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NATIONAL REGISTRATION AND IDENTIFICATION SYSTEM (NRIS) PROJECT

Quarterly Progress report (01 January 2021 to 31 March 2022)

Project Title:	National Registration and Identification System
UNDP Project #:	00100113
Project Duration:	01 November 2016 – 31 December 2023
Project Resources:	Basket Fund
UNDP Focal Point:	Precious Nkoka

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 inclusive of birth registration is transitioned to a permanent and continuous registration system. 3. Government MDAs and private institutions are assisted to adopt the use of the NRIS (unique ID and the Birth Certificates). 4. Up to 8.4 million Malawian children are registered with unique national identification (ID) numbers and issued with Birth Certificates by 2023 5. Project is efficiently managed, staffed and coordinated, and is implemented with national ownership.
Project Location(s):	Lilongwe, Malawi

Project Donors

Table of Contents

Acronyms

ADR	Assistant District Registrar
BRK	Biometric Registration Kit
COMESA	Common Market for Eastern and Southern Africa
COVID-19	Corona Virus Disease-2019
CRB	Credit Reference Bureau
CRVS	Civil Registration and Vital Statistics
CSCA	Country Signing Certificate Authority
DFID	Department for International Development
DHRMD	Department of Human Resource Management and Development
DRO	District Registration Office
EBRS	Electronic Birth Registration System
EGPAF	Elizabeth Glaser of the Paediatric AIDS Foundation
ESCOM	Electricity Supply Commission of Malawi
EU	European Union
FCB	First Capital Bank
GWAN	Government Wide Area Network
HQ	Headquarters
ICAO	International Civil Aviation Organization
KYC	Know Your Customer
MBRS	Malawi Business Registration System
MDAs	Ministries, Departments and Agencies
MEC	Malawi Electoral Commission
MISO	Management Information System Officer
MoJ	Ministry of Justice
MoU	Memorandum of Understanding
MRA	Malawi Revenue Authority
NEEF	National Economic Empowerment Fund
NRB	National Registration Bureau
NRIS	National Registration and Identification System Project
PDU	Presidential Delivery Unit
PKI	Public Key Infrastructure
PO	Post Office
PRO	Principal Registration Officer
RO	Registration Officers
SADC	Southern African Development Community
SDGs	Sustainable Development Goals
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
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 is contributing 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. Overall, the impact of the system on the government will be improved planning, service delivery and the operation of the administrative systems.

This progress report presents a summary of works completed by the NRIS project for the first quarter (01 January– 31 March 2022).

Key milestones achieved during the reporting period include the following:

- Continuous registration has been in progress across the 28 district registration offices and 33 post offices. The new registrants in the last quarter were 13000. The total registered for the nation ID including new registrants, damaged, expired, name change and lost were 70800.
- The Annual Work Plan (AWP) 2022 has been presented to National Registration Bureau (NRB) and development partners. It will mainly be focused n re-establishing NRB operations and strengthening its public trust. The work plan will be presented to the 33rd technical committee (TC) meeting for approval.
- Card Production Facility (CPF): as only two printers were functioning, the NRIS project repaired 10 printers and procured consumables, five new printers and five computers, to address the ongoing challenges. NRIS will also support the salaries of 20 interns who will enhance the printing capacity of IDs.
- Standard Operating Procedures for birth, death and National ID registration, printing, issuance of card, destruction of cards were drafted.
- The consultant from the EU and UNDP for the Case management system and assessment of the NRIS system is engaging partners and stakeholders for preparation of the report.
- The final draft of the Malawi national ID ecosystem assessment conducted by World Bank and UNDP is ready and was presented to the key stakeholders in a consultation workshop in March 2022.
- The strategy for linking the Ministries, Departments and Agencies (public and private) to or with National Registration Bureau (NRB) was drafted and shared with the stakeholders.
- The draft report on Consultative Technical Meetings for Implementation of E-Payment in the National ID system is prepared.

- Mass children registration modality presented in the civil registration and vital statistics (CRVS) multi-stakeholders Technical Working Group (TWG).
- 33 Post Offices are now fully operational and connected with NRB HQ after checking the configuration and tests. The plan is to expand to 65 Post Offices by the end of this year.
- 4 MoUs were signed with Zamara Pension Administrator, Reserve Bank Pension Administrators, GiveDirectly and MiFIHub for authentication purposes Know Your Customer (KYC), respectively.
- UNDP will support the Digitalization Labs which are organized by Presidential Delivery Unit (PDU) in collaboration with Tony Blair Institute to increase the advocacy efforts towards the linkage programme.

2. Implementation Progress

Brief Background

For a long time, Malawi did not have a comprehensive national ID system which undermined most citizens 'right to identity leading to multi-sectoral consequences because of lack of access and entitlements for citizens. With technical and financial support from various partners, Malawi through the National Registration and Identification System project has developed one of the most advanced national ID systems and has made outstanding progress in registering citizens and issuing identification cards.

However, the system is incomplete. It requires further support to achieve intended goals and objectives. Inadequate progress has been made under Civil Registration and Vital statistics (CRVS) under the project; that is to comprehensively register births, death and marriages. The current phase of the project therefore is meant to make headway in this area.

After discussions with Government and donors, amendments and addenda were made with a two-year extension of the NRIS Project to 31 December 2023 was endorsed to support CVRS especially mass child registration. Cost-Sharing Agreements have been signed between UNDP and the Government of Malawi (USD $20,697,005), DFID (USD $ 14,233,733), Irish Aid (USD $ 3,968,717), USAID (USD $2,000,000), Norway (USD $ 4,594,711) and the EU (USD $ 11,466,912). UNDP has allocated USD $6,616,769 from its core resources to the project. In addition, UNDP has signed an Inter-Agency Agreement with UNICEF (USD $17,241). The entire project budget is now estimated at USD $63,577,847.

Key progress under the project until December 2021 (this should cover all project outputs).

Output 2

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

Progress

The NRIS system was transitioned along with source code application and technical knowledge in 2017-18 to NRB. Under this Output, the following has been accomplished in the reporting period:

Quarter I Main Achievements and Status of Project Implementation

Summary of achievements
Progress by Output

National ID registration in 1Q, 2022

44722

13005

6288

2192

1108

Expired   New   Lost   Damaged   Name
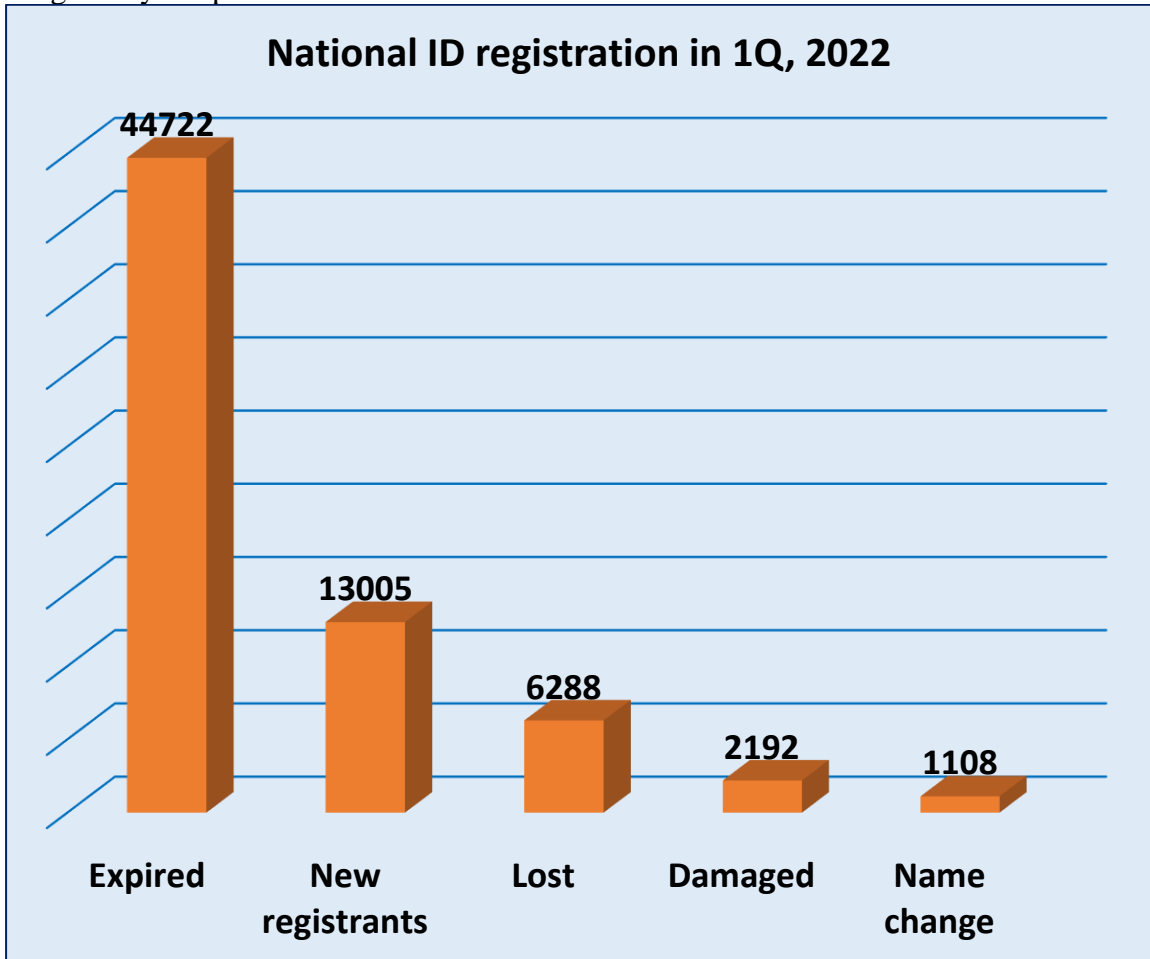registrants   change

Fig: Continuous national ID registration by district during Jan-March-2022.

- **Continuous Registration and renewal of national IDs:** Continuous registration has been in progress across the 28 district registration offices and 33 post offices. The new registrants in the last quarter were 13000. The total registered for the nation ID including new registrants, damaged, expired, name change and lost was 70800. The project registered more than 44,000 citizens for renewal of the national ID, but the issuance has been a challenge due to low printing capacity in the Card Production Facility.

- **Status of ID cards:**

  NRB was supposed to procure 3 million cards in 2021 but PPDA objected and they could not finalize the procurement process. NRB is now planning to procure cards in

2022. 3 million cards already expired, and it is essential to take the necessary actions. The cumulative number of cards expiring by years is given below.

Year	A Number of Cards Expiring (Extracted from database)	B Estimated new registrants per year (based on census)	C C=A+B: Cumulative expiring	D D: Available cards	E E=C-D: Total required cards (Cumulative)
2018	304	500000	500304		500304
2019	332	500000	1000636		1000636
2020	334	500000	1500970		1500970
2021	2969329	500000	4970299	1000000	3970299
2022	833869	500000	6304168		5304168
2023	893584	500000	7697752		6697752
2024	1074714	500000	9272466		8272466
2025	1045066	500000	10817532		9817532

- **Enhancement of ID Cards Production Facility (CPF):**

In a meeting with NRB, the NRIS team agreed on the following items to expedite the process of card printing in the card production facility.
   a. Recruitment of interns by NRB and paid by UNDP for clearing the backlog of 650,000 cards. The interns will be recruited by NRB for 6 months only. Once the backlog has been cleared, there will be no justification to retain the interns. The SOPs for this engagement have already been developed.
   b. 8 working stations are setup, these will be expanded to 12 working stations by April 2022. Due to the limited number of computers, a decision was made to identify 6 computers from various DROs and bring them to NRB HQ where they will be setup together with the additional printers.
   c. **Procurement of consumables for the Card Production Facility:** NRB ran out of the consumables for printing of national IDs in the 1st quarter of 2022. Realising this, the project procured consumables on urgent basis so that the printing of Nations IDs should resume. The table below shows the breakdown of the consumables.

CARD FACILITY CONSUMABLES	
ITEM	QUANTITY
Printer transfer film roll –ZXP Series 9	500
Printer ribbon roll - ZXP Series 9	700

Top Laminate STK-LAM,1MIL,SC,CLR,TOP,ZXP8	1200
Bottom Laminate STK-LAM.,STANDARD, BTM,ZPX S8	1200
All-in-one Desktop Computers	5
Zebra ZXP Series 9 printers	5

    d. The SOPs which the team developed are yet to be endorsed by the PS-NRB.

    e. NRIS will manage the consumables received from DanOffice. NRB through Mr. Mbawaka will requests for the items when needed.

- **Continuous birth registration related activities implemented by UNICEF:**
  1. Kasungu and Zomba rolled out continuous community-based birth registration.
     a. NRB had planned to train 4,852 village headmen and clerks out of which 4,556 have successfully been oriented in Kasungu. In Zomba, NRB had planned to train 4,400 village headmen and clerks out of which 4,856 have successfully been oriented.
     b. NRB managed to print 20,143 birth certificates which were distributed in 31 traditional authorities of Kasungu and 9,205 birth certificates which were distributed in 15 traditional authorities of Zomba.
     c. In both districts every village headman was issued with the training kit which comprised of a document wallet, pens, NR8 forms, Village Birth Registers.
     d. DEC and Full council meetings on continuous community birth registration in Zomba and Kasungu districts were conducted.
     e. Improving demand generation for birth registration services and accountability. This was done through,
        i. Radio programs which were featured on Nkhotakota, Chanco and Yoneco radios.
        ii. Social and awareness campaigns on community birth registration in Kasungu and Zomba districts.

  2. Quarterly CRVS TWG meeting
     a. The Technical Working Group meeting took place on April 6, 2022, which included several CRVS system stakeholders. Several issues were discussed, and guidance was provided on CRVS system implementation.

Fig: Participants in the CRVS TWG meeting

b. It was agreed that the next meeting will take place before end June.

3. MoH support to strengthen institutionalization of CRVS in health system.
   c. Meetings were held at district and health facility level to designate health facility birth registration focal persons for 274 health facilities in 9 districts of Rumphi, Mzimba, Nkhata bay, Kasungu, Ntchisi, Mchinji, Lilongwe, Mangochi and Zomba.
   d. Training of 274 health facility focal persons in birth registration process was conducted in 9 districts of Rumphi, Mzimba, Nkhatabay, Kasungu, Ntchisi, Mchinji, Lilongwe, Mangochi and Zomba.
   e. Development of health facility site specific birth registration business processes in the 274 health facilities and printing of health facility birth registration business processes for 18 health facilities in Mchinji district.
4. Comprehensive assessment of the CRVS system and the development of a national CVRS system strategic plan will take place in December 2022.

- **Continued Technical (ICT related) support to NRB:** The Project ICT team continued to work on different issues in support of NRB's technical team. Below are some of the completed and ongoing tasks during the reporting quarter:
  a) PKI contract extension
  b) Assisted NRB in a feasibility study for e-payments and high-level design
  c) Fixed freezing issues that affected the BRK machines while scanning documents for renewal.
  d) Completed setting up of APIs at NRIS DR site in Blantyre. This involved configuring the network and the physical firewall on the DR local area network. All new linkages customers for NRB are now connecting to the Blantyre site.
  e) Carried out an analysis of the revenue handling in the NRIS and made some recommendations
  f) Assessed various Post Offices to determine which ones had functional network and registration equipment as well as NRB personnel available so that they may

be reconnected to NRB HQ via TNM. 20 Post Offices have since been reconnected.

g) NRIS and NRB assessed 9 faulty ZXP printers and successfully fixed 4.

h) NRIS and NRB conducted a bi-monthly full assessment of 1000 Android tablets which were purchased for child mass registration

Output 3

Government MDAs and private institutions are assisted to adopt the use of the NRIS (unique ID and the Birth Certificates).

Progress

- **MOUs Signed:** In the 1st quarter of 2022, four MoUs were signed by NRB with Zamara Pension Administrator, Reserve Bank Pension Administrators and GiveDirectly and MiFIHub for authentication purposes only (KYC).

- **Case Management System Assessment:** The purpose of this assessment carried out between March and May of 2022 was to study the feasibility of a federated Legal Case Management System leveraging the NRIS between the different institution from the Justice System in Malawi. The specific objectives of the assessment are:
  - ✓ Assess the ICT architecture of the Judiciary, Director of Public Prosecution, Prisons, Police and Legal Aid Bureau in terms of current capabilities,
  - ✓ Assess the ICT architecture of the NRIS,
  - ✓ Assess the extent to which the existing CMS can be expanded to other institutions and linked with the NRIS,
  - ✓ Propose scalable and sustainable solutions to establish a CMS in Malawi leveraging on the National Registration and Identification System, taking into consideration the following aspects:
    - o a proper flow of information among the five justice institutions,
    - o hardware and software requirements, including licenses, internet connectivity, staff requirements, user friendliness of the final product,
  - ✓ Make recommendations that would improve the relevance, coherence, efficiency, effectiveness, sustainability of the CMS,
  - ✓ Develop usable procurement specs for the hardware, software, equipment and staffing components required to create an effective and sustainable CMS,
  - ✓ Document lessons learnt to inform future similar projects.

- **Preparation for Digitalisation lab organised by Presidential Delivery Unit:** The PDU is planning to organize the digitization lab which will focus on the following 4 areas and NRIS will support the lab activities for 10 days.
  - o **National Digitalization Vision:** will focus on finding policy and legal solutions and aligning the strategic vision in digitalization and governance.

- o **Data Protection legal framework**: which will focus on developing a robust data protection legal framework and clear security protocols of accessing, managing, and storing national security data, with special focus on National Registration Bureau data.
- o **Digital ID Ecosystem and Data Harmonization:** which will focus on brokering partnerships for different Ministries Departments Agencies and private sector to link with the National ID in order to authenticate different systems with the National Registration Identification System (NRIS) biometric database.
- o **High Impact Projects affecting service delivery:** which will ensure high impact projects such as Affordable Input Program, Land Management Information System (LIMS), Disease Surveillance Platforms, and others, are coordinated, tracked, and their delivery bottlenecks solved.

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

The following preparatory activities for the mass registration of children are in progress:

- **Assessment of tablets procured for the mass children registration:** The ICT team conducted a routine assessment for the tablets in March 2022. During the exercise the team discovered that 47 tablets were completely drained and could not charge. During the first full assessment conducted in November last year, the team found a similar challenge with 32 units. However, after leaving the tablets on charge for at least 24 hours they all got fully charged and they could power on. The 47 tablets that had issues during the most recent exercise were brought to the NRIS office for further inspection out of which 30 were fully charged and can power on while 17 were still not charging. During the recent assessment the team also discovered that 7 portable power banks were missing in the boxes, and one was swollen, and they were replaced with spare ones.
- **Modality for the mass children registration using school:** The Technical Working Group, which consisted of NRB, UNICEF and UNDP presented the modalities to the CRVS Technical Working Group and will present the same in the 33rd Technical Working Group for approval. Out of the 3 suggested modes the TWG suggested the mass children registration using school as the registration center will be the most cost-effective solution.

Output 5:

The 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:

- **Annual Work Plan-2022:** The annual work plan has been finalised and will be presented to the Technical Committee for approval. Due to insufficient funding for the mass child registration as on Dec 2021, the mass registration implementation plan is not yet finalised

- **Presentation by EGPAF on the integration of the NRIS system:** In the bi-weekly meeting the Elizabeth Glaser Paediatric AIDS Foundation (EGPAF) gave a presentation on the integration of national ID with CRVS system at the NRIS office. The Project has been facilitating the discussion on how best the birth registration related data can be integrated with NRIS, used and shared.

- **Malawi ID ecosystem assessment:** The World Bank, in conjunction with UNDP, organised a stakeholder consultative workshop to assesse the Malawi national ID ecosystem.. This assessment is being done to support the ongoing efforts by NRB to provide a stock take of achievements to-date, identify existing gaps, suggest concrete actions for the GoM and its partners to consider overcoming challenges to ensure that the NRIS maximizes the benefits of a national population register to the government, its citizens, and the private sector.

Fig: Participants in the Malawi national ID ecosystem

3. Progress against Results Framework Indicators
Refer to Annex I.

4. **Summary of Challenges and Solutions**
   a) **Limited space for NRB office:** NRB is struggling for office space in most of the districts and in many districts, they are working from one room. The Government should plan to increase the office space for smooth function of NRB activities.
   b) **Slow progress in expanding the registration activities to Post Offices:** At present only 33 out of 65 post offices are functional and they can only do new registration. For renewal people go to District Registration Offices. NRB should make all 65 post offices functional for registration. The e-payment for paying fees for renewal should be implemented across the post offices.
   c) **Limited capacity to printing cards:** NRB's capacity to print the card is limited and they are not able to provide the cards on time. Citizens are waiting close to one year to get their National IDs. As per the SoP NRB should issue the national ID within one month after registration/renewal.
   d) **Inadequate capacity for mass card renewal exercise**: More than 4 million cards already expired by March 2022. NRB should start mass renewal exercise in districts as the DROs are limited in number and for new registration and renewal and far away from some villages.
   e) **Procurement of blank cards by NRB is delayed**: NRB only has 1 million blank cards on stock for printing which will finish in a few months and there will be no blank cards in the country. NRB should expedite the procurement process.
   f) **Lack of integration of NRIS & CRVS**: At present 3 databases for NRB are operating in the country i.e., national ID, birth registration and death registration. The database will become obsolete if NRB do not integrate the 3 systems into one.

5. **Plans**
   Moving ahead, the project will continue to prioritize:

   - **ICT related continued support to NRB:**

     ➢ Develop SOPs for the CPF as well as review and amend SOPs for card printing.
     ➢ Assess about 12 Post Offices to consider for connection to NRB HQ
     ➢ Train new interns for NRB on CPF management and ID printing
     ➢ Carry out house-keeping activities at NRIS DR site
     ➢ Prepare 5 servers for MegaMatcher Accelerator v9 (Biometrics) installation
     ➢ Complete requirements for NRB website and start the process to engage a consultant
     ➢ Assess requirements for enhancing the DR site
     ➢ Continue working on change requests
     ➢ Continue working on APIs for unification of CRVS and NRIS backends
     ➢ Assist in development of the e-payment system for NRB

   - **Upcoming linkages with MDAs and legal support:**
     ➢ Follow up with Ministry of Justice (MoJ) on the draft NR Act and eventually support the consultation meetings.
     ➢ Meetings with the Department of Immigration to finalize the integration of the e-passport and e-permit systems.

- ➤ Follow up with PDU on the tripartite meeting between NRB, MACRA and e-government
- ➤ Meetings with (Malawi Electoral Commission) MEC to finalize the integration.
- ➤ Meeting with Ministry of Energy to advocate for the integration with NRIS for all parastatals.
- ➤ Facilitating the Third meeting with Digital Health and Egpaf on interoperability and the proposal to scale up the system development by vital strategy.
- ➤ Follow up with the Registrar on the implementation of MBRS.
- ➤ Finalization of the recruitment of an IC for the feasibility assessment of the CMS.
- ➤ MOU signing ceremony with MiFiHub

- **UNICEF Planned activities for the 4th Quarter for CRVS:**

  - ➤ Monitoring and Evaluation to be conducted for facility and community-based continuous birth registration.
  - ➤ Roll out of community-based continuous registration in five (5) districts.
  - ➤ Procurement and delivery of supplies for facility and community-based continuous registration.
  - ➤ Civic education for facility and community-based continuous and mass birth registration.
  - ➤ Project staffed, equipped and operational to support continuous and mass birth registration.
  - ➤ MoH support to institutionalize birth registration across the health system.
  - ➤ Support CRVS System comprehensive system and development of national CRVS system strategy and national CRVS improvement plan.
  - ➤ Capacity building of Health Care Providers (HCPs) on birth notification and linking with NRB birth registration process.

- **Monitoring visit to Northern Region of Malawi:** The registration process of the national ID for new registration, renewal, lost and damaged ID etc. has been closely monitored by the NRIS project on a regular basis. Data from this monitoring exercise will be shared with senior management for decision making. A monitoring visit will be conducted in the 2nd quarter of 2022 in the Northern Region of Malawi to monitor the continuous birth, death, and national ID registration processes.

6. Financial Section

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

7. Conclusion

The first quarter of 2022 Progress Report highlighted activities undertaken and achievements made against agreed milestones. The mass children registration has been affected by the paucity of funding. The NRIS project has been focusing on continuously supporting NRB by

providing technical support and doing advocacy for linking the national ID with different remaining MDAs.

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.
Project title and Atlas Project Number: National Registration and Identification System (NRIS). Project Number: 00100113
Outcome Indicators:
• Number of MDAs and private institutions using NRIS for administrative or operational systems (Baseline 2016): 0; Target (2023): >25; Source: Official records)
• Percentage of eligible resident Malawians registered and issued with an identity card (Baseline 2016: 0; Target (2023): >95%; Source: National Register, NSO)
• Assessed capacity of NRB HQ (Including District Registration Offices) to operate and maintain the NRIS (Baseline 2016): None; Target (2023): Good capacity; Source: Project Evaluation Report)
• Percentage of children aged 16 years and below registered and issued with a birth certificate (Baseline 2019: <5%; Target (2023): >80%; Source: National Register, NSO)
• A functional and continuous health facility-based and community-based birth registration system (Baseline 2019: Sub optimal/inefficient; Target (2023): Optimal/efficient; Source: NRB
UNDP Strategic Plan (2018–2021) Outcome 2, which places an emphasis on achieving the following: "Accelerate structural transformations for sustainable development" and in particular output 2.2.1 "Use of digital technologies and big data enabled for improved public services and other government functions"
UNICEF Malawi's Country Program 2019-2023: The goal is to scale up birth registration

EXPECTED OUTPUTS	OUTPUT INDICATORS	DATA SOURCE	BASELINE	Achievements	TARGETS	Data Collection Methods and Risks

			Value	Year	2017	2018	2019	2020	2021	2022	2023	
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							Data extraction.
	1.2 Number of Malawians issued with a National ID card as part of mass registration.	*NRB Records*	0	2016	More than 4 million	More than 4.5 million	More than 9 million					Data extraction.
	1.3 Proposed amendment of National Registration Act submitted to Ministry of Justice.	*Public Record*	0	2016	0	0	0	0	0	1		Public record
	1.4 Number of civic information campaigns NRB supported to deliver, which target young people and marginalised	*Project records*	0	2016			5	10			10	Media monitoring reports.

	groups for continuous registration (women, elderly, disabled, etc.)											
Output 2: NRIS inclusive of birth registration is transitioned to a permanent and continuous registration system.	*2.1 Number of District Registration Offices equipped for continuous registration.*	*NRB records*	0	2016	20	8	28					Spot check.
	2.2 Percentage of registrars trained in rules and procedures.	*Training records.*	0	2016	70%	30%	100%				100%	Training participation records.
	2.3 Number of Malawians issued with a National ID card as part of continuous registration.	*NRB Records*	0	2016	0	0.3 million	0.47 million	.88 million	More than 1 million	.45 million	.45 million	Data extraction
	2.4 Number of District Post Offices equipped for continuous	*NRB Records*	0	2019				65				NRB Records

	birth registration										
	2.5 Percentage of registrars trained in rules and procedures on CRVS.	*Training records.*	0	2019				0	0		100%	NRB Records
	2.6 Percentage of village heads trained in rules and procedures on CRVS.	*Training records.*	0	2019				0	0	0	100%	Proejct records
	2.7 Number of Malawians children issued with a Birth Certificate in 2021 as part of continuous registration, gender disaggregated	*NRB Records*	300,000	2020				300,000	350,000	.5million	.5million	NRB Records
Output 3: Government MDAs and private institutions are assisted to adopt the use of the NRIS (unique ID	*3.1 Number of inter-institutional agreements between NRB and Government Ministries, Departments,*	*NRB records*	0	2016	0	5	>5	15				Official requests

and the Birth Certificates).	*Agencies (MDAs)*										
	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	0	5	>5	15	>15	>20	>25	Official requests
	3.2 Number of Government Ministries, Departments, Agencies (MDAs) and private institutions using Birth Certificate	*NRB records*	0	2019				0	0	0	>2	Official requests

Output	Indicator	Data source	Baseline value	Baseline year								Means of verification
Output 4: Up to 8.4 million Malawian children are registered with unique national identification (ID) numbers and issued with Birth Certificates by 2023	*4.1 Number of Malawian Children registered as part of mass registration, disaggregated by gender*	*CRVS System*	600,000	2019				*0*	0	*0*	*8.4 million*	*CRVS system*
	4.2 Number of Malawians issued with a Birth Certificate as part of mass registration, disaggregated by gender	*NRB Records*	300,000	2019				*0*	0	*0*	*More than 4 million*	*CRVS System*
	4.3 Number of civic education information campaign products developed and implemented	*Project records*	0	2019				*0*	*0*	*0*	*10*	*Civic education report*
Output 5: Project is efficiently managed, staffed and coordinated, and is implemented with national ownership	*5.1 Agreed M&E planned activities implemented.*	*Project records*	0	2016	No	Satisfactory	Satisfactory	Satisfactory	Satisfactory			*Evaluation*
	5.2 Percentage of Quarterly Progress Report submitted on time	*Report submission record*								100%	100%	*NRIS report submission record*

	5.3 Percentage of Project positions filled.	*UNDP records*	0	2016	95%	5%	100%	*42%*	*42%*	*42%*	*100%*	*UNDP records*
	5.4 Steering and Technical Committee meetings held per year (Cumulative)	*Project records*	0	2016	3 SC and 10 TC	5 SC and 19 TC	7 SC and 25 TC	8 SC and 29 TC	*9 SC and 31 TC*	*2 SC and 4 TC*	*2 SC and 4 TC*	*Project records*

Annex II: Risk Log (Updated)

Project Title: National Registration and Identification System	Award ID: 00100113	Date: 2 September 2021

#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Management Response	Owner	Updated by	Last Update	Status History
1	Delays in receiving donor contributions	20 Oct 16	Financial Total: 15	Late deposit of funds will undermine operational delivery and confidence of stakeholders. P = 3 I = 5	Contributions will be integrated into a Basket Fund. All contributions will be subject to agreements stating the timeline.	Technical Committee	CTA	20 Oct 16	**Amended.** (30 Nov) P amended from 5 to 3 based on initial receipt of funds **Closed**
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	1 Oct 2020	No change (1 October 2020) **Closed**

3	Weak NRB 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 of continuous registration, data recovery and deny some Malawian citizens their right to identity. P = 5 I = 5	Government conducted a functional review to increase NRB staffing. Government sanctioned recruitment of 16 IT Officers for NRB to support mass registration. For further recruitment of additional staff as 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	GoM UNDP	CTA	1 Oct 2020	**Amended.** (19 January 2017) P amended from 3 to 4 in view of delays in the functional review and the increase in NRB 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)

| | | | | prefabricated container for the setting up of a prefabricated containerized printing facility isin process. | | | | Upgraded P=4 to P=5 with reference to the removal of key and management staff that were already well trained. **Narration of Impact& Probability amended on** (19 Feb 2019) **No change.** (1 Oct 2020) **Closed** |

4	External fraud	20 Oct 16	Operational Total: 15	Non-Malawians seek to register as Malawians, undermining the integrity of the NRIS. P = 5 I = 3	Operational policies and procedures developed to prove entitlement at registration. Public information campaigns will highlight criminality. Coordination with law enforcement.	NRB/UNDP	CTA	20 Oct 16	**No Change.** (30 Nov) **Closed**
5	Procurement timelines	20 Oct 16	Operational Total: 6	Procurement timelines are not met, creating operational delays. P = 2 I = 3	Procurement expertise of UNDP PSO to be retained. Close monitoring of progress against benchmarks to effect	UNDP	CTA	28 March 17	**Amended.** (28 March 2017) P amended from 3 to 2 and I amended from 4 to 3 given the level of procurement already taken. **Closed**
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	1 Oct 2020	**No Change.** (1 October 2020)
7	Inadequate 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	1 Oct 2020	**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.

NoChange.(1 Oct 2020) |

				leading this through their supported Digital Malawi project.				

8	Poor 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	1 Oct 2020	**Amended.** (01 December 2017) **No change.** (1 Oct 2020)
9	Wet season disrupts operations	20 Oct 16	Environmental Total: 10	Off-schedule wet season denies or disrupts access for citizens to register. P = 2 I = 5	Operational planning and phased approach to registration will take into account wet season.	UNDP/NRB	CTA	20 Oct 16	**No Change.** (30 Nov) **Closed**
10	Inadequate transport services	30 Nov 16	Operational Total: 16	Vehicles received by Government to meet transportation requirements for mass registration are insufficient or not in serviceable order. P = 5 I = 5	Transportation committee was setup by GoM being chaired by OPC to plan and coordinate. Vehicles will be subject to fitness test prior to receipt. In view of declining number of vehicles provided by the GoM for the mass registration exercise, UNDP wrote the Minister of Home Affairs and Internal Security so that appropriate action is taken.	GoM	CTA	19 July 2017	**New Risk** (30 Nov)**. P = 4; I = 4.** Risk identified from PoC and reflects similar challenges in elections. Upgraded to **P=5** from **P=4 and I=5** from **I=5** (19 July 2017). To be escalated to the Steering Committee. **Closed**

11	Poor quality of civic education campaign impacts on numbers of people registering	28 April 2017	Operational Total: 15	P = 3 I = 5	Targets will be established, and implementation will be closely monitored.	UNDP/NRB	CTA	28 April 2017	**New Risk (28 April 2017). No change** (19 July 2017) **Closed**
12	An attrition of Registration Officers and Registration Supervisors	22 June 2017	Operational Total: 15	Failure to increase payments to Registration Officers and Registration Supervisors, enough to break-even for meals and accommodation in the field may result in resignations which may comprise the registration process P = 2 I = 5	Government, UNDP and Development Partners will make resources available and agree on payments to Registration Officers and Registration Supervisors that on average, will be enough to break- even for reasonable meals and accommodation as they work in the field.	UNDP/NRB	CTA	19 July 2017	**New Risk (19 July 2017)** **Closed**
13	Negative perceptions on national registration process by political players and other stakeholders	22 June 2017	Political Total: 8	Failure to contain negative perceptions on the national registration process may undermine Malawians desire to register P = 2 I = 4	UNDP, NRB/Government will intensify engagement with and civic educating the populace, all political parties, Quasi-religious institutions such as the Public Affairs Committee (PAC) and all other stakeholders.	UNDP/NRB	CTA	19 July 2017	**New Risk (19 July 2017)** **Closed**

14	Lack of clarity on communication strategy on ID Card distribution and consistent engagement with the media create negative political perception and anxiety among citizens and political parties	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	1 Oct 2020	**New Risk (02 Oct 2017) Amended.** (01 December 2017) **No change.** (1 Oct 2020) **Closed**
15	Post-election impasse	03 Sept 2019	Political Total:12 P=3 I=4	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.	Government will ensure security of NRB offices and property.	NRB	CTA	1 Oct 2020	New Risk change (03 Sep 2019) **No change** (1 Oct 2020) **Closed**
16	Salary and wages for ROs are not consistent with applicable labor standards (SES Standard 3	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	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	NRB and UNDP	CTA/PM	1 Oct 2020	New Risk change 03 Sep 2019) **No change** (1 Oct 2020) **Closed**

	related to safe and healthy working conditions)			NRIS project identified several findings and recommendations related to wages that will inform project labor management moving forward. P=3 I=4	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 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	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	Labour management procedures will be developed for the project that set out the conditions in which project workers will be employed or	NRB and UNDP	CTA/PM	1 Oct 2020	New Risk change (03 Sep 2019) **No change**

not up to relevant labour standards (SES Standard 3)			project labour management moving forward. P=3 I=4	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 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				(1 Oct 2020)

					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 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 of the pre-deployment briefing, with the following key components: Complaint forms will be provided in the backpack and it will be also available on UNDP, UNICEF and NRB websites.	NRB and UNDP	CTA/PM	1 Oct 2020	New Risk change (03 Sep 2019) **No change** (1 Oct 2020)

				The contract will include a clause on the grievance system and a complaint form will be distributed to ROs for submitting a complaint. Complaints/hotline/call centre will be established to receive and resolve the complaints, including safety concerns. 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, providing that they meet the above criteria. Existing grievance mechanisms may be supplemented as needed with project-specific arrangements.				
				P=3 I=4	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 specifically on the team composition.	NRB and UNDP	CTA/PM	1 Oct 2020	New Risk change (03 Sep 2019) **No change** (1 Oct 2020)
20	Delays in the deployment and retrieval of ROs leading to deployments extending beyond 21 days	18 June 2020	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 wages and salaries.	NRB and UNDP	CTA/PM	1 Oct 2020	New Risk change (03 Sep 2019) **No change** (1 Oct 2020)

| | | | | | P=3
I=4 | 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 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. | | | | |
| 21 | Weak Safeguard for children during the child | 18 June 2020 | Operational | | During the mass registration for birth certificate children | Safeguarding policies and procedures of UNICEF will be implemented to ensure that every | NRB, UNICEF and UNDP | DFID | 1 Oct 2020 | New Risk change (18 June 2020) |

	registration exercise			might pose a risk from adults and other children P=3 I=4	child, regardless of their age, disability, gender reassignment, race, religion or belief, sex, or sexual orientation, has a right to equal protection from harm.					**No change** (1 Oct 2020)
22	Poor public trust in NRB and database	18 June 2020	Operational	Due to the strong allegations made that minors were being registered most particularly by the Temporary Registration Officers that were carrying out ID Registration during the MEC Voter Registration, the NRB P=3 I=4	NRB will thoroughly check, verify, and properly adjudicate the ID data that was captured during the Voter Registration exercise before being processed further for issuance of ID	NRB	Irish AID	1 Oct 2020	New Risk change (18 June 2020) **No change** (1 Oct 2020)
23	Inadequate finance for the implementation of Mass Child Registration	1 Oct 2020	Financial	Due to delay in the implementation of the child mass registration and use of the fund for other project activates the required funding may be affected. P=5 I=5	NRB will ensure that the government funding is released on time as this is contingent to other donors funding.	NRB, UNDP and UNICEF	UNDP	1 Oct 2021	New Risk (1 Oct 2020)
24	A second wave of COVID-19	2 Dec 2020	Operational	Covid-19 is being managed adequately to date in Malawi but	The project will closely monitor the progression of the pandemic and will	NRB, UNDP and UNICEF	UNDP	2 Dec 2020	New Risk (2 Dec 2020)

	may delay the implementation of the mass child registration			should a second wave may occur which extends the impact of the pandemic, this may affect some of the procurement process like procurement of birth certificates from outside the country and deployment of temporary staff to the field. P=4 I=4	adapt the project implementation schedule accordingly if any change is required.			
25	fraudulent practices by NRB Registration Officers	2 Dec 2020	Operational	NRB has detected cases of fraud where either foreigner without valid permits or refugees have been registered as Malawian Citizens and have illegally been issued with National IDs. P=3 I=4	The NRB has issued an internal circular to all DROs reminding all Registration Staff to strictly adhere to the SOPs, NRA and NRR. Disciplinary action through Suspension/Interdictions as well as issuing of formal warnings has been undertaken on some staff members. Security in the Card Printing Facility will be enhanced with restricted biometric access and CCTV surveillance. Modification of the NRIS system to introduce enhanced security features and more stringent approval levels. Resources permitting, NRB would like to	NRB	Technical Committee	(16 Nov 2021)	New Risk 2 Dec 2020 No change (16 Nov 2021)

| 26 | Unavailability of blank national ID cards for printing | 7 April 2022 | Operational | UNDP handed over 1 million cards in March 2022 to NRB and 700,000 is the backlog. Once the backlog is cleared only 300,000 cards remained which is below the threshold limit (The threshold limit is 500,000).

P=5

I=5 | The procurement of 3 million cards by NRB is delayed. | NRB | | UNDP | 7 April 2022 | New Risk

7 April 2022 |

organise regional trainings and an Orientation for all Registration Staff to cover the following:
- ✓ Registration Standard
- ✓ Operation Procedures
- ✓ Integrity and Ethics, Fraud and Corruption prevention
- ✓ National Registration Act, National Registration
- ✓ Regulations.

Taking oath of secrecy

Note: P stands Probability and I stand for Impact

Annex III: Financial Utilization

A. 2022 First Quarter Expenditure Summary Report:

AWP Variance Analysis Q1				
OUTPUTS NAME	**Budget (US Dollar)**	**expenditures (US Dollar)**	**Difference (US Dollar)**	**Comments on principal reason for Variances**
Up to 9 million Malawians are registered and issued with a National Identity card in 2017	-	46,641	(46,641)	
Up to 9 million children are registered and issued with Birth Certificate	-	376,880	(376,880)	Procurement of Card Printing Facility consumables
NRIS inclusive of birth registration is transitioned to a permanent and continuous registration system	282,500	727	281,773	Activities to be rescheduled because of the pandemic
Government MDAs and private institutions are assisted to adopt the use of the NRIS (unique ID and the Birth Certificates)	80,000	6,448	73,552	
Project is efficiently managed, staffed and coordinated, and is implemented with national ownership	300,027	238,922	61,105	Salaries reduced due to non replacement of TA and Basket Fund Manager
Covid 19	-	-	-	
Technical Support for Unforeseen Capacity Gaps (5%)	67,163	-	67,163	
UNDP Procurement Support Office (PSO) (4.5%)	-	-	-	
General Management Service Fees (GMS) (variable)	62,971	11,935	51,035	
TOTAL	**792,660**	**681,553**	**111,108**	