Time:** Most of the public are requesting for replacement of damaged or lost cards but issuance of the card on time was a big challenge. As per the NRB protocol, the card should be issued within 6 weeks after the time of registration, but NRB has been struggling to print and issue the cards on time.
- **Printing of National ID on time:** Malawian citizens are not receiving the cards on time after registering for new, replacement of damaged, or lost cards. There was a backlog of around 25,000 cards to print in NRB HQ. This issue was reported to NRB and they have undertaken to clear the backlog by 1<sup>st</sup> quarter of 2021.
- **Database is not updated with death information:** As per the SOP the national ID of deceased persons should be collected by the NRB HQ, the data should be updated in the NRIS database and the card should be destroyed. However, no card has been collected and destroyed to date. If this pattern continues the NRB database will soon become irrelevant. Again, this issue has been flagged to NRB.
- **Stock in and out not maintained:** No record of national ID stock in and out was maintained using the BRK. There is software in place to maintain the stock in and out, but it was never used. When NRB issue the national ID, the stock should be scanned and checked out from the system so that they have an updated record of stock requirements.
- **Issue with Police report:** The charges levied by the police to report lost or stolen IDs varies from 1000 to 5000 kwacha. NRB should negotiate and fix the charge with police. This fixed charge should be included in the civic education programme for the public's awareness. In some cases, the police give the report without a receipt and the NRB official subsequently returns the applicant to the police station to secure the receipt.
- **Registration of underage citizens:** The database of blocked IDs registered during the 2020 pre-election period should be adjudicated and cleared. The

DROs have been continuously sending reports to NRB to print the cards and NRB HQ has been trying to print and send the cards on time. However, there has been a challenge to print the cards due to limited number of printers in NRB HQ.

- **Application for birth certificate and National ID by the over 16 years old:** Many students over 16 applied for a birth certificate for scholarships or admission to universities. Now the prerequisite is to have a national ID to register for a birth certificate for anyone over 16 years old, which takes a long time to deliver. There is a need to change the system/SOP when a person applies for both birth certificate and National ID so that both can be delivered at once.
- **Death information is not updated in the eBRS:** The death of child is not updated in the eBRS as does the national ID system. This is a serious issue. There should be a proper mechanism for updating the death register for children.

	
<p>Malawian Citizens waiting to register for National ID in Balaka</p>	<p>National ID registration in Mulanje</p>
	
<p>Blantyre- Citizens queuing up for renewal of ID cards</p>	<p>Registration Officers registering people for national ID</p>
<p><b>Some pictures from the monitoring visit of southern districts</b></p>	

- **Limited Office space:**

In Zomba, Chikwawa and Thyolo the restricted office space also poses a major challenge. It is currently very difficult for NRB staff to operate from within the limited



space available. In Thyolo and Chikwawa staff are operating from only one room. Due to limited space staff are conducting registrations outside the office in Thyolo.



**Fig 12: Malawian Citizens standing outside Thyolo District Registration Office for national ID registration**

Birth certificate distribution remains a big challenge. Though this is outside the scope of the NRIS project, UNDP is assisting NRB with the logistics to print about 20% of the total registered birth certificates but to date have distributed only about 5% of these to citizens. As the village name is not mentioned on the printed certificates, it was suggested to NRB that instead of trying to distribute these birth certificates, it would be better to import the current birth register database and later re-print all of them along with the new birth registrations during the mass registration.

- **Monitoring Plan for 2021:**

Due to the outbreak of COVID-19, there is no clear monitoring plan prepared for the next year. As a measure to maintain business continuity and maintain Project Monitoring, the NRIS Project is to request timely reports from the DROs with their monthly registration data, but also include pictures to be sent from any NRB staff pertaining to registration issues which may impact on the targets for continuous registration. Reports will also be backed up by the monitoring dashboard data which NRB has established to track numbers of registrations per office, and the amount of time taken to conduct registrations in each location.

### **3. Progress against Results Framework Indicators**

Annex I.

### **4. Communication and Visibility**

During the reporting period, due to the pandemic no communication and visibility events were conducted.

## 5. Conclusion

The 2020 Annual progress report 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.

## 6. Future Plans

- **NRB capacity:** The NRIS and NRB teams will continue to prioritise NRB's additional capacity needs for the sustainability of the NRIS for a smooth continuous national ID, birth, death, marriage and divorce registration processes. 33 out of 65 post offices are already functional with anticipation that the remaining post offices will be functional by mid-2021. Eight out of the nine selected courses based on the Training Need Assessment and conducted by the Malawi Institute of Management (MIS) have been completed, but the final course is yet to start due to the Covid-19 crisis.
- **Public awareness to create demand for continuous registration:** In view of the low continuous registration numbers, the NRIS project has planned for customised public awareness campaigns on continuous registration so that those that did not register during mass registration and those turning 16 years of age can still go and register. Once again, due to the Covid-19 crisis all the activities including the video infomercial, Radio Drama, Song/Jingle have been suspended. The civic education campaign will commence as soon as the current social distancing restrictions are lifted by the Government.
- **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.
- **Privacy and data protection:** The Data Protection Task Force met between 8<sup>th</sup> – 9<sup>th</sup> October 2020 to review the 2<sup>nd</sup> draft data protection legislation and submitted their comments to the Consultant. Thereafter Consultant worked with legal team of the Taskforce to discuss the proposals made.

The next steps are as follows.

- a. Consultant to submit the Third Draft of the Legislation taking into account the Task Force Recommendations.
- b. Stakeholder Consultations
- c. Briefing to the Media, Information and Communication Committee of Parliament and other relevant committees of Parliament such as Legal, Budget
- d. Briefing to PSs Steering committee on Economy
- e. Submission to Ministry of Information, Ministry of Justice and Cabinet for review and scrutiny
- f. Briefing to the Cabinet Committee

- **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.
- **Revision of the AWP 2021:** The project has revised the 2021 Annual Work Plan (AWP) due to the Covid-19 crisis and examined the timings on how responses are to be implemented. The exact date of implementation is not yet decided as the implementation depends on Government of Malawi funding.
- **Procurement of the national Registration forms:**  
In addition to the NR-8A form, which will be used for birth registration and abridged form of NR8, other national registration forms like national ID forms (NR-1), community birth registration, community death registration, birth register, death register will also be procured to support NRBs ongoing activities.

FORM TYPE	BOOKLETS	PAGES/FORMS	NUMBER OF FORMS
NR8-A	100 000	100 pages/booklet	10,000,000
NR8	36 000	50 forms/booklet	1,800,000
NR10C	36 000	50 forms/booklet	1,800,000
NR11	36 000	50 forms/booklet	1,800,000
BIRTH REGISTER	60 000	10 Pages [both sides]	600,000
DEATH REGISTER	60 000	10 Pages [both sides]	600,000
NR1	20,000	100	2,000,000
NR6	20,000	100	2,000,000

- **Recruitment of project staff:** The recruitment process of the Logistic Specialist was in its final stage in Dec 2020. Recruitment for the positions of ICT expert, Civic Education Specialist, Field Coordinator/Labour Expert are in progress.
- **Data consolidation Centre:** The Data Consolidation Servers, Application & Database Servers and SAN Storage for Child Registration arrived and the installation process for the backup system was in progress.
- **Case Management System:** A Workshop on the Harmonization of the case management system will be conducted in the 1st quarter of 2021.
- **MoU on e-payment system:** NRIS is drafting an MoU for the e-payment system and all the documentation will be shared with RBM, AGD and finally ST and the Minister of Finance.
- **Installation of San storage array:** Installation of SAN storage array was finalized in a testing environment. Installation for the SAN storage array at NRIS-DR Site will be implemented before the end of January 2021. A similar installation model will be carried out at the SAN production level.



- **Installation of backup appliance at production site:** The installation of the backup appliance will be done before end of February 2021.
- **Biometric Servers DR Site Installation:** Biometric servers are to be configured at the NRIS-DR site. This will involve physically connecting the 5 servers to the LAN at the DR Site in Blantyre.
- **Child Mass Registration related ICT works:**
  - All relevant software to be installed on the available consolidation servers.
  - Additional servers to be procured (actual figures to be determined), as registration for the last phase will take place at the same time in more than 6 districts at the same time. The other servers will be used as backups.
  - Requirements for additional mass registration equipment finalized and submitted to procurement for further processing. These will be determined from the proposed ICT Operations Plan.

Training materials prepared for all groups requiring training from ICT.

- **Network and Equipment Assessment:** A post implementation review for the Last mile connectivity in the post offices to be conducted.
- **Evaluation of the NRIS Project:** The evaluators for the NRIS project evaluation were selected by the end of the reporting period. The evaluation process is expected to start in the 1<sup>st</sup> quarter of 2021.
- **Preparatory activities for continuous child registration:**
  - ✓ Ensure all proper documentation and paperwork is in place and ready for execution of planned activities. These include TORs for jobs to be advertised, TORs for assignments to be undertaken, agreed activities with NRB and other partners for the year 2021 among others. This to be done in a way that provides enough lead time before the start of the activities.
  - ✓ Support NRB with activities that will ensure continuity of services with the COVID-19 situation. This is to be done before the end of January 2021.
  - ✓ Work with Government to formally announce that civil registration has been designated as an essential service so that adequate resources can be provided for birth registration activities. This is to be done before the end of February 2021.

## 7. 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:

### Cumulative Expenditure (Q4 2016, 2017, 2018, 2019, 2020) Summary Report:

Cumulative 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	39,993,563	40,170,220	-176,657	Purchase of additional servers, Software development and increase of bandwidth
Up to 9 million children are registered and issued with Birth Certificate	9,308,816	1,055,188	8,253,629	Activities to be rescheduled because of Covid 19 Pandemic
NRIS inclusive of birth registration is transitioned to a permanent and continuous registration system	3,757,878	4,603,922	-846,044	Underbudgeting related to GWAN activities
Government MDAs and private institutions are assisted to adopt the use of the NRIS (unique ID and the Birth Certificates)	158,726	155,269	3,457	
Project is efficiently managed, staffed and coordinated, and is implemented with national ownership	10,295,019	9,289,457	1,005,562	Some recruitments are on standby
Covid 19	-	79,572	-79,572	NRIS project is supporting MUST on research against COVID-19 (Funded by DFID)
Technical Support for Unforeseen Capacity Gaps (5%)	621,906	4,657	617,248	
UNDP Procurement Support Office (PSO) (4.5%)	1,466,458	1,259,558	206,900	
General Management Service Fees (GMS) (variable)	4,102,914	2,765,707	1,337,207	
<b>TOTAL</b>	<b>69,705,281</b>	<b>59,383,551</b>	<b>10,321,731</b>	

## 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): &gt;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	Project Target	31 <sup>st</sup> December 2019	
<b>Output 1</b> Up to 9 million Malawians are registered for issuance of a	<b>1.1 Number of Malawians registered in the National Register as part of mass registration, disaggregated by gender</b>	National Registry	0	2016	More than 9 million	9,168,689 (4,201,175 males and 4,967,514 females)	Surpassed the project target.

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National Identity card in 2017	<b>1.2 Number of Malawians issued with a National ID card as part of mass registration, disaggregated by gender</b>	NRB Records	0	2016	More than 8.5 million	Over 9 million	Inventory of the left-over card is prepared, and personalized SMS is sent to respective individuals to collect their card from the District Registration Office.
	<b>1.3 Proposed amendment of National Registration Act submitted to Ministry of Justice</b>	Public Record of Justice	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.
	<b>1.4 Number of paid information campaign products aired on radio</b>	Project records	0	2016	10	More than 10	Surpassed project target.
<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>	NRB Records	0	2016	28	28	Reached project target.
	<b>2.2 Percentage of registrars trained in rules and procedures.</b>	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

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							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.
	<b>2.3 Number of Malawians issued with a National ID card in 2018 as part of continuous registration, gender disaggregated</b>	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.

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<p><b>Output 3</b> Government MDAs and private institutions are assisted to adopt the use of the NRIS</p>	<p><b>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.</b></p>	<p>NRB records</p>	<p>0</p>	<p>2016</p>	<p>&gt;10</p>	<p>6</p>	<p>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.</p>
<p><b>Output 4</b> Project is efficiently managed, staffed and coordinated and is implemented with national ownership</p>	<p><b>4.1 Agreed M&amp;E activities implemented</b></p>	<p>Project records</p>	<p>0</p>	<p>2016</p>	<p>Satisfactorily</p>	<p>Satisfactorily</p>	<p>On track. Most of the agreed activities in the Monitoring and Evaluation Framework are being implemented.</p>
	<p><b>4.2 Percentage of Project positions filled</b></p>	<p>UNDP records</p>	<p>0</p>	<p>2016</p>	<p>100%</p>	<p>100%</p>	<p>Surpassed project target.</p>
	<p><b>4.3 Steering and Technical Committee meetings held per year</b></p>	<p>Project records</p>	<p>0</p>	<p>2016</p>	<p>9/24</p>	<p>7/25</p>	<p>TC meetings are on track and will surpass target but not with SC meetings.</p>

**Annex II: Risk Log (Updated)**

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#	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	<b>Amended.</b> (19 January 2017) P amended from 3 to 4 in view of delays in the functional review and the increase in NRB

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				<p>of continuous registration, data recovery and deny some Malawian citizens their right to identity.</p> <p>P = 5</p> <p>I = 5</p>	<p>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.</p> <p>Regarding the DRS, it has been moved to the Malawi Revenue Authority premises (MRA) in Blantyre.</p> <p>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.</p>				<p>staffing required.</p> <p>Escalated for the attention of the SC on 5<sup>th</sup> April 2017.</p> <p>Escalate to SC in anticipation that there might be a gap in NRB's capacity for continuous registration if the approved positions are not filled at all or on time.</p> <p><b>Amended</b> (22 March 2018) Upgraded P=4 to P=5 with reference to the removal of</p>
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									key and management staff that were already well trained.  <b>Narration of Impact</b>  <b>&amp; Probability amended on (19Feb2019)</b>  <b>No change. (10 Oct 2019)</b>
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	<b>No Change. (10 Oct 2019)</b>
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	<b>Amended. (02 October 2017)</b>  P amended from 3 to 4

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				<p>P = 4</p> <p>I = 4</p>	<p>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.</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</p>				<p>given the level of current data protection provisions in Malawi.</p> <p><b>No Change.</b> (10 Oct 2019)</p>
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					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	<b>Amended.</b> (01 December 2017)  <b>No change.</b> (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	<b>New Risk (02 Oct 2017)</b>  <b>Amended.</b> (01 December 2017)  <b>No change.</b> (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)  <b>No change</b> (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)			<p>project labor management moving forward.</p> <p>P=3</p>	<p>regulations and UNDP's SES. This will include an analysis and clarification of applicable labour requirements, including for wages and salaries.</p> <p>Labour law expert will be hired as part of the project team to ensure labour standards are applied and monitored.</p> <p>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.</p> <p>Before the deployment of the ROs, a start-up lump sum will be provided (approximately MWK</p>				
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				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 investigation of project identified several findings and recommendations related to OSH and working conditions that will inform project labour management moving forward.	SECU NRIS 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

					<p>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.</p> <ul style="list-style-type: none"> <li>• Considering the high rate of malaria in rural areas, fully enclosed mosquito tents will be provided to ROs. to the extent</li> </ul>				
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					<p>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?</p> <ul style="list-style-type: none"> <li>• 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.</li> <li>• First Aid kits will also be provided in case of emergency.</li> </ul>				
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P=3



				I=4						
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	<ul style="list-style-type: none"> <li>• 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.</li> <li>• A formal complaint system will be established which will be part of the pre-deployment</li> </ul>	NRB and UNDP	CTA/PM	30 Nov 2019	New	Risk

					<p>briefing, with the following key components:</p> <ul style="list-style-type: none"><li>a) Complaint forms will be provided in the backpack and it will be also available on UNDP, UNICEF and NRB websites.</li><li>b) The contract will include a clause on the grievance system and a complaint form will be distributed to ROs for submitting a complaint.</li><li>c) Complaints/hotline/call centre will be established to receive and resolve the complaints, including safety concerns.</li><li>d) ROs and citizens will be</li></ul>				
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				<p>empowered to file and get information about the status of their complaints through mobile based USSD e-system.</p> <p>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.</p> <p>The details of the grievance mechanism for project workers will be spelled out in the labour management procedures for the project.</p> <p>A workplace grievance mechanism (distinct from the project-level grievance mechanism) is provided for all project workers to raise labour concerns.</p>				
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					<p>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, providing that they meet the above</p>				
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					<p>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.</p>			
				<p>P=3 I=4</p>				

19	Potential cases of sexual harassment	30 Nov 2019	Ops Total:20	<p>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> <p>P=3 I=4</p>	<ul style="list-style-type: none"> <li>• 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.</li> <li>• Formal engagement and subsequent agreement are being undertaken with the Ministry of Gender on gender-related concerns and more specifically on the team composition.</li> </ul>	NRB and UNDP	CTA/PM	30 Nov 2019	New Risk
20	Delays in the deployment and retrieval	30 Nov 2019	Ops Total:20	The prolonged stay of registration officers in rural	<ul style="list-style-type: none"> <li>• Labour management procedures will be</li> </ul>	NRB and UNDP	CTA/PM	30 Nov 2019	New Risk

	<p>of ROs leading to deployments extending beyond 21 days</p>			<p>areas may affect their living conditions.</p>	<p>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 wages and salaries.</p> <ul style="list-style-type: none"> <li>• Labour law expert will be recruited as part of the project team to ensure labour standards are applied and monitored.</li> </ul>				
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|  |  |  |  | <ul style="list-style-type: none"><li>• ROs will be retrieved on completion of the phase (21 days)</li><li>• 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.</li><li>• The payment of the remuneration will be automatically processed upon completion of 21 days in the field, even in the exceptional cases whereby ROs were not retrieved.</li><li>• A transition fee of</li></ul> |  |  |  |
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				<p>P=3 I=4</p>	<p>MWK 10,000 will be paid upon completion of a phase.</p> <ul style="list-style-type: none"> <li>• 140 newly recruited NRB registration officers will increase the overall effectiveness of the operations</li> </ul>			
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**Note: P stands Probability and I stands for Impact.**