

ANNUAL  
PROGRESS  
REPORT  
**2022**

## SUMMARY SHEET

**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:** Azhar Malik

**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):**

- Up to 9 million Malawians are registered and issued with a National Identity card in 2017.
- NRIS inclusive of birth registration is transitioned to a permanent and continuous registration system.
- Government MDAs and private institutions are assisted to adopt the use of the NRIS (unique ID and Birth Certificates).
- Up to 8.4 million Malawian children are registered with unique national identification (ID) numbers and issued Birth Certificates by 2023
- Project is efficiently managed, staffed, and coordinated, and is implemented with national ownership.

**Project Location(s):** Lilongwe, Malawi

## PROJECT DONORS



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# ACRONYMS

<b>ADR</b>	Assistant District Registrar	<b>MEC</b>	Malawi Electoral Commission
<b>BRK</b>	Biometric Registration Kit	<b>MDAs</b>	Ministries, Departments and Agencies
<b>COMESA</b>	Common Market for Eastern and Southern Africa	<b>MISO</b>	Management Information System Officer
<b>CRB</b>	Credit Reference Bureau	<b>MoJ</b>	Ministry of Justice
<b>CRVS</b>	Civil Registration and Vital Statistics	<b>MoU</b>	Memorandum of Understanding
<b>CSCA</b>	Country Signing Certificate Authority	<b>MRA</b>	Malawi Revenue Authority
<b>COVID-19</b>	Corona Virus Disease-2019	<b>NEEF</b>	National Economic Empowerment Fund
<b>DHRMD</b>	Department of Human Resource Management and Development	<b>NRB</b>	National Registration Bureau
<b>DRO</b>	District Registration Office	<b>NRIS</b>	National Registration and Identification System Project
<b>EBRS</b>	Electronic Birth Registration System	<b>PDU</b>	Presidential Delivery Unit
<b>EGPAF</b>	Elizabeth Glaser of the Paediatric AIDS Foundation	<b>PO</b>	Post Office
<b>ESCOM</b>	Electricity Supply Corporation of Malawi	<b>RO</b>	Registration Officers
<b>EU</b>	European Union	<b>PKI</b>	Public Key Infrastructure
<b>FCB</b>	First Capital Bank	<b>PRO</b>	Principal Registration Officer
<b>FCDO</b>	Foreign, Commonwealth & Development Office	<b>SADC</b>	Southern African Development Community
<b>GWAN</b>	Government Wide Area Network	<b>SDGs</b>	Sustainable Development Goals
<b>HQ</b>	Headquarters	<b>UNICEF</b>	United Nations Children's Fund
<b>ICAO</b>	International Civil Aviation Organization	<b>UNDP</b>	United Nations Development Programme
<b>MCR</b>	Mass Child Registration	<b>USAID</b>	United States Agency for International Development



# EXECUTIVE SUMMARY

After review and discussions with UNDP Senior Management and relevant stakeholders a new direction was adopted by the project. This new direction was based on the emerging concepts of Digital Public Infrastructure (DPI) with a Civil Registration and Vital Statistics (CRVS) and identity Management system at its core. It is increasingly apparent that the ability to respond swiftly and effectively to global crises whether they be health-related, climate change, education economic recession, governance or more—requires strong DPI. The DPI includes solutions and systems that enable the effective provision of essential society-wide functions and services in the public and private sectors. This includes but is not limited to digital forms of ID and biometric verification, civil registration, digital transactions, data exchange, and information management systems.

The project's renewed focus with inclusion of DPI contributes towards Government of Malawi's efforts to guarantee the fundamental right to identity, entitlement, and enjoyment of full citizenship in Malawi. This is consistent with Sustainable Development Goal (SDG) 16 and SDG Target 16.9 *"providing a legal identity*

*for all and will also facilitate the goal of achieving comprehensive birth registration by 2030".* This approach offers improvements in development planning, service delivery, and the operation of administrative systems supported by a robust and agile CRVS and ID Management system.

There has been growing recognition over the last several years of the importance of accurate vital statistics. CRVS and ID data are essential for reporting against development frameworks such as the SDGs and national development plans and are a critical mechanism for supporting good governance through data driven planning and accountability. A solid base with an identity document helps in realization of human rights, protection against child labour, child marriages and human trafficking. Out of the 17 SDG Goals, 67 indicators from 12 SDGs can be measured effectively by using data derived from well-functioning CRVS and ID systems. No Poverty, No Hunger, Good Health, Quality Education, Gender Equality, Reduced Inequalities, Peace Justice and Strong Institutions and Partnerships are some of the ones with largest set of indicators to be measured from CRVS and ID systems.

CRVS and ID System is a national asset and a key resource for supporting good governance (through data driven planning and accountability, links with electoral rolls etc.), a tool for financial management (linkages with social security), data linkages (through identity management) and supporting human rights through the recognition of identity and associated rights. With this new direction the project focus included stability of the national ID system, strengthening of the CRVS by ensuring completeness of birth and death registration and start planning for a transition to a new project focusing on DPI.

Key achievements from January to December 2022 include the following:

- A total of **35,828 people registered** for new National ID (NID) out of which 19,096 were male and 16,732 females and **310,132** people registered for renewal of NIDs. The Card Production Facility printed 267,336 National IDs in 2022 out of which 57% of the printed IDs were for male and 43% were for female. The printed NIDs includes 172,000 renewals and 31,000 for new registrants, in addition to other categories. The NRIS project provided continuous technical support through training, strengthening District Registration Offices and enhancing card production capacity.
- **Scaled up** the number of institutions using the electronic Know Your Customer (e-KYC) platform, included Zamara Pension Administrator, Reserve Bank Pension Administrators, Give Directly, MiFi Hub and Unified Beneficiary Registry (UBR).

- Collaborated with Presidential Delivery Unit (PDU) to organise **two digitisation** labs with the objective to convene stakeholders in the CRVS and ID ecosystem to discuss current challenges and provide recommendations. Several recommendations and actions were agreed including two key policy recommendations of having an indefinite validity for the NID and introducing digitally signed QR code<sup>1</sup> in place of the CHIP. The proposal to remove expiry date from IDs is currently being reviewed by Office of the President and Cabinet, Ministry of Justice and National Registration Bureau (NRB) for implementation.
- In addition to collaborating with the PDU, the NRIS led various **analytical work** feeding into the Digital Labs and developed a strong rationale for removing the expiry date of NIDs. The analysis indicated that a total of 6.5 million NIDs will be expiring by 2025, and there is a requirement of issuance of 3 million new NIDs for citizens turning 16 by 2025, making the total requirement of 9.5 million NIDs. The cost of registration and printing for such large number of NIDs was estimated at US\$ 37 million, whereas people need to pay US\$ 64 million for costs associated with renewal fees and transportation adding to a total cost of US\$ 101 million. Various policy options were presented to address the issue including extending the current validity dates and completely removing the validity dates.



- Completed the **Pilot Mass Child Registration (MCR)** by registering **619,854 against the target of 608,000, out of which 50.6% were girls and 49.4% boys**. The new model for MCR was implemented with government led and owned process by using structures of NRB, Ministries of Education, Local Government and Rural Development resulting in 55% reduction (US \$ 10 million) in the cost of the MCR process.
- Supported the development of the **e-payment platform for NRB** services, with pilot testing completed with NBS banking system. The next step in the process is to add the mobile money payments within the e-payment platform. This is an important step in promoting financial inclusion and ensuring accessibility to the NRB services.
- A new set of **strategic priority areas** were defined and agreed between National registration Bureau (NRB) and UNDP, which include review of the legal

framework, enhancement of the current registration systems, inclusion of biometric verification systems, improvements in the registration software, pilot testing birth registration of children, increased outreach of registration services and effective linkages with public and private sector for identity verification.

- Findings and recommendations of the **Malawi National ID Ecosystem Assessment** carried out jointly by World Bank and UNDP were shared with NRB for implementation. The key recommendations from the assessment include strengthening continuous registration and on-boarding, improving connectivity and backend ICT infrastructure, addressing the gaps in legal environment, ensuring seamless identity proofing and verification in key sectors and ensuring financial sustainability of NRB operations. The next generation of NRIS project will contribute to addressing these recommendations.

<sup>1</sup> Digitally signed QR code used encryption through Public Key Infrastructure (PKI) to ensure security and privacy of the data and it is equally secure as the CHIP





# IMPLEMENTATION OF THE PROJECT

Malawi faced a significant challenge in 2016 in terms of its structural development, which is due to the lack of a reliable national identification system. This absence resulted in citizens' uncertainty when accessing government services and entitlements, undermining their right to identity. Malawi's Civil Registration and Vital Statistics (CRVS) was in its infancy at this stage with lack of a system that registers births, deaths, and marriages in a comprehensive, permanent and continuous basis. This absence of two systems, the National Identity and CRVS, collectively known as a population register, undermines citizens' ability to claim their rights and services while limiting the government's ability to provide inclusive social services, accountable administrative systems, and evidence-based policy formulation and decision-making.

Various initiatives in different areas had created costly or unsustainable silos of information, while also posing institutional and technical obstacles to interlink information. To address this challenge, the United Nations Development Programme (UNDP) partnered with the National Registration Bureau and implemented the National Registration and Identification System

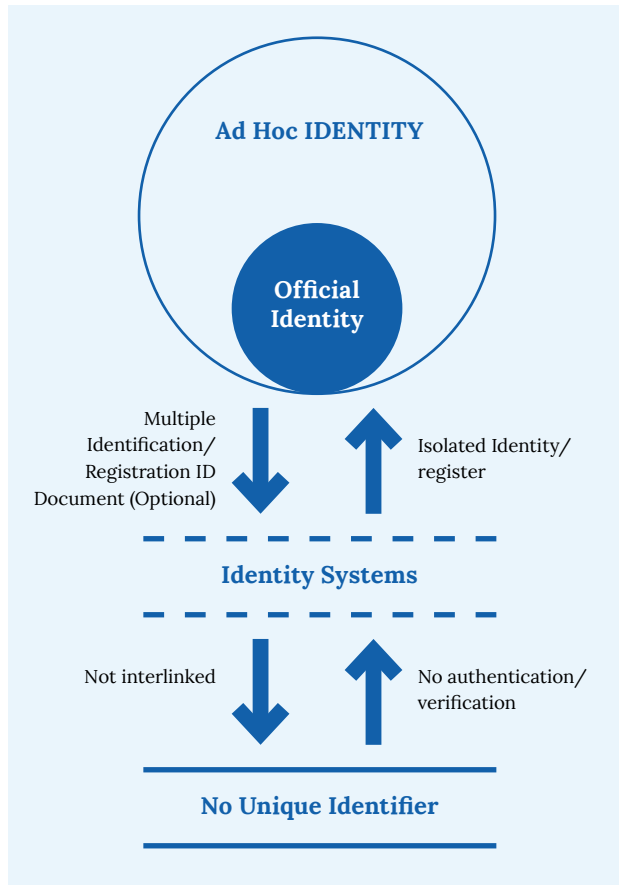
(NRIS) Project with financial and technical support from key development partners. The project provided a right to identity to all Malawians aged 16 years and above by providing a Unique Identification Number in a permanent and continuous system that provides proof of their identity. The system also established management information systems that allowed the 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. The project also enabled the strengthening

of accountability and verification processes within the public and private sector domains, enhancing services for Malawi's citizens.

The NRIS project provided technical assistance to NRB to design, establish, manage the systems, infrastructure, equipment, employ biometrically secure Smartcards, and register over 9 million people. The project provided an interface with public and private sector systems that allow appropriate data sharing within a legal framework that complies with international principles and standards for the right to privacy and data protection. The project contributed to Government's efforts to guarantee the fundamental right to identity, entitlement, and enjoyment of full citizenship in Malawi. The contribution is consistent with SDG 16 Target 16.9 that provides for legal identity for all, including comprehensive birth registration by 2030. The comparison of the previous identity model (Figure 1) and the current model (figure 2) are presented diagrammatically below for clear understanding.

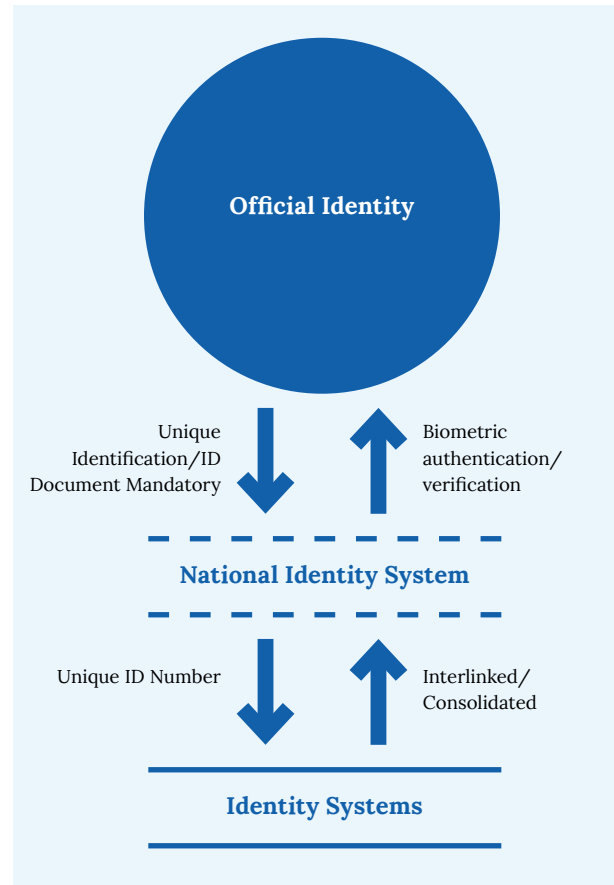


**Figure 1: Previous Identity model**



A new strategic approach was adopted by the project in 2022 by adding Civil Registration and Vital Statistics (CRVS) to the National ID Ecosystem, since the use of a Unique Identifier across all vital events such as birth, marriages, divorce, Separation, adoption, and deaths provides for a life cycle approach for identity. The essential purpose of civil registration is to furnish

**Figure 2: Current Identity model**



legal instruments to individuals, which is important to ensure certainty in legal matters, that individuals be provided with probatory instruments which allow them to prove, with ironclad certainty, the facts relating to their existence, identity, and personal and family situation. The principal reason for the existence of civil registration is to serve as an institution capable of disclosing

facts relating to civil status based on technical legal principles, through which individuals can be assured of the legitimacy and authenticity of civil status. Equally important is the production of regular, accurate and reliable vital statistics to provide a strong foundation for development planning including achieving of Sustainable Development Goals (SDGs).

Figure 3 below presents a model that is now the focus of the project, which links the civil registration, identity management and vital statistics functions. By its very nature, the civil registration function, in terms of its legal implications, is still distinct because its procedures for issuing legal tenders related to the civil status of individuals require adequate and strict protocols. The establishment and maintenance of population registers in this model go hand in hand with the civil registration function. The vital statistics function remains with the national statistical authority, which is responsible for producing regular vital statistics based on records submitted by NRB.

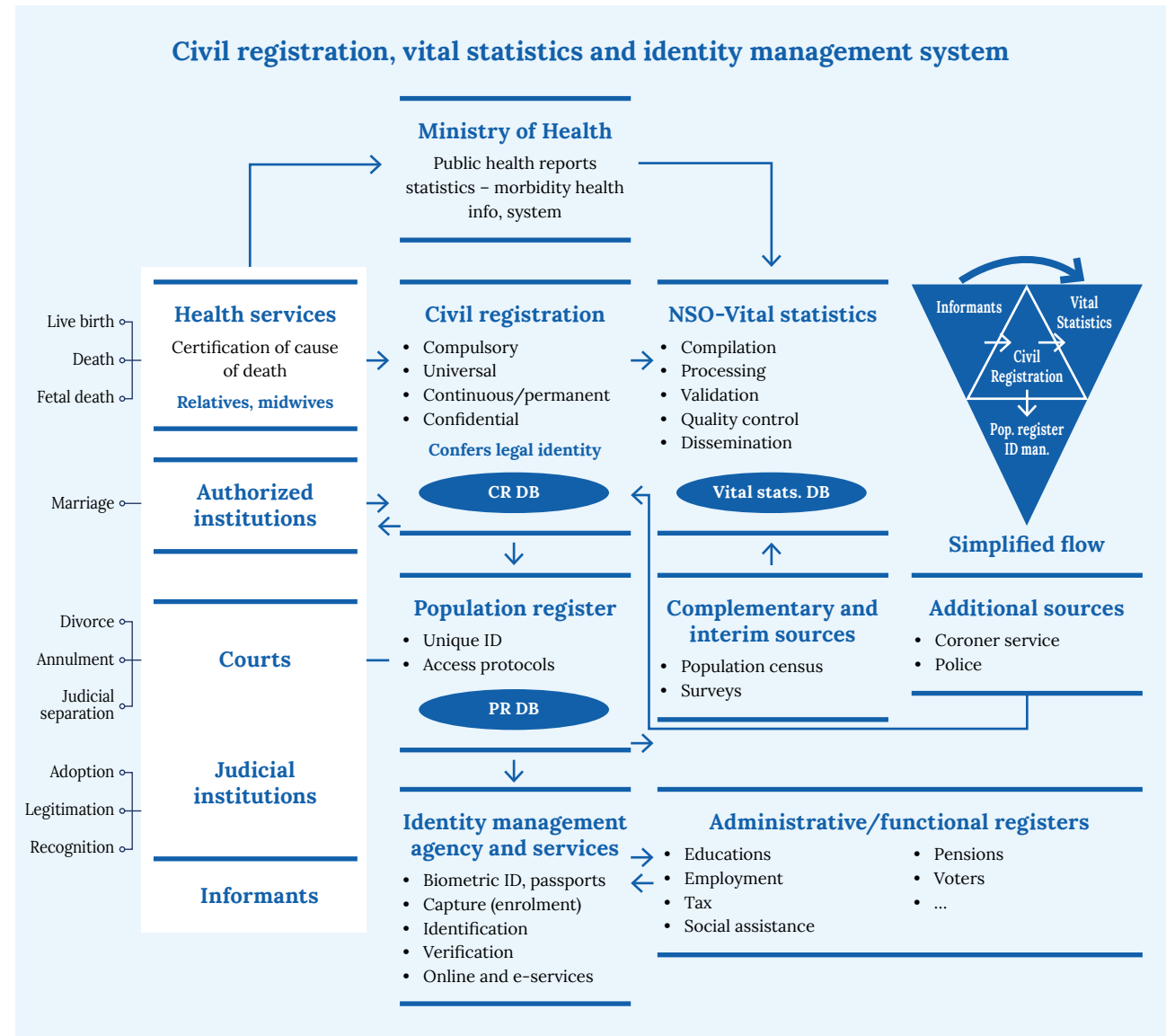
With this conceptual framework forming part of the strategic direction of the project, the integration of the civil registration system with the identity management system is an important goal of the project to develop a secure, efficient, and interoperable population data system. This integration will reap benefits for both the government and individuals in terms of access to social rights, improved control of public expenditures and underlying data quality to produce vital statistics. A Unique Identification Number (UIN) is being assigned to each new-born child, this UIN will be used at time of issuance of National ID and the UIN will be retired

for each deceased person. The project strategy is structured to meet benchmarks that would position Malawi to independently operate, maintain, and sustain a comprehensive CRVS and ID Management system.

The CRVS data is essential for reporting against development frameworks including SDGs. More than one-third (45) of SDG indicators will require data from a CRVS system, primarily in the form of population data as denominators for population-based targets. Targets 16.9 and 17.19 are also specifically focused on CRVS. SDG 3, for example, seeks to ensure health and well-being at every stage of life. Several indicators for this goal will require data from a CRVS system, including maternal, early neonatal, post neonatal infant and child mortality rates, mortality rates due to specific diseases, and the adolescent birth rate. Indicator 3.4.1, the mortality rate from cardiovascular disease, cancer, diabetes and chronic respiratory disease, has significant measurement implications for countries. As does indicator 3.6.1, mortality from road traffic accidents. A functioning CRVS system, with medical certification and verbal autopsy (where required), is the only source of the cause-specific mortality data required for monitoring such indicators.

CRVS and ID data is also increasingly recognized as a critical mechanism for supporting good governance (through data driven planning and accountability, links with electoral rolls etc.), a tool for financial management (linkages with social security) and data linkages (through identity management) and a key element in supporting human rights (through the recognition of identity and associated rights, and the accountability of measuring and recording deaths).

**Figure 3: Overview of civil registration, vital statistics and identity management interlinkages**



This model represents a holistic approach to civil registration, vital statistics and identity management recommended by the United Nations, adapted from *Principles and Recommendations for a Vital Statistics System, Revision 3*; it can be adjusted to national circumstances and governing structures as necessary.

**Source:** Implementation of the United Nations Legal Identity Agenda: United Nations Country Team Operational Guidelines, May 2020. Available at <https://unstats.un.org/legal-identity-agenda/documents/UNCT-Guidelines.pdf>, fig. 1, p. 22.



**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 printed and issued.



**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 2022:

**Strategic Planning:** The NRIS Project facilitated a three-day Strategic Planning Workshop at the Malawi Institute of Management (MIM) in Lilongwe from 19-21 July 2022. The participants of the workshop were drawn from NRB Head Quarters, field staff, NRIS project, Elizabeth Glaser Paediatric AIDS Foundation (EGPAF), and Centre for Disease Control (CDC). The following were the outcomes from the workshop:

- Developed a new strategic vision of NRB with a focus on CRVS together with the NID, since earlier the NID had taken the prominence in terms of NRBs work. An integrated model of CRVS and NID was agreed.
- Some out of box solutions were presented to address the issue of backlog for NID printing, which include extending or removing the expiry dates of the NID through an executive order and moving towards simpler NIDs easy to print in country.

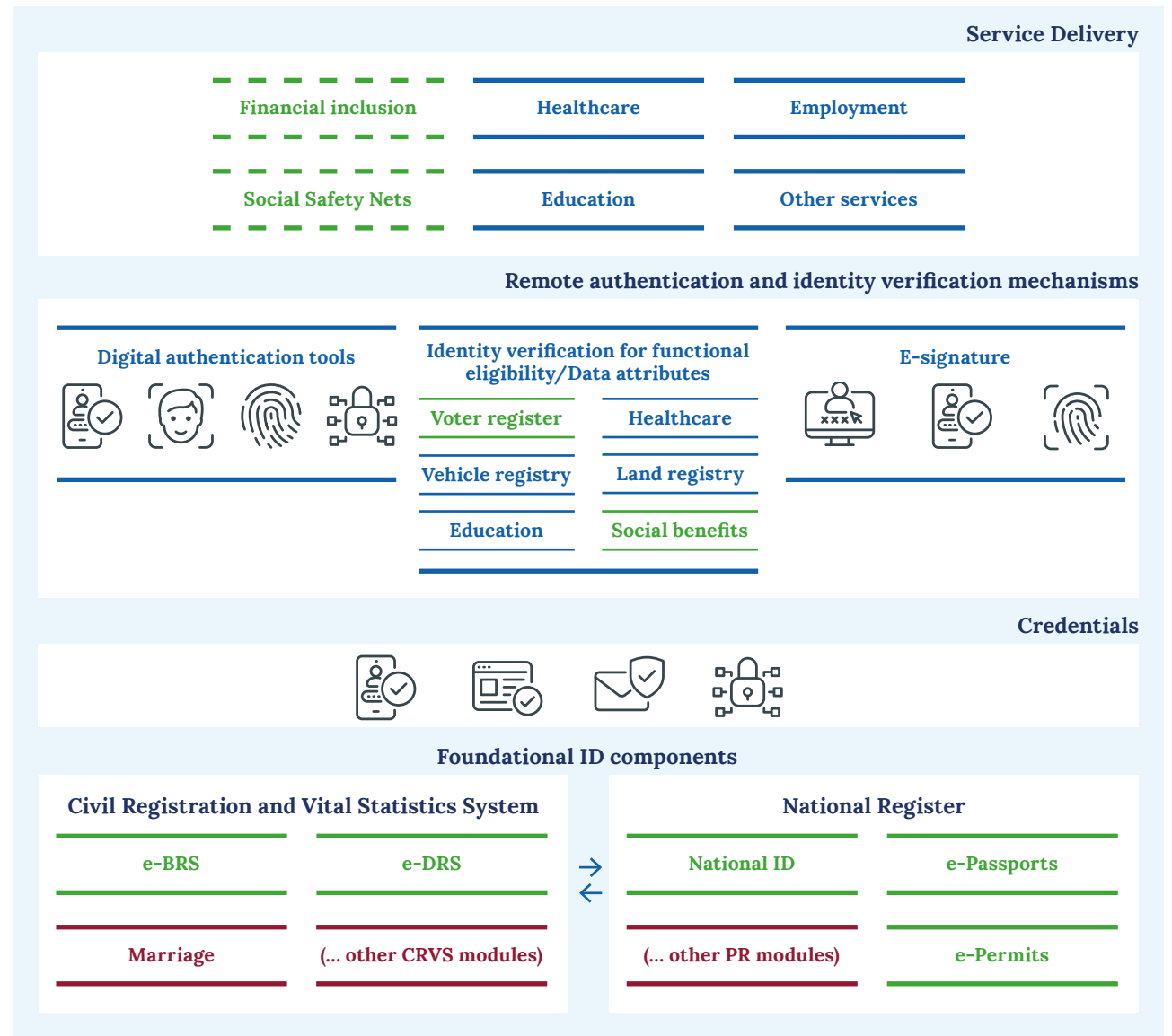
- An understanding was developed on integration requirements between CRVS and ID Management and road map agreed to first undertake the assessment of the two systems and based on the recommendations move towards a fully integrated system to undertake ID registrations, birth, marriages, adoption and death registrations.
- Immediate, medium- and long-term ICT infrastructure needs of NRB were identified and it was agreed to undertake more detailed technical assessment by experts for the datacentre, since it is the nerve centre of NRB operations and is used for identity verification by public and private sector institutions.
- After reviewing the current linkages of NRB with public and private institutions it was agreed that a more robust and agile mechanism needs to be established with advance features for identity verification such as using biometrics verification services.
- It was agreed that investment on futuristic programmes like Digital ID, Digital Finance, Digital Economy, and Digital Society will be priority for NRB to make it an institution leading digital transformation in Malawi.
- A detailed operational plan for Mass Child Registration (MCR) was developed and agreed during the workshop with pilot test to be conducted in Karonga, Mwanza and Lilongwe Rural East Districts.

**National ID Ecosystem Assessment:** World Bank along with UNDP started the Malawi National ID Ecosystem assessment, with the objectives to: 1) understand the



achievements to-date, 2) identify existing gaps, and 3) suggest concrete actions for the GoM and its partners to overcome the challenges. The findings of the study were presented in 2022, which commended the foundational nature of the NID and its 100% coverage across the country and recommended to continue the work toward fully inclusive and seamless verification and authentication services supported by a robust technical infrastructure. The study suggested that NRB expands partnerships across the private sector and government agencies to respond to authentication needs across key sectors including social protection, health, education, and finance. Schematic diagram below shows in green the available systems and in red indicating the possibilities of additional services.

**Figure 4: Vision for NRIS with modules for birth, death, ID registration and authentication**



The findings were shared with the Technical Committee members with the following six priority areas:

Recommendations	Suggested actions
Creating effective linkages between Civil Registration and NID	<ul style="list-style-type: none"> <li>Using the current vision for an integrated NRIS, detail a forward-looking strategy, roadmap and architecture to align all stakeholders.</li> <li>Data protection and privacy benchmarks to be applied.</li> <li>Improve governance and coordination mechanisms.</li> </ul>
Maintaining continuous registration and on-boarding	<ul style="list-style-type: none"> <li>Streamline and facilitate new registration.</li> <li>Increase presence of NRB registration facilities in the regions to ensure better accessibility by people.</li> <li>Integrate mobile money payment option to streamline registration and bring convenience.</li> <li>Consider options for extending the validity of the plastic card, to reduce card printing and replacement costs.</li> <li>Implement a continuity plan for equipment and consumables needed for registration.</li> <li>Create capabilities to cover refugee registration (card printing).</li> </ul>
Improving connectivity and backend ICT infrastructure	<ul style="list-style-type: none"> <li>Coordinate with GWAN to ensure connectivity of NRB registration offices.</li> <li>Ensure secure hosting and backup of ID-related systems.</li> <li>Perform an information security audit and security testing.</li> <li>Leverage interoperability platform to improve ID data exchange.</li> <li>Develop simple and user-friendly digital authentication and e-signature mechanisms</li> </ul>
Addressing the legal framework	<ul style="list-style-type: none"> <li>Adopt the Data Protection and Privacy Law and associated regulations to guide NRB in sharing and processing ID data.</li> <li>Legal review of the National Registration Act 2010 to close existing gaps regarding registration, sharing and use of ID and CR data, future-proof the ID ecosystem by providing for electronic credentials etc.</li> </ul>
Ensuring seamless identity proofing and verification in key sectors	<ul style="list-style-type: none"> <li>Promoting financial inclusion by bringing (e)KYC</li> <li>Strengthen linkages with Agriculture Input Programme (AIP), Universal Beneficiary Register (UBR), Land Management Information System (LMIS), Human Resource Management System (HRMIS), Financial Management Information System (FMIS) and Malawi Traffic Information System (MALTIS)</li> </ul>
Ensuring financial sustainability of NRB operations	<ul style="list-style-type: none"> <li>Develop sustainability plan.</li> <li>Ensure proper budget allocation to support operations and expansion.</li> <li>Reconsider current fee structure for individuals to avoid exclusions and gaps in the registration process.</li> <li>Fine tune the fee structure for authentication services for private and public sectors, without becoming a barrier to adoption.</li> <li>Evaluate options for diversifying identity proofing mechanisms, providing a choice of credentials to the people.</li> </ul>

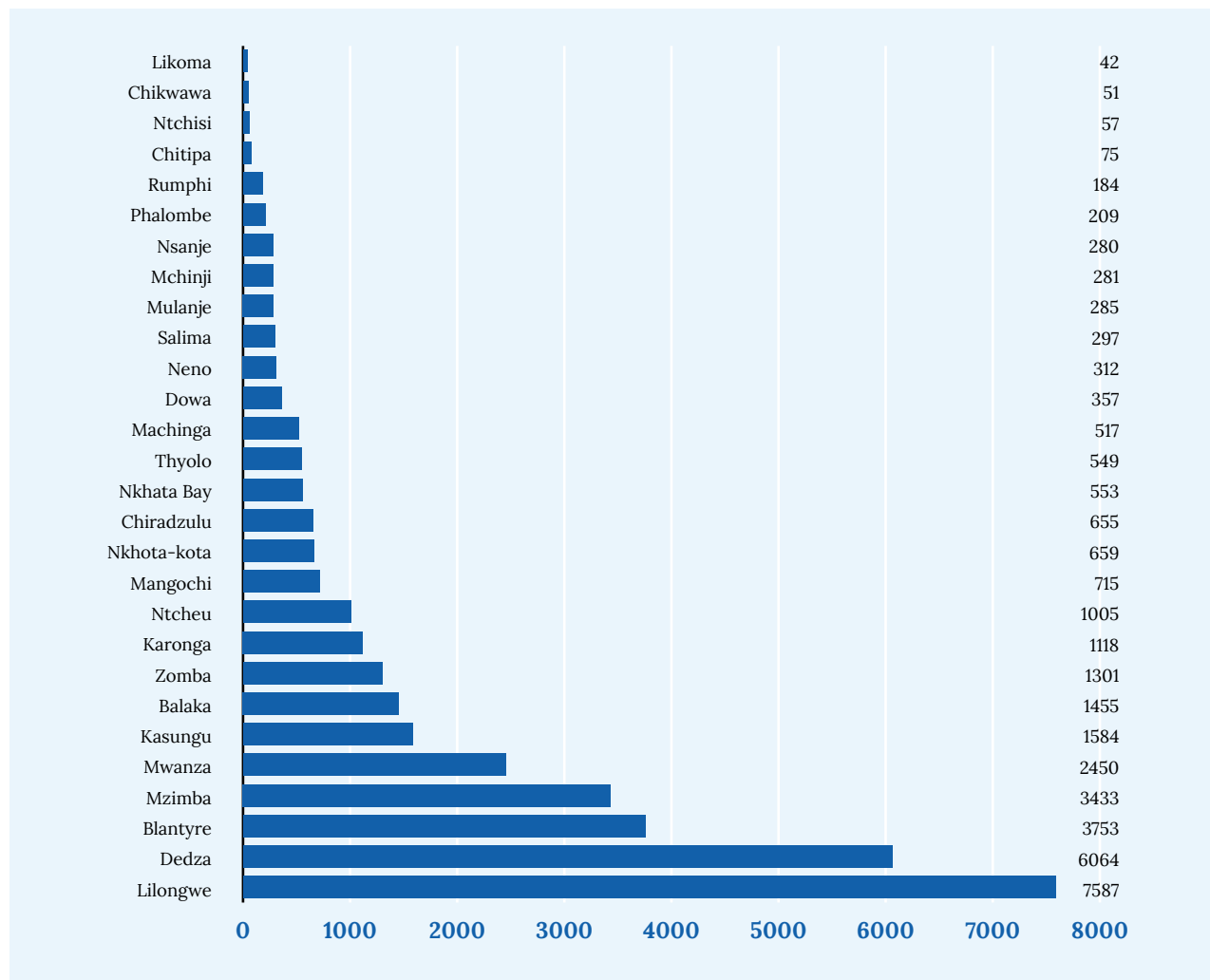
### Continuous registration, renewal and printing of

**national IDs:** In 2022, 35,828 new National ID registrations were undertaken with Lilongwe and Blantyre having the highest number of registrants. As per the estimate, NRB should register approximately 500,000 Malawians per year, but NRB is not meeting the target. The factors that contribute towards low registration include distances to the registration offices, centralized payment at the treasury in districts, delay in printing of NIDs and high transport costs.

The NRIS project is assisting NRB to accelerate registration process through establishing 65 field offices in addition to the 28 district offices and developing an e-payment system. An assessment of the 65 field offices was completed and these offices will be made functional by next year. The platform for e-payment has been developed and is being piloted in 3 districts using the services of NBS Bank, banking, and mobile agents.

In 2022, 310,132 people registered for renewal of national IDs. As of December 2022, almost 3.7 million NIDs expired. People are not turning up to renew their IDs due to the costs associated with renewals of IDs, high travel cost because of long distances to the registration offices, and multiple trips associated with the renewal process. NRIS Project facilitated a strategic planning workshop enabling NRB staff to suggest several options to reduce the burden of expired NIDs. The options included extending the renewal date for the National IDs beyond the 2025 elections, removing the expiry date of the NIDs, designing a cheaper NID with more advanced digitally signed Quick Response (QR) code and using biometric identity verification processes for keeping the integrity of the ID system.

**Figure 5: District wise continuous registration figures for 2022**

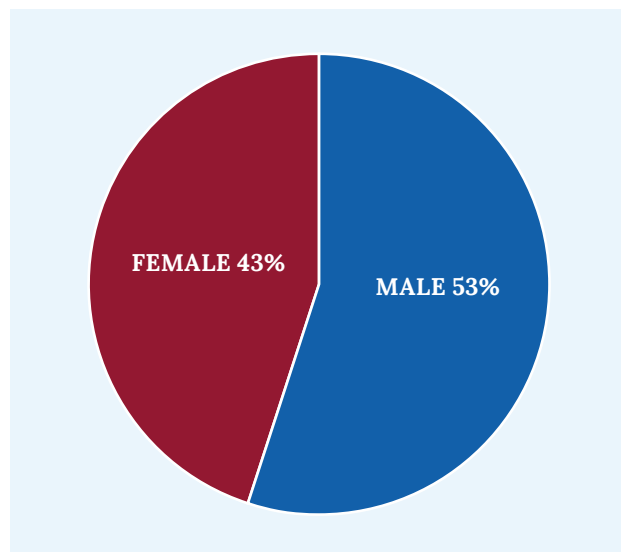


During 2022, 267,000 NIDs were printed at the Card Production Facility at NRB HQ, out of which 57% of the printed IDs were for male and 43% were for female. Out of all printed NIDs, 64% were for renewals, 10% were lost IDs and only 3% newly registered IDs were printed. Other printed NIDs also include damaged, defaced, name change and other information change. To address issues of low NID printing, the NRIS project provided 5 Zebra printers and has been doing policy advocacy to get the procurement of NRB finalized to clear the backlog and the contract for offshore printing of cards was finally signed in December 2022.

**Gender analysis based on new registration for national ID:** The gender gap among the new registrants has increased since the Mass Registration drive was undertaken in 2018-19 (figure 6). The factors that contribute to low female registration and renewal include long distances to the district registration centre, high cost for renewals and travel. This problem needs to be addressed by increasing the number of registration centres across the country, improving accessibility, and simplifying the process for renewals. As indicated in section of “Continuous Registration”, NRIS project is providing technical support to NRB for making the 65 field offices functional to increase the registration outreach and to enable women to register near their place of residence.



**Figure 6: Malawians registered for NID by Gender in 2022**



**AFRICA Civil Registration and Vital Statistics (CRVS)**

**Day:** The Africa CRVS Day was celebrated on 16th August 2022 with a commitment to a comprehensive, inclusive CRVS system that provides analytical data for planning and development and right to identity to all Malawians. The project provided support to NRB for organizing the event, where Ministers of Education, Health and Homeland Security participated together with the UNDP Resident Representative and made commitments to a strengthened and digitized CRVS and ID System in Malawi. Local community leaders, activists and drama groups participated in the meeting and raised awareness on the benefits of a functional and digitized CRVS and ID system in a country.



*Output 3: Government MDAs and private institutions are assisted to adopt the use of the NRIS (unique ID and the Birth Certificates).*

**Progress:** NRIS project completed the following activities to strengthen the partnership and linkages between NRB and MDAs:

**Digitization Labs on “Strengthening Malawi’s ID Ecosystem as an Accelerator of Social Economic Development”.** Considering the importance of the CRVS and National ID System as a foundational system for Malawi and its potential benefits for the public and private sector, a more structured approach was required, which led to a partnership between UNDP and Presidential Delivery Unit (PDU) to support a structured dialogue through the Digital Labs on **“Strengthening Malawi’s ID Ecosystem as an Accelerator of Social Economic Development”**. Two Digitalization Labs were organized during the year, one in May and the other in December 2022. These labs acted as discussion forums with leaders and experts from both public and private sector to leverage the ID verification capabilities of the NRB database and at exploring possibilities of ensuring completeness of the CRVS system. Concrete set of recommendations were made during the two labs on unblocking barriers to a robust and effective CRVS and ID ecosystem. Some of the key recommendations from the digital lab are outlined below:

- The lab recommended having indefinite validity for ID cards thus removing the expiry date and adopting ID cards with digitally signed QR code

that provide higher level of security. This would significantly lower the printing cost of ID Cards by 95%, double NRB’s printing capacity and accelerate inclusion as renewals, replacements will be more affordable.

- The lab highlighted the urgent need to review and amend the National Registration Act adopted in 2010, as NRB started introducing digitization of NIDs and CRVS in 2015 and often implementation doesn’t align with the legal framework.
- NRB to conduct a business process re-engineering and develop recommendations for refining business processes for all NRB services as there are significant delays in the provision of NID and CRVS services to the public.
- NRB to conduct a comprehensive system assessment for both NID and CRVS, identify interoperability challenges (software, hardware, legal) and security gaps to ensure the right security controls are implemented to protect user data.
- NRB supported by the project will develop inclusive digital ID options to be piloted, this will provide options of self-sovereignty of the individual’s identity data, thereby strengthening the principle of data privacy.
- MACRA to sign a Memorandum of Understanding (MoU) with NRB to establish a collaboration framework to facilitate integration of NRIS with Mobile Network Operators platforms.
- NRB to update the Ministry of Education (MoE) on progress and projections of the Mass Child Registration. The update to inform MoE’s decision to have the birth certificate as one of the requirements for new admissions.

- Universal Beneficiary Registry (UBR) to start capturing ID details by scanning the QR code from the NID to eliminate data entry errors from the next phase of data collection. NRB and UBR Tech teams to implement real time verification with NRB’s NID database for new beneficiaries captured in the UBR.
- Several systems are being used by health departments including DHIS2, however, patient’s individual ID data is not being captured. NRB and Ministry of Health to have detailed discussions to identify options for capturing patient ID data.

During the Digital Labs it was observed that there are sustainability challenges with regard to software solutions and information systems being used by other MDAs. These are related to proprietary software solutions, discontinuation of software due to high licensing costs and limited capacity to manage the systems. The global concept of Digital Public Goods (DPGs) that uses open software, open systems and open standards can address these issues of sustainability. DPGs are implemented as a part of a country’s digital public infrastructure. According to a survey by ID4Africa in 2018, vendor lock-in was the largest concern among national identity authorities in Africa. Vendor lock-in can include being locked into long-term contracts with limited flexibility and large, sometimes unexpected, fees; lack of customisation to local context; inability to integrate citizens into governance and decision-making; and centralising the market around only a few companies. Because they are open source, customisable, and localisable, DPGs can help address these concerns while enabling countries to retain

strategic control over their digitalisation processes. This can lead to new types of digital cooperation and strengthen long-term capacity.

**MoU Signed with Economic Planning and Development (EP&D) and Directorate of Road Traffic and Safety Services (DRTSS):** NRB signed MOUs

with the EP&D and DRTSS. Discussions were held with EP&D on developing the interface between NID and UBR for identity verification purposes. An Application Programming Interface (API) was developed by the NRIS project to scan the QR code from the NID and populate the information in the UBR software, which uses an open-source mobile data collection platform. This will remove the problem of duplicate entries in the UBR database system. Though the MOU was signed with DRTSS, but it wasn’t implemented owing to the vendor lock in of the Malawi Traffic Information System (MALTIS) restricting access to integration.



**Electronic Know Your Customer (e-KYC):**

The project in partnership with UNCDF is developing an e-KYC platform for the financial sector. UNCDF is taking the lead with

project providing technical support on the development of the platform and a Revenue Generating Model as part of the e-KYC platform. This will enable NRB, with the support from the Reserve Bank, to have one single platform that will be used by the financial sector for e-KYC bringing in uniformity and reducing the burden of MOUs to be agreed with each financial sector actor. There are a total of nine MOUs signed with the financial sector out of which four MOUs were signed in 2022 with

Zamara Pension Administrator, Reserve Bank Pension Administrators, GiveDirectly and MiFIHub. Among the public sector, Malawi Revenue Authority (MRA), Ministry of Lands (MoL), Registrar General and Immigration are using NRB NID database for e-KYC verification. The revenue generated by e-KYC verification in 2022 is presented below.

**Table 1: NRB Server e-KYC events by agencies and revenue generated in 2022**

Agency	Number of e-KYC events	Revenue generated in MWK
My Bucks	23,377	9,350,800
FCB	10,314	5,157,000
Standard Bank	266,070	12,000,000
Give Directly	5,157	2,062,800
<b>Total</b>	<b>304,918</b>	<b>28,570,600</b>

**Linking the UIN with Social Services:** After the issuance of the birth certificate with Unique Identification Number (UIN) to children below 16 years of age, the database can be linked to health and education systems by using the UIN. After the completion of pilot MCR process in 3 districts, UNDP together with NRB will be piloting linkages with health and education services in Mwanza district through use of UIN.

**Verification of Pensioners:** The Ministry of Finance is planning to verify the pensioners and to remove ghost pensioners from the system. The verification process will use biometric authentication to undertake biometric verification of the pensioners. The project will provide technical support to NRB for developing and testing the required API in 2023.



**Output 4: Up to 8.4 million Malawian children are registered with unique national identification (ID) numbers and issued with Birth Certificates by 2023.**

**Progress:** The process of Mass Child Registration (MCR) is an important result area to be achieved by the NRIS project. The pilot of MCR was successfully conducted following the endorsement of the 10th Project Steering Committee in the districts of Lilongwe Rural East, Karonga and Mwanza.

**Planning process for MCR:** To plan and implement the MCR activities in a timely manner a Core Committee was formed. The committee included representatives from NRB, the Ministry of Education, MOLGRD, UNICEF, NRB, EGPAF, CDC and UNDP. The core committee met on a weekly basis to review implementation and provided valuable suggestions. A more institutionalized approach was adopted to develop Standard Operating Procedures (SOPs) approved by NRB Management to implement the MCR process and ensure that all steps in the process are documented and implemented through various government structures. A stakeholder consultation was conducted on 27<sup>th</sup> September 2022 at BICC, Lilongwe with active participation of Government

Ministries and Departments, Media, Civil Society, political parties (represented through CMD) and development partners. This was an important measure of transparency to ensure that all concerned stakeholders are consulted before the start of the MCR process. The District Registration Task Force (DRTF) was formed in each of the pilot districts to monitor and oversee the MCR process.

**The MCR Roll out:** The actual roll out of the MCR was conducted over 10 days i.e., 24<sup>th</sup> October to 4<sup>th</sup> November 2022 in 461 Government Primary Schools. The registration was conducted by 1351 teachers using tablets and 2,089 village heads were involved in the process of community mobilization and verification of birth registration forms (NR8A). The retrieval process

started from 7<sup>th</sup> November 2022 and all the MCR kits were returned to Lilongwe for data consolidation. The duplication and printing of certificates are expected to be completed by the 1<sup>st</sup> quarter of 2023, followed by distribution of birth certificates through the village heads to the parents of the children.

**Achievement against target:** The target population was 608,833 which was estimated based on census data. After the completion of MCR process, 617,973 children were registered. The district wise breakdown of the registration figures against the target are given below. The MCR process resulted in 101.5% registration with 50.6 girls and 49.4% boys registered. The graphs in figures 7 and 8 show the target vs actual registration and gender distribution respectively in the three districts:

**Figure 7: Number of children registered against target in 3 targeted districts**

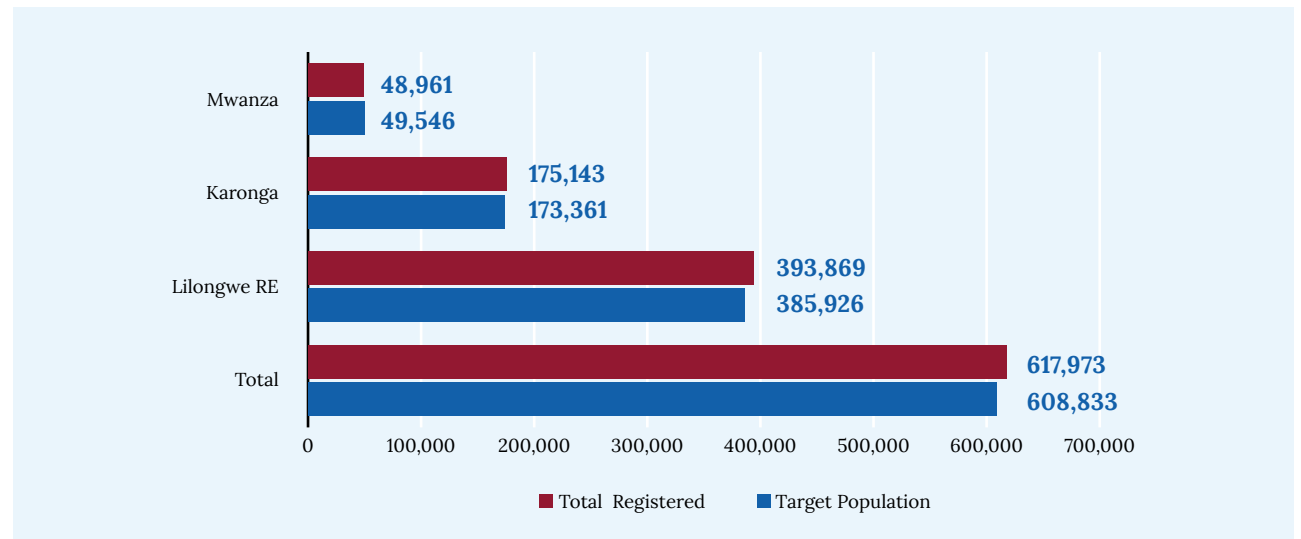
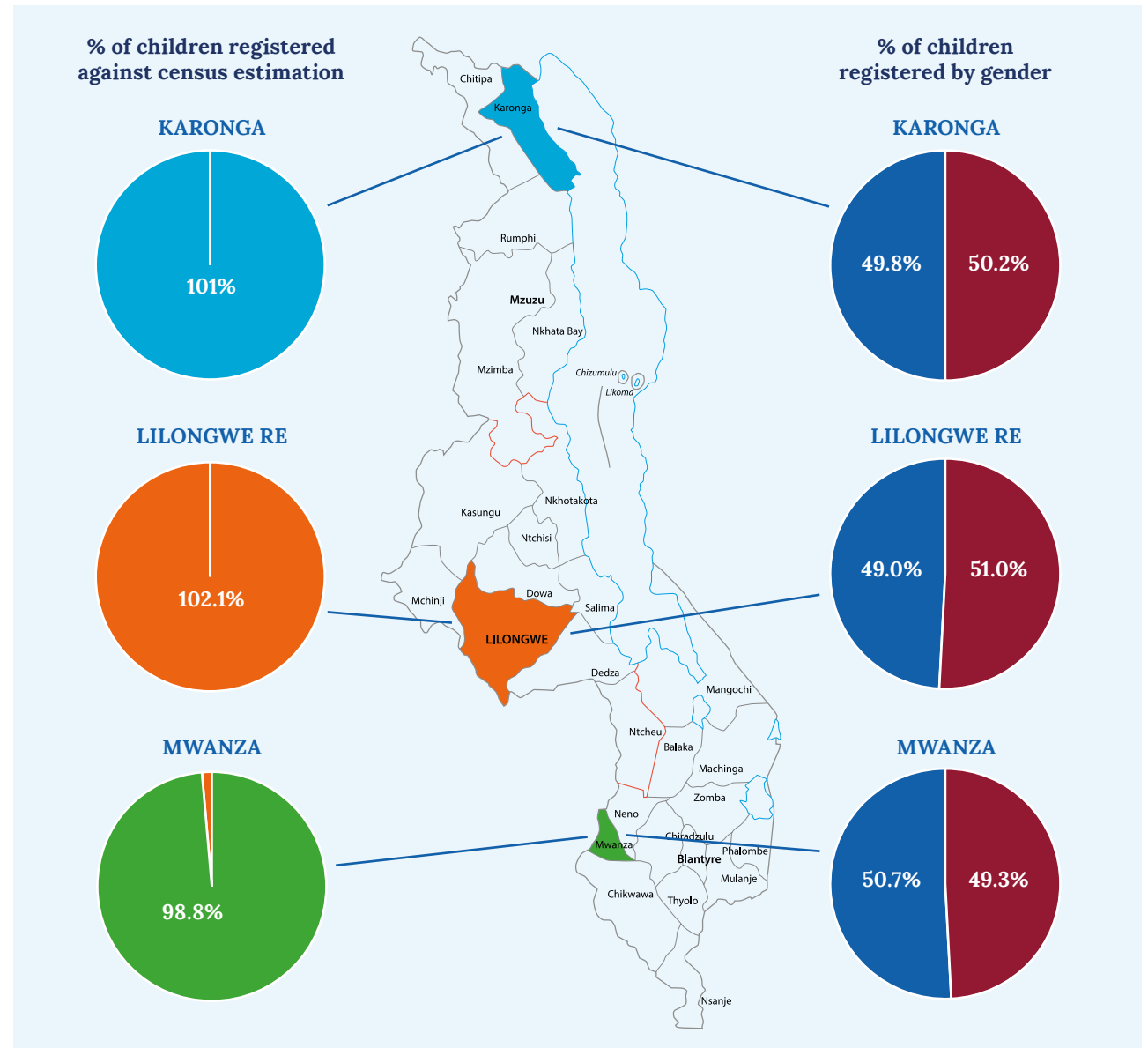
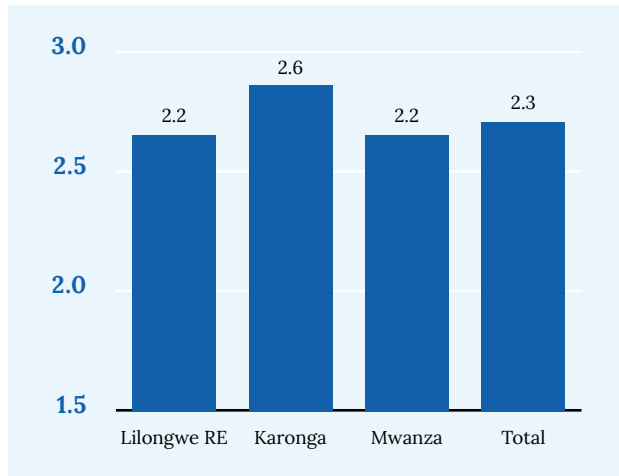


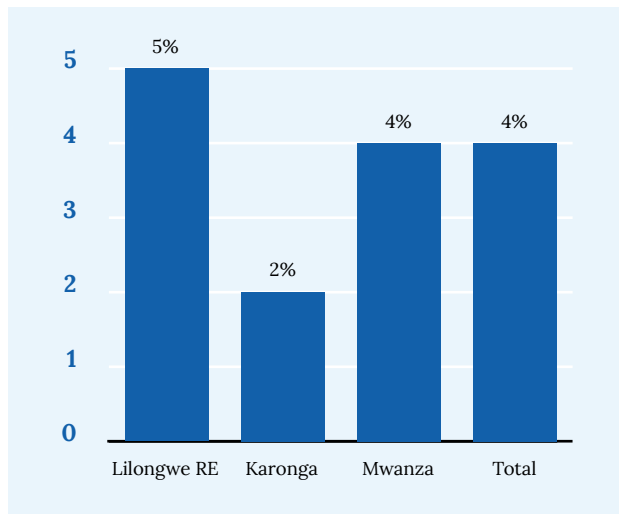
Figure 8: Percentage registered for birth certificates and by gender for pilot districts



**Figure 9: Total Fertility Rate in three districts**



**Figure 10: Percentage of children not in school**



Total Fertility Rate (TFR) – or often simply ‘fertility rate’ – which measures the average number of children per woman was 2.3 for the registered children who were below 16 years of age. This is similar to the national average. It is interesting to note that among the age group 6-16, almost 4% of children were out of school, which is same with the dropout rate in the primary school as per the Ministry of Education’s annual report.

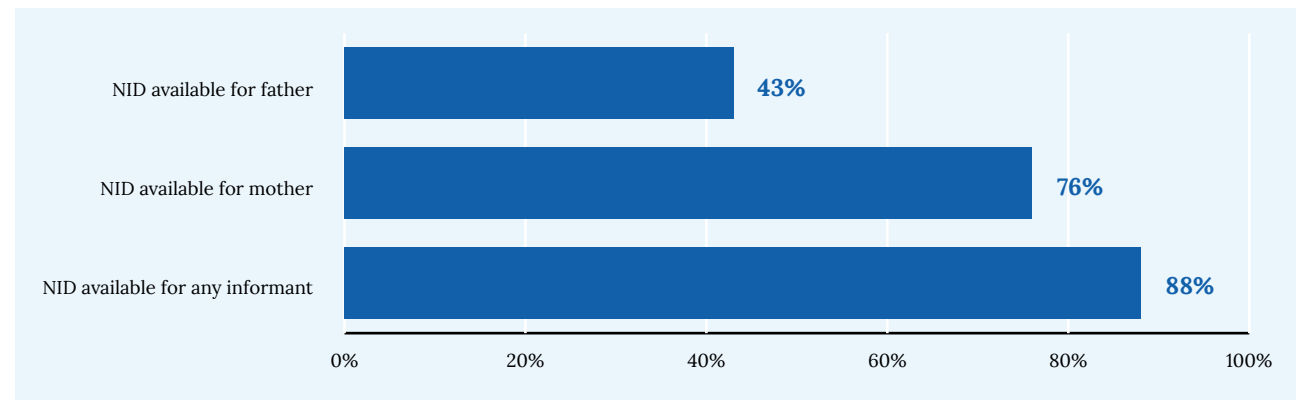
**Creating a family Tree:** Another objective of the MCR was to develop a family tree for the household unit by linking the parents NID with those of children. The linking was done by scanning the QR code from the NID of the parents. In the effort almost 76% of the mother’s IDs were linked with the children, but only 43% of fathers ID could be linked. Most of the registration were done by the mothers and they brought only their personal IDs, this was due to inadequate civic education. Overall, 88%

of informant’s IDs were linked to the child which includes father, mother and other informants.

**Lessons learnt workshop:** A lessons learnt workshop was organized to review the process, get feedback, and recommend improvements in the MCR process. Key recommendations are as follows:

- Parliamentary committee and the Centre for Multi-Party Democracy should be involved in the consultation process.
- All District Registration Office staff should be involved in the registration activities and not only the Principal Registration Officer.
- Allowance for the teachers should be increased and would be discussed in the core committee meeting and finalized.
- There is a need to enforce quality control on the selection of the teachers so that only those that are

**Figure 11: Percentage of parents ID linked to Child Registration**



capable of doing registration using a tablet should be selected.

- The Training of Trainers will work as operational teams during the exercise and would be maintained throughout the exercise. They will also be responsible for civic education as well.
- There should be robust civic education to ensure that all parents bring their NID for the registration of their children.
- Call centre staff should have full knowledge about all aspect of the registration and should be part of the Training of Trainers training.
- There is also a need to consider the important role of Primary Education Advisors (PEAs) as they proved to be key in interfacing with the teachers and addressing their issues.
- The project should work closely with Ministry of Local Government and get the updated village list.

**Output 5: The Project is efficiently managed, staffed and coordinated, and is implemented with national ownership.**

**Progress:** Under this Output, the following are the accomplishments during the reporting period:

**10<sup>th</sup> NRIS Steering Committee Meeting:** The 10<sup>th</sup> NRIS Steering Committee meeting of the project was organized on 6<sup>th</sup> September 2022, which approved the Mass Child Registration Pilot initiative and reaffirmed the Government’s financial commitment to it. The participation in the meeting included UNDP Resident Representative, Ministers of Finance, Homeland Security, Local Government, Civic Education & National Unit, Deputy Minister for Education, Chairperson of

MEC, EU Head of Development and Irish Ambassador. Strategic issues were discussed during the meeting in relation to the importance of CRVS and ID Management. The delays in card procurement were highlighted by participants and the PS NRB committed to a timeline of 1 month to address the issue. The Minister of Finance reassured the GoM commitment of USD 8 million for scaling up the MCR across the country.

NRIS Technical Committee (TC) meeting: Three technical committee meetings were conducted in 2022. The major action items of the meetings were:

- The Mass Child Registration Pilot / Phase-1 with allocation of US \$ 360,848, with a UNDP contribution of US \$ 261,022, Government of Malawi contribution of US \$ 78,200 and UNICEF contribution of US \$ 21,626 was approved.
- The TC approved the reallocation of US \$ 182,339 towards the prioritized activities identified in the Strategic Planning workshop that include legal review, enhancing software development capacity, developing of a revenue model, increasing production capacity of CPF and strengthening 65 field offices of NRB.
- The revised AWP 2022 with the current available resources of US \$ 2.1 million was approved.

**Monitoring and evaluation:** The monitoring and evaluation analyst conducted monitoring visits in each quarter to review the performance of the District Registration offices (DROs) The key finding, suggestions and action taken are given below:

Issues/ Challenges	Suggestions	Action taken
<b>Biometric Registration Kits (BRKs) were causing delays in registration due to multiple software and hardware issues.</b>	Refurbish and deploy the BRKs to the District registration offices.	200 refurbished BRKs were deployed.
<b>Limited office space for District Registration Offices.</b>	NRB should plan for increasing office space and plan to build separate offices.	NRB needs to allocate adequate funds in the annual budget.
<b>Backlog of printing and issuance of the NIDs.</b>	NRB to expediate the procurement process for printing NIDs.	Contract was signed with the supplier to print NIDs.
<b>For mobility the project provided motorcycles, which are not in use due to maintenance issues.</b>	NRB needs to allocate funds for maintenance of motorcycles.	NRB asked the PROs to use petty cash for maintenance.
<b>Death registration rates are very low the system is not linked to the national ID system.</b>	Death registration database should be integrated with the national ID databases.	Pilot death registration will be rolled out in Mwanza in March 2023.
<b>Low outreach of services as only 28 districts and 22 field offices are functional.</b>	Suggested an assessment to establish 65 field offices functional.	Assessment is ongoing and based on recommendations implementation to start in 2023.



# PROGRESS AGAINST RESULTS FRAMEWORK INDICATORS

Refer to Annex I.





# CONCLUSION

The annual progress report of the 2022 Progress Report highlighted activities undertaken and achievements made against agreed milestones. The NRIS project

has been focusing on continuously supporting NRB by providing technical support and doing advocacy for linking the NID with different MDAs.





# FUTURE PLANS

Moving ahead, the project will continue to prioritize:

- **Legal Review of the National Registration Act:**

The legal review process will be undertaken to review the National Registration Act of 2010 (NRA) and the draft National Identification and Registration Authority Bill, 2021 (NIRA Bill), and any other relevant legislation. The review will analyze Malawi's CRVS and ID legal framework considering international best practices, as established by the UN Principles and Recommendations on a Vital Statistics System, the UN Guidelines on a Legislative Framework on Civil Registration, Vital Statistics, and Identity Management (UNGOLF), and accompanying UN Handbooks on CRVS.

- **Development of the Revenue Model:** For developing the revenue model, different country experiences will be analysed. UNCDF is working in partnership with UNDP on developing an e-KYC platform and the services of the firm already engaged by UNCDF will be used to provide a set of options for the revenue model for NRB.

- **Development of Digital ID Solution:** The project is providing technical advice to NRB to address the issue of NID renewals considering that many NIDs are expiring. Till 2025 elections 6.5 million NIDs will be expiring, and the project will continue to share

the experience of other countries with NRB and Senior Government Officials with options that are practical, pragmatic, and feasible.

The process will include development of a fully digital identity solution available in smart phone application with options for offline printed versions that enable secure interoperability between NRB and other stakeholders for data verification and sharing, applications integrating the use of digital IDs in the financial sector, integrations for e-KYC, Government services (e.g., social security, Election Commission etc.), telecommunication companies (sim registration, e-wallet) etc.

- **Increasing the Registration Outreach:** Another area of focus will be increasing the registration outreach by NRB through establishing additional field offices for continuous registration and CRVS services. There is a plan to make 65 field offices functional by 2023. These offices will facilitate registration of citizens for birth, NID, marriages and deaths. This will ensure that no one is left behind.

- **Death Registration Pilot in Mwanza:** An update of existing records in the NRIS database is very essential, including death registration to make the database updated and relevant to stakeholders

like Malawi Electoral Commission, Insurance Companies and Pension's Department. The pilot will focus on updating death records in the NRIS database with the support from village heads. The pilot exercise is planned to be rolled out in Mwanza where the project has completed the MCR process. Following the pilot and lessons learned this will be rolled out in other districts.

- **Linking NID with Universal Beneficiary Registry (UBR):**

The NRIS team has developed an API to link the Universal Beneficiary Registry (UBR) with the NID. This linkage will enhance the identity verification process by reducing the number of duplicates, ineligible and ghost beneficiaries. This is planned in areas where UBR is undertaking new surveys to collect and update beneficiary data as the current data doesn't include the NID information.

- **Linking Unique Identification Number (UIN) with Social Services:**

Discussions are planned with the Ministry of Health and Ministry of Education to use the NRB database in the Districts of Karonga, Mwanza and Lilongwe Rural East as in these districts both adult and children population is registered through a Unique Identification Number (UIN). After discussions and agreement with the Ministries, pilot initiatives will be undertaken to develop the process, procedures, and ICT systems for linking the NID including birth registration to health and education systems.

- **Malawi Electoral Commission (MEC):** The partnership between NRB and Malawi Electoral Commission (MEC) will be renewed, and efforts will be made to address the issues identified by MEC.

This includes the activities planned in outputs 1 and 2. A working group has been formed between NRB, MEC, NRIS and the UNDP elections project to regularly review the progress and address challenges.

- **Mass Child Registration:** The project has successfully completed the pilot of MCR in Lilongwe Rural East, Karonga and Mwanza. The plan is to roll out the MCR across the country if the Government of Malawi allocates US\$ 8 million in 2023 budget.
- **Project Management:** Annual Work Plan for 2023 was developed and approved by the Technical Committee, which includes a detailed M&E Plan, Results Resources Framework, and its envisaged outputs. The project will develop Quarterly Progress Report and Annual Progress Report to reflect the progress in terms of planned activities and planning activities.





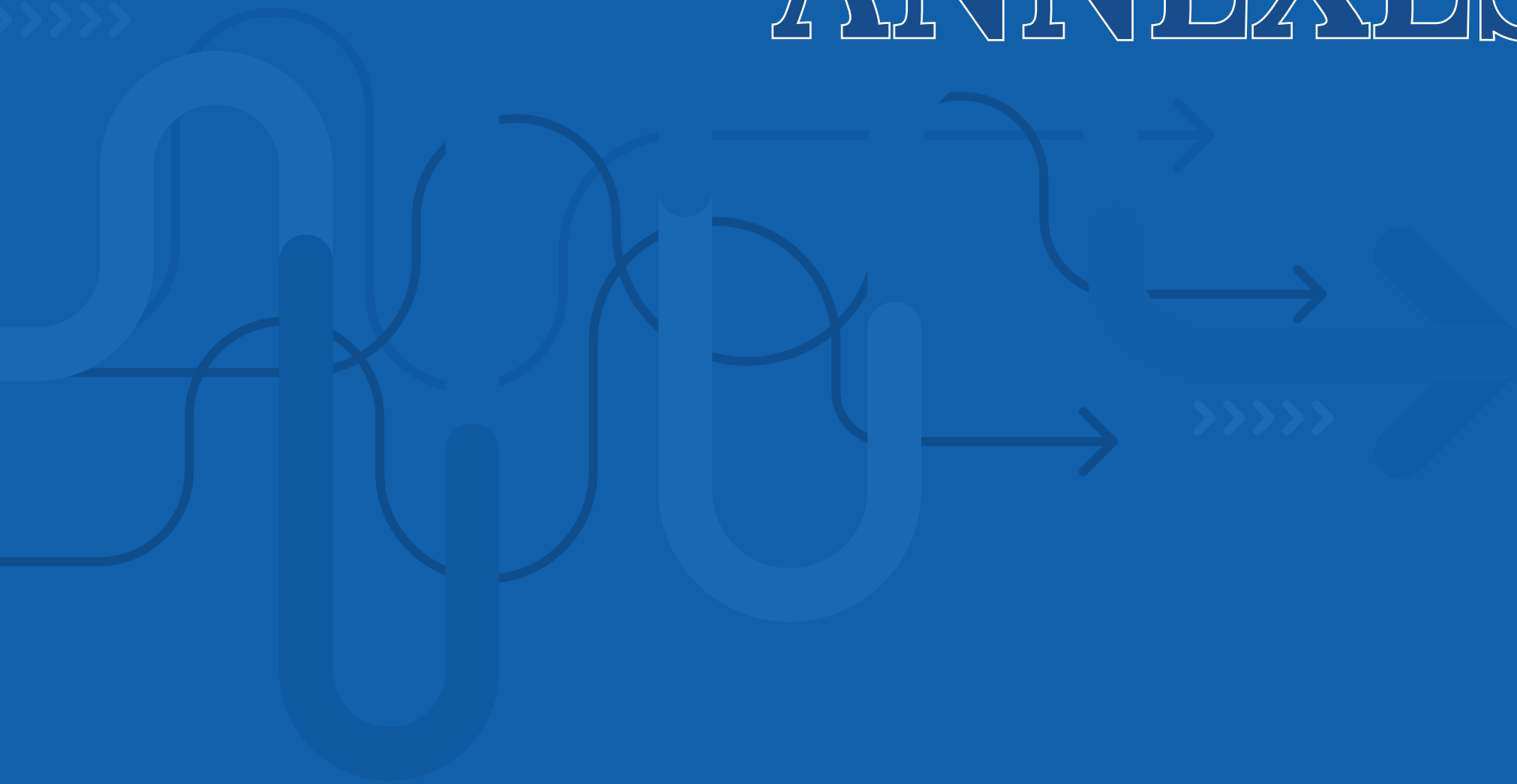
# FINANCIAL SECTION

All financial data (Annex III) presented in this report is provisional. From the 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 total budget in approved Revised Annual Work Plan for 2022 was **USD 2,192,969**, out of which **USD 2,213,556** is the total expenditure till 31<sup>st</sup> December 2022, which makes the utilization rate 101%.



# ANNEXES





**ANNEX I:  
PROGRESS AGAINST RESULTS FRAMEWORK INDICATORS:**

# RESULTS FRAMEWORK

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**Outcome Goal:** The establishment of a permanent and continuous national registration and identification system in Malawi.

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**Project Title and Atlas Project Number:** National Registration and Identification System (NRIS). Project Number: 00100113

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**Outcome Indicators:**

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Number of MDAs and private institutions using NRIS for administrative or operational systems (Baseline 2016): 0; Target (2023): >25; Source: Official records)

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Percentage of eligible resident Malawians registered and issued with an identity card (Baseline 2016: 0; Target (2023): >95%; Source: National Register, NSO)

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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)

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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)

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A functional and continuous health facility-based & community-based birth registration system (Baseline 2019: Suboptimal/inefficient; Target (2023): Optimal/efficient; Source: NRB)

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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”

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UNICEF Malawi’s Country Program 2019-2023: The goal is to scale up birth registration

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EXPECTED OUTPUTS	OUTPUT INDICATORS	DATA SOURCE	BASELINE		Achievements						TARGETS	Data Collection Methods and Risks	
			Value	Year	2017	2018	2019	2020	2021	2022	2023		
<b>Output 1: Up to 9 million Malawians are registered for issuance of a National Identity card in 2017</b>	1.1 Proposed amendment of National Registration Act submitted to Ministry of Justice.	Public Record	0	2016	0	0	0	0	0	0	0	1	Public record
	1.2 Number of civic information campaigns NRB supported to deliver, which target young people and marginalised groups for continuous registration (women, elderly, disabled, etc.)	Project records	0	2016			5	10	10	10	10	10	Media monitoring reports.
<b>Output 2: NRIS inclusive of birth registration is transitioned to a permanent and continuous registration system.</b>	2.1 Percentage of registrars trained in rules and procedures.	Training records.	0	2016	70%	30%	100%					100%	Training participation records.
	2.2 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	1.07 million	1.11 million	1.6 million	1.6 million	Data extraction
	2.3 Number of District Post Offices equipped for continuous birth registration	NRB Records	0	2019				22	22	22	65	65	NRB Records
	2.4 Percentage of registrars trained in rules and procedures on CRVS.	Training records.	0	2019				0	0			100%	NRB Records
	2.5 Percentage of village heads trained in rules and procedures on CRVS.	Training records.	0	2019				0	0	0	100%	100%	Project records
	2.6 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	.4 million	.5million	.5million	NRB Records

EXPECTED OUTPUTS	OUTPUT INDICATORS	DATA SOURCE	BASELINE		Achievements						TARGETS	Data Collection Methods and Risks
			Value	Year	2017	2018	2019	2020	2021	2022	2023	
<b>Output 3: Government MDAs and private institutions are assisted to adopt the use of the NRIS (unique ID and the Birth Certificates).</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.	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
<b>Output 4: Up to 8.4 million Malawian children are registered with unique national identification (ID) numbers and issued with Birth Certificates by 2023</b>	4.1 Number of Malawian Children registered as part of mass registration, disaggregated by gender	CRVS System	600,000	2019				0	0	617,000	To be confirmed	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	5	5	Civic education report
<b>Output 5: Project is efficiently managed, staffed and coordinated, and is implemented with national ownership</b>	5.1 Percentage of Quarterly Progress Report submitted on time	Report submission record								100%	100%	NRIS report submission record
	5.2 Percentage of Project positions filled.	UNDP records	0	2016	95%	5%	100%	42%	42%	42%	100%	UNDP records
	5.3 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	10 SC and 35 TC	12 SC and 39 TC	Project records

## ANNEX II: ACTIVE RISK LOG (UPDATED)

# OFFLINE PROJECT RISK REGISTER

Project Title: National Registration and Identification System Project

Project Number: 00100113

Date: 24-Nov-22

#	Event	Cause	Impact(s)	Risk Category and Sub-category (including Risk Appetite)	Impact, Likelihood & Risk Level (see Annex 3 Risk Matrix)	Risk Valid From/To	Risk Owner (Individual accountable for managing the risk)	Risk Treatment and Treatment Owner
1	Weak Institutional capacities of NRB	Lack of sufficiently trained national staff, high staff turnover, lack of a sustainable financial model for NRB and outdated IT infrastructure will compromise sustainability of continuous registration and birth registration and deny some Malawian citizens their right to an identity citizen.  Low capacity of card production facility	Delay in the issuance of NID card and Birth Certificate to Malawian citizens will hinder the provision of effective service delivery, right to vote and access to Government services	<b>4. ORGANIZATIONAL (4.2. Execution capacity) – UNDP Risk Appetite: EXPLORATORY TO OPEN</b>	Likelihood: <b>4 – Highly likely</b> Impact: <b>5 – Extreme</b> Risk level: <b>SUBSTANTIAL (equates to a risk appetite of OPEN)</b>	From: 01-Oct-20 To: 31-Dec-23	GoM	Risk Treatment 1.1: Legal Review of the NRA and NIRA bill will be undertaken in beginning of 2023 and this will address the institutional structure issues being faced by NRB.  The government will conduct a functional review to increase NRB staffing.  To protect the NRB data base the DRS has been moved to the Malawi Revenue Authority premises (MRA) in Blantyre.  NRB is working on one integrated CRVS and IN system to expediate the service delivery through a single window system.  NRB is in the final stage of the procurement of the offshore card printing to clear the backlog.

#	Event	Cause	Impact(s)	Risk Category and Sub-category (including Risk Appetite)	Impact, Likelihood & Risk Level (see Annex 3 Risk Matrix)	Risk Valid From/To	Risk Owner (Individual accountable for managing the risk)	Risk Treatment and Treatment Owner
2	Not Adequate data protection provisions	There is no data protection law in the country making it difficult for Ministries, Departments and Agencies to share data and maintain the confidentiality and privacy of individuals.	This will impact in failure to protect privacy and data, can undermine confidence in registration and erode the right to privacy of individuals....	<b>6. REGULATORY (6.1. Changes in the regulatory framework within the country of operation) – UNDP Risk Appetite: CAUTIOUS</b>	Likelihood: <b>3 – Moderately likely</b> Impact: <b>4 – Extensive</b> Risk level: <b>SUBSTANTIAL (equates to a risk appetite of OPEN)</b>	From: 20-Oct-16 To: 31-Dec-23	UNDP/ GoM	Risk Treatment 2.1: On Data Protection Act, the UNDP team will be following up and work with the World Bank team to support the development of a comprehensive Data Protection Act for Malawi. World Bank is leading this through their supported Digital Malawi project. The bill will be tabled in this session of parliament.
3	Limited Network connectivity	Limited or unstable access to internet can undermine data movement and synchronization during continuous registration.	This will impact in synchronization of real-time registration data of NID and birth and death registration.	<b>4. ORGANIZATIONAL (4.9. Procurement) – UNDP Risk Appetite: EXPLORATORY TO OPEN</b>	Likelihood: <b>5 – Expected</b> Impact: <b>3 – Intermediate</b> Risk level: <b>SUBSTANTIAL (equates to a risk appetite of OPEN)</b>	From: 20-Oct-16 To: 31-Dec-23	GoM	Risk Treatment 3.1: UNDP has been pushing E-Government for ensuring extending outreach and stability of connectivity.  Risk Treatment 3.2: The World Bank is leading the Digital Malawi project and planning to connect almost all the health facilities and selected post offices with network connectivity which will smoothen the process of data transfer and synchronisation.
4	Issues with expired NIDs	More than 3 million NID are already expired. People are not turning up for renewal due to distance to the District Registration Offices.  Also NRB's printing capacity is low to deliver the cards on time.	This will affect the voters to exercise their rights and also impact any voter registration done by Malawi Electoral Commission	<b>8. SAFETY AND SECURITY (8.5. Civil unrest) – UNDP Risk Appetite: CAUTIOUS</b>	Likelihood: <b>3 – Moderately likely</b> Impact: <b>4 – Extensive</b> Risk level: <b>MODERATE (equates to a risk appetite of EXPLORATORY)</b>	From: 03-Sep-19 To: 31-Dec-23	GoM	Risk Treatment 4.1: PDU is working with NRB following the Presidential statement on possibility of removing the expiry date of the ID. This policy solution will address the immediate issue with more sustainable options developed for the future.

#	Event	Cause	Impact(s)	Risk Category and Sub-category (including Risk Appetite)	Impact, Likelihood & Risk Level (see Annex 3 Risk Matrix)	Risk Valid From/To	Risk Owner (Individual accountable for managing the risk)	Risk Treatment and Treatment Owner
5	Lack of public trust in NRB and its database	Due to the allegations made regarding minors being registered most particularly by the Temporary Registration Officers that were carrying out ID Registration during the MEC Voter Registration, the NRB	The registration of minors resulted in lack of public trust in NRB	<b>5. REPUTATIONAL (5.1. Public opinion and media) – UNDP Risk Appetite: CAUTIOUS</b>	Likelihood: <b>3 – Moderately likely</b> Impact: <b>4 – Extensive</b> Risk level: <b>MODERATE (equates to a risk appetite of EXPLORATORY)</b>	From: 20-Jun-20 To: 31-Dec-23	NRB	Risk Treatment 5.1: NRB has been thoroughly checking, verifying, and properly adjudicating the registration data that was captured during the Voter Registration exercise in 2018 before being processed further for issuance of ID  Risk Treatment Owner: There are about 110,000 records blacklisted in the system now which NRB has been clearing only after doing proper adjudication process.
6	Availability of finance for the implementation of Mass Child Registration	Delay in releasing of funds by GoM and donors on time	This will result in delays of Mass Child Registration planning and implementation.	<b>2. FINANCIAL (2.1. Cost recovery) – UNDP Risk Appetite: MINIMAL TO CAUTIOUS</b>	Likelihood: <b>4 – Highly likely</b> Impact: <b>5 – Extreme</b> Risk level: <b>SUBSTANTIAL (equates to a risk appetite of OPEN)</b>	From: 01-Oct-20 To: 31-Dec-23	NRB, UNDP and UNICEF	Risk Treatment 6.1: NRIS project is doing advocacy with MoG to get the committed funding for MCR.  Risk Treatment Owner: NRB has been trying to get the government funding on time so that the legal identity is given to all children below 16 years of age with UIN in the birth certificate.
7	Issues related to the fraudulent practices by NRB Registration Officers	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.  The delays in printing and issuance of national IDs has also given space to unscrupulous elements to do fraudulent practices and undertake bribery	This has resulted in lack of public trust on NRB and affect the reputational of NRB	<b>5. REPUTATIONAL (5.3. Code of conduct and ethics) – UNDP Risk Appetite: CAUTIOUS</b>	Likelihood: <b>3 – Moderately likely</b> Impact: <b>4 – Extensive</b> Risk level: <b>MODERATE (equates to a risk appetite of EXPLORATORY)</b>	From: 01-Dec-20 To: 31-Dec-23	NRB	Risk Treatment 7.1: NRIS project will conduct a training on the client service and code of conduct for all newly recruited registration officers and assistant registration officers.  NRIS project is also reviewing the NRB SoPs on NID, CPF, Registration Process, Birth and Death to be implemented soon.  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.

#	Event	Cause	Impact(s)	Risk Category and Sub-category <i>(including Risk Appetite)</i>	Impact, Likelihood & Risk Level <i>(see Annex 3 Risk Matrix)</i>	Risk Valid From/To	Risk Owner <i>(Individual accountable for managing the risk)</i>	Risk Treatment and Treatment Owner
8	Non-availability of forex in the country and devaluation of MWK	There is a crisis of availability of forex in the country already and Malawian Kwacha has significantly devaluated which will result in higher cost of operations, higher living costs and difficulty in sourcing materials from abroad	This may affect the procurement process of NRB for NID	<b>4. ORGANIZATIONAL (4.2. Execution capacity) – UNDP Risk Appetite: EXPLORATORY TO OPEN</b>	Likelihood: <b>5 – Expected</b> Impact: <b>5 – Extreme</b> Risk level: <b>HIGH RISK (equates to a risk appetite of SEEK)</b>	From: 09-Aug-22 To: 31-Dec-23	NRB	Risk Treatment 8.1: UNDP has been pushing NRB for the procurement of the NIDs, and consumables and cleaning the backlog by printing offshore. NRB informed that they have completed the procurement process and a contract has been signed with a local company for provision of printed NIDs.

## ANNEX III:

# FINANCIAL UTILIZATION

### AWP Annual Variance Analysis 2022

OUTPUTS NAME	Annual Budget (in USD)	Q1 expenditures (US Dollar)	Q2 Expenditures (US Dollar)	Q3 Expenditure (US Dollar)	Q4 Expenditure (US Dollar)	Total Expenditures	Utilisation %
Output 1: Up to 9 million Malawians are registered and issued with a National Identity card in 2017	-	46,641	-	-	-	46,641	
Output 2: NRIS inclusive of birth registration is transitioned to a permanent and continuous registration system	407,880	727	107,361	97,448		205,536	
Output 3: Government MDAs and private institutions are assisted to adopt the use of the NRIS (unique ID and the Birth Certificates)	265,000	6,448	100,834	874		108,156	
Output 4: Up to 8.4 million children are registered and issued with Birth Certificate	108,088	376,880	-	4,473	357,650	739,003	
Output 5: Project is efficiently managed, staffed and coordinated, and is implemented with national ownership	1,160,118	238,922	284,226	273,484	256,870	1,053,503	
General Management Service Fees (GMS) (variable)	251,883	11,935	24,621	24,161		60,717	
<b>TOTAL</b>	<b>2,192,969</b>	<b>681,553</b>	<b>517,042</b>	<b>400,441</b>	<b>614,520</b>	<b>2,213,556</b>	<b>101%</b>



## ANNEX IV:

# LINKAGES WITH PUBLIC AND PRIVATE SECTORS WITH NATIONAL ID

### Impact of National ID linking with Public and Private Sector

#### A. Public Sector

No.	Institution	MoU	Status	Impact/Benefits/Cost Saving
1	Malawi Electoral Commission	MoU signed 24th May 2017, is expired now but will be renewed and discussions underway	Ongoing	<ul style="list-style-type: none"><li>Enhanced and more transparent voter roll.</li><li>Achieved smoother and cost-effective voter registration processes with savings for each tripartite election of US \$7 million.</li><li>Improved accuracy of the voter registers by eliminating duplicates for elections</li></ul>
2	Ministry of Agriculture (AIP)	No MoU required	Ongoing	<ul style="list-style-type: none"><li>AIP using National ID database for identifying beneficiaries.</li><li>600,000 ghost farmers identified, and 4,200,000 records authenticated annually.</li><li>From 2021 onwards, the MoA is doing online verification to identify and issue AIP benefits.</li><li>The annual cost savings is US \$27 million.</li></ul>
3	Department of Immigration	MoU signed in August 2020	Integration with E-Passport is live	<ul style="list-style-type: none"><li>The linkage resulted in cost savings which have been officially quantified at US \$ 0.5 million per year</li></ul>
4	Department of Human Resource	No MoU required	Ongoing	<ul style="list-style-type: none"><li>Approximately 3,000 ghost workers were removed from the payroll.</li><li>This was once-off activity, but there is a plan to make the verification process online using biometric for payroll.</li></ul>

## Impact of National ID linking with Public and Private Sector

### A. Public Sector

No.	Institution	MoU	Status	Impact/Benefits/Cost Saving
5	Ministry of Finance/Pension System	No MoU required	Ongoing	<ul style="list-style-type: none"> <li>4,024 ghost pensioners have been identified and removed from the system.</li> <li>This was once-off activity, but this verification process will be made online.</li> </ul>
6	Malawi Communications Regulatory Authority (MACRA)	MoU Signed	Ongoing	<ul style="list-style-type: none"> <li>Malawi Communications Regulatory Authority indicated that Malawi is losing approximately KWH 120 million monthly to mobile money fraud, making a total of USD 1.4 million annually. The plan is to use biometric verification to link the SIM cards to individual IDs</li> </ul>
7	Malawi Revenue Authority	MOU signed 5th April 2018	Integration with Msonkho online is live	<ul style="list-style-type: none"> <li>The new electronic registration process based on the NID enabled MRA to identify fraudulent, multiple and fabricated registrations.</li> <li>Enhance Tax Compliance</li> <li>This will be further strengthened by using biometric verification.</li> </ul>
8	Financial Intelligence Authority	MoU signed in June 2020	Ongoing	<ul style="list-style-type: none"> <li>FIA is responsible for the overall supervision of financial institutions and all reporting entities for compliance with the Financial Crimes Act (FCA) including identification and verification of customers.</li> <li>Due to the mandatory use of the NID for Know Your Customer in financial institutions, financial fraud cases have declined drastically from 36 in 2016 to 2 in 2021.</li> <li>This will be further strengthened by using biometrics.</li> </ul>
9	Ministry of Health	No MoU required	Ongoing	<ul style="list-style-type: none"> <li>MoH agreed to support the adoption of the ID number as the unique primary patient identifier as well as the harmonization of different systems/software.</li> <li>Patient identification will only take place through the use of National IDs.</li> <li>Different and fragmented health-related systems/software will be harmonised using the National IDs.</li> <li>The children's national unique identification number will be linked for accessing health services including immunisation</li> </ul>
10	Universal Beneficiary Registry	MoU Signed in April 2022	Ongoing	<ul style="list-style-type: none"> <li>UBR data collection process is already linked with National ID by scanning the QR code from the NID</li> <li>The online verification process will reduce the number of ghost beneficiaries.</li> </ul>
11	Ministry of Land	Discussions underway	Under discussion	<ul style="list-style-type: none"> <li>Land Information Management System linked with National ID</li> </ul>
12	Registrar General	Draft MoU submitted to Registrar General	Under discussion	<ul style="list-style-type: none"> <li>Business Registration System linked with ID online in March 2022</li> </ul>

## Impact of National ID linking with Public and Private Sector

### A. Public Sector

No.	Institution	MoU	Status	Impact/Benefits/Cost Saving
13	Anti-Corruption Bureau	MoU shared with ACB	Under discussion	<ul style="list-style-type: none"> <li>Draft MoU shared with ACB</li> </ul>
14	Road Traffic Directorate	Ongoing discussions	Under discussion	<ul style="list-style-type: none"> <li>Linkage with MALTIS</li> <li>NID biometrics data will be used</li> </ul>
15	Judiciary/Justice	Ongoing discussions	Assessment completed	<ul style="list-style-type: none"> <li>Linkage with Case Management System</li> <li>Tracking the criminals with unique identifiers will be easy</li> </ul>
16	PPDA	Ongoing discussions	Under discussion	<ul style="list-style-type: none"> <li>Linkage with e-Procurement System</li> </ul>
17	Ministry of Education	Ongoing discussions	Under discussion	<ul style="list-style-type: none"> <li>Ongoing Mass Birth Registration to collect to understand the enrollment rates</li> <li>The Child's UIN will be linked to Education Management Information System</li> <li>This will be helpful in planning process</li> <li>Will help in finding out area wise dropout rates</li> </ul>
18	Ministry of Local Government	Ongoing discussions	Under discussion	<ul style="list-style-type: none"> <li>Linking the NID with the Local Authority Management Information System (LAMIS)</li> </ul>
19	Refugees	Waiting for the draft NI and R bill to be passed	Interaction to be started	<ul style="list-style-type: none"> <li>Registration helps protect refugees against forced return, provision of services and facilities.</li> </ul>

## Impact of National ID linking with Public and Private Sector

### B. Private Sector

No.	Institution	MoU	Status	Impact/Benefits/Cost Saving
1	BANK-FDH	MOU signed 7 <sup>th</sup> June 2019	Integration is live	<ul style="list-style-type: none"> <li>• Currently only using biographic information for E-KYC</li> <li>• The plans is to use biometric verification process for identity verification</li> <li>• In partnership with UNCDF a consulting firm has been hired to develop a proposal for a centralized E-KYC platform</li> <li>• Such a centralized platform will enable all financial sector institutions including banks, insurance companies, MFIs etc to get their customers verified through system</li> <li>• Such a system will ensure uniformity of customer verification processes and not require individual MOUs to be signed by NRB</li> </ul>
2	Bank-FCB	MoU signed 5 <sup>th</sup> July 2019		
3	Bank-Mybuck	MoU signed 11 <sup>th</sup> July 2019		
4	Bank-Standard Bank	MOU signed 20 <sup>th</sup> Sept 2021		
5	Old Mutual (insurance)	MoU signed April 2020		
6	Bank-Ecobank	MOU shared with Ecobank	Discussions Ongoing	
7	Bank-NBS	MOU shared with NBS		
8	Bank-NB	MoU shared with NB		
9	MFIHub Company Ltd	MoU signed in April 2022		
10	UGI (Represents 10 Insurance companies)	MoU Shared with UGI		
11	Blantyre Water Board	MOU shared		
12	Airtel money	MoU shared		
13	Victoria Forex Money Ltd	Mou Shared		
14	NICO LIFE	MoU shared		
15	Vision Fund	MoU shared		

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**Impact of National ID linking with Public and Private Sector**

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**B. Private Sector**

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<b>No.</b>	<b>Institution</b>	<b>MoU</b>	<b>Status</b>	<b>Impact/Benefits/Cost Saving</b>
16	Airtel	MOU Shared	Discussions started	<ul style="list-style-type: none"><li>• Mandatory SIM registration with NID.</li><li>• MACRA needs to be involved to have a uniform regulatory environment for linking the SIM cards with individual's IDs</li></ul>
17	TNM	Initial meeting held		

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